MID-TERM EVALUATION OF THE GEF/UNDP PROJECT "SUPPORT TO THE SUSTAINABLE TRANSPORT IN THE CITY OF BELGRADE"

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FINAL REPORT

Submitted by

Aljaž Plevnik

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Urban Planning Institute of the Republic of Slovenia

Trnovski pristan 2

1000 LJUBLJANA

SLOVENIA

Tel: +386 1 4201 323 E-mail: aljaz.plevnik@uirs.si

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Executive Summary

This mid-term evaluation gives an overall rating for the project of **Moderately Satisfactory (MS)**.

The UNDP Project to Support the Sustainable Urban Transport in the City of Belgrade is financed through the Global Environmental Facility (GEF). The project budget amounts 950.000$ and has duration of four years (May 2010 - May 2014). UNDP Serbia is the Implementing Agency for this project. At the national level, the project is being executed by the Ministry of Energy, Development and Environmental Protection. The City of Belgrade through its institutions in the name of the Land Development Agency and the Secretariat for Transport is the main partner and beneficiary of the project. The project aim is to reduce greenhouse gas emissions associated with the passenger transport system in Belgrade by about 17% in 2020 relative to 2007 levels, compared to a 47% increase in these emissions without any interventions. The project aims for direct energy savings of 285.000 t CO_2/year; and indirect savings from the increased share of energy efficient transport modes of 71.000 t CO_2/year. It is organized around 4 activities: (1) Planning process for Sustainable Urban Transport Plan; (2) Promoting cycling; (3) Education and awareness of the youngest population about sustainable transport; and (4) Capacity building including Eco-driving.

The purpose of this Mid-term evaluation (MTE) is to provide information about the status of the implementation of the project in order to ensure accountability for the expenditures to date and the delivery of outputs, and to make recommendations for improvements to the project so that UNDP can make midcourse corrections to the project, as appropriate. The objective of this MTE is to undertake a comprehensive overall assessment of the results from the first half of the project and to produce recommendations on how to improve its management and implementation over the second half of the project until its planned completion in 2014. The evaluation was carried out between 2nd February 2012 and 28th March 2013 with two missions to Belgrade on 20th-22th February 2013 and 13th-15th March 2013. Draft MTE report was submitted for review on April 2nd, last comments from UNDP Serbia were received on May 6th. The Final MTE report was delivered on May 28th 2013. Development of this MTE started late as a result of the local elections and changes in the persons involved in the project at the city level. It is ending at a point where the project has entered in its final year. This reduced the possibilities for the MTE to have a significant impact on the completion of the project, as most of the funds were already used or committed to signed contracts.

The project is doing an important and in many ways a pioneering job in turning Belgrade's transport system in a more sustainable direction. As a direct result of this project Belgrade will start to prepare its and the country's first Sustainable Urban Mobility Plan in 2013, aiming to replace existing planning practice with a modern approach to tackle transport-related problems more efficiently. The project so far has been able to provide valuable insights into the travel habits and attitudes of citizens towards cycling and pupils towards walking, to create a platform where for the first time main stakeholders and civil society discuss the future of cycling in the city. Another important achievement has been the creation of the first dedicated safe routes to school in Belgrade and to open a public debate on these latter two topics. There have also been the first activities of the project replication in other cities of Serbia.

Despite the important work already done, the project will not achieve its main objective to reduce greenhouse gas emissions associated with the passenger transport system in Belgrade by about 17% in 2020 relative to 2007 levels, compared to a 47% increase in these emissions without any interventions. Targeted direct energy savings of 285.000 t CO_2/year and indirect savings of 71.000 t CO_2/year were much overambitious already for the first set of activities. Adaptive management performed before the start of implementation replaced more ambitious (though less realistic) measures with the soft ones which will very probably gain valuable long-term results, though it is unlikely that they will deliver significant CO_2 emission reductions within the project life, nor by 2020. Given that even in the best case scenario, a new more integrated transport planning system (SUTP) will not be operational until 2015 at the earliest, and only then can it start to deliver some of the changes that might

bring about effective CO_2 reduction. Those cities that have changed their overall modal share as a result of an SUMP have done so over at least a decade and usually longer, not over 6 years. Estimation of the potential CO_2 emission reductions of other activities, based on a comparison of similar projects implemented in other European countries shows that, even in the best case scenario, the measures do not achieve direct energy savings of 1,000 t CO_2/year, which is very far from targeted direct energy savings of 285,000 t CO_2 / year. When assessing the contribution of Belgrade's transport measures on total CO_2 emission reductions, it is necessary to separate those direct actions carried out by the city as a result of participation in this project and whose contribution is negligible (such as pedibus, for example), and those that would be carried out anyway but whose implementation timescale is much longer (e.g. development of complex new infrastructure or rolling stock renewal in public transport).

The project also failed to design a sound Monitoring and evaluation plan and later adapt its monitoring and evaluation activities to the new set of measures, which resulted in problems in following the progress and the impact of the project. The limited impact and the latter challenges are the main reasons why this evaluation gives an overall rating for the project of **Moderately Satisfactory (MS)**.

The table below summarizes the evaluation grades for other elements of the project. The grades are explained in the chapter Key findings of this report.

Implementation approach	Rate
Overall quality of Implementation approach	Moderately Satisfactory
Country ownership/drivers	Rate
Overall level of Country ownership	Moderately Unsatisfactory
Outcome/Achievement of objectives	Rate
Relevance	Relevant
Efficiency	Moderately Satisfactory
Effectiveness	Moderately Unsatisfactory
Overall quality of project outcomes	Moderately Satisfactory
Stakeholder participation/public involvement	Rate
Overall level of Stakeholder participation and public involvement	Moderately Satisfactory
Sustainability	Rate
Financial resources	Moderately Likely
Socio-economic	Moderately Likely
Institutional framework and governance	Likely
Environmental	Likely
Overall likelihood of Sustainability	Moderately Likely
Catalytic role/Replication approach	Extent
Production of a public good	Yes
Demonstration	Yes
Replication	Not
Scaling up	Not
Financial management and Cost-effectiveness	Rate
Overall Quality of Financial management and Cost-effectiveness	Satisfactory
Monitoring and evaluation	Rate
M&E design at project start up	Moderately Unsatisfactory
M&E Plan Implementation	Moderately Satisfactory
Overall quality of M&E	Moderately Unsatisfactory
OVERALL RATING	**Moderately Satisfactory**

Table 1: *Evaluation rating table - Summary of Evaluation Ratings*

The recommendations listed in the following table aim to strengthen the project implementation over the second half of the project, including through undertaking adaptive management and improved monitoring of the project.

Recommendation # 1
Monitoring & Evaluation and Risk management improvements – the Project manager should revise the Project Result Framework and the Risk Management Table and adapt the project's targets and risks to the new set of measures. The new version of the Project Result Framework should focus more on the impact of the project's activities and should include SMART output and outcome targets.
Recommendation # 2
Greenhouse Gas Emissions Calculations - The Project manager (with a support from the hired expert) should update Greenhouse Gas Emissions Calculations for direct emission reductions for new project activities.
Recommendation # 3
Project extension – at this stage the project extension could hardly be justified therefore the recommendation is to close the project in May 2014. It seems that ongoing activities will be concluded in the planned time framework. Most of the funds are already used or committed to signed contracts, so there is little possibility of using the funding to pay for other activities in any extended project period.
Recommendation # 4
Project manager's position – the Project manager (PM) is leaving her position in September 2013 – the recommendation is that the Project Assistant take over the finalisation of the project with a help of an external expert or (if available) the former PM. Based on the experience of the delays that occurred in recruiting the existing PM, it might be difficult to find an appropriate person for this post in Serbia. Even with a speedy recruitment procedure, a new PM would need several months to get fully up to speed in the position and to re-establish the network.
Recommendation # 5
Project dissemination improvements – local communication consultant, hired for promotion of project's two activities, could use established communication channels from other activities for project's comprehensive dissemination. Project's website (Cycle Belgrade) could be upgraded into Belgrade's main information platform on sustainable mobility and offered to the City for the use after the end of the project.
Recommendation # 6
Planning and monitoring of co-financing – the project should improve the planning and reporting of co-financing by increasing its importance in preparation of Annual Progress Report (APR).
Recommendation # 7
SUTP awareness raising, training and replication – this project or its implementing partners should raise awareness on and enhance replication of SUTP in other Serbian cities by organizing SUMP training for Belgrade and other Serbian municipalities based on experience from Belgrade and training material prepared in the project Eltisplus. This wouldn't necessarily put additional costs on the project as few existing and future EU projects (e.g. CIVITAS, CH4LLENGE) offer the training on SUMP and could be invited also to Serbia.
Recommendation # 8
Improvements of the cycling web site – The cycling web-site (Output 2.2) should be improved and incorporate experiences and content of similar sites around Europe. Two cities in the on-going EU IEE project CHAMP are developing such web sites based on experience of best practise cities such as Gent.
Recommendation # 9
Improvements of the "Safe routes to school" campaign - The campaign should use more arguments related to the health benefits of active travel to school and about the experience gained by children through their active involvement in traffic. The campaign should also incorporate different established and tested approaches to

motivate children for choosing active modes of travelling to schools such as the "Traffic Snake Game" or "Around the World in 80 Days". Motivation of children is crucial for the success of this campaign as they are the best channel for influencing parent's and teacher's travel behaviour.
Recommendation # 10
Integration of eco-driving in driving schools – the project shouldn't abandon its initial aim and should take the first steps towards the integration of eco driving in driving school curricula and driving tests by promoting this activity and its achievements to relevant ministries on the national level.
Recommendation # 11
Revision of recommendations for further steps and related costs for the SUTP in Belgrade – international experts responsible for these recommendations (TIS.pt) should provide evidence from comparable English and French cities – as opposed only to recommendations from guidance – and assess the reality of the costs and timescales proposed for SUTP in Belgrade. They should consider what French and English cities of comparable size to Belgrade have done in data collection and modeling terms to develop and run their SUTPs. They should also provide a comparison (costs, benefits, time required) of the proposed approach with an approach that has no modeling, or uses a very simple 2-3 zone model.
Recommendation # 12
Improvements to the cycling campaign – the campaign should spread the message about the latest success in boosting cycling from cities with comparable size, and initial share of cyclists (e.g. London, Edinburgh, New York City etc.). The project could invite more top foreign experts from different fields of sustainable mobility to present their expertise in public events to stakeholders, media and/or general public. A first suggestion could be cooperation with Danish Embassy to bring over the cycling advocate from Copenhagen Mikael Colville-Andersen with his open-air photo exhibition and lectures about cycling culture. The campaign should also reconsider its attitude towards the prevailing use of racing outfit and helmets during their events and messages about cycling in bad weather and/or during the winter. It also shouldn't abandon the idea of 25 Ambassadors of the cycling campaign which could be an important message for this campaign.
Recommendation # 13
Creation of synergies with traffic calming activities in Belgrade – the project should promote and the City of Belgrade adopt future combination of the concept of Safe routes to schools with ongoing traffic calming projects in other parts of Belgrade. A combination of traffic calming with more state-of-the-art engineering measures and signing of safe routes to school would provide a much better basis for successful "Safe routes to school" campaigns in other schools.
Recommendation # 14
Improvements of the Stakeholder Participation and ownership – the project should increase promotional and lobbying activities related to its achievements and replication potential within the city and national administration in order to assure these organisations' full and active involvement in the second phase of the project. Ministries dealing with transport, urban planning and education, other City departments (e.g. for education, public transport, land-use planning, environment, health) and more decision makers should adopt or know more about this project and its results for replication, capacity building and sustainability reasons.
Recommendation # 15
Networking with other cities and capacity building – the project and its partners should enhance Belgrade's interaction with other cities in the field of sustainable mobility. Belgrade should join some of the city networks working together for a more sustainable mobility (e.g. Polis, Eurocities, Covenant of Mayors, Civitas etc.). More exchange with the growing number of UNDP/GEF sustainable mobility projects in the region would be also useful.

Acronyms and Abbreviations

APR	Annual Progress Report
CO	UNDP Country Office
EMW	European Mobility Week
EU	European Union
GEF	Global Environment Facility
GHG	Greenhouse Gas
IEE	Intelligent Energy Europe
IR	Inception Report
LDA	Land Development Agency
MEDEP	Ministry of Energy, Development and Environmental Protection
M&E	Monitoring and Evaluation
MTE	Mid Term Evaluation
NGO	Non-Governmental Organization
NPD	National Project Director
NPM	National Project Manager
PB	Project Board
PD	Project Document
PIR	Project Implementation Review
PIU	Project Implementation Unit
RTA	Regional Technical Adviser
SUMP	Sustainable Urban Mobility Plan
SUTP	Sustainable Urban Transport Plan
ToR	Terms of Reference
UNDP	United Nations Development Program

1 Introduction

1.1 Project background

Belgrade, as with many cities today, faces a multitude of challenges related to congestion, noise, air quality issues, health, safety, quality of life and the problem with a multitude of diverting policies in the field of urban transport. On the global level, the challenge of climate change and its environmental, health and economic impacts is strongly connected to transport and unsustainable mobility behaviour. These challenges are the driving forces behind recent calls for powerful measures to address Sustainable Transport. This Project is one of the pioneer attempts in Serbia to address these challenges and issues at wider scale.

The UNDP Project to Support the Sustainable Urban Transport in the City of Belgrade is financed through the GEF. The project budget amounts 950.000$ and has duration of four years. The overall objective of the project is to reduce the metropolitan emissions in the City of Belgrade by reinforcing the participation of cyclists in the traffic and providing the policy framework for sustainable urban transport development of Belgrade. The project aim is to reduce greenhouse gas emissions associated with the passenger transport system in Belgrade by about 17% in 2020 relative to 2007 levels, compared to a 47% increase in these emissions without any interventions. Project aims for direct energy savings of 285.000 t CO_2/year; and, indirect savings from the increased share of energy efficient transport modes of 71.000 t CO_2/year. It is organized around 4 activities:

1. **Planning process for SUTP**: expands focus of the original activity Integrated land use and urban transport planning at the metropolitan level to a comprehensive Sustainable Urban Transport planning.

2. **Promoting cycling**: builds on original idea of improvements for nonmotorized modes from PD and focuses on cycling with promotion trough campaigns, public open events, competitions and raising awareness of the public authorities.

3. **Education and awareness of the youngest population**: Building on the education and awareness of the youngest population on the green modes of mobility by changing the behaviour and habits of parents, teachers and children through demo projects, organizing “pedibuses”- group walking for primary school pupils and marking the safe routes to schools.

4. **Capacity Building: A case study guide to aid replication of project elements and Eco-driving** - Enhancing the capacities of the professional drivers in eco-driving and creating a pool of trainers.

UNDP Serbia is the Implementing Agency for this project. At the national level, the project is being executed by the Ministry of Energy, Development and Environmental Protection (MEDEP). The City of Belgrade through its institutions in the name of the Land Development Agency and the Secretariat for Transport is identified as the main partners and beneficiaries of the project.

The project was approved by GEF on March 23rd, 2010, and project document signed by UNDP and MEDEP on April 21th, 2010. The official start date of the project was May 2010, though the implementation started on February 9th, 2011 when the Inception Workshop was held in Belgrade. The project is foreseen to last till May 2014, as initially envisaged.

1.2 Purpose of the evaluation

The purpose of this MTE (as taken from ToR) is to provide information about the status of the Support to the Sustainable Transport in the City of Belgrade project implementation in order to ensure accountability for the expenditures to date and the delivery of outputs and to make recommendations for improvements to the project so that UNDP can make midcourse corrections to the project, as appropriate.

The objective of this MTE is to undertake a comprehensive overall assessment of the results from the first half of the project and to produce recommendations on how to improve the management and implementation of the project over the second half of the project until its planned completion in 2014.

The MTE Report has been expected to provide further advice on how to:

- strengthen and improve adaptive management of the project;
- improve monitoring and reporting and help ensure accountability for the achievement of the project objectives and indicators as defined in the logframe matrix;
- enhance organizational and development learning; and
- enable informed decision – making related to project activities.

1.3 Scope

In accordance with the ToR, MTE has reviewed, analysed and provided conclusions and recommendations on the following:

- **Project concept and design**

  The evaluation has reviewed the problem addressed by the project and the project strategy, encompassing an assessment of the appropriateness of the objectives, planned outputs, activities and inputs as compared to cost-effective alternatives. The executing modality and managerial arrangements has also been judged. The evaluation has assessed the achievement of indicators and reviewed the work plan, planned duration and budget of the project.

- **Implementation**

  The evaluation has assessed the implementation of the project in terms of quality and timeliness of inputs and efficiency and effectiveness of activities carried out. Also, the effectiveness of management as well as the quality and timeliness of monitoring and backstopping by all parties to the project has been evaluated. In particular, the evaluation has assessed the Project team's use of adaptive management in project implementation starting from the inception workshop and in the earliest stages of the project.

- **Project outputs, outcomes and impact**

  The evaluation has assessed the outputs, outcomes and impact achieved by the project as well as the likely sustainability of project results. This has encompassed an assessment of the achievement of the outcomes and the contribution to attaining the overall objective of the project. The evaluation has also assessed the extent to which the implementation of the project has been inclusive of relevant stakeholders and to which it has been able to create collaboration between different partners. The evaluation has also examined if the project has had significant unexpected effects, whether of beneficial or detrimental character.

1.4 Key issues addressed

The MTE has also covered the following aspects:

- **Progress towards Results**

  1. Changes in development conditions: the way the project has contributed in supporting the business of the national partners in line with the project main objectives.

  2. Measurement of change*:* assessment of progress towards results has been based on a comparison of indicators before (i.e., baseline) and after (up-to-date) the project intervention.

  3. Project strategy: how and why outputs in the project document and strategies contributed to the achievement of the expected results. Their relevance has been examined and whether they provided the most effective route towards results.

  4. Sustainability: extent to which the benefits of the project will continue, within or outside the project boundaries, after it has come to an end.

- **Project's Adaptive Management Framework**

  1. Monitoring Systems: the monitoring system and tools have been assed whether they meet GEF minimum requirements.

  2. Risk Management: the project's risk identification and management systems have been assessed.

  3. Work Planning: the logical framework as a management tool, update of workplans, the work planning processes and the financial management of the project have been assessed.

  4. Reporting: it has been assessed how adaptive management changes have been reported and how lessons derived from the adaptive management process have been documented, shared with key partners and internalized by partners.

- **Underlying Factors**

  1. Underlying factors: Assess the underlying factors beyond the project's immediate control that influence outcomes and results.

  2. Assumptions: Re-test the assumptions made by the project management and identify new assumptions that should be made; assess the effect of any incorrect assumptions made by the project.

- **UNDP Contribution**

  1. The role of UNDP: Assess UNDP's role against the requirements set out in the UNDP Handbook on M&E for Results (Field visits, Steering Committee/TOR follow-up and analysis, PIR preparation and follow-up, GEF guidance
  2. UNDP's contribution: Assess the contribution to the project from UNDP "soft" assistance (i.e. policy advice & dialogue, advocacy, and coordination). Suggest measures to strengthen UNDP's soft assistance to the project management.

- **Partnership Strategy**

  1. Involvement of partners: Assess how partners are involved in the project's adaptive management framework

2. Opportunities for stronger partnerships: Assess how local stakeholders participate in project management and decision-making;

1.5 Methodology

An overall approach for conducting this evaluation has been in line with the UNDP Evaluation Guidance. According to the latest Guidance the evaluation must provide evidence-based information that is credible, reliable and useful. It must be easily understood by project partners and applicable to the remaining period of project duration.

The assessment of the project's outcomes has included the following evaluation criteria:

- Relevance: Whether the project is keeping with its design and whether it is addressing the key priorities originally identified.
- Effectiveness: whether the agreed project results are being achieved or whether they are (on track) likely to be achieved by the end of the project.
- Efficiency: the productivity of the project intervention process. Whether the outcomes and outputs achieved are the result of an efficient use of financial, human and material resources.

According to ToR aspects of the Project to be rated for its relevance, effectiveness and efficiency were:

1 Implementation approach;

2 Country ownership/drivers

3 Outcome/Achievement of objectives

4 Stakeholder participation/public involvement

5 Sustainability;

6 Replication approach;

7 Financial management and Cost-effectiveness;

8 Monitoring and evaluation

In assessing the project performance the evaluation has used the rating scales corresponding with GEF Guidelines for evaluations. The following rating scale has been used for assessment of outcomes:

a. Highly satisfactory (HS). The project had no shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.

b. Satisfactory (S). The project had minor shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.

c. Moderately satisfactory (MS). The project had moderate shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.

d. Moderately unsatisfactory (MU). The project had significant shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.

e. Unsatisfactory (U). The project had major shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.

f. Highly unsatisfactory (HU). The project had severe shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.

For the evaluation criterion of sustainability, the evaluation has conformed to the general guidance set out in the GEF M&E policy and GEF Guidelines, which stipulates that all terminal evaluations should at a minimum assess "the likelihood of sustainability of outcomes at project termination, and provide a rating for this". The subareas

of financial risks, socio-political risks, institutional framework and governance risks, and environmental risks have considered the risk of sustainability with the following ratings:

a. **Likely (L):** Negligible risks to sustainability, with key outcomes expected to continue into the foreseeable future.

b. **Moderately Likely (ML):** Moderate risks , but expectations that at least some outcomes will be sustained

c. **Moderately Unlikely (MU):** substantial risk that key outcomes will not carry on after project closure, although some outputs and activities should carry on.

d. **Unlikely (U):** severe risk that project outcomes as well as key outputs will not be sustained.

e. **Highly Unlikely (HU):** expectation that few if any outputs or activities will continue after project closure.

f. Not Applicable (N/A)

g. Unable to Assess (U/A)

The evaluation was conducted following the activities, deliverables and delivery deadlines from TOR presented in the following table:

Activity	**Deliverable**	**Delivered**
Desk review	Inception report including work plan and evaluation matrix prepared and accepted	11th February 2013 (deadline in ToR - 10 calendar days upon commence of the assignment)
Briefings for evaluator with UNDP CO, UNDP Bratislava, Project Stakeholders + Field visits, interviews, questionnaires, de-briefings	First 2,5 Day Mission to Belgrade For detailed programme see attached draft agenda	20th - 22nd February 2013 (deadline in ToR - 20 calendar days upon commence of the assignment)
Preparation of Draft Evaluation Report	Draft Evaluation Report on approximately 20 pages prepared and submitted to the UNDP Serbia office	8th March 2013 (deadline in ToR - 35 calendar days upon commence of the assignment)
Validation of preliminary findings with stakeholders through presentation of findings	Second 2,5 Day Mission to Belgrade Draft Evaluation Report presented to the Project Team, Implementing Partner and beneficiaries through focus groups arranged around 4 main project's activities	13th -15th March 2013 (deadline in ToR - 40 calendar days upon commence of the assignment)
Finalization of the evaluation report (incorporating comments received on first draft)	Draft Evaluation report (approx. 30 – 40 pages) with Executive Summary (3 pages max.) prepared and delivered to UNDP	2nd April 2013 (deadline in ToR - 55 calendar days upon commence of the assignment)
Final steps	Comments on Draft Evaluation Report received from UNDP Final Evaluation report delivered to UNDP	6th May 2013 30th May 2013

Table 2: List of activities performed during the Mid-term Evaluation

1.5.1 Evaluation instruments

The evaluation has involved use of the following methods:

- documentation reviews,
- stakeholder interviews (face-to-face, Skype, phone, mail),
- field visits,
- and
- focus groups.

The aim was to utilize the best mix of tools that would yield the most reliable and valid answers to the evaluation questions within the limits of resources and availability of data.

2 Project Description and development context

2.1 Project start and its duration

The project was approved by GEF on March 23rd, 2010, and project document signed by UNDP and MEDEP on April 21th, 2010. The official start date of the project was May 2010, though the implementation started on February 9th, 2011 when the Inception Workshop was held in Belgrade. This significant delay of the project implementation start (this took almost one quarter of the total project duration) was mainly due to problems of UNDP Serbia in recruiting the project manager as it was difficult to find an appropriate candidate and they had to repeat call for this post twice. The project duration is 4 years, and it is due to close in May 2014.

2.2 Problems that the project seek to address

Problems that the project seek to address (as taken from the PD) are the following: the troubled transition from the former Yugoslavia to the Federal Republic during the early 1990s left Belgrade, like the rest of the country, severely affected by civil war and an internationally imposed trade embargo. During 1993-1994, the Yugoslav dinar experienced worst case of hyperinflation in the world, with rates exceeding 5 × 1015 % over a four month period. These factors caused the city's economy to crumble, with finances for infrastructure in particular in severe disarray. By the late 1990s, Serbia's economy recovered, following normalization of relations with the rest of the world, and its growth rates of GDP averaged about 6% in the period 2000-2008. Today, over 30% of Serbia's GDP is generated by the city, which also has over 30% of Serbia's employed population. The average monthly income per capita is 47,500 RSD (€572).

Greenhouse gas emissions were also affected by the economic downfall. Yet, while Serbia reduced its growth in CO_2 emissions during 1990-2003 by 31%, CO_2 emissions per capita are now estimated to about 6.2 metric tons per year, which is more than twice than the average in its income group[1]. This level is higher than the average emission levels in the European Union, which have decreased over the same period, and it makes Serbia the fifth largest emitter of CO_2 per capita of the 36 countries in Western, Central and Eastern Europe. Average emissions are also high by global standards. The transport sector, which accounted for 11% of total CO_2 emissions in Serbia already in 1999, represents the fastest growing source of CO_2 emissions in Serbia today.

With the combination of rising personal incomes, a liberal trade policy, the capital city, Belgrade, has lately experienced rapid expansion in the use of private motor vehicles. National statistics indicate that 73 % of households in Serbia have a car, but 52 % drive cars that are older than 15 years. The average age of cars is 14 years, although it is likely to be somewhat lower in the region of Vojvodina and in Belgrade[2]. In comparison, the average age of trucks is 15 years, public transport buses 4.5 years and taxis 13 years. This is in part because of a

[1] Up-to date official information about the level of greenhouse gas (GHG) emissions in Serbia is not yet available and Serbia is preparing its First National Communication to the UNFCCC. The information shown here is based on an assessment by Anders Ekbom and Emelie Dahlberg at the Environmental Economics Unit (EEU), Department of Economics, Göteborg University, as part of Sida-EEU's institutional collaboration on environmental economics and strategic environmental assessment (http://www. handels.gu.se/eehelpdesk).

[2] Based on a 2008 national market survey conducted by the market research firm Synovate and the magazine *Hot Tires*. The survey also showed that the most popular make is Zastava (31 %), followed by Volkswagen (18%) and Opel (16 %), with smaller models like the Yugo, Golf and Cadet favoured among these makes.

large number of used car imports from neighbouring countries, whereas bus fleets have recently been upgraded by the city in recent years[3].

As a result of these various factors, air emissions from transport have been worsening in recent years even as problems of congestion and safety have started to become significant for the first time in the city's history. There are strong indications that current trends would not only cause greenhouse emissions to expand rapidly in coming years, but also produce other unsustainable outcomes for the local environment and economy. At the same time, given the fast-changing situation, there appears to be only a narrow window of opportunity for Belgrade to turn around its transport system and to emerge, in fact, as a model city of sustainable transport in South-eastern Europe.

The major problems caused by these conditions are local air pollution and increase in greenhouse gases. The main factors contributing to GHG emissions in the transport sector in Belgrade are: (1) The large number of vehicles registered and operating in Belgrade (more than 420,000 vehicles, or one third of all vehicles in the country); (2) a relatively high proportion of old cars, with an average car age of 13 years and corresponding high levels of gasoline consumption exceeding 10 litres/100 km (or about 0.23 kg CO_2/km); and (3) increasing road congestion, which results in stop-and-go manoeuvring and therefore poor fuel economy and higher emissions of GHGs.

2.3 Immediate and development objectives of the project

The overall objective of the project is to reduce the metropolitan emissions in the City of Belgrade by improving the public transport scheme, reinforce the participation of cyclists in the traffic and provide the policy framework for sustainable urban transport development of Belgrade. The project aim is to reduce greenhouse gas emissions associated with the passenger transport system in Belgrade by about 17% in 2020 relative to 2007 levels, compared to a 47% increase in these emissions without any interventions. Project aims for direct energy savings of 285.000 t CO_2/year; and, indirect savings from the increased share of energy efficient transport modes of 71.000 t CO_2/year.

The project is intended to significantly improve the transport management infrastructure and to reduce greenhouse gas emissions while supporting the environment friendly development of Belgrade. The project aims to allow Serbia to mainstream environmental issues into its transport management infrastructure and help the country to meet its commitments to United Nations Framework Conference on Climate Change, by reducing greenhouse gas emissions from the increased use of sustainable transport modes, as well as non-motorized modes such as walking and bicycling.

The project is organized around 4 activities with their own specific objectives:

1. Planning process for SUTP: aims to expand focus of the original activity Integrated land use and urban transport planning at the metropolitan level to a comprehensive Sustainable Urban Transport planning.
2. Promoting cycling: builds on original idea of improvements for nonmotorized modes from PD and focuses on cycling with promotion trough campaigns, public open events, competitions and raising awareness of the public authorities.
3. Education and awareness of the youngest population: Building on the education and awareness of the youngest population on the green modes of mobility by changing the behaviour and habits of parents,

[3] Used car imports are regulated as of 2005 by an ordinance that requires Euro 3 certification, which covers all vehicles produced and sold in the European Union after January 2001. However, several older vehicles were imported prior to the ordinance.

teachers and children through demo projects, organising "pedibuses"- group walking for primary school pupils and marking the safe routes to schools.

4. Capacity building and Eco-driving: Enhancing the capacities of the professional drivers in eco-driving and creating a pool of trainers.

2.4 Main stakeholders

UNDP is the Implementing Agency for this project. At the national level the project is being executed by the MEDEP. The MEDEP appointed a senior official to be the National Project Director (NPD) and is ensuring government support for the project. The City of Belgrade's institutions - the Land Development Agency and the Secretariat for Transport - were identified as the main partners and beneficiaries of the project.

The project is organized around 4 activities with active stakeholders involved in specific tasks presented in the table below. These stakeholders can be classified within four main categories:

- International and national institutions. Project partners UNDP and the MEDEP have been active in setting up the project and keep a key role in its management. Another active stakeholder on the national level is , the Road Traffic Safety Agency of the Republic of Serbia . The project has also collaborated with a number of national Ministries (i.e. Ministries responsible for Transport, Spatial Planning, Infrastructure, Interior, Sport and Education) and international institutions (EU Delegation, EIB, EBRD, World Bank, French Development Cooperation, GIZ).

- Local institutions. Land Development Agency and Secretariat for Transport as local project partners have been active in project design and have a key role in project's implementation. -. The Traffic police is active in implementation of two activities. The project cooperates also with City secretariats for urban planning, Public health, Education, Environment, Institute for public health, Tourist organisation of Belgrade and Belgrade Cycling Association.

- Public services. The local PT operator "GSP Beograd", Parking service company, High School for Traffic and Sv. Sava Primary School.

- Advocacy groups. This category consists of Non-Governmental Organizations (NGOs) focused on the promotion of biking which have been mobilized since the project design stage. Most active NGOs are Ciklosvet Srbija, Belgrade Cycling Association and Cycling association of Serbia, though Yugo Cycling Campaign and Ulice za bicikliste participated only to a limited extend.

Activity		Main stakeholders
1	Planning process for SUTP	City of Belgrade - Land Development Agency and Secretariat for Transport, Urban Planning Institute of Belgrade, Secretariat for Public Health, Secretariat for Environment, Secretariat for Urban planning, MEDEP, Ministry of Transport, Ministry of Infrastructure, State Road Safety Agency, Parking Service, Directorate for Public roads, Roads of Belgrade, Faculty of Traffic Engineering, Faculty of Spatial Planning, Faculty of Architecture, Department of Architecture (Novi Sad), Department of Traffic Engineering (Novi Sad), Association of Spatial Planners of Serbia, Department of Sustainable Development of Serbia
2	Promoting cycling	City of Belgrade - Land Development Agency and Secretariat for Transport, NGOs (Ciklosvet Srbija, Cycling association Belgrade),

		Traffic police, Ministry for Transport; State Road Safety Agency, Parking Service, Directorate for Public roads, Traffic police
3	Education and awareness of the youngest population	City of Belgrade - Secretariat for Transport, Road Traffic Safety Agency of the Republic of Serbia, Sv. Sava Primary School – teachers and parents, Secretariat for Education, Ministry of Education, 20 primary schools from Belgrade, Traffic police.
4	Eco-driving	City of Belgrade - Secretariat for Transport, "GSP Beograd" - local PT operator, High School for Traffic

Table 3: Stakeholders active in specific activities

2.5 Results expected

The project is expected to reduce greenhouse gas emissions associated with the passenger transport system in Belgrade by about 17% in 2020 relative to 2007 levels, compared to a 47% increase in these emissions without any interventions. The project aims for direct energy savings of 285.000 t CO_2/year; and indirect savings from the increased share of energy efficient transport modes of 71.000 t CO_2/year. Expected outcomes from 4 project's activities are presented below in the Logframe matrix taken from the IR.

Objective	Indicator	Baseline	Target	Sources of Verification	Risks and Assumptions
Reduce local and greenhouse gas emissions associated with the transport system in Belgrade while improving access.	Annual emissions from transport sector in the course of project period. Average daily commute time.	Greenhouse gas emissions from transport sector in Belgrade increase by about 3% per year. Average daily commute time increases by 10-20% during project period.	Annual emissions during project period stay nearly constant or decline slightly in each project year. Average daily commute time declines during project period. It is about 5% lower than 2007 levels by 2012 and about 10% lower by 2014	Emissions inventory of transport modes and modelling. Travel demand surveys; customer satisfaction surveys.	Implementation of package of measures.
Outcomes 1.0	**Indicator**	**Baseline**	**Target**	**Sources of Verification**	**Risks and Assumptions**
Integrated land use and urban transport planning at the metropolitan level **1.1 Development of integrated land-use/transport plans, with mixed use, high-density zoning along major transport corridors, discouraging low-density, automobile dependent development at the urban fringe.**	Completion of integrated land-use/transport planning	Sprawl in Novi Belgrade and areas south of the central business district, leading to increased car-dependence, congestion, local air pollution and greenhouse gas emissions	Strategic planning to coordinate public transport access with mixed use zoning in brownfield and greenfield development as indicated by the existence of a strategic planning document by the end of the project.	Review of planning documents	Commitment by urban planning and transport planning agencies to work together Availability of expertise drawing on best-practices in integrated land-use/transport planning
1.2 Working group on transport and land-use planning, with external consultations on transit corridor planning.	Completion of review of modelling studies and analyses of alternative urban forms	Inadequate understanding of travel demand and demand growth	Improved understanding of travel demand, modal use, origins and destinations, travel demand growth. This means improved strategies for integrated land-use/transport planning as evidenced by an analysis of the recommendations of the working group on transport and the extent to which these recommendations have been implemented by the end of the project.	Data generation on travel demand, especially along main transport corridors.	Data and report quality

1.3 International conference on EU transport and regional policies with regard to the sustainable urban development and mobility hosted in Belgrade.	Completion of the International Conference and recommendations following the conference.	The National transport policy needs alignment with the EU transport strategies that provides the framework for developing the urban transport plans.	Exchange of knowledge and best practice from other EU metropolises and transfer of latest developments and policies.	Training material from the conference Project Reports Recommendations.	Availability of international transport/regional development experts to participate in the conference.
Outcomes 2.0	**Indicator**	**Baseline**	**Target**	**Sources of Verification**	**Risks and Assumptions**
Promotion of the cycling and walking transport mode **2.1 Preparation of GPRS cycling maps**	Completion of the GPRS maps and availability to do web-upload	A cycling study and infrastructure in New Belgrade existing, but without being efficiently used.	Maps that will facilitate and stimulate the use of bicycles throughout the City	GPRS maps for cycling in Belgrade	Existence of mature data to be used for the GPRS maps.
2.2 Preparation of a cycling web-site	Completion of the web-site with all contents to promote cycling including the GPRS maps	Lack of integrated approach in promoting the cycling mode but also providing the cyclists with all the rights as active and equal members	A web platform that will serve the cyclists in exchange of information and knowledge	Web site on cycling	Lack of willingness and understanding by the City Secretariat to maintain the web after 2014 (closing of the project)
2.3 Cycling campaign "Let's cycle in Belgrade"	Completion of the public awareness campaign and monitoring study	Lack of promotion and advertising on the importance and benefits of using the bicycles	The awareness about the cycling opportunities in Belgrade not only for recreational purposes but also as a transport mean throughout the city	Data available in project reports Monitoring study Results from questionnaires and public enquiry	Delays in the project" Bike-share" that is supposed to be also covered partially by this campaign
2.4 European Mobility Week	Completion of an annual event promoting the mobility	Belgrade has not participated so far in an European initiative on mobility that takes place every September in which many major capitals form the European continent participate.	Belgrade by promoting the sustainable urban mobility will be promoted and find itself on the European map of cities that keep the urban mobility and climate change high on their urban local agendas.	Project Reports Promotion material	Commitment by the City Secretariat and Authorities to support the event(s)
Outcomes 3.0	**Indicator**	**Baseline**	**Target**	**Sources of Verification**	**Risks and Assumptions**
Safe and Sound to School **3.1 Trainings on the safe and sound ways to schools**	Completion of a training syllabus to promote the safe and sound ways to schools	There is enormous gap in the education of the youngest population on the	Substantive group of trainers skilled in transferring the knowledge on safe and sound	Project Reports Monitoring study Questionnaires	Commitment by the city and state authorities to support the idea and

and Train the Trainers	for parents and trainers	environmental and health aspects of choosing the transport means on the way to their schools by keeping high awareness on the safety.	roads to schools for the youngest population. Parents also aware on the importance to avoid using private cars in taking their children to school.		actively participate. Lack of interest by the parents to participate into the trainings.
3.2 Study on schools to participate in the programme	Completion of a study on selected schools to participate in the programme	Lack of integrated approach in promoting and facilitating the green and safe ways for the children to school. No study exists so far, nor is it mainstreamed in any urban transport document.	A study prepared by identifying and describing the best possible options applicable in the City to use walking and cycling for the pupils on the ways to school. Training materials developed to be used in the primary education in knowledge build-up. The study to identify 15 schools for which paths will be marked and pedibuses organised to walk-out the children to their classrooms.	Study on 15 schools in Belgrade and the safest ways to reach them	Commitment by the city and state authorities to support the idea and actively participate. Gain confidence at the parents group to let the children participate in the program
3.3 Workshops with children "Cycle labs"	Training syllabus and reports of workshops with children	Lack of technical skills at the entire population in providing small repairing on the bicycles if needed and occurred suddenly while driving.	The skills of the youngest population and their parents developed in doing simple repairing and maintenance of the bicycles.	Project reports Monitoring study	Lack of belief by the parents to let their children attend the Cycle Labs trainings.
3.4 Public Awareness Campaign "Safe Routes to Schools"	Completion of a public awareness campaign	Missing awareness and knowledge amongst the teachers, parents and children on the benefits and aspects of going to school by bicycle or walking instead of cars.	Public debates and sessions with parents in the selected schools to increase their knowledge	Public enquiry Brochures Leaflets Newsletters Interviews on press/e-media	Lack of interest by the parents to participate into the public debates.

Outcomes 4.0	Indicator	Baseline	Target	Sources of Verification	Risks and Assumptions
Capacity Building **4.1 Train the Trainers Programme on eco-driving for the Public Transport Company of Belgrade**	Completion of training programmes	The education system in Serbia for new drivers does not include any lessons on eco-driving. The skills of professional drivers in applying these techniques are practically non-existent.	A training syllabus developed to serve as abuse and become regular part of the new driver courses as well as the high-school students. Trainers amongst the professional municipal drivers skilled in providing education to their colleagues on eco-driving. Dissemination of the knowledge increased and sustainability provided.	Training programme and certificates awarded Questionnaires	Low interest by the participating partners in appointing attendants for the Train the trainer courses.
4.2 Monitoring the effects of the Eco-drive trainings	Completion of Monitoring effects from the first drivers trained by the trainers	The lack of awareness on eco-driving is also contributing to missing convictions by the municipal authorities and professional drivers in the positive effects of applying these skills.	Study to show and express through figures the effects of the eco-driving.	Monitoring report Project reports	Lack of readiness to continue building on the capacities and creating a pool of skilled professional drivers. Missing understanding on the importance of eco-driving and promoting it further into the educational plans.
4.3 Case-study guide to aid replication of project elements	Completion of case study guide	No new capacity development among transport managers and planners No case study and guidelines for wider adoption	Draft Case Study guide developed by the time of MTE and final Case Study Guide developed and widely disseminated before the end of the project. Existence in Serbia of new indicators of transport effectiveness, based on sustainability have been developed by the end of the project At least two workshops held Belgrade and four workshops in other cities in Serbia on the outcomes and on lessons learned	Reviews of capacity by project evaluation team Customer satisfaction surveys Assessment by Evaluation Team Assessment by regulators Assessment by national-level policy makers	Availability of skilled trainers. Willingness to change institutional culture Availability of skilled trainers. Willingness to change institutional culture Availability of skilled analysts. Successful implementation of project Willingness to change institutional culture

			of this project before the end of the project At least two other cities in Serbia have adopted similar sustainable transport activities to the ones which are outlined in this project by the end of the project		

3 Key findings

3.1 Project formulation

3.1.1 Implementation approach

The project was developed to contribute to meet the targets of GEF Strategic Priority on Climate Change #6, "Modal Shifts in Urban Transport and Clean Vehicle/Fuel Technologies", under the Operational Program #11, "Promoting Environmentally Sustainable Transport". The project is intended to significantly improve the transport management infrastructure and to reduce greenhouse gas emissions while supporting the environment friendly development of Belgrade.

The project aim (as taken from the Project document - PD) is to reduce greenhouse gas emissions associated with the passenger transport system in Belgrade by about 17% in 2020 relative to 2007 levels, compared to a 47% increase in these emissions without any interventions. PD's Annex IV: Greenhouse Gas Emissions Calculations includes calculations made for direct emission reductions resulted from originally planned project activities. Inception report didn't provide new calculations based on changed set of activities.

The overall project's objective is clear – it aims to reduce the metropolitan emissions in the City of Belgrade by improving the public transport scheme, reinforce the participation of cyclists in the traffic and provide the policy framework for sustainable urban transport development of Belgrade.

Project document listed several strategies that should serve to meet this objective. These included improving the service quality of public transport, increasing opportunities for cycling, rationalizing parking regulations, and developing integrated land-use/transport plans to reduce demand for travel. Although it was declared that all strategies are included in an integrated policy framework, the latest is missing as Belgrade doesn't have such framework which resulted in changes of PD – with changes in the Inception report project now wants to establish the integrated policy framework with a new activity – preparation of Sustainable Urban Transport Plan.

The initial project design as submitted to the GEF and approved was clear, with a good balance between soft and hard measures, but not all were feasible within the time available, and the political framework. In the existing policy framework it would be very difficult to change transport planning priorities in just two years. It was also outdated in many elements at the start of implementation before the Inception Workshop and therefore changed.

The project design should also have put more emphasis on two important supporting activities – dissemination and M&E. Experience from international mobility projects shows that a different design of GEF/UNDP projects with more emphasis on M&E and project's dissemination would be more operational, effective and efficient. In the case of this project it should incorporate three supporting activities (management, dissemination, M&E) and the four core activities (SUTP, cycling campaign, safer routes to school and eco-driving). As this project is approaching the last phase of its implementation, there is no sense now in redesigning its structure; however it should improve its performance in the M&E and dissemination on the project level.

The changes set out in the IR were logical, and the new project components are clear and practicable. They are less ambitious than the original components, though more realistic and feasible, with good replication and sustainability potential and did not affect the overall objective of the project. They were prepared in close cooperation with local stakeholders, which guaranteed strong support for the project's activities and their implementation. They also build on and complement the recent and ongoing activities carried out by the City of Belgrade.

The main challenge in the implementation approach is that although the activities in the IR differ significantly from those in the PD, the Project Result Framework does not reflect all the changes made to the project structure. The same goes for the table of risks and mitigation measures in the IR which, though taken from the PD, was to

a large extent not relevant. Problems with risk management were resolved in the First Progress Report, where the Risk Management table was updated and risks are organized according to actual activities implemented in the project. There is still lack of identification of risks related to the main objective of the project – reduction of greenhouse gas emissions associated with the passenger transport system in Belgrade. These issues have had negative consequences for the M&E activities and risk management.

The implementation approach of this project is rated as **Moderately Satisfactory (MS).**

3.1.2 Country ownership

The project concept is in line with existing development priorities and plans of the country and the City. The project is being executed by the MEDEP, which guarantees strong support from the national level for the project's activities and their implementation. Considering replication and sustainability, it would be meaningful to actively involve other relevant ministries, such as those dealing with transport, urban planning and education. . This conclusion came out from the interviews performed for this MTE.

Another finding that came out from interviews in Belgrade was that the project's ownership is more problematic at the city level. Only a limited number of city representatives are involved in the implementation of the project, there is lack of involvement and ownership from high level city representatives and from some departments (e.g. for education, public transport, land-use planning, environment, health) which could significantly jeopardize its replication potential and sustainability. It is important to assure their active involvement in the second phase of the project for replication, capacity building and sustainability reasons.

Due to problems with project ownership at the city level, this element is rated as **Moderately Unsatisfactory (MU).**

3.1.3 Stakeholder participation

The Stakeholder Participation and Public Involvement are rated as **Moderately Satisfactory (MS).** The stakeholder analysis in the PD (presented in the table below) was comprehensive, has provided major categories of stakeholders and described involvement of some groups in the project. However this analysis was not adjusted to the new situation in the IR.

Stakeholder	**Roles and Responsibilities**	**Active participation**
MEDEP	Develops environmental strategy, policy and legislation, currently focused on the EU ascension process. Overseas climate change and mitigation activities from policy and legal standpoint.	Yes
The City of Belgrade	Transport Secretariat manages traffic in the City as well as systems for traffic management, traffic organization and its regimes, public parking regulation, public transport, oversees taxi services. Urban Planning Secretariat prepares and adopts planning documents and urban plans, issues planning permits. Environmental protection Secretariat performs systemic monitoring of air quality, measuring the presence and concentration of pollutants from stationary sources (furnaces and factories) and from motor vehicles. Establishes environmental protection restrictions and measures during the urban and spatial planning process and issuing approval with regard to strategic evaluations of the impact of specific plans and programs on the environment.	Yes
Belgrade Institute for Public Health	Monitors and analyses health conditions through statistics, maintenance of registries and research. It monitors air quality in the City of Belgrade and analyses impact assessment.	No

Belgrade Land Development Public Agency	Prepares proposals for the construction land preparation and municipal infrastructure construction, including the financial plan. Maintains a data base on city building land, analyses and proposes the elements to be used in determining the fee for the usage of building land. Also, manages the preparation and the construction of the Belgrade LRT, bridges and all capital assets of specific importance for the City.	Yes
Belgrade Parking Service	Manages and maintains public car parks and garages at 10 city municipalities.	No
Institute of Urbanism Belgrade	Develops spatial and urban plans, studies, analysis, projects and construction rules. An important part of urban plans is transportation.	Yes
Ministry of Economy and Regional Development	Oversees economy and economic development	No
Ministry of Infrastructure	Oversees roads and other large infrastructures	No
NGOs	Relevant national environmental NGOs will be involved in achieving the project outcomes and will play important role in public campaigns, accountant system transparency and volunteers support programmes.	Yes
Academic and research Institutes	Relevant national and regional academic and research institutes will contribute to the project as appropriate.	No
National and local press and media	The project will cooperate with the national and local media (TV, press, Internet and radio) on public awareness and legal reform issues.	Yes
Private sector	The project will promote the engagement of as many as possible private partners. At least one representative from the private sector will be member of the PSC.	No
UNDP Serbia	The roles and responsibilities of UNDP-Serbia will include: Ensuring professional and timely implementation of the activities and delivery of the reports and other outputs identified in the project document; Coordination and supervision of the activities; Assisting and supporting the MESP in organizing coordinating and where necessary hosting all project meetings; Coordinate of all financial administration to realize the targets envisioned in consultation with MESP; supporting the establishing of an effective network between project stakeholders, specialized international organizations and the donor community. The UNDP will also be a member of the PSC.	Yes

Table 4: Key stakeholders with roles and responsibilities from PD; and their participation in the project

The project has made efforts to involve a broad range of stakeholders into the preparation and implementation activities, though failed to reach some important groups listed in the chapter on Country ownership and in the table above. Main achievement of the project from the perspective of stakeholder involvement was creation of the Commission for cycling, established by the Secretariat for Transport at the end of 2012. With this Commission the project created a platform where for the first time main stakeholders regularly discuss the future of cycling in Belgrade.

Considering replication and sustainability, it would be meaningful to actively involve other relevant ministries, such as those dealing with transport, urban planning and education. It is also important to assure active involvement from high level city representatives and from some departments (e.g. for education, public transport, land-use planning, environment, health) in the second phase of the project for replication, capacity building and sustainability reasons.

A review of the stakeholders involved and the discussion during the interviews in Belgrade showed that participation of academic institutions should also increase significantly in the second half of the project. The

project also failed to establish cooperation with some cycling NGOs, mainly with those which were not successful at the tender for the project's cycling campaign. All relevant NGO's were invited to participate in the Commission for cycling established by the Secretariat for Transport at the end of 2012. However, those with most complaints (Yugo Cycling Campaign and Ulica za bicikliste) about the project do not participate.

The local implementing partner responsible for communication has identified 25 Ambassadors of the campaign amongst the students and employees surveyed in April 2012. They should be an important part of the campaign through TV and radio interviews although, according to the report from an implementing partner, none of Ambassadors responded to the invitation from the project.

The project should increase promotional and lobbying activities related to its achievements and replication potential within the city and national administration in order to assure these organisations' full and active involvement in the second phase of the project. Stakeholders from these organisations should adopt or know more about this project and its results for replication, capacity building and sustainability reasons.

3.1.4 Replication approach

Replication was thoughtful and well planned in the IR with both replication aspects included - replication proper (lessons and experiences will be replicated in different geographic areas) and scaling up (lessons and experiences will be replicated within the same geographic area but funded from other sources). Some cities like Novi Sad have already expressed interest for replication.

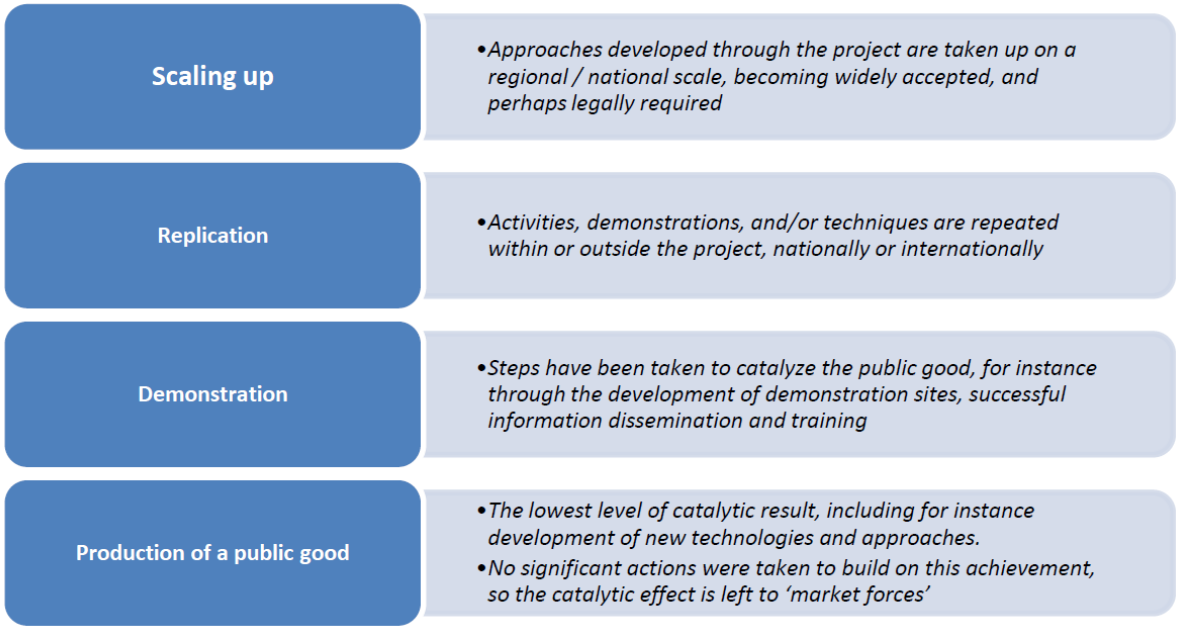
The main generator of replication will be Output 4.3: "Case-study guide to aid replication of project elements". The preparation of the replication guide will present a summary of all activities and lessons learned in the project lifetime. Apart from the common replication guide, different activities have also incorporated a replication aspect. City of Belgrade will build on the results of first activity of this project and will prepare a Sustainable Urban Mobility Plan funded from other sources. An international conference on SUTP will send the message about the new planning approach to other cities in Serbia. Activities around Safe routes to schools resulted in a pilot project at the primary school Sv. Save, which will play as a good practice case and inspiration for later replication in Belgrade and other cities. Activities related to Promotion of cycling use European Mobility Week as a mode of replication of campaigns in the future. Eco-driving activities incorporated Train the Trainers Programme which will be a good basis for replication of this activity in the country.
As noted in the UNDP Evaluation Guidance for GEF-financed Projects, no ratings are expected for catalytic or replication effect, however the MTE should consider the extent to which the project has demonstrated the following replication elements (for definitions see picture below):

a) production of a public good,

b) demonstration,

c) replication, and

d) scaling up (UNDP, 2011, p. 18).



Source: UNDP, 2011, p. 19

So far the project has demonstrated the lower two levels of catalytic results – production of a public good and demonstration. Replication and scaling up, as two highest levels of catalytic results, have not been demonstrated yet, though they're planned in the second half of the project.

3.1.5 Cost-effectiveness

Resources have been used prudently, though problems are connected with reported co-financing to substantiate in-kind and cash co-financing. The rate for Financial Management and Cost-Effectiveness is **Satisfactory (S).** The main challenge is related to a vague definition of co-financing in the PD and lack of its monitoring during the implementation which resulted in different understanding of this topic among partners. They have reported activities which, in some cases, were not related to the aims and focus of this project. Conversely, some partners have not reported some activities that are in fact highly compatible with the project. This challenge can be solved in the second half of the project with more detailed and coordinated planning and reporting of co-financing by implementing partners.

3.1.6 UNDP comparative advantage

The project is in compliance with the comparative advantages matrix approved by the GEF council. The project is also in line with two of the UNDP's priorities for Serbia: Sustainable Development and The Environment. UNDP has currently few other projects on sustainable mobility under implementation in the region, in Kazakhstan, Russia, Slovakia and Tajikistan; and UNDP RCB should support and enhance more intensive exchange of experiences and expertise among these projects.

Given UNDP's recognized role in capacity development and based on the fact that UNDP is the implementing agency for a large portfolio of GEF – funded climate change projects, the Government of Serbia has requested UNDP's assistance in the design and implementation of this project. Another advantage (as also stressed in the MTE report of the project in Bratislava) is the capacity to bring international expertise, providing best practices, and making it easier to raise awareness among decision-makers.

3.1.7 Linkages between project and other interventions within the sector

The City of Belgrade has reached many tangible results in the past few years in the field of sustainable mobility which are in line with the project activities:

- 30 new trams supplied during 2011/beginning of 2012, already commuting on the streets of Belgrade, reducing the electricity consumption by 30%;
- 100 new buses with the newest generation of diesel engines (Euro IV engines producing 1.5g /kWh CO instead of the previous generation of Euro III and 2.1 g/kWh CO);
- during 2012/13 additional 400 buses to be supplied equipped with Euro IV diesel engines;
- new buses on CNG;
- 83 new trolleybuses;
- additional 8km constructed to the existing 65km of cycling routes;
- one bridge constructed and commissioned over the river Sava, including separated cycling lanes along the entire lane;
- 150.000 cyclists registered on the bicycle counter (the only one installed September 2011 at one of the main cycling routes);
- Rent-a-(e)bike scheme with 100 electric bikes was introduced in 2012 by the parking operator Belgrade Parking Service at outlying garages around Old Belgrade;
- Implementation of several traffic calming projects in parts of old Belgrade.

When assessing the contribution of Belgrade's transport measures on total CO_2 emission reductions, it is necessary to separate those direct actions carried out by the city as a result of participation in this project and whose contribution is negligible (such as pedibus, for example), and those that would be carried out anyway but whose implementation timescale is much longer (e.g. development of complex new infrastructure or rolling stock renewal in public transport).

3.1.8 Management arrangements

UNDP Serbia is the Implementing Agency for this project. At the national level, the project is being executed by the MEDEP. The MEDEP appointed a senior official to be the National Project Director (NPD). The NPD is ensuring full government support for the project. The City of Belgrade through its institutions in the name of the Land Development Agency and the Secretariat for Transport is identified as the main partners and beneficiaries of the project.

A Project Implementation Unit (PIU) is established and comprises of permanent staff and includes: a National Project Manager (NPM) and Project Team. The NPM is recruited in accordance with UNDP's regulations to manage actual implementation of the project; and is based in Belgrade. The National Project Manager reports to the UNDP Focal Point on Energy and Environment. The NPM is responsible for overall project coordination and implementation, consolidation of work plans and project papers, preparation of quarterly progress reports, reporting to the project supervisory bodies, and supervising the work of the project experts and other project staff. The NPM is also closely coordinating project activities with relevant Government institutions and holding regular consultations with other project stakeholders and partners, including UNDP's relevant projects.

Overall guidance is being provided by the Project Board (PB). Detailed PB structure is shown below. UNDP is also being represented on the PB. The PB is responsible for making management decisions for the project, in

particular when guidance is required by the NPM. It plays a critical role in project monitoring and evaluations by assuring the quality of these processes and associated products, and by using evaluations for improving performance, accountability and learning. The PB is ensuring that required resources are committed. It is also responsible for arbitrating on any conflicts within the project and negotiating solutions to any problems with external bodies. In addition, it is approving the appointment and responsibilities of the NPM and any delegation of its Project Assurance responsibilities. Based on the approved Annual Work Plan, the PB can also consider and approve the quarterly plans and also approve any essential deviations from the original plans.

In order to ensure UNDP's ultimate accountability for project results, Project Board decisions is being made in accordance with standards that ensure management for development results, best value for money, fairness, integrity, transparency and effective international competition. In case consensus cannot be reached within the PB, the final decision rests with the UNDP NPM.

3.2 Implementation

3.2.1 Financial planning

Resources have been used prudently and the project is clearly on track to have spent the entire budget by the planned closing date in May 2014. Some problems are connected with reported co-financing to substantiate in-kind and cash co-financing. The main challenge is related to a vague definition of co-financing in the PD and lack of its monitoring during the implementation which resulted in different understanding of this topic among partners. They have reported activities which, in some cases, were not related to the aims and focus of this project. Conversely, some partners have not reported some activities that are in fact highly compatible with the project. This challenge can be solved in the second half of the project with more detailed and coordinated planning and reporting of co-financing by implementing partners. The rate for Financial Management and Cost-Effectiveness is **Satisfactory (S)**.

At the end of 2012 (65% of the total project time) the project has spent approximately 613,000$, which is 64% of its total budget of 950.000$. The disbursement has been extremely low during the first year due to significant delay of the project implementation start; however it has improved in the following two years by allocating a higher budget for following years. The total disbursement is now on track with the plan.

One modification of the original budget has been approved by the PSB and RTA in January 2012 based on changes made in IR. Second budget modification was proposed in 2012 mainly with reallocations of funds between the budget lines under the same output. Another budget modification will be needed with reallocations of funds between the budget lines under the same output and also between outputs. The Output # 5 Management has spent all its funds by the end of 2012, and reallocation from the Output # 3 Schools is planned.

Financial information, entered into the ATLAS system, is kept updated and is assigned to five outcomes of the project (SUTP, cycling, schools, eco-driving; and project management). For each activity different accounts allow tracking of the main cost lines.

ATLAS Activity / Outcome	TOTAL BUDGET	2010	2011	2012 (estimate)	TOTAL 2012 (% of total budget)	2013 (planned)	2014 (planned)
#1 SUTP	299,409	0	84,159	150,800	234,959 (78%)	62,450	2,000
#2 Cycling	201,889	0	55,589	101,300	156,889 (78%)	45,000	0
#3 Schools	221,565	0	14,715	114,150	128,865 (58%)	72,700	20,000
#4 Eco-driving	133,199	422	1,491	500	2,413 (2%)	97,085	33,700
# 5 Management	93,937	10,482	59,120	19,850	89,452 (95%)	2,820	1,666
TOTAL	**950,000**	**10,904**	**215,075**	**386,600**	**612,579 (64%)**	**280,055**	**57,366**

Table 5: Consumption of Project's Resources and planned budget for 2013 and 2014 ($)

As mentioned before, the main challenge of financial planning is related to a vague definition of co-financing in the PD and lack of its monitoring during the implementation which resulted in different understanding of this topic among partners. The Project is conceived in a way that the project partners, the Land development Agency of Belgrade and the City Secretariat for Transport are providing in-kind co-financing to this project for activities that are complementary and in line with the overall project objective. As per the co-financing letters signed by both institutions back in 2010, respectively their co-financing is: 2.259.036$ and 4.242.915$. In total, the co-financing through in-kind to this Project is 6.501.951$.

The project team has no direct overview of the activities of the partners. However, based on a request, the feedback is: at the end of June 2012 the Land Development Agency has disbursed 862.500$ and the City Secretariat for Transport 2.979.600$. The problem is that they have reported activities which, in some cases, were not related to the aims and focus of this project (e.g. renewal of traffic lights, adaptable traffic management system of new parking places). Conversely, some partners have not reported some activities that are in fact highly compatible with the project (e.g. traffic calming projects).

In the last trimester of 2011, UNDP has supported the project with 20.000$ through the UNDP core resources in order to prepare the analysis of fatalities of the two-wheeled commuters in Belgrade and an orientation paper on road safety. The funds have been disbursed by the end of 2011.

3.2.2 Monitoring and evaluation

As noted in the UNDP Evaluation Guidance for GEF-financed Projects "*projects should have a sound M&E plan at project start up to monitor results and track progress towards achieving project objectives. An M&E plan should include 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*." (UNDP, 2011, p. 12[4]). The guidance states clearly that the project should have a M&E plan, that targets should be SMART and should measure progress towards overall objectives, and that data should be gathered at appropriate times through the project to evidence these targets. The Logical Framework Matrix in the PD and IR should provide performance (output) and impact (outcome) indicators for project implementation along with their corresponding means of verification. However most of the targets in both documents are not SMART and should be replaced where appropriate. SMART targets are:

- **S**pecific - Specific and clear targets should, as far as possible define, what is to be achieved preferably also in quantifiable terms. For example, "Public transport mode share should increase" is more specific

[4] UNDP Evaluation Guidance for GEF-financed Projects: Version for External Evaluators. Final Draft, 2011

than “improved modal split”. Even more specific would be “share of public transport should be increased by Y% for working trips in town X over the period Z”.

- **M**easurable - If targets are not formulated to make them measurable then they cannot be binding. For example, “Share of public transport for working trips in town X should be increased from 20 % to 25 %” is one such measurable target. This target requires a baseline study to establish the current modal split; in this case you need to know that the current PT modal share for working trips is 20 %.
- **A**mbitious / **A**ccepted - Ambitious and challenging targets encourage activity to achieve them, while targets that are easy to meet do not produce this effect. A target that “share of public transport should be increased by 0.5 % for working trips” would not produce any effect (or be measurable). The target should also be accepted by the project team and the funders.
- **R**ealistic - However, it is important that targets are not so ambitious as to become unrealistic. The danger here is that if the targets are set unrealistically high then people consider them unattainable and consequently give up. The challenge is to make the targets both demanding but realistic.
- **T**ime-limited - Targets should also be time-limited. This is necessary if the project and evaluation are to be efficient. For example, “The share of public transport for working trips in town X should be increased from 20 % to 25 % between 2004 and 2006” shows how a time-limited target can be formulated (MaxSumo, 2009[5]).

The targets that exist in both documents are also output based rather than outcome based. This makes it extremely difficult to assess the project’s contribution to its overall aim of reducing CO_2 emissions in Belgrade. A simple example could be that a SMART outcome target could be set for the number of new cyclists in Belgrade by 2014 as a result of the cycling campaign, and that data are gathered to measure whether this target is achieved at mid point and the end point of the project. Such targets and data have not been made available for the MTE, so the project is lacking in this respect.

As mentioned before, the project failed to update the project’s targets and risks after the changes made in IR. It has even abandoned the M&E plan which was initially planned within the Outcome 5.1 Monitoring and evaluation in the PD (pp. 28). The new Logframe Matrix in the IR is therefore not fully in line with the new set of measures and needs adaptation. In combination, these various points result in a weak basis for M&E, which is not clearly linked to the actions considered within the project. Corrective activities were proposed in Recommendations.

Despite the initial problems with the M&E plan and its implementation, foundations for an appropriate final evaluation of project exist, if performed in more structured and comprehensive way. All activities implemented a baseline study before the implementation. Three activities (Cycling, Schools and Eco-driving), from which a direct contribution to project goals is expected during the run of the project, have adequate study planned also after the implementation.

The overall quality of M&E is rated as **Moderately Unsatisfactory (MU).** The same rates stand for M&E quality at project start, though its implementation is rated as MS.

3.2.3 Execution and implementation

This section addresses the execution and implementation, coordination and management issues related to the project. According to the ToR this section hasn’t been rated.

[5] MaxSumo: Guidance on how to plan, monitor and evaluate mobility projects. 2009, MAX project consortium. http://www.epomm.eu/index.php?id=2602

The NPM has done a very good job in creating strong relationships with the key stakeholders and in particular with with all project partners. The PIU has very good cooperation with all project partners and great deal of dedication by their teams assigned to work along with the project team and provides support. The merit for the achievements reached in a short period with high work dynamics is to be equally divided by the PIU, the support given by the UNDP CO, in particular from personal providing procurement and financial services, the UNDP CO management and the backing given by the MEMSP and the PB members.

3.2.4 Adaptive management

Adaptive management refers to the changes made to the project initial design during its implementation. According to the ToR this section hasn't been rated.

It has been used to adapt to the changing environment of the project, starting with the Inception workshop which was held in Belgrade on 9th February 2011. The Workshop resulted in recommendations brought by unanimity of the both partners; the NPM and the GEF Regional Technical Adviser that the Project Document was designed quite some time ago and that many of the activities prescribe for actions are either outdated, or already performed. In additions, participants believed that given the limited budget of the project it makes more sense to focus on fewer activities and outputs. An accord was achieved that the Project Document was to be revised during the inception period by proposing actions that are fully in line with the overall project objectives, contributing to reduction of emissions from urban transport in the City of Belgrade. This was subsequently achieved and the revised project outcomes were defined within the Inception Report, approved at the first Project Steering Board meeting held on 21 April 2011.

Outcomes	Project documents	Inception report
# 1	Integrated land use and urban transport planning at the metropolitan level	Planning process for the Sustainable Urban Transport Plan
# 2	Rationalised parking regulations	Promoting the cycling
# 3	Intelligent transport systems	Education and awareness of the youngest population
# 4	Institutional transformation of government, business and general public to embrace sustainable transport	Capacity Building and Eco-driving

Table 6: Adaptive management - changes made to the project initial design

After the start of implementation, adaptive management measures were applied in two cases. In the course of project-running, a need was identified of adding activities that will support the current programme and facilitate the achievement of the overall objective. In that sense, the analysis on the safety aspects of the two-wheeled commuters in the urban traffic of Belgrade was prepared along with an orientation policy paper on road safety and set of recommendations for alignment with EU acquis and international conventions. The analysis is proven to be useful and complementary with the cycling campaign as the road safety is a common denominator for all transport modes and aspects.

While conducting the survey on safe routes to schools in the primary schools, the necessity to bring closer to the end-beneficiaries this initiative arose and a decision was taken by all project partners to convert the words in to reality through a pilot project. This was also an adaptive decision in order to enhance the awareness and knowledge amongst the youngest population on alternative mobility as well as test on the ground. This pilot project was realized around Sv. Sava Primary school in 2012.

3.3 Results

3.3.1 Outcome/achievement of objectives

The overall quality of project outcomes is rated as **Moderately Satisfactory (MS).** The justification for this grade is described below.

Relevance

The project has **relevance** primarily for the mobility and environmental policy of the city of Belgrade, but also for the other partners involved in the project. As explained below its contribution to CO_2 emission reduction during the project's life will be small and will not achieve the emission targets set in the PD. However, its potential for the reduction of local and greenhouse gas emissions associated with the transport system in Belgrade is very important from a long-term perspective, with its contribution to a new transport planning paradigm, establishing a new cycling culture, greater usage of active travel modes among children, and capacity building of the local and national authorities including the implementation of eco-driving education.

For the UNDP it will provide important lessons for the future implementation of similar projects; for the MEDEP it should provide an effective strategy for the reduction of transport related emissions in the country.

Efficiency

Most of the management of the project has been efficient and partnership arrangements established, though with limited involvement and ownership from the city level. The efficiency of the project is rated as **Moderately Satisfactory (MS)** due to challenges related to outcomes of activities (see specific descriptions per activity below) and due to the previously mentioned failure to adapt the project's objectives, targets and risks after the changes made in IR. Significant delay in actually starting the project (it took almost one quarter of the total project duration) was mainly due to problems at UNDP Serbia in recruiting the project manager, as it was difficult to find an appropriate candidate and they had to repeat the call for this post twice. The project is now on track and the initial delay will not affect project outcomes and sustainability.

Outcome	International Experts	Local Experts
#1 SUTP	**Parque EXPO,** **TIS – consultants in Transport, Innovation and Systems** Sergio Alves Daniela Carvalho Vasco Colaco Jose Viegas Rosario Macario Innes Ferreira da Sues Alves Andreia Alves de Magalhaes	**CEP - Centre for Urban Development Planning** Ljubina Todorovic Vuk Djurovic
#2 Cycling	**Trademco** Panos Pikrodimitris	**Orange studio** Branka Jovanovic Aleksandra Pavlovic Vladimir Peric Maja Djordjevic Olivera Despotovic Danijel Vuckovic
#3 Schools	**COWI Serbia/Denmark** Larns Sigurbjorn Agustsson Jersner Mertner	**COWI Serbia** Danijel Vuckovic Cedomir Petrinjac **Orange studio** Branka Jovanovic Aleksandra Pavlovic Vladimir Peric Marko Obradovic Vesna Glisisc Olja Cokorilo Olivera Jevtic
#4 Eco-drive	/	/

Table 7: International and local technical experts

Activity #1 Planning process for SUTP

Within the first activity (Planning process for SUTP) the project has already delivered many important **results**. The fact that SUTP is becoming an important topic in Serbia puts it in the group of those countries in the region which quickly responded to trends in and guidance from the EU. The first steps in SUT Planning in Belgrade have been carried out with the help of external experts - screening on the legal and political framework, capacity assessment of the stakeholders and beneficiaries dealing with these issues; assessment of the financial resources; Work Plan developed on the further phases of the SUTP; and preparation of the Communication plan for SUTP. The project has also achieved other results, such as general awareness of the topic raised amongst the stakeholders, beneficiaries and the academia as a result of the meetings with technical experts and the international workshop organized on the topics of SUTP during the European Mobility Week on September 21st, 2012. The main achievement for the sustainability of this activity is that the Land Development Agency, as one

of the main partners and beneficiaries of the project, was able to secure finance for the preparation of the SUTP for Belgrade, which should start in 2013.

As regards to the **impact** of this activity, it will very probably gain valuable long-term results, though it is unlikely that it will deliver significant CO_2 emission reductions within the project life, nor by 2020. Given that even in the best case scenario, a new SUTP will not be operational until 2015 at the earliest, and only then can it start to deliver some of the changes that might bring about effective CO_2 reduction. Those cities that have changed their overall modal share as a result of an SUMP have done so over at least a decade and usually longer, not over 6 years.

The work performed around this activity involves also some **challenges**. The results of the outcomes of this activity could be misleading. The final report of the Sustainable Urban Transport to the City of Belgrade follows the structure and some elements of EU Guidelines on the development and implementation of a Sustainable Urban Mobility Plan. However it differs in many elements from practice in EU countries with longer tradition of SUMPs such as UK, France or Flanders. It places most emphasis on the carrying out of large surveys, building a new model and updating the Transport master plan for Belgrade (SMARTPLAN) rather than a proposal for integrating transport and land use planning in Belgrade in a sustainable direction, and bringing about the culture change that it says is needed. The capacity analysis, for example, says that there is sufficient capacity for carrying out the SUMP, but does not show how many people in which organisations have the required skills, nor the steps that have been taken to ensure that they understand how, and are ready to work together in the same direction, to develop the SUMP. Experience from cities such as Copenhagen shows that this aspect of SUMP development is very important but that its difficulty should not be underestimated.

It provides no effective comparison (costs, benefits) of its proposed approach with an alternative approach that has no modelling, or uses a simple strategic model. It makes no attempt to consider what French and English cities of comparable size to Belgrade have done in data collection and modelling terms to develop and run their SUMPs – for example, how many have carried out the data gathering or modelling work at the scale that is proposed for Belgrade, and how many have not. Similarly there is no attempt to consider the costs and timescale of LTP/PDU preparation in comparable English and French cities, to assess the reality of the costs and timescales proposed by external experts here for Belgrade. International experts responsible for these recommendations (TIS) should provide evidence from comparable cities – as opposed only to recommendations from guidance – to assess the reality of the costs and timescales proposed for SUTP in Belgrade. They should consider what French and English cities of comparable size to Belgrade have done in data collection and modeling terms to develop and run their SUTPs, with evidence from specific cities. They should also provide a comparison (costs, benefits, time required) of the proposed approach with an approach that has no modeling, or uses a very simple 2-3 zone model[6].

This project or its implementing partners should also raise awareness on and enhance replication of SUTP in Belgrade and in the coutryby organizing tailor made SUMP training for Belgrade and other Serbian municipalities based on experience from Belgrade and training material prepared in the project Eltisplus. This wouldn't necessarily put additional costs on the project as few existing and future EU projects (e.g. CIVITAS, CIVINET, ENDURANCE) offer the training on SUMP and could be invited also to Serbia. During 2011/2013, more than 35 training events were organised across Europe on developing and implementing Sustainable Urban Mobility Plans (SUMPs). The training was mainly targeted at local authority staff that is to be involved in the preparation of SUMP. The training also greatly benefited other stakeholders, including representatives from public transport authorities, city networks, professional organisations, and national ministries7. Belgrade could also become one of 30 follower cities within the CH4LLENGE project. This project will offer to 30 cities 4 in-

[6] For more information on modelling and SUMP in the UK and France check: Shepherd, S.P., Timms, P.M. and May A.D., 2006 Modelling requirements for local transport plans: An assessment of English experience. Transport policy 13. Elsevier.; or Aebis Semily and Faber Maunsell, 2003, Comparative Performance Data from French Tramways Systems for SYPTE, pp 15-16.

[7] For more information check: http://mobilityplans.eu/index.php?ID1=9&id=9

depth training workshops in all 4 advanced SUMP cities, each covering one of the four project's SUMP challenges. They will be held by European SUMP experts and accompanied by technical site visits to directly showcase outputs and impacts generated through an SUMP. Finally, CH4LLENGE will assist all 30 follower cities in developing a road map towards their own SUMPs. These tailor-made road maps will kick off the SUMP process in these cities[8].

Activity #2 Promoting cycling

Results achieved in this activity were a city-wide survey conducted in Belgrade, screening the habits of the citizens related to cycling; analysis of the road safety aspects of the two-wheeled commuters in Belgrade prepared along with draft orientation policy paper; two city-wide events held gathering more than 800 citizens, promoting cycling as a transport mode; two open public debates held on the topic of cycling in urban transport; the European Mobility Week (EMW) marked and celebrated for the first time as a city-wide event and in an institutional manner; and, probably the biggest achievement, a Committee established involving all relevant players from the governmental, NGO and private sector in order to discuss on monthly basis ways and means of improving cycling in Belgrade.

The potential **impact** of this activity is a reduction of up to 250 t CO_2/year based on a realistic target[9] of 10% increase of cycling among commuters by 2014 or up to 500 t CO_2/year based on a less realistic target of 50% increase of cycling among commuters (from 1% to 1,5%) by 2014. Both calculations are based on a prediction that 50% of new cyclists would shift from the PT and 50% from cars, they would use bicycle 175 days per year and the avarage trip distance would be 2 km.

Challenges related to the performance of this component of the project are related mainly to its campaign and to the quality of one of its outputs. The performance of the campaign could be improved with the incorporation of lessons and elements from similar successful campaigns across the EU such us MAX SUCCESS (WP A - Innovative Approaches in Travel Awareness[10]):

- strong emphasis should be given to the campaign planning stage and especially upstream marketing to engage stakeholder support;
- increasing attention should be paid to the campaign legacy - achieving a longer lasting impact for a given project investment;
- campaigns should be built based on an understanding of models of travel behaviour such us the one used in MaxSumo,
- more emphasis should be given to M&E of the campaign using elements of the MaxSumo evaluation approach[11].

The campaign should spread the message about the latest success in boosting cycling from cities with comparable size, topography and initial share of cyclists (e.g. London, Edinburgh, New York City etc.). Experience from the Civitas Elan Open Academy in Ljubljana shows importance of inviting top foreign experts from different fields of sustainable mobility to present their expertise in public events to stakeholders, media and/or general public[12]. This idea could be transferred to Belgrade with support from this project and embassies. A first suggestion for such event could be cooperation with Danish Embassy to bring over the cycling advocate from Copenhagen Mikael Colville-Andersen with his open-air photo exhibition and lectures about cycling culture.

[8] For more information check: http://www.rupprecht-consult.eu/projects/projects-details/project/ch4llenge.html

[9] For references on realistic targets for cycling campaigns check: http://www.epomm.eu/maxeva/index.php?id=1 and http://www.champ-cycling.eu/en/Stay-a-Champ/Strategy-implementation/

[10] http://www.max-success.eu/wpa.phtml

[11] http://www.epomm.eu/index.php?id=2602

[12] http://www.civitas-initiative.eu/alt/news.phtml?id=1088&lan=en&read_more=1

The campaign should also reconsider its attitude towards the prevailing use of racing cycling clothing and helmets during campaign events13, and messages about cycling in bad weather and/or during the winter14. The campaign should put more effort into the involvement of its planned 25 Ambassadors of cycling, which could be an important way of amplifying the messages of this campaign. The campaign could also incorporate elements from established mobility management measures and campaigns such as "Bike to work" (e.g. in Switzerland15 or in Slovenia16); or "Dr. Bike"17.

As reported by the PM the "Research paper on the safety aspects of the two wheel commuters (non-motorised and powered ones) in the urban transport in Belgrade« was not initially foreseen at the inception phase and came as an request by the City secretariat for transport. The activity was co-financed by UNDP funds in amount of 20.000USD (the entire contract was 35.000USD). The reason for these studies, a Research paper on the safety aspects of the cyclists and the Draft Orientation Policy paper were to screen the methodology applied by the national authorities in investigating and reporting on fatalities when cyclists are involved and subsequently, based on the finding of the research paper to produce recommendations for alignment of the legislation framework on road safety with the EU acquis and the Vienna convention. The Research paper could provide a better explanation for some important findings. For example, it pointed out an encouraging fact that in 2011 one cyclist died in the urban traffic in Belgrade, while ten years ago there were 11 such cases. However there is no explanation about reasons for such trends; e.g. is it related to improvements of cycling infrastructure in Belgrade, or with an overall decrease of cycling in Belgrade as a result of rapid increase in motorisation and motorized traffic.

Activity #3 Education and awareness of the youngest population

The main results within this activity were a survey conducted in 20 primary schools in Belgrade on the pupils' mobility habits and awareness; public open debate held in order to promote the outcomes of the survey on mobility habits and the concept of pedibuses; and (not initially planned) the horizontal and vertical signalization of safe routes to the Sveti Sava primary school Sveti Sava, and establishment of pedibuses in this school.

The potential reduction of CO2/year of this activity during the project is the smallest among all 4 project's activities. The share of walking among pupils is already high and the campaign was focused on a limited number of schools with a pilot pedibus network established only around one school. Based on the benchmark against projects available in the MaxEva Evaluation tool, the potential impact of this activity is estimated under 5 t CO2/year.

The challenge of activities around the pilot school Sveti Sava is that they carried out an analysis, and provided signing and information for three "Pedibus" routes, although there has been no incorporation of engineering traffic calming measures in the area around the school. This school, as all the others in Belgrade, already has the so called "school zone" marked. This is in line with the law on road safety – all schools are obliged to improve the safety of the children in the school zones in radius of 250 meters from the school. However these schemes are limited to horizontal and vertical signalization and only to very limited extent use the engineering measures or changes in the traffic regime around schools (e.g. cul-de-sacs, limited access, temporary traffic block etc.). Engineering measures involve physically altering the road layout or appearance to actively, or passively slow traffic down by increasing the cognitive load of driving. Measures include speed humps, chicanes, curb extensions, and living street and shared space type schemes. At the same time, the City of Belgrade has

[13] http://www.ecf.com/advocary/road-safety/helmets-and-reflective-vests/ or http://www.nytimes.com/2012/09/30/sunday-review/to-encourage-biking-cities-forget-about-helmets.html?pagewanted=all&_r=0

[14] http://www.ibikeoulu.com/

[15] http://www.biketowork.ch/

[16] http://www.vtroje.si/

[17] http://www.thebikestation.org.uk/what-is-doctor-bike/

implemented several traffic calming projects in other parts of old Belgrade. A combination of traffic calming and signing of safe routes to school would have provided a much better basis for a successful "Safe routes to school" campaign in the pilot school.
The campaign should also use more arguments related to health benefits of active travel to school and about the experience gained by children through their active involvement in traffic. The campaign should also incorporate different established and tested approaches (e.g. Traffic Snake Game18 or Around the World in 80 Days19) to motivate children for choosing active modes of travelling to schools. Motivation of children is crucial for the success of this campaign as they are the best channel for influencing parent's and teacher's travel behaviour.

Activity #4 Eco-driving

As agreed by the Project Board, this activity was delayed and is due in 2013 and 2014. Tender for external expert performing the eco-driving training was ready during the performance of MTE. The training is aimed for about twenty professional drivers, from the ranks of City Transportation Company (GSP) and other city institutions. To ensure the sustainability of this activity, all drivers who pass the training will receive certificates allowing them to pass on their knowledge to their colleagues, so that in a given period of time all the GSP drivers will be able to practice eco-style.

The reduction of CO_2/year as a result of this activity will be limited to the last few month of the project, though it has a big potential in the mid- and long-term perspective. Potential **impact** of this activity is estimated on up to 10 t CO_2/year per bus driver. This calculation is based on the data provided by the local transport operator in Ljubljana and on estimated 10% reduction in fuel consumption per driver after the training, 20 km/h average speed, 1700 working hours per year and 50l/100 km fuel consumption per bus.

The **challenge** of this activity is to achieve its initial goal and to make full use of its big potential in contribution to CO_2 emission reduction during the project's life - to achieve integration of ecodriving in driving school curricula and driving tests, establishment of minimum standards for contents and set up of ecodriving trainings and train-the-trainer seminars and establishment of an ecodriving infrastructure which will keep the approach alive after the end of the project.

Effectiveness

The effectiveness of the project, i.e. the extent to which an objective has been achieved or how likely it is to be achieved, is rated as **Moderately Unsatisfactory (MU)** due to the limited contribution of activities to the overall objective. Despite a significant delay of the project implementation start, it is now on track to deliver most of the expected outcomes. Most actions planned or recommended by the technical experts have already achieved or will soon achieve implementation. However, the quantitative targets on mobility and emissions are too optimistic and unlikely to be achieved. Adaptive management performed before the start of implementation replaced more ambitious (though less realistic) measures with the soft ones which will very probably gain valuable long-term results, though it is unlikely that they will deliver significant CO_2 emission reductions within the project life, nor by 2020. Given that even in the best case scenario, a new more integrated transport planning system (SUTP) will not be operational until 2015 at the earliest, and only then can it start to deliver some of the changes that might bring about effective CO_2 reduction. Those cities that have changed their overall modal share as a result of an SUMP have done so over at least a decade and usually longer, not over 6 years. Estimation of the potential CO_2 emission reductions of other activities, based on a comparison of similar projects implemented in other European countries shows that, even in the best case scenario, the measures do not achieve direct energy savings of 1,000 t CO_2/year, which is very far from targeted direct energy savings of 285,000 t CO_2/year. When assessing the contribution of Belgrade's transport measures on total CO_2 emission reductions, it is necessary to separate those direct actions carried out by the city as a result of participation in this project and whose contribution is

[18] http://www.trafficsnakegame.eu/

[19] http://www.eltis.org/index.php?id=13&study_id=3050

negligible (such as the walking bus, for example), and those that would be carried out anyway but whose implementation timescale is much longer (e.g. development of complex new infrastructure or rolling stock renewal in public transport).

3.3.2 Sustainability

Sustainability in this context is considered as the likelihood of continued benefits after the project ends. Consequently the assessment of sustainability considers the risks that are likely to affect the continuation of project outcomes. The GEF Guidelines established four areas for considering risks to sustainability:

- Financial risks,
- Socio-economic risks,
- Institutional framework and governance risks,
- Environmental risks.

The overall likelihood of Project Sustainability is rated as **Moderately Likely.** The likelihood of continued benefits after the project ends is different for each outcome:

- The latest information provided by the LDA was that the financial resources for preparation of the SUTP for Belgrade are reserved and the tender for international consultants is ready. The potential for replication and likelihood of sustainability for this outcome are high.
- For two project outcomes, cycling improvements and safe routes to schools, the likelihood of sustainability is lower. The city is facing severe budgetary problems and these topics are not high on their priority list; therefor higher risks exist that may jeopardize their sustainability once the project ends. This situation might change with the new SUTP for Belgrade, as measures related to cycling and walking are high on the SUTP agenda.
- Eco-driving has higher potential for replication and likelihood of sustainability due to its economic benefits for beneficiaries and low investment requirements.

From the perspective of financial risks, the sustainability of the project is rated as **Moderately Likely**. Resources in the city are scarce and additional external funding for sustainable mobility (e.g. national or EU funds) are unlikely in the near future. On the positive side the new SUTP might in the near future change political and budgetary priorities and represent an important platform for Belgrade for projects to be funded through the EU Cohesion and Structural Funds.

With regard to social or political risks that may threaten the sustainability of project outcomes, the situation is similar to that for financial risk, as the level of ownership on the city level does not seem to be sufficient for the project outcomes/benefits to be sustained. Again, the SUTP might provide different political framework. Therefore its sustainability from the socio-economic perspective can be rated as **Moderately Likely.**

The situation is, however, more positive with respect to the legal frameworks, policies, and governance structures and processes within which the project operates. From the institutional framework and governance perspective, the sustainability of the project for the institutional framework and governance perspective is rated as **Likely**.

No environmental threat to the sustainability of project outcomes has been identified; therefore the sustainability of the project from environmental perspective is rated as **Likely**.

4 Conclusions and recommendations

4.1 Conclusions

The project is doing an important and in many ways a pioneering job in turning Belgrade's transport system in a more sustainable direction. As a direct result of this project Belgrade will start to prepare its and the country's first SUTP in 2013, aiming to replace existing planning practice with a modern approach to tackle transport-related problems more efficiently. The project so far has been able to provide valuable insights into the travel habits and attitudes of citizens towards cycling and pupils towards walking, to create a platform where for the first time main stakeholders and civil society discuss the future of cycling in the city. Another important achievement has been the creation of the first dedicated safe routes to school in Belgrade and to open a public debate on these latter two topics. There have also been the first activities of the project replication in other cities of Serbia.

Despite the important work already done, the project will not achieve its main objective to reduce greenhouse gas emissions associated with the passenger transport system in Belgrade by about 17% in 2020 relative to 2007 levels, compared to a 47% increase in these emissions without any interventions. Targeted direct energy savings of 285.000 t CO_2/year and indirect savings of 71.000 t CO_2/year were much overambitious already for the first set of activities. Adaptive management performed before the start of implementation replaced more ambitious (though less realistic) measures with the soft ones which will have only very limited impact on reduction of greenhouse gas emissions in the short and mid-term. The project also failed to design a proper M&E plan (with SMART output and outcome targets) and later adapt its M&E approach to the new set of measures, which resulted in problems in following the progress and the impact of the project. The latter challenges are the main reasons why this evaluation gives an overall rating for the project of **Moderately Satisfactory (MS)**.

EVALUATION CRITERIA	SUMMARY COMMENTS	RATING
Implementation approach		
Overall quality of Implementation approach	The project design is solid and components are consistent and practicable. However the project design should have put more emphasis on two important supporting activities – M&E and dissemination.	MS
Country ownership/drivers		
Overall level of Country ownership	The project's ownership is problematic at the city level as only a limited number of city representatives are involved in the implementation of the project. There is also lack of involvement and ownership from high level city representatives and from some departments.	MU
Outcome/Achievement of objectives		
Relevance	The project is relevant primarily for the mobility and environmental policy of the city of Belgrade, but also for the other partners involved in the project. Its contribution CO_2 emission reduction during the project's life will be small. However its potential for the reduction of local and greenhouse gas emissions associated with the transport system in Belgrade is very important from a long-term perspective, with its contribution to a new transport planning paradigm.	R

Efficiency	Most of the management of the project has been efficient, but is facing some challenges related to outcomes of activities and their contribution to the overall objective.	MS
Effectiveness	The quantitative targets on mobility and emissions are too optimistic and unlikely to be achieved.	MU
Overall quality of project outcomes		MS
Stakeholder participation/public involvement		
Overall level of Stakeholder participation and public involvement	The project failed to actively involve some groups of stakeholders on national and local level which are important for replication, capacity building and sustainability of the project; and less important for its implementation.	MS
Sustainability		
Financial resources	Resources in the city are scarce and additional external funding for sustainable mobility (e.g. national or EU funds) are unlikely in the near future. The new SUTP might change political and budgetary priorities and represent an important platform for projects to be funded through the EU Cohesion and Structural Funds.	ML
Socio-economic	The level of ownership on the city level does not seem to be sufficient for some of the project outcomes/benefits to be sustained.	ML
Institutional framework and governance	No serious risks were identified in relation to the legal frameworks, policies, and governance structures and processes within which the project operates.	L
Environmental	No environmental threat to the sustainability of project outcomes has been identified.	L
Overall likelihood of Sustainability		ML
Catalytic role/Replication approach		
Production of a public good	Replication was thoughtful and well planned. The main generator of replication will be Output 4.3: "Case-study guide to aid replication of project elements". So far the project has demonstrated the lower two levels of catalytic results – production of a public good and demonstration. Replication and scaling up have not been demonstrated yet, though they're planned in the second half of the project.	Y
Demonstration		Y
Replication		N
Scaling up		N
Financial management and Cost-effectiveness		
Overall Quality of Financial management and Cost-effectiveness	Resources have been used prudently and the project is clearly on track to have spent the entire budget by the planned closing date. Some problems are connected with a vague definition of co-financing in the PD and lack of its planning and monitoring during the implementation.	S
Monitoring and evaluation		
M&E design at project start up	The project failed to prepare a sound M&E plan at project start up, an to update the project's targets and risks after the changes made in IR which resulted in a weak basis for M&E.	MU

M&E Plan Implementation	Despite the initial problems with the M&E plan and its implementation, all outcomes implemented a baseline study before the implementation, and have adequate study planned also after the implementation. Foundations for an appropriate final evaluation of project exist, if performed in more structured and comprehensive way.	MS
Overall quality of M&E		MU
OVERALL MID-TERM EVALUATION RATING		**MS**

Table 8: Summary of Evaluation Ratings

4.2 Recommendations

Corrective actions for the design, implementation, monitoring and evaluation of the project

Recommendation # 1: Monitoring & Evaluation and Risk management improvements – the Project manager should revise the Project Result Framework and the Risk Management Table and adapt the project's targets and risks to the new set of measures. The new version of the Project Result Framework should focus more on the impact of the project's activities and should include SMART output and outcome targets.

Recommendation # 2: Greenhouse Gas Emissions Calculations – The Project manager (with a support from the hired expert) should update Greenhouse Gas Emissions Calculations for direct emission reductions for new project activities.

Recommendation # 3: Project extension - at this stage the project extension could hardly be justified therefore the recommendation is to close the project in May 2014. It seems that ongoing activities will be concluded in the planned time framework. Most of the funds are already used or committed to signed contracts, so there is little possibility of using the funding to pay for other activities in any extended project period.

Recommendation # 4: Project manager's position – the Project manager (PM) is leaving her position in September 2013 – the recommendation is that the Project Assistant take over the finalisation of the project with a help of an external expert or (if available) the former PM. Based on the experience of the delays that occurred in recruiting the existing PM, it might be difficult to find an appropriate person for this post in Serbia. Even with a speedy recruitment procedure, a new PM would need several months to get fully up to speed in the position and to re-establish the network.

Actions to strengthen or reinforce benefits from the project

Recommendation # 5: Project dissemination improvements – local communication consultant, hired for promotion of project's two activities, could use established communication channels from other activities for project's comprehensive dissemination. Project's website (Cycle Belgrade) could be upgraded into Belgrade's main information platform on sustainable mobility and offered to the City for the use after the end of the project.

Recommendation # 6: Planning and monitoring of co-financing – the project should improve the planning and reporting of co-financing by increasing its importance in preparation of Annual Progress Report (APR).

Recommendation # 7: SUTP awareness raising, training and replication – this project or its implementing partners should raise awareness on and enhance replication of SUTP in other Serbian cities by organizing SUMP training for Belgrade and other Serbian municipalities based on experience from Belgrade and training material prepared in the project Eltisplus. This wouldn't necessarily put additional costs on the project as few existing and

future EU projects (e.g. CIVITAS, CH4LLENGE) offer the training on SUMP and could be invited also to Serbia.

Recommendation # 8: Improvements of the cycling web site – The cycling web-site (Output 2.2) should be improved and incorporate experiences and content of similar sites around Europe. Two cities in the on-going EU IEE project CHAMP are developing such web sites based on experience of best practise cities such as Gent.

Recommendation # 9: Improvements of the "Safe routes to school" campaign - The campaign should use more arguments related to the health benefits of active travel to school and about the experience gained by children through their active involvement in traffic. The campaign should also incorporate different established and tested approaches to motivate children for choosing active modes of travelling to schools such as the "Traffic Snake Game" or "Around the World in 80 Days". Motivation of children is crucial for the success of this campaign as they are the best channel for influencing parent's and teacher's travel behaviour.

Recommendation # 10: Integration of eco-driving in driving schools – the project shouldn't abandon its initial aim and should take the first steps towards the integration of eco driving in driving school curricula and driving tests by promoting this activity and its achievements to relevant ministries on the national level.

Proposals for future directions underlining main objectives

Recommendation # 11: Revision of recommendations for further steps and related costs for the SUTP in Belgrade – international experts responsible for these recommendations (TIS.pt) should provide evidence from comparable English and French cities – as opposed only to recommendations from guidance – and assess the reality of the costs and timescales proposed for SUTP in Belgrade. They should consider what French and English cities of comparable size to Belgrade have done in data collection and modeling terms to develop and run their SUTPs. They should also provide a comparison (costs, benefits, time required) of the proposed approach with an approach that has no modeling, or uses a very simple 2-3 zone model.

Recommendation # 12: Improvements to the cycling campaign – the campaign should spread the message about the latest success in boosting cycling from cities with comparable size, and initial share of cyclists (e.g. London, Edinburgh, New York City etc.). The project could invite more top foreign experts from different fields of sustainable mobility to present their expertise in public events to stakeholders, media and/or general public. A first suggestion could be cooperation with Danish Embassy to bring over the cycling advocate from Copenhagen Mikael Colville-Andersen with his open-air photo exhibition and lectures about cycling culture.

The campaign should also reconsider its attitude towards the prevailing use of racing outfit and helmets during their events and messages about cycling in bad weather and/or during the winter. It also shouldn't abandon the idea of 25 Ambassadors of the cycling campaign which could be an important message for this campaign.

The campaign could also incorporate elements from established mobility management measures and campaigns such as "Bike to work" or "Dr. Bike". It should also reconsider its attitude towards the prevailing use of racing outfit and helmets during their events and messages about cycling in bad weather and/or during the winter. It also shouldn't abandon the idea of 25 Ambassadors of the cycling campaign which could be an important message for this campaign.

Recommendation # 13: Creation of synergies with traffic calming activities in Belgrade – the project should promote and the City of Belgrade adopt future combination of the concept of Safe routes to schools with ongoing traffic calming projects in other parts of Belgrade. A combination of traffic calming with more state-of-the-art engineering measures and signing of safe routes to school would provide a much better basis for successful "Safe routes to school" campaigns in other schools.

Suggestions for strengthening ownership, management of potential risks

Recommendation # 14: Improvements of the Stakeholder Participation and ownership – the project should increase promotional and lobbying activities related to its achievements and replication potential within the city and national administration in order to assure these organisations' full and active involvement in the second phase of the project. Ministries dealing with transport, urban planning and education, other City departments (e.g. for education, public transport, land-use planning, environment, health) and more decision makers should adopt or know more about this project and its results for replication, capacity building and sustainability reasons.

Recommendation # 15: Networking with other cities and capacity building – the project and its partners should enhance Belgrade's interaction with other cities in the field of sustainable mobility. Belgrade should join some of the city networks working together for a more sustainable mobility (e.g. Polis, Eurocities, Covenant of Mayors, Civitas etc.). More exchange with the growing number of UNDP/GEF sustainable mobility projects in the region would be also useful.

5 Lessons learned

- Comparison with some recent international mobility projects shows that a different design of GEF/UNDP projects with more emphasis on monitoring and evaluation (M&E) and dissemination would be more operational, effective and efficient. Without a sound M&E plan and its implementation it is difficult to follow, guide and evaluate the project and its achievements; and to proof its efficiency and effectiveness. In the case of this project it could incorporate three supporting activities (management, dissemination, M&E) and the four core activities (SUTP, cycling campaign, safer routes to school and eco-driving).

- For the cities that have just recently started working on sustainable mobility the key focus should be on capacity building and awareness rising among decision makers, stakeholders and general public. These measures don't have quick effects on changes of the transport system, travel habits and their outcomes like for instance reduction in CO_2 emissions. However they are setting the foundations for future changes that can be more thorough.

- Adaptive management at the early stage of the project can be very useful for the further implementation.

- SUMP concept varies and has various focuses between different countries and regions because of specific framework conditions and stages of development of their transport system. Therefore many cities, when they first meet the concept, find it hard to decide for the appropriate approach that would bring the changes in their planning practice paradigm.

- The Commission for cycling established by the Secretariat for Transport can be treated as a good practise of participatory approach in transport planning. The project has created a platform where for the first time main stakeholders and civil society discuss the future of cycling in the city on monthly basis.

6 Annexes

Annex I: Terms of Reference

Terms of Reference	**United Nations Development Programme**	

Title: **Evaluator (Mid-term Evaluation)**

Project: **Support to the Sustainable Transport in the City of Belgrade**

Reporting to: **Portfolio Manager, CC, ST, RME**

Duty Station: **Belgrade, Serbia**

Duration: **Estimated 20-25 working days in a period of 60 calendar days (including 5 working days in Belgrade, Serbia) (output based consultancy)**

Contract Type: **Individual Contract (IC) – for free lance consultant or Reimbursable Loan Agreement (RLA) - if the consultant is working with institution or government or university**

Background

a. **Purpose**

In accordance with UNDP/GEF M&E policies and procedures, all projects supported by the GEF should undergo a midterm evaluation upon completion of the first half of the Project's term. The purpose of the mid-term evaluation is to provide information about the status of the Support to the Sustainable Transport in the City of Belgrade project implementation in order to ensure accountability for the expenditures to date and the delivery of outputs and to make recommendations for improvements to the project so that UNDP can make midcourse corrections to the project, as appropriate **(Mid-term evaluation)**

b. **Objective**

The objective of this Mid Term Evaluation is to undertake a comprehensive overall assessment of the results from the first half of the project and to produce recommendations on how to improve the management and implementation of the project over the second half of the project until its planned completion in 2014.

The Mid Term Evaluation Report is expected to provide further advice on how to:
- strengthen and improve adaptive management of the project;
- improve monitoring and reporting and help ensure accountability for the achievement of the project objectives and indicators as defined in the logframe matrix;
- enhance organizational and development learning; and
- enable informed decision – making related to project activities

The Mid-Term evaluation report will have to provide UNDP and the GEF Secretariat complete and convincing evidence to support its findings/ratings. The consultant should prepare specific ratings on seven aspects of the project, as described in the 'Reporting' section of this Terms of Reference. Particular emphasis should be put on the current project results, on adaptive management (i.e – what changes are recommended in order to meet the

project results in the planned timeframe) and the possibility of achieving all objectives in the established timeframe, taking into consideration the speed, at which the project is proceeding.

c. **Background Information**

This evaluation is to be undertaken taking into consideration the GEF Monitoring and Evaluation Policy, available at http://www.thegef.org/gef/node/4184

and the UNDP/GEF Monitoring and Evaluation Policy, available at

http://api.ning.com/files/q21NtCDxX3Ww5ICf9bKJcn3KgJrTJp4Mgylk51qCvSI*Q-DmpdUeHXtsQl1mqkFHWHwJ-6nfRRxpWWCci8U3SzsJLfz40vIh/UNDPevaluationguidancedraft_forEvaluationTeam_versionMarch172011.pdf

The Mid Term Evaluation is initiated by the UNDP Serbia as the Implementing Agency for the Belgrade Sustainable Transport project and it aims at providing managers (Ministry of Environment, Mining and Spatial Planning, UNDP and the GEF Secretariat) with strategy and policy options for more effectively and efficiently achieving the project's outputs and outcomes. It also provides the basis for learning and accountability for managers and stakeholders.

Project Background

Belgrade, as with many cities today, faces a multitude of challenges related to congestion, noise, air quality issues, health, safety, quality of life and the problem with a multitude of diverting policies in the field of urban transport. On the global level, the challenge of climate change and its environmental, health and economic impacts is strongly connected to transport and unsustainable mobility behavior. These challenges are the driving forces behind recent calls for powerful measures to address Sustainable Transport. This Project is one of the pioneer attempts in Serbia to address these challenges and issues at wider scale.

The City of Belgrade's institutions - the Land Development Agency and the Secretariat for Transport - are identified as the main partners and beneficiaries of the project. The project design is conceived in such a way to stimulate and support the main partners in their operations targeting the improvement of the sustainable urban transport in the City of Belgrade.

The official start date of the project was 9th February 2011 when an Inception Workshop was held in Belgrade. The Inception Workshop invited not only these key project stakeholders but also other International institutions and donors present in the Country in order to discuss widely the issues of urban transport and sustainability in the context of how this project can best assist to promote Sustainable Transport in the City of Belgrade. The Workshop resulted in recommendations brought by unanimity of the both partners, the Project manager and the GEF Regional Technical Adviser that the Project Document was designed quite some time ago and that many of the activities prescribe for actions are either outdated, or already performed. In additions, participants believed that given the limited budget of the project it makes more sense to focus on fewer activities and outputs. Over an open discussion during the Workshop, an accord was achieved that the Project Document was to be revised during the inception period by proposing actions that are fully in line with the overall project objectives, contributing to reduction of emissions from urban transport in the City of Belgrade.

This was subsequently achieved and the revised project outcomes were defined within the Inception Report, approved at the first Project Steering Board meeting held on 21 April 2011. Accordingly, until June 2012 activities within three out of four main project outcome groups were initiated and the first deliverables were produced in the second half of 2011.

Over its implementation period, the project will concentrate in providing support to the main partners in implementing the actions that will place the sustainable urban mobility at the heart of their business, but also of other institutions.

Project Objective and Outcomes

The UNDP Project to Support the Sustainable Urban Transport in the City of Belgrade is financed through the Global Environmental Facility. The project budget amounts to 950,000 USD and has duration of four years. The mid-term evaluation is taking place at approximately the half-way point of the project.

The overall objective of the project is to reduce the greenhouse gasemissions in the City of Belgrade by improving the public transport scheme, increasing the participation of cyclists in the traffic and provide the policy framework for sustainable urban transport development of the city of Belgrade.

The outcomes of the project shall be achieved through the implementation of four main activity groups and the subsequent delivery of expected results.

The first activity is developed around the planning process for the Sustainable Urban Transport Plan.

Urban mobility issues are complex and cannot be successfully solved by simple transport plans. They require radical new policy instruments together with an integrated approach to mobility and the design of the cities. Sustainable Urban Transport Plans (SUTP) are the foundation upon which a new approach to transport can be built by embracing radical new polices and facilitating the necessary integration of transport, urban and economic planning. Preparing the SUT planning phase is one of the four outputs and one of the most important ones. The planning process for a SUT plan is an equally important segment of the entire project cycle and provides a basis to build the rest of the activities upon. As one of the four main outcomes of this Project is a completed planning process for launching the preparation of the Sustainable Urban Transport Plan (SUTP). The SUTP itself shall be prepared by the Land Development Agency, once the planning is place and it is expected that the preparation of the SUTP will be performed during the life cycle of this Project. The UNDP team will also have an advisory role during the SUTP preparation. The final product shall ensure that the urban transport systems of Belgrade meet society's economic, social and environmental needs whilst minimizing their undesirable impacts on the economy, society and the environment.

Promoting cycling presents the second activity of the Project.

Protection of the environment and the pursuit of energy security lie in the heart of the European transport policy by promoting also the co-modality. The transport policy that Serbia is to follow is calling upon increased use of green modes of transport and balanced participation of all modalities, without decrementing one on the account of the other. These misbalances are mostly expressed in the urban areas and Belgrade is a good example of that. The cycling and walking modes of transport are not taken into account by the strategic urban development documents and not addressed in practice adequately. Significant attention will be paid through this project in promoting the cycling transport mode by involving all sides into campaigns, public open events, competitions. The cyclists will receive the first digital cycling maps (GPS) to facilitate and stimulate the two-wheel commuting. It is expected that also the awareness of the public authorities will be raised and priorities start being put on the side of these green modes of transport, equally by safeguarding their rights and safety as well as investing into the needed infrastructure.

Building on the education and awareness of the youngest population on the green modes of mobility will be implemented through the third activity.

Mobility isn't simply an essential component of the competitiveness of the industries and services; it is also an essential citizen right. And the practice worldwide shows that the parents in the attempt to enjoy this right but also protect their children are using mostly the private car as transportation mean. The project proves to be a pioneer in supporting the sustainable urban mobility, therefore will work on changing the behaviour and habits of the parents, teachers and children through demo projects by involving several schools, organizing "pedibuses"-group walking for primary school pupils, marking the safe routes to schools.

Enhancing the capacities of the professional drivers in eco-driving and creating a pool of trainers will present the fourth activity.

Eco-driving improves road safety as well as the quality of the local and global environment and saves fuel and costs. All three benefits are important for furthering eco-driving. Eco-driving is a fuel-efficient, adaptive and safe way of driving. Training in eco-driving teaches car drivers to utilize vehicles differently and bring out new potentials by adaptive driving including foreseeing traffic situations and economic ways of using gears and brakes. The capacity and knowledge of the public transport companies will be reinforced through this project. Eco-driving trainings will be given to selected number of professional drivers working in the GSP Beograd. In order to provide sustainability, the eco-driving education will be extended to the teachers form the High schools for transport. The goal is to achieve integration of eco-driving in driving school curricula and driving tests, establishment of minimum standards for contents and set up of eco-driving trainings and train-the-trainer seminars and establishment of an eco-driving infrastructure which will keep the approach alive after the end of the project.

Duties and Responsibilities

a. **Scope of work**

UNDP Serbia invites applications from qualified international consultant in order to perform the **mid-term evaluation of the Support to the Sustainable Transport in the City of Belgrade project.**

Mid-term evaluation should be informative in nature seeking to take stock of what has been achieved by the project to date, and to improve implementation of the project during the remaining phase of implementation. It should provide the stakeholders with knowledge, identification of best practices and lessons learned that could be transferred to other projects. As a result, the conclusions and recommendations generated by this evaluation will be addressed to its main users: the Project Board, partner institutions and the donor.

The Mid-Term Evaluator will review, analyze and provide conclusions and recommendations on the following:

- The status of the corresponding Country Programme outcome and estimate the degree of project's contribution to it
- The relevance of the project and its objectives and expected outcomes in the prevailing (or changing) environment it is operating in
- The degree to which the project is on track to meet its objectives and outcomes as defined in the project document and request for CEO endorsement
- What factors contributed to effectiveness or ineffectiveness of the project's approach
- The efficiency of the project strategy in delivering outputs
- Adaptive Management: Assessment of external factors affecting the project, and the extent to which the project has been able to adapt and/or mitigate the effects of such factors in a pro-active manner and in order to adapt to changing circumstances and situations
- The approach to project management, including the role of stakeholders and coordination with other development projects in the same area
- The extent to which the target beneficiaries have benefited from the project activities
- The level of beneficiaries' and partners satisfaction with programme implementation and results
- The needs and potentials for a continuation or up-scaling of the initiative

b. **Methodology**

The Mid Term Evaluation Report is expected to provide further advice on how to:

- strengthen and improve the adaptive management of the project;
- improve monitoring and reporting and help ensure accountability for the achievement of the project objectives and indicators as defined in the logframe matrix ;
- enhance organizational and development learning; and
- enable informed decision – making related to project activities.

The report will have to provide to UNDP and to the GEF Secretariat complete and convincing evidence to support its findings/ratings. The consultant should prepare specific ratings on seven aspects of the project, as described in the 'Reporting' section of this Terms of Reference. Particular emphasis should be put on the current project results and the possibility of achieving all objectives in the established timeframe, taking into consideration the speed, at which the project is proceeding.

The evaluation should assess:

Project concept and design

The evaluators will assess the project concept and design. He/she should review the problem addressed by the project and the project strategy, encompassing an assessment of the appropriateness of the objectives, planned outputs, activities and inputs as compared to cost-effective alternatives. The executing modality and managerial arrangements should also be judged. The evaluator will assess the achievement of indicators and review the work plan, planned duration and budget of the project.

Implementation

The evaluation will assess the implementation of the project in terms of quality and timeliness of inputs and efficiency and effectiveness of activities carried out. Also, the effectiveness of management as well as the quality and timeliness of monitoring and backstopping by all parties to the project should be evaluated. In particular, the evaluation is to assess the Project team's use of adaptive management in project implementation starting from the inception workshop and in the earliest stages of the project.

Project outputs, outcomes and impact

The evaluation will assess the outputs, outcomes and impact achieved by the project as well as the likely sustainability of project results. This should encompass an assessment of the achievement of the outcomes and the contribution to attaining the overall objective of the project. The evaluation should also assess the extent to which the implementation of the project has been inclusive of relevant stakeholders and to which it has been able to create collaboration between different partners. The evaluation will also examine if the project has had significant unexpected effects, whether of beneficial or detrimental character.

The Mid-term Evaluation will also cover the following aspects:

1. Progress towards Results

Changes in development conditions: Assess the way the project has contributed in supporting the business of the national partners in line with the project main objectives.

Measurement of change*:* Progress towards results should be based on a comparison of indicators before (i.e., baseline) and after (up-to-date) the project intervention. Progress can also be assessed by comparing conditions within the project boundaries to conditions in similar unmanaged areas.

Project strategy: how and why outputs in the project document and strategies contribute to the achievement of the expected results. Examine their relevance and whether they provide the most effective route towards results.

Sustainability: Extent to which the benefits of the project will continue, within or outside the project boundaries, after it has come to an end. Relevant factors include for example: development of a sustainable financing strategy, design and implementation of novel financial and economic instruments and mechanisms, mainstreaming project objectives into the cross-cutting economic sectors, etc.

2. Project's Adaptive Management Framework

(a) Monitoring Systems

- Assess the monitoring tools currently being used:
    - Do they provide the necessary information?
    - Do they involve key partners?
    - Are they efficient?
    - Are additional tools required?
- Reconstruct baseline data if necessary[20]. Reconstruction should follow participatory processes and could be achieved in conjunction with a learning exercise[21];
- Ensure the monitoring system, including performance indicators, at least meets GEF minimum requirements[22].
- Apply the GEF Tracking Tools and provide a description of comparison with initial application of the tool.

(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?
    - How can the UNDP/GEF Risk Management System be used to strengthen project management?

(c) Work Planning

- Assess the use of the logical framework as a management tool during implementation and any changes made to it
    - Ensure the logical framework meets UNDP/GEF requirements in terms of format and content
    - What impact did the retro-fitting of impact indicators have on project management?
- Assess the use of routinely updated workplans;
- Assess the use of electronic information technologies to support implementation, participation and monitoring, as well as other project activities;
- Are the work planning processes result-based[23]? If not, suggest ways to re-orientate work planning;
- Consider the financial management of the project, with specific reference to the cost-effectiveness of interventions. Any irregularities must be noted.

(d) 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.

3. Underlying Factors

- 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;
- Re-test the assumptions made by the project management and identify new assumptions that should be made;
- Assess the effect of any incorrect assumptions made by the project.

4. UNDP Contribution

[20] See p.67 of UNDP's "Handbook on Monitoring and Evaluation for Results", available at http://www.undp.org/evaluation/methodologies.htm

[21] See Annex C of "Participatory Monitoring and Evaluation: approaches to sustainability", available at http://portals.wi.wur.nl/files/docs/ppme/UNDP_PME_capacity_21.pdf

[22] See section 3.2 of the GEF's "Monitoring and Evaluation Policies and Procedures", available at http://www.thegef.org/gef/node/4184

[23] RBM Support documents are available at http://www.undp.org/eo/methodologies.htm

- Assess the role of UNDP against the requirements set out in the UNDP Handbook on Monitoring and Evaluating for Results. Consider:
    - Field visits
    - Steering Committee/TOR follow-up and analysis
    - PIR preparation and follow-up
    - GEF guidance
- Consider the new UNDP requirements outlined in the UNDP User Guide[24], especially the Project Assurance role, and ensure they are incorporated into the project's adaptive management framework;
- Assess the contribution to the project from UNDP "soft" assistance (i.e. policy advice & dialogue, advocacy, and coordination). Suggest measures to strengthen UNDP's soft assistance to the project management.

5. Partnership Strategy

- Assess how partners are involved in the project's adaptive management framework:
    - Involving partners and stakeholders in the selection of indicators and other measures of performance
    - Using already existing data and statistics
    - Analyzing progress towards results and determining project strategies.
- Identify opportunities for stronger substantive partnerships;
- Assess 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;
- Consider the dissemination of project information to partners and stakeholders and if necessary suggest more appropriate mechanisms.

The evaluation must provide evidence-based information that is credible, reliable and useful. It must be easily understood by project partners and applicable to the remaining period of project duration.

The methodology to be used by the evaluation team should be presented in the report in detail. It shall include information on:

- Documentation review (desk study) - the list of documentation to be reviewed will be made available to the Evaluator along with the signing the Contract

The consultant should also provide **ratings** of Project achievements according to GEF Project Review Criteria. Aspects of the Project to be rated for its relevance, effectiveness and efficiency are:

1	Implementation approach;
2	Country ownership/drivers
3	Outcome/Achievement of objectives (the extent to which the project's environmental and development objectives were achieved).
4	Stakeholder participation/public involvement
5	Sustainability;
6	Replication approach;
7	Financial management and Cost-effectiveness;
8	Monitoring and evaluation

In assessing the project performance evaluators will use the rating scales corresponding with GEF

[24] The UNDP User Guide is currently only available on UNDP's intranet. However UNDP can provide the necessary section on roles and responsibility from http://content.undp.org/go/userguide/results/rmoverview/progprojorg/?src=print

Guidelines for evaluations (http://www.thegef.org/gef/sites/thegef.org/files/documents/Policies-TEguidelines7-31.pdf).

The following rating scale should be used for assessment of outcomes:

a. **Highly satisfactory (HS).** The project had no shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.

b. **Satisfactory (S).** The project had minor shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.

c. **Moderately satisfactory (MS).** The project had moderate shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.

d. **Moderately unsatisfactory (MU).** The project had significant shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.

e. **Unsatisfactory (U).** The project had major shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.

f. **Highly unsatisfactory (HU).** The project had severe shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.

PRODUCTS EXPECTED FROM THE EVALUATION

The key product expected from this mid-term evaluation is a comprehensive analytical report in English that should, at least, include the following contents:

- **Executive summary (2-3 pages)**
  - Brief description of the project
  - Context and purpose of the evaluation
  - Main conclusions, recommendations and lessons learned
- **Introduction (5 pages max.)**
  - Project background
  - Purpose of the evaluation
  - Key issues addressed
  - Methodology of the evaluation
  - Structure of the evaluation
- **The Project and its development context (5 pages max.)**
  - Project start and its duration
  - Implementation status
  - Problems that the project seek to address
  - Immediate and development objectives of the project
  - Main stakeholders
  - Results expected
- **An analysis of the situation with regard to the outcomes, the outputs and the partnership strategy (3-5 pages)**
- **Key findings (including best practice and lessons learned, assessment of performance) (20 pages max.)**
  - Project formulation
    - Implementation approach
    - Country ownership
    - Stakeholder participation
    - Replication approach
    - Cost-effectiveness
    - UNDP comparative advantage
    - Linkages between project and other interventions within the sector
    - Management arrangements
  - Implementation
    - Financial planning

- Monitoring and evaluation
- Execution and implementation modalities
- Management by the UNDP country office
- Coordination and operation issues
- Identification and management of risks (adaptive management)

- Results
  - Attainment of objective
  - Prospects of sustainability

- **Conclusions and recommendations (5-10 pages)**
  - Corrective actions for the design, implementation, monitoring and evaluation of the project
  - Actions to strengthen or reinforce benefits from the project
  - Proposals for future directions underlining main objectives
  - Suggestions for strengthening ownership, management of potential risks
- **Lessons learned (3-5 pages)**
  - Good practices and lessons learned in addressing issues relating to effectiveness, efficiency and relevance.

c. **Deliverables and Timeline**

It is expected that the evaluation will require an estimated input of 20-25 working days, to be completed within **a period of 60 calendar days** (which includes one 5-day mission to Belgrade), with the following deliverables due:

Deliverables	**Deadline**
• Inception report including work plan and evaluation matrix prepared and accepted	10 calendar days from signing the contract
• 5 Day Mission to Belgrade	20 calendar days from signing of the contract
• Draft Evaluation Report on approximately 20 pages prepared and accepted	35 calendar days from signing the contract
• Draft Evaluation Report presented to the Project Team, Implementing Partner and beneficiaries	40 calendar days from signing the contract
• Final Evaluation report (approx. 30 – 40 pages) with Executive Summary (3 pages max.) prepared and accepted by UNDP	55 calendar days from signing the contract.

All payments will be made upon delivery, quality assurance and prior approval of outputs by UNDP and as per schedule above.

Implementation Arrangements

The principal responsibility for managing this evaluation lies with UNDP Serbia. UNDP Serbia will contract the evaluator on a lump-sum basis that includes the entire work assignment and production of all deliverables, and all costs related to the required 5 day evaluation mission to Belgrade.. UNDP Serbia and Ministry of Environment, Mining and Spatial Planning will be responsible for liaising with the Evaluators team to set up stakeholder interviews, arrange field visits, coordinate with the Government etc.

Timeframe for submission of first draft of the report: 6 weeks upon signing the contract. The evaluation should be completed by 1, December 2012. The report shall be submitted to the UNDP Serbia office.

Prior to approval of the final report, a draft version shall be circulated for comments to government counterparts,

, project team and UNDP Serbia Country Office. If any discrepancies have emerged between findings of the evaluation team and information available at the aforementioned parties, these should be explained in an annex attached to the final report.

The activity and timeframe are broken down as follows:

Activity	Timeframe and responsible party
Desk review	5 days by the Evaluator (home-based)
Briefings for evaluator with UNDP CO, UNDP Bratislava, Project Stakeholders +Field visits, interviews, questionnaires, de-briefings	10 days by the Evaluator (5days-home based, 5 days based in Belgrade, Serbia)
Validation of preliminary findings with stakeholders through circulation of draft reports for comments, meetings and other feedback mechanisms	5 days by the Evaluator (home-based)
Finalization of the evaluation report (incorporating comments received on first draft)	2 days by the Evaluator (home-based)

Working Days:

The proposed dates for the in-country mission to Serbia are during mid October/mid November 2012. The assignment is to commence **no later than 1 October 2012 and shall be completed no later than 1 December 2012**.The evaluator is expected to invest approximately 20-25 working days over a period of 60 calendar days, and to cover for all travel-related costs during the required 5-day mission to Belgrade.

The Consultant is not entitled to any travel allowances and per diems as the payment in the framework of this contract will be made on a lump-sum basis**.**

6. APPLICATION PROCEDURES

The following are steps for on-line application:

Submit the application (as listed below) via UNDP web site www.undp.org.rs under the heading "Work with us/Vacancies":

The application should contain:

- **Cover letter** explaining why you are the most suitable candidate for the advertised position and a **brief methodology** on how you will approach and conduct the work (based or commenting on the requirements indicated in this TOR).
- **Updated P11 form** including latest experience in similar projects and updated contact details of referees (blank form can be downloaded from http://europeandcis.undp.org/files/hrforms/P11_modified_for_SCs_and_ICs.doc);
- **Financial Proposal*** - specifying a total Lump Sum Amount for the tasks specified in this announcement. The financial proposal shall include a breakdown of this lump sum amount (number of anticipated working days – in home office and on mission, travel – international and local, per diems and any other possible costs), using the following template.

	Nr. of units*	Units	Rate / USD	Total / USD
Work in home office**				
		man/days		
		man/days		
		man/days		
Work on mission**				
	5	man/days		
		man/days		
		man/days		
Sub-total fee				
Travel costs				
International travel to and from country/ies		mission		
DSA		overnights		
Local travel		destination		
Sub-total travel costs				
TOTAL				

* Estimates are indicated in the TOR, the applicant is requested to review and revise, if applicable.
** Add rows as needed

Please note that the **financial proposal is all-inclusive** and shall take into account various expenses incurred by the consultant/contractor during the contract period (e.g. fee, health insurance, vaccination, office costs and any other relevant expenses related to the performance of services...). All envisaged **travel costs** must be included in the financial proposal. This includes all travel to join duty station/repatriation travel.

Payments will be made to the consultant in two instalments as follows:

1) 30% of the lump sum amount following signing of the contract and preparation and submission of the workplan/table of contents to UNDP and prior to the first mission;

2) 70% of the lump sum amount upon satisfactory completion of the final report and following confirmation from UNDP that the consultant has delivered on the contract obligations in a satisfactory manner.

Individual Consultants are responsible for ensuring they have **vaccinations**/inoculations when travelling to certain countries, as designated by the UN Medical Director. Consultants are also required to comply with the UN **security directives** set forth under dss.un.org

General Terms and conditions as well as other related documents can be found under: http://europeandcis.undp.org/home/jobs

Qualified **women** and members of **minorities** are encouraged to apply.

Additional Information:

- Individual Contract (IC) will be applicable for individual consultants applying in their own capacity. If the applicant is employed by any legal entity, IC would be issued upon submission of Consent letter from the employer acknowledging the engagement with UNDP. Template of General Conditions on IC could be found on: http://www.undp.org.rs/download/General%20Conditions%20IC.docx.
- Reimbursable Loan Agreement (RLA) will be applicable for applicants employed by any legal entity. Template of RLA with General Terms and Conditions could be found on: http://www.undp.org.rs/download/RLA%20with%20General%20Terms%20and%20Conditions.doc.
- In the case of engagement of Civil servants under IC contract modality a no-objection letter and confirmation of unpaid leave provided by the Government entity is required.

Incomplete applications will not be considered. Please make sure you have provided all requested

materials

The criteria of utility, credibility, and relevance/appropriateness will be used for assessing the quality of the evaluation report:

- The report has to be written in clear language (English)
- The Executive Summary should be an extremely short chapter, highlighting the evaluation mandate, approach, key findings, conclusions and recommendations.
- The information in the report has to be complete, well structured and well presented
- The information in the report has to be reliable i.e. well documented and supported findings
- The information in the report has to addresses priority or strategic information needs
- Recommendations have to be concrete and implementable

Human rights and gender equality perspective has been taken into account

The evaluation has to be conducted in accordance with the principles outlined in the Ethical Guidelines for Evaluation. Code of conduct is enclosed as Annex II and constitutes integral part of this ToR.

Skills and Competencies

- Excellent analytical skills
- Displays ability to synthesize research and reach empirically based conclusions on related subject
- Strong writing skills
- Proven capacity to produce reports
- Displays capacity to provide experienced advice on best practices
- Possesses knowledge of inter-disciplinary development issues
- Focuses on result for the client and responds positively to feedback
- Good application of Results-Based Management
- Good communication, coordination and facilitation skills
- Consistently ensures timeliness and quality of work
- Treats all people fairly without favourism
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability
- Demonstrates integrity by modeling ethical standards

Qualifications and Experience

Education:

Masters or equivalent in relevant field of transport, mobility, traffic engineering, civil engineering, urban planning, architecture

Work experience:

- Minimum 7 years of relevant professional experience, preferably in international/multilateral development context;
- Minimum 5 years of experience in management or implementation of projects related to transport and urban mobility issues;
- Prior proven experience as an evaluator of transport related projects *(please submit a proof for this requirement);*
- Experience in evaluating and monitoring technical cooperation and development activities and projects;

Knowledge

- Excellent understanding of Serbia's socio-economic situation
- Understanding of current policies and legislation on transport and urban mobility
- Knowledge of EU mobility policy will be an asset;
- Recent knowledge of the GEF Monitoring and Evaluation Policy;
- Project evaluation experiences within United Nations system will be considered an asset;
- Knowledge in the use of computers and office software packages and handling of web based monitoring systems

Personal qualifications

- Ability to deliver when working under pressure and within changing circumstances
- Consistently approaches work with energy and a positive, constructive attitude
- Excellent interpersonal skills

Language:

Excellent knowledge of written and spoken English.

NOTE: The evaluators must be independent from both the policy-making process and the delivery and management of assistance. Therefore applications will not be considered from evaluators who have had any direct involvement in the design or implementation of the project. This may apply equally to evaluators who are associated with organizations, universities or entities that are, or have been, involved in the delivery of the project. Any previous association with the project, the Ministry of Environment, Mining and Spatial Planning, UNDP Serbia or other partners/stakeholders must be disclosed in the application. This applies equally to firms submitting proposals as it does to individual evaluators.

If selected, failure to make the above disclosures will be considered just grounds for immediate contract termination, without recompense. In such circumstances, all notes, reports and other documentation produced by the evaluator will be retained by UNDP.

Annex II: Itinerary

Mission 1. Wednesday, February 20th, 2013		
13:15-15:00	Briefing with UNDP Serbia Ms. Natasha Martins (Portfolio Manager)	UNDP Serbia Office, Internacionalnih brigada 69, Belgrade
15:00-15:45	Briefing with UNDP Serbia Mr. Juerg Staudenmann (Deputy Resident Representative)	UNDP Serbia Office, Internacionalnih brigada 69, Belgrade
16:00-17:00	COWI Serbia – Implementing partner Mr. Danijel Vučković (Head of Department – Traffic and Transport Planning)	UNDP Serbia Office, Internacionalnih brigada 69, Belgrade
17:00-18:00	Site visit – infrastructure for Pedibus	Vračar Municipality – Sv. Sava primary school area
Mission 1. Thursday, February 21th, 2013		
10:00-11:00	MEDEP Mr. Miroslav Tadić (National Project Director)	MEDEP, Omladinskih brigada 1/VI; Belgrade
13:00-15:30	City of Belgrade, Secretariat for Traffic, Mr. Dragan Vuković (Secretary assistant) Mr. Novica Mićević (Coordinator)	City of Belgrade, Secretariat for Traffic, 43-45 27 marta, Belgrade
15:30-16:30	City of Belgrade, Secretariat for Traffic, Mr. Dragoljub Djokanović (former City Secretary for Transport) **CANCELED DUE TO ILLNESS**	UNDP Serbia Office, Internacionalnih brigada 69, Belgrade
16:00-18:00	Briefing with UNDP Serbia Ms. Natasha Martins (Portfolio Manager)	UNDP Serbia Office, Internacionalnih brigada 69, Belgrade
Mission 1. Friday, February 22nd, 2013		
9:00-10:30	Belgrade Land Development Public Agency, Mr. Zoran Rubinjoni (Executive Director) Mr. Milan Kozlović (Councilor to Director, Infrastructure projects) Mr. Predrag Tomić (Expert for LU Planning)	Belgrade Land Development Public Agency, Njegoševa 84, Belgrade
12:00-13:15	Urban Planning Institute of Belgrade Ms. Žaklina Gligorijević (former Managing Director) Mr. Predrag Krstić (Manager of Transportation Planning Department) Mr. Milanović Dušan (retired Manager of Transportation Planning Department)	Urban Planning Institute of Belgrade, Palmotićeva 30, Belgrade
14:00-14:30	City of Belgrade Mr. Dejan Vasović (Deputy Mayor, City Architect)	City of Belgrade, Dragoslava Jovanovića 2, Belgrade
15:30-17:00	Orange studio & consortium (Communis, Masmi) Ms. Aleksandra Pavlović (Account Manager, Orange studio) Ms. Ivana Cukavac (Senior PR Manager, Communis) Ms. Tatjana Mamula (Managing Director, Masmi)	Orange studio, Uzun Mirkova 10, Belgrade
17:00-18:00	NGO Ulice za bicikliste, Mr. Miloš Lazić (NGO representative)	Plato bar&bookstore, Belgrade

Mission 2, Wednesday, March 13th, 2013		
14:00 – 15:30	**Focus group Management** Ms. Natasha Martins (Portfolio Manager, UNDP) Mr. Miroslav Tadić (National Project Director, MEDEP)	UNDP Serbia Office, Internacionalnih brigada 69, Belgrade
Mission 2, Thursday, March 14th, 2013		
9:00-11:00	**Focus group SUTP** Mr. Zoran Rubinjoni (Executive Director, Belgrade Land Development Public Agency) Ms. Žaklina Gligorijević (former Managing Director, Urban Planning Institute of Belgrade) Ms. Natasha Martins (Portfolio Manager, UNDP) Ms. Ana Matić (Project assistant, UNDP) Mr. Lazar Divjak (Project assistant, UNDP)	UNDP Serbia Office, Internacionalnih brigada 69, Belgrade
11:00-12:00	**Focus group Eco-driving** Ms. Natasha Martins (Portfolio Manager) Mr. Novica Mićević (Coordinator, City of Belgrade, Secretariat for Traffic) Mr. Lazar Divjak (Project assistant, UNDP)	UNDP Serbia Office, Internacionalnih brigada 69, Belgrade
14:00-16:00	**Focus group Safe routes to schools** Mr. Dragan Vuković (Secretary assistant, City of Belgrade, Secretariat for Traffic) Mr. Dejan Stanković (Director, Sv. Sava Primary School) Mr. Đorđe Vranješ (Project manager, Road Traffic Safety Agency of the Republic of Serbia) Mr. Vesko Senić (Head of department, Traffic police, Belgrade) Mr. Dušan Marušič (Safety coordinator, City of Belgrade, Secretariat for Traffic) Ms. Aleksandra Pavlović (Account Manager, Orange studio) Ms. Natasha Martins (Portfolio Manager, UNDP) Mr. Lazar Divjak (Project assistant, UNDP)	UNDP Serbia Office, Internacionalnih brigada 69, Belgrade
Mission 2, Friday, March 15th, 2013		
10:00-10:30	**Focus group Let's cycle in Belgrade** Mr. Zoran Lazić (Traffic police, Belgrade) Mr. Goran Nenadović (Traffic police, Belgrade) Mr. Ivan Puja (NGO Ciklo svet Srbija, Belgrade) Mr. Ranko Marić (NGO, Cycling association Belgrade) Mr. Marko Cupara (Ministry for Transport, Belgrade) Mr. Zoran Rubinjoni (Executive Director, Belgrade Land Development Public Agency) Ms. Radmila Pavlović (City of Belgrade, Secretariat for Traffic) Ms. Natasha Martins (Portfolio Manager, UNDP) Ms. Aleksandra Pavlović (Account Manager, Orange studio) Mr. Novica Mićević (Coordinator, City of Belgrade, Secretariat for Traffic) Mr. Lazar Divjak (Project assistant, UNDP)	UNDP Serbia Office, Internacionalnih brigada 69, Belgrade
13:30-15:30	**Wrap up meeting with UNDP** Ms. Natasha Martins (Portfolio Manager, UNDP)	UNDP Serbia Office, Internacionalnih brigada 69, Belgrade

Annex III: List of Persons Interviewed (Face-to-Face Interviews)

Name	Organization/ Position
Ms. Natasha Martins	UNDP Serbia / Portfolio Manager
Mr. Juerg Staudenmann	UNDP Serbia / Deputy Resident Representative
Mr. Danijel Vučković	COWI Serbia / Head of Department – Traffic and Transport Planning
Mr. Miroslav Tadić	MEDEP / National Project Director
Mr. Dragan Vuković	City of Belgrade, Secretariat for Traffic / Secretary assistant
Mr. Novica Mićević	City of Belgrade, Secretariat for Traffic / Coordinator
Mr. Zoran Rubinjoni	Belgrade Land Development Public Agency / Executive Director
Mr. Milan Kozlović	Belgrade Land Development Public Agency / Councilor to Director
Mr. Predrag Tomić	Belgrade Land Development Public Agency / Expert for LU Planning
Ms. Žaklina Gligorijević	Urban Planning Institute of Belgrade / former Managing Director
Mr. Predrag Krstić	Urban Planning Institute of Belgrade / Manager of Transportation Planning Department
Mr. Milanović Dušan	Urban Planning Institute of Belgrade / retired Manager of Transportation Planning Department
Mr. Dejan Vasović	City of Belgrade / Deputy Mayor, City Architect
Ms. Aleksandra Pavlović	Orange studio / Account Manager
Ms. Ivana Cukavac	Communis / Senior PR Manager
Ms. Tatjana Mamula	Masmi / Managing Director
Mr. Miloš Lazić	Ulice za bicikliste / NGO representative
Mr. Mirko Radovanac	Yugo Cycling Campaign / NGO representative (meeting in Brussels, 7 Mar 13)
Mr. John O'Brian	UNDP/ GEF Regional Technical Advisor

Annex IV: List of Persons participating in Focus groups

Name	Organization/ Position
Ms. Natasha Martins	UNDP Serbia / Portfolio Manager
Mr. Lazar Divjak	UNDP Serbia / Project assistant
Ms. Ana Matić	UNDP Serbia / Project assistant
Mr. Miroslav Tadić	MEDEP / National Project Director
Mr. Dragan Vuković	City of Belgrade, Secretariat for Traffic / Secretary assistant
Mr. Novica Mićević	City of Belgrade, Secretariat for Traffic / Coordinator
Mr. Zoran Rubinjoni	Belgrade Land Development Public Agency / Executive Director
Mr. Dejan Stanković	Sv. Sava Primary School / Head
Mr. Đorđe Vranješ	Road Traffic Safety Agency of the Republic of Serbia / Project manager
Ms. Žaklina Gligorijević	Urban Planning Institute of Belgrade / former Managing Director
Mr. Vesko Senić	Traffic police, Belgrade / Head of department
Mr. Dušan Marušič	City of Belgrade, Secretariat for Traffic / Safety coordinator
Mr. Zoran Lazić	Traffic police, Belgrade
Ms. Aleksandra Pavlović	Orange studio / Account Manager
Mr. Goran Nenadović	Traffic police, Belgrade
Mr. Ivan Puja	Ciklo svet Srbija / NGO representative
Mr. Ranko Marić	Cycling association Belgrade / NGO representative
Mr. Marko Cupara	Ministry for Transport
Ms. Radmila Pavlović	City of Belgrade, Secretariat for Traffic / Project assistant

Annex V: List of documents reviewed

Documents for Project management

UNDP Serbia. Quarterly Progress Report- January to March 2011.

UNDP Serbia. Quarterly Progress Report- April to June 2011.

UNDP Serbia. Quarterly Progress Report- July to September 2011.

UNDP Serbia. Quarterly Progress Report- October to December 2011.

UNDP Serbia. Quarterly Progress Report- January to March 2012.

UNDP Serbia. Quarterly Progress Report- April to June 2012.

UNDP Serbia. Quarterly Progress Report- July to September 2012.

UNDP Serbia. Quarterly Progress Report- October to December 2012.

UNDP Serbia. 2011 Annual Project Review/ Project Implementation Report (APR/PIR). (30 June 2010 to 1 July 2011).

UNDP Serbia. 2012 Annual Project Review/ Project Implementation Report (APR/PIR). (1 July 2011 to 30 June 2012).

UNDP Serbia. 2012, First Progress report, May 2012.

Belgrade Land Development Public Agency. PIU - Action Plan. 2012.

City of Belgrade – Secretariat for transport. Report on activities 11.12.2009 – 25.5.2012. June 2012.

Minutes of project management meetings

UNDP Serbia. Inception workshop 9/2/ 2011, Minutes, February 2011.

UNDP Serbia. First Steering Board Meeting 21/4/2011. Minutes. April 2011.

UNDP Serbia. Second Steering Board Meeting 16/5/2012. Minutes. May 2012.

Project documentation

UNDP Serbia. Inception Report: "Sustainable Urban Transport Project". February 2011.

MEDEP, GEF, UNDP Serbia. UNDP Project Document: “Support to Sustainable Transport in the City of Belgrade”. April 2010.

Project technical components. Component #1

Direkcija za građevinsko zemljište i izgradnju Beograda. SMARTPLAN: Transport Master Plan Belgrade. Draft version. March 2008.

PARQUEEXPO, TIS.pt. Sustainable Urban Transport to the City of Belgrade: Analysis of the Urban and Transport Policy. November 2011.

PARQUEEXPO, TIS.pt. Sustainable Urban Transport to the City of Belgrade: Overview of the Legal Framework. January 2012.

PARQUEEXPO, TIS.pt. Sustainable Urban Transport to the City of Belgrade: Capacity Assessment. June 2012.

PARQUEEXPO, TIS.pt. Sustainable Urban Transport to the City of Belgrade: Workplan for the SUTP Process. September 2012.

PARQUEEXPO, TIS.pt. Sustainable Urban Transport to the City of Belgrade: Communication Plan. Draft. October 2012.

PARQUEEXPO, TIS.pt. Sustainable Urban Transport to the City of Belgrade: Financial Resources Plan. Draft. October 2012.

PARQUEEXPO, TIS.pt. Sustainable Urban Transport to the City of Belgrade: Analysis of the SUTP Alignment in National Strategies. October 2012.

PARQUEEXPO, TIS.pt. Sustainable Urban Transport to the City of Belgrade: Baseline Case. November 2012.

PARQUEEXPO, TIS.pt. Sustainable Urban Transport to the City of Belgrade: Scenarios. November 2012.

PARQUEEXPO, TIS.pt. Sustainable Urban Transport to the City of Belgrade. Final report. December 2012.

Project technical components. Component #2:

MASMI. Public Awareness Campaign “Let’s Cycle in Belgrade!” Quantitative research. Primary Report - Second Phase. March 2012.

COMMUNIS. Pospešivanje upotrebe bicikala u saobraćaju u Beogradu: Javna debata. (Public debate) PR Overview. November 2012.

Orange studio. Public Awareness Campaign “Let’s Cycle in Belgrade!” Report. November 2011 – December 2013. PPT Document. 2013

Project technical components. Component #3:

TRADEMCO. Research paper on the safety aspects of the two wheel commuters (non-motorised and powered ones) in the urban transport in Belgrade. Overview of the current legislation in force that covers the road safety issues at urban level. Overview of the EU legislation in force. Draft report. May 2012.

TRADEMCO. Research paper on the safety aspects of the two wheel commuters (non-motorised and powered ones) in the urban transport in Belgrade. Comparative Analysis of the National (Serbian) legislation and the EU acquis. August 2012.

TRADEMCO. Research paper on the safety aspects of the two wheel commuters (non-motorised and powered ones) in the urban transport in Belgrade. Draft Orientation paper on the road safety of the two wheel commuters . August 2012.

TRADEMCO. Research paper on the safety aspects of the two wheel commuters (non-motorised and powered ones) in the urban transport in Belgrade. Survey (Data analysis) of the fatalities on the territory of Belgrade, cyclists and PTWs. Draft final report. November 2012.

Project technical components. Component #4:

UNDP Serbia. Request for Proposal (RFP): Proposal for providing Training Progamme on Eco-driving. February 2013.

Other Documents

UNDP. Handbook on Monitoring and Evaluating for Results. New York: UNDP. 2002.

UNDP. Handbook on Planning, Monitoring and Evaluating for Development Results. New York: UNDP. 2009.

Aparicio A. Mid-term Evaluation of the GEF/UNDP Project "Sustainable Mobility in the City of Bratislava". Final report. February 2013.

Annex VI: Evaluation Matrix

The evaluation matrix follows the UNDP/GEF evaluation criteria and organizes the evaluation questions with how the evaluation expects to collect the data. The point of the exercise is to detail the key questions that need to be answered in order to determine project results, and to identify where the information is expected to come from.

Evaluation Criteria	Questions	Sources
1. Implementation approach		
1.1 Project formulation	Were the project's objectives and components clear, practicable and feasible within its time frame? Were the capacities of the executing institution(s) and its counterparts properly considered when the project was designed? Were lessons from other relevant projects properly incorporated in the project design? Were the partnership arrangements properly identified and roles and responsibilities negotiated prior to project approval? Were counterpart resources (funding, staff, and facilities), enabling legislation, and adequate project management arrangements in place at project entry? Were the project assumptions and risks well articulated in the project documents? Were the planned outcomes "SMART"?	Project document Inception report Interviews
1.2 Assumptions and risks	Are stated assumptions and risks logical and robust, and have helped to determine activities and planned outputs? Are relevant externalities properly included in the findings?	Project document Inception report Log frame Interviews
1.3 Project implementation	Was the logical framework used during implementation as a management and M&E tool? Were effective partnerships arrangements established for implementation of the project with relevant stakeholders involved in the city/country? Were lessons from other relevant projects (e.g., same focal area) incorporated into project implementation? Was feedback from M&E activities used for adaptive management?	Inception report Log frame Interviews APR IPR Technical Reports
1.4 IA & EA execution	Was there an appropriate focus on results by the IA & EA? Was the supervision of IA & EA adequate? What was the quality of risk management? How was responsiveness of the managing parties to significant implementation problems (if any)? What was the quality and timeliness of technical support to the project team? What was the level of candor and realism in supervision reporting? Suitability of chosen EA for project execution? Were there any salient issues regarding project duration, for instance to note project delays, and how they may have affected project outcomes and sustainability?	Inception report Log frame Interviews APR IPR Minutes of PBMs Interviews

Evaluation Criteria	Questions	Sources
1.5 Adaptive management	Did the project undergo significant changes? Explain the process and implications. If the changes were extensive, did they materially change the expected project outcomes? Were the project's changes articulated in writing and then considered and approved by the project steering committee?	Project document Inception report Minutes of PBMs Interviews
2. Country ownership/drivers		
	Was the project concept in line with development priorities and plans of the country (or countries)? Were the relevant country representatives from government and civil society involved in project implementation, including as part of the project steering committee? Was an intergovernmental committee given responsibility to liaise with the project team, recognizing that more than one ministry should be involved? Were the government, enacted legislation, and/or developed policies and regulations in line with the project's objectives?	Project document Inception report Interviews
3. Outcome/Achievement of objectives		
3.1 Relevance	How does the project contribute to CO_2 emission reduction? How does the project provide tools for effectively reducing urban transport emissions in Serbia? How does the project contribute to national plans and policies? Is there any national policy on urban mobility? If so, how does the project contribute to its objectives? How is the project linked to key strategies such as SMARTPLAN? How do the different components contribute to the project objective? How are synergies among components exploited? Do you find any significant gaps or missing links in the project's approach?	Inception report Log frame Interviews APR IPR QPR Technical Reports
3.2 Effectiveness	Is the project on track to deliver the expected goals and objectives? Are there any significant changes in the framework conditions, which affect the achievement of the objectives? Are the outcomes of each component of the project being achieved? Are there any emerging achievements, not identified within the initial project design? How have the risks identified in the project evolved? How have the risks identified in the project been addressed? Are there any new/emerging risks?	Inception report Log frame Interviews APR IPR QPR Financial reports Technical Reports

Evaluation Criteria	Questions	Sources
3.3 Efficiency	How is the project identifying and adapting to the various final beneficiaries, and particularly to gender and vulnerable groups issues? How are resources being spent, compared to the budget plans? What is the contents and quality of technical assistance (international and local)? Which are project delivery mechanisms (decision making processes)?	Inception report Log frame Interviews APR IPR QPR Financial reports Technical Reports
3.4 Impact	Which is the project's potential to achieve its long-term project goal and objective? Which is the potential to achieve global benefits? Which is the potential to achieve sustainable mobility practices?	Inception report Log frame Interviews Technical Reports
4. Stakeholder participation/public involvement		
	Did the project involve the relevant stakeholders through information sharing and consultation and by seeking their participation in project design, implementation, and M&E? For example, did the project implement appropriate outreach and public awareness campaigns? Did the project consult with and make use of the skills, experience, and knowledge of the appropriate government entities, NGOs, community groups, private sector entities, local governments, and academic institutions in the design, implementation, and evaluation of project activities? Were the perspectives of those who would be affected by project decisions, those who could affect the outcomes, and those who could contribute information or other resources to the process taken into account while taking decisions? Were the relevant vulnerable groups and powerful supporters and opponents of the processes properly involved?	Inception report Log frame Interviews APR IPR QPR Technical Reports
5. Sustainability		
5.1 Financial risks	Are there financial risks that may jeopardize the sustainability of project outcomes? What is the likelihood of financial and economic resources not being available once GEF assistance ends?	Inception report Financial reports Interviews
5.2 Socio-economic risks	Are there social or political risks that may threaten the sustainability of project outcomes? What is the 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? Do the various key stakeholders see that it is in their interest that project benefits continue to flow? Is there sufficient public/stakeholder awareness in support of the project's long-term objectives?	Inception report APR IPR Interviews
5.3 Institutional framework and governance risks	Do the legal frameworks, policies, and governance structures and processes within which the project operates pose risks that may jeopardize sustainability of project benefits? Are requisite systems for accountability and transparency, and required technical know-how, in place?	Inception report APR IPR Interviews

Evaluation Criteria	Questions	Sources
5.4. Environmental risks	Are there ongoing activities that may pose an environmental threat to the sustainability of project outcomes?	Inception report APR IPR Interviews
6. Replication approach		
	Which are lessons and experiences coming out of the project that are replicated or scaled up in the design and implementation of other projects?	Inception report APR IPR Interviews Technical Reports
7. Financial management and Cost-effectiveness		
7.1 Financial management	Was there sufficient clarity in the reported co-financing to substantiate in-kind and cash co-financing from all listed sources? Were there any differences in the level of expected and actual co-financing and what were the reasons for it? What was the extent to which project components supported by external funders was well integrated into the overall project? What was the effect on project outcomes and/or sustainability from the extent of materialization of co-financing? Any evidence of additional, leveraged resources that have been committed as a result of the project? (Leveraged resources can be financial or in-kind and may be from other donors, NGOs, foundations, governments, communities or the private sector.)	Project document Inception report Financial reports Interviews
7.2 Cost-effectiveness	What is project's compliance with the incremental cost criteria and securing co-funding and associated funding? Has the project completed the planned activities and met or exceeded the expected outcomes in terms of achievement of objectives according to schedule, and as cost-effective as initially planned? How did the project performed in comparison - exceed or not the costs levels of similar projects in similar contexts?	Project document Inception report APR IPR QPR Financial reports Interviews
8. Monitoring and evaluation		
8.1 M&E plan	Were baseline conditions, methodology and roles and responsibilities the M&E plan well articulated? Was the M&E plan well conceived? Was the M&E plan articulated sufficient to monitor results and track progress toward achieving objectives?	Project document Inception report Interviews
8.2 M&E implementation	Was the M&E plan sufficiently budgeted and funded during project preparation and implementation? Were monitoring indicators from the project document effective for measuring progress and performance? Compliance with the progress and financial reporting requirements/ schedule, including quality and timeliness of reports; What is the value and effectiveness of the monitoring and	Project document Inception report APR IPR QPR Interviews Technical Reports

Evaluation Criteria	Questions	Sources
	evaluation reports and evidence that these were discussed with stakeholders and project staff? What's the extent to which follow-up actions, and/or adaptive management, were taken in response to monitoring reports (PIRs)?	

Annex VII: Evaluation Consultant Code

Evaluation Consultant Code of Conduct and Agreement 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 imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form[25]

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

Name of Consultant: __Aljaž Plevnik_____

Name of Consultancy Organization (where relevant)**:** __/_____

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

Signed at Ljubljana, on February 27th, 2013

Signature: _____

[25] www.unevaluation.org/unegcodeofconduct

Annex VIII: Proposal for the revision of the Project Results Framework

This proposal of elements for the revision of the project results framework is intended to support the project manager in formal revision of the framework as recommended within this report. The changes proposed are only illustrative, and would need further work with partners and the relevant stakeholders in order to check the availability of the necessary data and the coherence of the elements proposed with the objective of the project.

Objective	**Indicator**	**Baseline**	**Target**	**Sources of Verification**	**Risks and Assumptions**
Reduce local and greenhouse gas emissions associated with the transport system in Belgrade while improving access.	Annual emissions from transport sector in the course of project period.	Greenhouse gas emissions from transport sector in Belgrade increase by about 3% per year.	Reduced greenhouse gas emissions associated with the passenger transport system in Belgrade by about 17% in 2020 relative to 2007 levels, compared to a 47% increase in these emissions without any interventions.	Emissions inventory of transport modes and modelling.	Weak monitoring of annual emissions from transport sector. Unrealistic targets.
	Direct and indirect energy savings from the increased share of energy efficient transport modes		Direct energy savings of 285.000 t CO2/year; and indirect savings from the increased share of energy efficient transport modes of 71.000 t CO2/year.	Project reports. Calculation of GHG emission reductions as a result of project's outcomes	Problems with definition of direct and indirect energy savings. Unrealistic targets.
Outcomes 1.0	**Indicator**	**Baseline**	**Target**	**Sources of Verification**	**Risks and Assumptions**
Integrated land use and urban transport planning at the metropolitan level	Secured financial support by the City to complete the Sustainable Urban Transport Plan for Belgrade	Belgrade is lacking strategic transport planning in combination with various challenges, such as high demographic pressure and migrations from rural areas and less developed regions,	The contract for the next phase of the Sustainable Urban Transport Plan for Belgrade signed by the end of 2013.	Project Reports	Commitment by urban planning and transport planning agencies to work together Availability of expertise drawing on best-practices in integrated land-

		uncontrolled urban development which **cannot be followed by** adequate infrastructure.			use/transport planning Money secured for the next phase of SUMP will be spent for data collection and update of the model.
	Position of Belgrade in the SUMP Cycle	Belgrade has started with activities from the 1st SUMP cycle quadrant "Preparing well"	Belgrade will move into the 2nd SUMP cycle quadrant "Rational and transparent goal setting" by the end of the project.	Project reports	Delays with the contract for the next phase of SUMP. Money secured for the next phase of SUMP will be spent for data collection and update of the model.
1.3 International conference on transport and regional policies with regard to the sustainable urban development and mobility hosted in Belgrade.	Number of local participants from other Serbian cities Number of international participants	The National transport policy needs alignment with the EU transport strategies that provides the framework for developing the urban transport plans.	The conference will bring together participants from at least 20 other Serbian cities and min 30 international participants.	Conference report	Availability of international transport/regional development experts to participate in the conference. Low participation from other Serbian cities due to the new topic.
	Increased awareness on SUMP among stakeholders in Serbian cities	SUMP is a new topic in most cities in Serbia	10 more Serbian cities know more about SUMP and are planning further steps in the SUMP development process	Results from the evaluation survey among participants of the conference	Low participation from other Serbian cities
Outcomes 2.0	**Indicator**	**Baseline**	**Target**	**Sources of Verification**	**Risks and Assumptions**
2.1Promotion of the cycling and walking transport mode	Number of cyclists that participate in the urban transport in Belgrade as commuters (work and school)	1% of Belgrade citizens commute on daily basis by bicycle	Number of cyclists-commuters increased to 1.5% in Belgrade by mid 2014 compared to 2011.	Survey conducted in Belgrade before and after the campaign involving 1000 citizens	Lack of political will to further support the promotion of cycling in the urban transport modal split Statistical noise – small changes could be lost in

					the statistical error
2.4 European Mobility Week The EMW becomes an integral part of the City Work Plan for every year	Number of events organized by the city and their participants during the EMW	The institutional capacities are weak and lack of knowledge is identified amongst the city authorities on the importance to spread around the good practice in promoting sustainable urban and transport development. Sporadic event were organized in Belgrade during the previous years to hallmark the EMW	Increase the number of events organized by the city and their participants during the EMW 2013 by 20% compare to EMW 2012	Project Reports Promotion material Press clipping Media outreach reports	A risk exists that after the closure of the Project, the interest of the City authorities will slightly decline in organizing the EMW at their full capacity and as city-wide events.
Outcomes 3.0	**Indicator**	**Baseline**	**Target**	**Sources of Verification**	**Risks and Assumptions**
3.1 Public Awareness Campaign "Safe Routes to Schools"	Number of primary of primary school children arrive to school by walking in Belgrade	Despite the fact that the survey shows that 63% of the primary school children arrive to schools by walking, still significant number come by car (around 23%).	Increase the number of children from the primary walking to school instead of coming by car to 65%	Surveys conducted in 2011 and end of 2013 Project reports	There is a risk associated with achieving this target at city-wide level due to the fact that the pilot project on SRS in Sveti sava school started only at middle of the Project and there were problems with launching it (raised by the City authorities), therefore the good practice from the school will be disseminated only in the last quarter of the project that leaves limited room to use the results in the campaign city-wide.

3.2 Pilot Project: Safe Routes to Sveti Sava School	Number of children using the Pedibus on the Safe routes of Sv. Sava School Sustainability of the activity	0	10 % more children are walking to school due to the pedibus scheme organized around the Sv. Sava School Pedibus groups will continue to exist 90% of the school days by the end of the project	Survey conducted in Sv.Sava School Project reports	A risk associated remains that the parents and teachers of the school, at laest some of them, are quite skeptical towards this novelty and try to disrupt the project that at the end has a negative consequence on the overall number of children attending the pedibus in this School.
3.3 Workshops with children "Cycle labs"	Number of school children that attended the Cycling labs Improved knowledge of the youngest about alternative mobility, walking and cycling, the benefits and risks associated as well as about traffic behavior.	Insufficient knowledge of the youngest about alternative mobility, walking and cycling, the benefits and risks associated as well as insufficient knowledge about traffic behavior.	200 primary school children will attend the Cycling labs. 90% of attended children will improve knowledge about alternative mobility, walking and cycling, the benefits and risks associated as well as about traffic behavior.	Training syllabus Project Reports Evaluation survey among attendees Final report on the Cycling labs	Risk associated with the sustainability of this activity, if the schools would be interested to carry on the practice with the cycling labs in the future, beyond the project lifetime.
3.4 Study on the schools to participate in the program Safe Routes to Schools	Number of primary schools involved in a study of the traffic and safety aspects around the schools, traffic patterns in the school and draft design of the horizontal and vertical signalization along with draft bill of quantities	The City Secretariat has already prepared similar study for 4 other schools. Through this activity the Project will contribute in disseminating and promoting the healthy traffic and mobility habits amongst the youngsters by at the same time facilitating the implementation of these projects.	4 primary schools involved in a study and 5 improvements per school implemented as a direct result of the study by the end of the project	Project reports Study on the schools to participate in the SRS program	The risk associated with the sustainability of this activity is related to access to finance. Depending on the level of readiness of each school management, they might be with different availability to secure find for implementing these projects.
Outcomes 4.0	**Indicator**	**Baseline**	**Target**	**Sources of Verification**	**Risks and Assumptions**

Capacity Building **4.1 Train the Trainers Programme on eco-driving for the Public Transport Company of Belgrade**	Number of trained trainers awarded certificates for eco-driving Number of professional drivers awarded certificates for eco-driving	Eco-driving was not a topic in Serbia before this project	25 trained-trainers awarded certificates for eco-driving and at least 15 professional drivers awarded certificates for eco-driving by the end of the project	Training programme and certificates awarded Project reports	The risk associated with this activity is related to its sustainability the willingness of the authorities, both at local and national level to pursue further the concept of eco-driving being a part of the regular driving curricula, beyond the project lifetime.
4.2 Monitoring the effects of the Eco-drive trainings	Energy savings from first drivers trained by the trainers	The lack of awareness on eco-driving is also contributing to missing convictions by the municipal authorities and professional drivers in the positive effects of applying these skills.	10 % energy savings from first drivers trained by the trainers in the first month after the training and more than 8 % energy savings during the last month of the project in 2014	Monitoring report Project reports	Lack of readiness to continue building on the capacities and creating a pool of skilled professional drivers. Missing understanding on the importance of eco-driving and promoting it further into the educational plans.
4.3 Case-study guide to aid replication of project elements	Number of professional drivers in companies which expressed their willingness to implement this activity based on the experience of the project	Eco-driving was not a topic in Serbia before this project	Companies with at least 200 professional drivers will express their willingness to implement this activity by the end of the project	A case study guide Project reports Final report	Risk associated with the sustainability of this activity exists as the financing of the measures suggested in the case study guide are not going to be secured by this project.