

# Final Evaluation Report

2015 November

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## Support for Low Emission Development in South East Europe (SLED)

### Component-2 (Kosovo\*)

UNDP Project Id: 00075228

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<b>Country:</b>	Kosovo*
<b>Region:</b>	South East Europe
<b>Funding Source:</b>	Austrian Development Cooperation
<b>Focal Area:</b>	Climate Change
<b>Implementing Agency:</b>	Regional Environmental Center / United Nations Development Programme
<b>Other Partners Involved:</b>	Ministry of Environment and Spatial Planning Ministry of Economic Development Kosovo Energy Efficiency Agency

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\*References to Kosovo shall be understood to be in the context of Security Council Resolution 1244 (1999)

## Final Evaluation Opening Page:

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Ministry of Economic Development  
Kosovo Energy Efficiency Agency

**Subcontracted Partners:** Institute for Development Policy (INDEP)  
Green Energy Technologies (GET)  
Regional Environmental Centre (REC) Kosovo

**Implementation Modality:** Direct Implementation

**Project Budget:** EUR 420,000

**Evaluation Timeframe:** October-November 2015

**Evaluation Team:** James Lenoci, International Consultant / Team Leader  
Rudina Qerimi, National Consultant

**Reporting Language:** English

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## Executive Summary

### Project Description

The main objective of Support Low Emission Development (SLED) project/component-2 was to support the Government of Kosovo to mainstream climate change concerns into sectoral and overall national development priorities, thus enabling Kosovo to deal with climate change-related issues, and consider it not only as a separate horizontal issue but as an integral part of sustainable development. Underpinning this objective, the project/component-2 was designed to deliver the following results:

**Result No. 1:** Capacity for low emission climate resilient development strengthened at national and local level

**Result No. 2:** Low emission climate resilient strategy and action plans developed

**Result No. 3:** Promote sustainable energy policies and programs and enhance public awareness concerning energy efficiency

### Evaluation Purpose and Methodology

This evaluation was conducted to provide conclusions and recommendations about the relevance, efficiency, effectiveness, sustainability, and impact of the project/component-2. The evaluation also aimed to identify lessons from the project/component-2 for future similar undertakings, and to propose recommendations for ensuring the sustainability of the results. The evaluation was an evidence-based assessment and relied on feedback from persons who have been involved in the design, implementation, and supervision of the project/component-2, review of available documents and records, and findings made during field visits.

### Summary of Findings and Conclusions

#### **Major Achievements/Strengths**

One of the major achievements of the project/component-2 – and legacies – is the climate change committee, approved through a Prime Ministerial decision issued in August 2015, representing a formalized, cross-sectoral commitment to addressing climate change in line with socio-economic development priorities in the country. And, the framework climate change strategy, endorsed by the Ministry of Environment and Spatial Planning, is an important first step toward implementation of a low emission development response in Kosovo.

In Kosovo, the importance of climate change is most effectively communicated in relation to the energy sector, including the heavy dependence on lignite powered electricity generation, which although provides relatively inexpensive electrical energy, the public health and environmental impacts to local communities are substantial. The project/component-2 was able to address these two key aspects; through integrating energy sector development priorities into the climate change strategy, and assessing public health vulnerability to climate change impacts.

Under Result No. 1, the project/component-2 has been successful in delivering capacity building to a broad spectrum of stakeholders, both at the central and local levels, including extensive trainings on incorporating climate change considerations into environmental impact assessment (EIA) and strategic environmental assessment (SEA) processes, carrying out greenhouse gas (GHG) inventories and reporting, and development and implementation of energy efficiency plans. Furthermore, twenty five (25) rain gauges delivered by the project/component-2 to the Hydro-

meteorological Institute of the Kosovo Environmental Protection Agency (KEPA) have been operationalized, enhancing the agency's weather monitoring capacity.

Country ownership was quite good throughout the duration of the project/component-2, evidenced by the fact that high officials within the key central level stakeholders, including the MESP and the Kosovo Agency for Energy Efficiency (KAEE), were consistently involved throughout the design and implementation phases of the project/component-2.

Under Result No. 3, the project/component-2 supported development of municipal energy efficiency plans (MEEPs) for six municipalities, four of which were under preparation at the time of the final evaluation, and hard measures, specifically low emission public lighting, were implemented in two of these municipalities. The energy efficient public lighting investments implemented in the municipalities of Glogoc/Glogovac and Obiliq/ć have resulted in an estimated 217,862 kg of CO<sub>2</sub>eq per year of GHG emissions avoided.

A total of EUR 177,511 in cofinancing contributions have been facilitated during the project/component-2 implementation phase, including substantive contributions from UNDP, and also from national and local level governmental partners, NGOs, and the private sector. The strategy of requiring cofinancing from the engaged municipalities was particularly noteworthy, and demonstrates the ability for these local governments to raise financing.

Energy efficiency awareness campaigns were successfully implemented across a wide spectrum of beneficiaries, including national and local level governmental officials, the professional community, journalists, and the academic sector, including university students and primary school pupils.

The project/component-2 has consistently advocated for gender inclusion, starting with formulation of the objective of the project, and continuing during implementation, promoting female participation in trainings, and facilitating representation of gender mainstreaming in the development of objectives of the climate change strategy, specifically the adaptation component.

The project/component-2 has been efficient with respect to implementation, adapting to the unique circumstances and priorities of Kosovo, and garnering commitment from project/component-2 partners along the way. The project/component-2 management team, with effective guidance and back-stopping from the UNDP country office and regional technical advisor, was instrumental in facilitating a high level of performance.

### **Key Shortcomings:**

Development of the strategy began more than 2 years ago, and some of recommendation implementation actions under the adaption component were formulated at that time. For instance, among the actions included in the implementation plan, approximately 90% of the estimated EUR 34.5 million required for design and preparation over the period 2014-2030 was allocated for the years of 2014 and 2015. And, substantial proportions of the estimated costs for construction and operation were also slated for those two years. A status report should be made available prior to project/component-2 closure.

The handbook guidance developed on integrating climate change and biodiversity issues into EIA and SEA processes provides a good overview of the relevant EU and Kosovo regulatory framework. As climate science is advancing quickly, it would be advisable to advocate for a continuing learning process, recognizing that such a guidance manual is a living document and should be updated and expanded accordingly.

An assessment of the vulnerability of public health to impacts of climate change was supported by the project/component-2, in collaboration with the World Health Organization (WHO) and the Ministry of Health (MoH). It is unclear why there is not representation of the health sector on the climate change committee.

Several awareness campaigns regarding energy efficiency were carried out, some in collaboration with the Kosovo Energy Efficiency Agency (KEEA) using methods successfully implemented in other countries in the region and delivered by qualified local service providers. It would be advisable to consolidate lessons learned from the process.

The project/component-2 has supported some impressive local level activities, including the energy efficiency hard measures implemented in the municipalities of Gllogoc/Gllogovac and Obiliq/ć, but the results and lessons learned are not distilled into informative case study reports or similar knowledge products.

Whilst the project/component-2 satisfactorily implemented a number of adaptive management measures, the audit trail of the adaptive management decisions are not fully consolidated.

### Evaluation Ratings

Evaluation ratings are tabulated below in **Exhibit 1**.

Exhibit 1: Evaluation Rating Table		
Criteria	Rating	Comments
<b>Project Implementation</b>		
Monitoring and Evaluation	Satisfactory	Monitoring and evaluation were addressed in the project document, and a monitoring and evaluation plan was prepared using an ADA-approved template, but the monitoring and evaluation plan lacked specific metrics and did not include an indicative budget. Progress reports were informative and results-based. Implementing partners assessed trainings delivered as part of the capacity building activities under Result No. 3. It would have been advisable to adjust the logical results framework at the inception phase of the project, in response to the sensible adaptive management measures implemented. In the opinion of the evaluation team, adjusting the logical results framework would have helped the project team with respect to focusing monitoring efforts, and also would have enabled more relevant evaluation of performance against intended results.
Quality of UNDP Implementation	Highly Satisfactory	UNDP's extensive experience in Kosovo and their favourable standing with the Government has been a strong comparative advantage. Substantial cofinancing contributions were also made from core UNDP resources. Proactive project management has been able to facilitate a high level of country ownership. And, there has been consistent and constructive support from the UNDP country office and the regional technical advisor. Overall, a highly satisfactory rating is applied because of the proactive cofinancing advocacy implemented by the project management team, leveraging substantive resources from project partners.
<b>Assessment of Project Outcomes:</b>		
Relevance	Relevant	The objective of the project/component-2 was to mainstream climate change into the development priorities of Kosovo, among which are harmonization to international norms and the EU <i>acquis</i> <sup>1</sup> . In this context,

<sup>1</sup> The EU *acquis* is the accumulated legislation, laws, and court decisions constituting the body of EU law

Exhibit 1: Evaluation Rating Table			
Criteria	Rating	Comments	
		the project is considered relevant to the national sustainable economic development strategy. Considering that energy production and use are key aspects of a low emission development strategy, this project is closely aligned with topical issues centred on the Kosovo energy sector, in which is faced with trying to reduce dependence on lignite based electrical energy production, through development of renewable sources and implementation of energy efficiency measures.  Project/component-2 is also relevant with the climate protection principles of the Austrian Development Cooperation <sup>1</sup> , including the aim of generating and using synergies between climate protection, biodiversity conservation, desertification prevention and other environmentally relevant issues. Project/component-2 is closely aligned to the Kosovo Programme Action Plan (KPAP) for 2011-2015 <sup>2</sup> , in fact the project indicators and targets were directly transposed to those KPAP Component 3 on Environmental Sustainability.	
Effectiveness	Satisfactory	Result No. 1: Capacity for low emission climate resilient development strengthened at national and local levels.	Satisfactorily Achieved
		Result No. 2: Low emission climate resilient strategy and action plans developed.	Moderately Satisfactorily Achieved
		Result No. 3: Promote sustainable energy policies and programs and enhance public awareness concerning energy efficiency.	Satisfactorily Achieved
Efficiency	Satisfactory	The intended project results have been reasonably achieved, within allocated timeframe and budget. Substantial leveraged cofinancing, more than EUR 177,000 further enhances the cost effectiveness of the project. As Kosovo is not a party to the UNFCCC, it is unlikely that there would be governmental support in development of a climate change strategy. Under this context, the incremental reasoning of the subject project is validated. Certain exogenous conditions have diminished project efficiency. For instance, endorsement of the climate change strategy was obtained in October 2014 and launched in March 2015.	
Sustainability:			
Overall Likelihood of Risks to Sustainability	Moderately Likely	The endorsement of the Climate Change Strategy by the MESP and the Prime Minister decision regarding the Climate Change Committee are strong lines of evidence bolstering the likelihood that project results will be sustained. The capacity building activities delivered both at the central and local level further enhance the likelihood for sustainability. But, there are other factors that counter these gains. The fact that Kosovo is not a party to the UNFCCC reduces international funding opportunities, e.g. for reporting. Also, the current approved medium term expenditure framework (MTEF) for 2016-2018 does not specifically include low emission development actions. With respect to energy efficiency, although project/component-2 has contributed to advances made at the municipality level, there remain limited incentives in place to encourage implementation of energy efficient measures in the country.	

<sup>1</sup> Austrian Development Cooperation, Focus: Climate Change, December 2013

<sup>2</sup> Kosovo Programme Action Plan (KPAP) 2011-2015, agreed upon by United Nations Development Programme and the Institutions of Kosovo



**Exhibit 1: Evaluation Rating Table**

Criteria	Rating	Comments
<b>Impact:</b>		
Impact	Not Applicable	<p>The project has facilitated substantive strengthening of the enabling environment for integrating climate change into socio-economic development in Kosovo; including supporting a framework climate change strategy, delivering capacity building activities to a wide spectrum of stakeholders, contributing to the local capacities in implementing energy efficiency measures, and enhancing the awareness of low emission development issues. The climate change committee is an important change agent that is poised to further advance the endorsed framework strategy. The climate change committee is also demonstration of cross-sectoral commitment, and increases the likelihood that climate change issues will be mainstreamed into sectoral strategies and work planning.</p> <p>There remain a number of barriers to mainstreaming cross-sectoral low emission development into relevant socio-economic development in the country. Also, data availability constraints present additional challenges in developing quantitative GHG emission reduction targets, thus more closely harmonizing to the EU energy and climate acquis.</p>
<b>Overall Project Results:</b>	<b>Satisfactory</b>	<p>Through the formal operationalization of the national climate change committee and the MESP-endorsed climate change strategy, project/component-2 has been successful in advancing climate change considerations among key line ministries and agencies in the country. Without the support of project/component-2, it is unlikely that these achievements would have been made in the short term.</p> <p>Capacities of central and local level officials and among a fair share of the professional community, experts licensed to carry out EIAs/SEAs, have been strengthened through a series of trainings and technical guidelines supported by the project.</p> <p>The project/component-2 has also strengthened energy efficiency planning among six municipalities, and supported implementation of energy efficiency improvements in two municipalities that have resulted in an estimated avoidance of greenhouse gas emissions of 217,862 kg CO<sub>2</sub>eq per year, which is equivalent to approximately 32<sup>1</sup> tonnes of oil equivalent (toe), making a minor contribution to the nation's energy reduction target 9%, or 91 ktoe (91,000 toe) for the period 2009-2018.</p>

<sup>1</sup> Using conversion factors of 0.5925 kg CO<sub>2</sub> per kWh, and 11.63 MWh per 1 toe.

## Recommendations

The recommendations compiled below in **Exhibit 2** have been formulated based upon the findings and conclusions of the evaluation.

Exhibit 2: Recommendations Table		
No.	Recommendation	Responsible Entities*
<b>Actions to follow up or reinforce initial benefits from the project</b>		
1.	It would be advisable to prepare a status report of the framework strategy, highlighting the progress made in the past couple of years, consolidating the current priority actions, and identifying entry points for donor support. Such an update would be useful for the climate change committee in prioritizing their activities, and also would be welcome by the donor community.	CCC, MESP, UNDP
2.	It would be advisable to prepare a concept note for a professional development mechanism, possibly led by the MESP, and available for central and local level officials and the expert community. For example, practical training on management measures for addressing climate change aspects, including biodiversity considerations, would be a valuable next step for strengthening institutional and individual capacities in this regard.	CCC, MESP, UNDP
3.	Representation on the climate change committee should be expanded, with the inclusion of representatives from the health sector	CCC, MESP, UNDP, MoH
4.	As part of an exit strategy for the project/component-2, it would be advisable to develop a communication action plan, in conjunction with the KEEA, the climate change committee, invited communications experts and agencies, and the local service providers who designed or adapted the awareness campaigns addressing the lessons learned documented in the assessment reports prepared by with responsible stakeholders included in the process. The communication action plan should include specific recommendations, outlining specific opportunities for donors to support the efforts moving forward, including development of an energy efficiency guidance manual.	MESP, KEEA, UNDP
5.	Before the end of the project and budget permitting, the project should support development of specific knowledge products, which could be used in scaling up certain activities in the future. For example, a case study on energy efficient public lighting could be prepared, documenting the selection processes, evaluation of alternatives considered, investment costs and expected operation expenses, cofinancing arrangements, estimations of GHG emissions avoided and energy savings realized, and lessons learned, including availability of qualified contractors, etc.	MESP, KEPA, KEEA, UNDP
6.	The decisions regarding which municipalities and which EE technologies to support were made after project approval, under adaptive management. The project team provided ample explanation of the selection criteria applied, but for the benefit of completing project records, it would be advisable document the selection criteria and consultations made in deciding upon the municipalities and the energy efficiency measures implemented.	UNDP
<b>Proposals for future directions underlining main objectives</b>		
7.	It would be advisable to include in the status report of the climate change strategy, a recommendation to develop a concept paper on the transport sector, including specific actions that might be of interest among the donor community to support.	CCC, MESP, Ministry of Infrastructure, UNDP
*CCC: Climate Change Committee; KEEA: Kosovo Energy Efficiency Agency; KEPA: Kosovo Environmental Protection Agency; MESP: Ministry of Environment and Spatial Planning; MoH: Ministry of Health; UNDP: United Nations Development Programme		

## Abbreviations and Acronyms

DRR	Disaster Risk Reduction
ECRAN	Environment and Climate Regional Accession Network
EE	Energy efficiency
EIA	Environmental Impact Assessment
EU	European Union
ExEA	Executive Environment Agency
CCA	Climate Change Adaptations
CO <sub>2</sub> eq	Carbon dioxide equivalent
CSO	Civil Society Organizations
GHG	Greenhouse gases
GIZ	<i>Deutsche Gesellschaft für Internationale Zusammenarbeit</i>
GET	Green Energy Technologies
GoK	Government of Kosovo
HMI	Hydro-meteorological Institute
IPCC	Good Practice Guidance and Uncertainty Management
KEPA	Kosovo Environment Protection Agency
KEEA	Kosovo Agency for Energy Efficiency Agency
LECRDS	Low Emission Climate Resilient Strategy, the Climate Change strategy
LEDS	Low Emission Development Strategy
LoA	Letter of Agreement
MED	Ministry of Economic Development
MEEP	Municipal Energy Efficiency Plan
MESP	Ministry of Environment and Spatial Planning in Kosovo
MBT	Mechanical-Biological Treatment
MoH	Ministry of Health
Mol	Ministry of Infrastructure
NGO	Non-Government Organization
QA/QC	Quality Assurance/ Quality Control
REC	Regional Environmental Center
RES	Renewable Energy Sources
SEA	Strategic Environmental Assessment
SLED	Support for Low Emission Development in South East Europe
toe	tonne of oil equivalent
UNDP	United Nations Development Programme

## 1. INTRODUCTION

### 1.1. Purpose of Evaluation

This final evaluation has been implemented to provide conclusions and recommendations about the relevance, efficiency, effectiveness, sustainability, and impact of the project/component-2. The evaluation was also designed to enable UNDP Kosovo, the donor and other stakeholders to draw lessons from the results achieved for future similar undertakings, and to assess what are the next steps that may need to be taken to ensure the sustainability of the actions undertaken.

### 1.2. Evaluation Scope and Methodology

#### Evaluation Scope

The final evaluation was an evidence-based assessment and relied on feedback from persons who have been involved in the design, implementation, and supervision of the project, and also review of available documents and findings made during field visits.

The overall approach and methodology of the evaluation followed the UNDP and Austrian Development Cooperation evaluation guidelines<sup>1</sup>.

The evaluation was carried out by a team consisting of one international consultant/team leader and one national consultant, and included the following activities:

- ✓ An evaluation mission was carried out from 18-23 October 2015; the itinerary is compiled in **Annex 1**;
- ✓ As a data collection and analysis tool, an evaluation matrix (see **Annex 2**) was adapted from the preliminary set of questions included in the TOR. Evidence gathered during the fact-finding phase of the evaluation was cross-checked between as many sources as practicable, in order to validate the findings;
- ✓ Key project stakeholders were interviewed for their feedback on the project; a list of interviewed persons is included in **Annex 3**;
- ✓ The evaluator completed a desk review of relevant sources of information, such as the project document, project progress reports, financial reports, and key project deliverables. A complete list of information reviewed is compiled in **Annex 4**;
- ✓ Field visits were made to the Municipalities of Glllogoc/Glllogovac and Obiliq/c, and a summary of the visits is presented in **Annex 5**;
- ✓ The project logical results framework was also used as an evaluation tool, in assessing attainment of the project objective and expected results (see **Annex 6**);
- ✓ A compilation of actual financial expenditures is included in **Annex 7**;

#### Evaluation Approach and Methodology

The rationale for implementing the utilized evaluation methodology is described as follows.

Evaluation of capacity building efforts at both local and national levels was carried out firstly through interviews with a representative sampling among the beneficiaries of the trainings, assessing the knowledge and skills that they gained through the project supported activities, and also inquiring about how the enhanced capacities are being sustained within the

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<sup>1</sup> Guidelines for Project and Programme Evaluations, Final Draft, July 2009, Austrian Development Cooperation.

relevant agencies and institutions. Training materials, training assessments, and other documents were also reviewed as part of the evaluation of Result No. 1.

Assessment of achievement of Result No. 2, which entailed development of sectoral strategies and action plans, was made through review of the endorsed climate change strategy, interviews with professionals who worked on developing the strategies and MESP officials.

Result No. 3 focused on enhancing awareness and capacities regarding energy efficiency. Evaluation of achievements made under this component of the project included review of supported municipal energy efficiency plans, interviews with a representative sampling of beneficiary municipality officials, and visits to sites where demonstration energy efficiency measures were implemented. With respect to the awareness campaigns, interviews were held with the project partners who designed and/or delivered the energy efficiency trainings and events, and relevant documentation, including interactive media tools, were reviewed.

### **Structure of the Evaluation Report**

The evaluation report starts out with a description of the project/component-2, indicating the duration, main stakeholders, and the immediate and development objectives. The findings of the evaluation are broken down into the following sections in the report:

- ✓ Design
- ✓ Implementation
- ✓ Results

The discussion under **project design** focuses on an evaluation of how coherent and practicable were the project's objective and components. Project design also covers whether or not capacities of the implementation partners were sufficiently considered when designing the project, and if partnership arrangements were identified and negotiated prior to project approval. An assessment of how assumptions and risks were taken into account in the development phase is also included.

The discussion on **project implementation** first looks at how the logical results framework was used as a monitoring and evaluation tool during the course of the project. Also, the effectiveness of partnerships and the degree of involvement of stakeholders are evaluated. Project finance is assessed, by looking at the degree of cofinancing that was materialized in comparison to what was committed, and whether or not additional or leveraged financing was secured during the implementation phase. The cost-effectiveness of the project is evaluated by analysing how the planned activities met or exceeded the expected results over the designed timeframe, and whether an appropriate level of due diligence was maintained in managing project resources.

The quality of execution of the implementing agency (UNDP) is also evaluated in the project implementation section of the report. This evaluation considers whether there was sufficient focus on results, looks at the level of support provided, quality of risk management, and the candour and realism represented in the annual reports.

The project/component-2 implementation section also contains an evaluation and rating of the project monitoring and evaluation system. The appropriateness of the monitoring and evaluation plan is assessed, as well as a review of how the plan was implemented, e.g., compliance with progress and financial reporting requirements, how were adaptive measures taken in line with monitoring and evaluation findings.

Project/component-2 results are evaluated and rated according to relevance, effectiveness, efficiency, impact, and sustainability:

- Relevance:** How important is the relevance or significance of the intervention regarding local and national requirements and priorities.
- Effectiveness:** The extent to which project results have been achieved or how likely it is to be achieved.
- Efficiency:** The extent to which results have been delivered with the least costly resources possible; also called cost effectiveness or efficacy.
- Impact:** Has the development intervention contributed to reaching the development objective.
- Sustainability:** The likelihood that the achieved results will be sustained after funding ceases.

In addition to assessing the above aspects, **mainstreaming** was also evaluated; in other words, to what extent have the results been mainstreamed with other development priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and gender inclusion.

Finally, the evaluation presents **recommendations** for reinforcing and following up on initial project/component-2 results. The report concludes with a discussion of **lessons learned** and **good practices**.

### 1.3. Ethics

The evaluation was conducted in accordance with the UNEG Ethical Guidelines for Evaluators, and the evaluation team members have signed the Evaluation Consultant Code of Conduct Agreement form (**Annex 8**). In particular, the evaluation team ensures the anonymity and confidentiality of individuals who were interviewed and surveyed. In respect to the UN Declaration of Human Rights, results are presented in a manner that clearly respects stakeholders' dignity and self-worth.

### 1.4. Limitations

The evaluation was carried out in October-November 2015; including preparatory activities, field mission, desk review, and completion of the evaluation report, according to the guidelines outlined in the Terms of Reference (**Annex 9**).

Representatives from the key central and local government project/component-2 beneficiaries were interviewed, as were the main implementation partners. For those stakeholders who could not be interviewed during the evaluation mission, the evaluation team contacted them by telephone, email, and Skype. The evaluators also visited the two municipalities where energy efficiency hard measures, i.e., public lighting, were supported by the project/component-2. A visit to one of the primary schools where energy efficiency classes were delivered by project/component-2 partners could not be arranged as planned, as the school officials were unavailable at the previously agreed time. The evaluation team feels that sufficient information was gathered from interviews with the subcontractor who delivered the training and review of the educational documentation.

Most of the project/component-2 deliverables were available in English, and just a few only available in Albanian. There were no limitations with respect to language, the interviews were held mostly in English, and an independent interpreter supported the few interviews made in Albanian. And, the national consultant on the evaluation team reviewed the Albanian-only deliverables and made additional interviews after the evaluation mission was concluded.

## 1.5. Rating Scales

The findings of the evaluation are compared against the targets set forth in the logical results framework, and also analysed in light of particular local circumstances. According to rating scales (see **Exhibit 3**) provided to the evaluation team by UNDP, the effectiveness and efficiency of project/component-2 outcomes are rated according to a 6-point scale, ranging from Highly Satisfactory (no shortcomings) to Highly Unsatisfactory (severe shortcomings). Monitoring & evaluation and execution of the implementing and executing agencies were also rated according to this scale. Relevance is evaluated to be either relevant or not relevant.

Sustainability is rated according to a 4-point scale, ranging from Likely (negligible risks to the likelihood of continued benefits after the project ends) to Unlikely (severe risks that project outcomes will not be sustained). Impact was rated according to a 3-point scale, including significant, minimal, and negligible.

Exhibit 3: Rating Scales		
Ratings for Effectiveness, Efficiency, Monitoring & Evaluation	Sustainability Ratings:	Relevance Ratings:
<b>6. Highly Satisfactory (HS):</b> The project had no shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency	<b>4: Likely (L)</b> Negligible risks to sustainability	<b>2. Relevant (R)</b>
<b>5: Satisfactory (S):</b> There were only minor shortcomings	<b>3. Moderately Likely (ML):</b> Moderate risks to sustainability	<b>1. Not relevant (NR)</b>
<b>4. Moderately Satisfactory (MS):</b> There were moderate shortcomings	<b>2. Moderately Unlikely (MU):</b> Significant risks to sustainability	<b>Impact Ratings:</b>
<b>3. Moderately Unsatisfactory (MU):</b> The project had significant shortcomings	<b>1. Unlikely (U):</b> Severe risks to sustainability	<b>3. Significant (S)</b>
<b>2. Unsatisfactory (U):</b> There were major shortcomings in the achievement of project objectives in terms of relevance, effectiveness, or efficiency		<b>2. Minimal (M)</b>
<b>1. Highly Unsatisfactory (HU):</b> The project had severe shortcomings		<b>1. Negligible (N)</b>
Additional ratings where relevant: <b>Not Applicable (NA)</b> <b>Unable to Assess (UA)</b>		

With respect to impact, the evaluation team feel that it was not applicable to assess impact against the 3-point scale indicated in **Exhibit 3**, because the timeframe, less than 3 years was insufficient with respect to realising verifiable changes in environmental status or stress, and also because this project was mostly supporting foundation setting efforts and strengthening the enabling environment. The evaluation of impact is addressed in a narrative discussion and does not include a rating.



## 2. BACKGROUND

### 2.1. Issues the Project Addressed

The countries of South East Europe, along with other developing nations, are under being urged by United Nation Framework Convention on Climate Change (UNFCCC) and EU policy framework to develop long term strategies on the transformation of their economies addressing climate change issues. For developing countries, the focus is on limiting the growth of their greenhouse gas emissions in connection with their economic development.

Low-Emission Development (LED) strategies and plans give UNFCCC parties the possibility to formulate integrated, consistent strategies on climate change mitigation and provide long-sighted guidance for daily policy decisions. The OECD has characterized LED strategies as *“forward-looking national development plans or strategies that encompass low-emission and/or climate-resilient economic growth”*. Typically, LED strategies comprise most or all of the following elements:

- ✓ A compilation of emissions data and projections
- ✓ Economy-wide, broad long-term mitigation goals (in the range of 15 to 30 years)
- ✓ A survey of cost-efficient mitigation options and their prioritization
- ✓ The stipulation of concrete short- and mid-term mitigation actions

Countries need to define a LED strategy in a broad developmental context, and build upon existing national plans and strategies, in line with national objectives. Moreover, a LED strategy is a coordination framework which can be used to mobilize financial and knowledge resources towards implementation of key measures in an economically optimized manner.

The situation in Kosovo is different from the other countries in the region, largely because the country is not party to the UNFCCC. But, Kosovo is aligning its policy framework with that of the EU and has already adopted a number of framework laws to implement the EU energy and climate acquis, such as in the area of energy efficiency and wider utilization of renewable energy. And, the Ministry of Environment and Spatial Planning (MESP) has initiated consultations with the secretariats of multiple Conventions and has started to prepare documentation for the ratification of the Conventions. The institutions needed to implement EU standards are also in place, but their capacity to implement and enforce legislation at central and local levels must be strengthened. The budget devoted to the sector is insufficient, while at the same time environmental and climate change mitigation and adaptation concerns are not mainstreamed into other policies. The lack of human, administrative, and financial capacities to implement EU environmental and climate standards has been also reiterated in the European Commission’s Staff Working Document “Commission Communication on a Feasibility Study for a Stabilisation and Association Agreement between the European Union and Kosovo”, Brussels, 23 October, 2012 { SWD(2012) 339 final/2 }.

There are also shortcomings with respect to data availability. Although not a Party to UNFCCC, Kosovo developed its first GHG inventory in 2012, with support from UNDP, but there is still no register of sources and emissions of GHGs and a baseline year, from which GHG emissions will be measured, has not been identified as yet.

### 2.2. Development Objectives and Expected Results

The main objective of Support Low Emission Development (SLED) project/component-2 was to support the Government of Kosovo to mainstream climate change concerns into sectoral and



overall national development priorities, thus enabling Kosovo to deal with climate change-related issues, and consider it not only as a separate horizontal issue but as an integral part of sustainable development. Underpinning this objective, the project/component-2 was designed to deliver the following results:

**Result No. 1:** Capacity for low emission climate resilient development strengthened at national and local level

**Result No. 2:** Low emission climate resilient strategy and action plans developed

**Result No. 3:** Promote sustainable energy policies and programs and enhance public awareness concerning energy efficiency

### **2.3. Main Stakeholders**

In Kosovo, the responsible authority for environment and climate policy is the Ministry of Environment and Spatial Planning (MESP), while the Kosovo Environment Protection Agency (KEPA) monitors the state of the environment. These were two of the main beneficiaries of the project/component-2. As project/component-2 aimed to facilitate a cross-sectoral response to formulating a low emission development strategy, other relevant sectors, including the Ministry of Agriculture, Forestry and Rural Development, the Ministry of Infrastructure, and the Ministry for European Integration, were also involved in the project/component-2. With respect to energy efficiency, the Kosovo Energy Efficiency Agency (KEEA), which is under the Ministry of Economic Development, was the main central level stakeholder, while the selected municipalities to support with energy efficiency planning and implementation were the key local level stakeholders.

### **2.4. Project Timeframe**

The project/component-2 was approved in 2013, and the implementation timeframe started on 1 August of that year and to 31 December 2015. The project/component-2 inception phase ran from 1 August through 31 October. The project manager was not hired until December of 2013, but there was progress made on development of the climate change strategy, as some of the consultants on the team were recruited by UNDP earlier that year.

### **2.5. Budget and Finance**

Funding for Component-2 was EUR 420,000, which is broken down in **Exhibit 4** among the three project/component-2 results and other categories. The evaluation team was informed by project management that cost accounting did not follow the categories listed in **Exhibit 4**, and that UNDP agreed with REC and ADA to use UNDP templates for reporting.

<b>Exhibit 4: Breakdown of Project Budget</b>	
<i>Item</i>	<i>Prodoc Budget % of Total</i>
Result No. 1: Capacity for low emission climate resilient development strengthened at national and local level	<b>EUR 71,941</b> 17%
Result No. 2: Low emission climate resilient strategy and action plans developed	<b>EUR 87,867</b> 21%
Result No. 3: Promote sustainable energy policies and programs and enhance public awareness concerning energy efficiency	<b>EUR 100,100</b> 24%
4. Communication Strategy	<b>EUR 46,800</b> 11%
5. Project Implementation Costs	<b>EUR 113,320</b> 27%
6. Consulting Services	<b>EUR 0</b> 0%
7. Investments	<b>EUR 2,640</b> 1%
8. Communications	<b>EUR 3,888</b> 1%
9. Documentation and Public Relations	<b>EUR 0</b> 0%
10. Evaluation	<b>EUR 9,000</b> 2%
11. Contingency	<b>EUR 0</b> 0%
Indirect Costs	<b>EUR 31,111</b> 7%
Contribution from UNDP (cofinancing)	<b>EUR 46,667</b> 10%
<b>Total (excluding UNDP cofinancing):</b>	<b>EUR 420,000</b>

Source: Annex 3 of Project Document

### 3. EVALUATION FINDINGS

#### 3.1. Project Design

##### 3.1.1. Logical Results Framework

The design of the project/component-2 was built around the following three expected results: (1) capacity for low emission climate resilient development strengthened at national and local levels, (2) low emission climate resilient strategy and action plans developed, and (3) promote sustainable energy policies and programs and enhance public awareness concerning energy efficiency. Performance indicators were developed for each of these results, as part of the logical framework for the project/component-2 (see **Exhibit 5**).

Exhibit 5: Expected Results and Indicators	
Expected Result	Indicators (end of project)
<b>Result No. 1:</b> Capacity for low emission climate resilient development strengthened at national and local level	(i) Minimum two policy decisions/documents where LECRDS is being referred to (Baseline: LECRDS doesn't exist) (ii) Kosovo Climate Change Committee is established and is vested with the responsibility to make recommendations to central government and sectors (Baseline: No national Climate Change committee) (iii) 10 trained governmental officials responsible of the technical monitoring and policy making (Baseline: The local capacities and policy expertise are lacking)
<b>Result No. 2:</b> Low emission climate resilient strategy and action plans developed	(i) Minimum two sectoral documents produced (Baseline: No sectoral LECRDS strategies or action plans in place)
<b>Result No. 3:</b> Promote sustainable energy policies and programs and enhance public awareness concerning energy efficiency	(i) Ten trained municipal administrators (Baseline: Local capacities implementing the legislation is lacking) (ii) Five municipalities where EE projects are implemented (Baseline: The municipal capacity to implement energy efficiency measures needs to be strengthened; The only programme targeting energy efficiency is the UNDP funded nationwide energy efficiency campaign undertaken in 2013) (iii) 5% increase of respondents being well informed about EE (Baseline: 72% of respondents answered they don't know what EE is. Source Idra: Energy Efficiency Survey for UNDP Kosovo, October 2013)

Source: Annex 1 of Project Document

The indicators for Result No. 1 were relevant and measurable; however, the third indicator, regarding training was not specific. Once the project/component-2 began implementation, a decision was made to focus some of the training onto integrating climate change aspects into environmental impact assessment and strategic environmental assessment processes. This was an adaptive management response, as some of the planned activities, including climate change scenario modelling were not done for all sectors, due to lack of baseline data and other constraints.

With respect to Result No. 2, it would have been advisable to be more specific with respect to the designed indicator, producing two sectoral documents. For example, selection of the sectors and

specifying what type of sectoral documents would be produced would have been advisable to agree upon during the inception phase.

As the energy sector in Kosovo is responsible for the vast majority of greenhouse gas emissions, integrating energy efficiency into the design was certainly relevant to the national and local priorities, and gains made with respect to energy efficiency can be easily communicated and measured, e.g., with respect to cost savings or greenhouse gas emissions avoided. The third indicator under Result No. 3, aiming for a 5% increase in respondents' awareness regarding energy efficiency, requires specific monitoring and evaluation metrics, which were not included in the project document or developed later. It might have been more relevant to measure performance with respect to the sustainability of energy efficiency awareness efforts in the country.

### **3.1.2. Assumptions and Risks**

There were three risks identified in the project/component-2 document. The first one, which ended up being the most critical risk, was associated with possible delays or institutional inaction due to the local and national elections in 2013 and 2014. This political risk was partly mitigated through the functioning of the inter-ministerial working group (IMWG), but it took a long time to eventually achieve MESP endorsement of the climate change strategy, leaving limited time for advocating eventual adoption of the strategy.

The IMWG was also a key mitigation measure in addressing the other two project/component-2 risks, including the general lack of cross sectoral coordination in the country and access to certain data required to formulate a meaningful climate change strategy and also for reporting greenhouse gas inventories. The IMWG could not overcome the lack of data, which are needed to support scenario modelling and development of coherent strategies

### **3.1.3. Linkages with other Interventions**

The SLED project costs of two components. Component 1 was implemented in 4 other Western Balkan countries and managed separately by another agency (REC). This decision was made by the donor due to their internal policies. The two components were developed independently and bundled together for technical reasons only.

The project/component-2 successfully built upon capacity building gains achieved with support from the Czech Trust Fund, including development of the Kosovar Greenhouse Gas (GHG) monitoring and reporting system. The capacity building activities delivered to the GHG team within the KEPA has further enhanced their capabilities to participate in the activities of the Environment and Climate Regional Accession Network (ECRAN).

The project/component-2 was also directly aligned with the national energy efficiency action plan (NEEAP), through supporting development of municipal energy efficiency action plans for municipalities who had not yet benefited from earlier interventions, including ones funded by the EU and USAID.

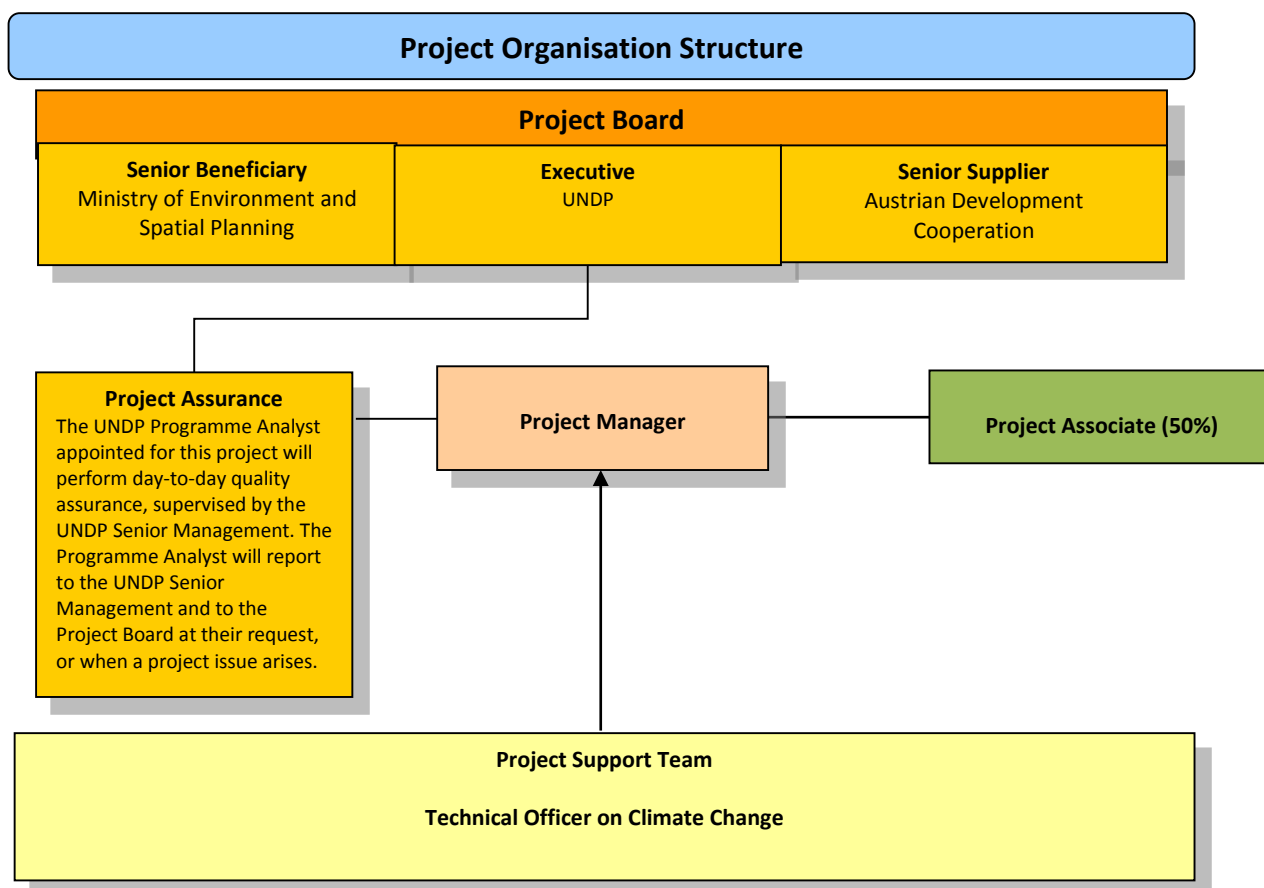
Through guidance from UNDP regional technical support services, the methods used in the successful awareness campaigns on energy efficiency implemented on a project in Croatia were suggested to the Kosovar team, who adopted and translated some of the tools, including an informative video, posters, and brochures.

### 3.1.4. Management Arrangements

The project/component-2 was implemented through a direct implementation modality by UNDP. The project management unit consisted of a full-time project manager and a project associate, who worked from October 2013 until the end of 2014. UNDP programme staff also supported the project by providing guidance and quality assurance.

Recruitment of the project manager took some time, because of the challenge of finding a qualified person for the post. UNDP needed to re-advertise the notice for the project manager position. The project manager was hired at the end of 2013, approximately five months after the commencement of the project/component-2 in August. During the this interim period, the UNDP programme manager acted as project coordinator and, together with the project associate, managed to successfully facilitate implementation of the planned activities, including directing the work of the team of international and national consultants on the climate change strategy, which was the main activity over the first half year of the project/component-2.

The project/component-2 organization structure is shown below in **Exhibit 6**.



**Exhibit 6:** Project/component-2 Organization Chart

Project/component-2 Executive Board was meant to provide overall guidance on project/component-2 management and control quality of project/component-2 outputs. The Board included the Ministry of Environment and Spatial Planning, UNDP, and the Austrian Development Agency, as supplier, or donor.

## 3.2. Project Implementation

### 3.2.1. Adaptive Management

The project/component-2 was designed using an approach that had been implemented on other UNDP supported low emission development initiatives, including in the Western Balkan region. The circumstances in Kosovo are, however, different, e.g., not party to UNFCCC, so some of the approved activities in the project/component-2 document proved difficult to implement in Kosovo.

Expected Result	Approved Design Activities ( <b>evaluation comments</b> )
<b>Result No. 1:</b> Capacity for low emission climate resilient development strengthened at national and local level	<p>2.1.1 Establishing Monitoring and Reporting system for low emission and climate resilient development strategy (<b>The project/component-2 supported KEPA in their existing reporting system and also weather monitoring capacity; the KEPA system is not yet fully aligned with the EU monitoring mechanism regulation</b>)</p> <p>2.1.2 Strengthening the technical capacity for climate change scenario modelling at Kosovo level (<b>Scenario modelling could not be made on all sectors, due to lack of baseline data. The project/component-2 did provide training to the Environmental Health Committee on scenario modelling with respect to health vulnerability to climate change.</b>)</p> <p>2.1.3 Assessing the current vulnerabilities and adaptation of the selected priority sectors</p> <p>2.1.4 Increasing the capacity for socioeconomic assessment of future climate change impacts in selected sectors (<b>Socio-economic assessment and future impacts were covered in the Health Sector vulnerability assessment, but not in other sectors.</b>)</p> <p>2.1.5 Developing the capacities to integrate climate risks and opportunities in the development policies, strategies and plans</p> <p>2.1.6 Establishing the Kosovo Climate Change Committee</p>
<b>Result No. 2:</b> Low emission climate resilient strategy and action plans developed	<p>2.2.1 Developing the framework low emission climate resilient strategy</p> <p>2.2.2 Undertaking baseline assessments of sectoral adaptation potential</p> <p>2.2.3 Developing the sectoral strategies and action plans (<b>Development of sectoral strategies was deemed beyond the scope of the project; the project/component-2 did support development of municipal energy efficiency action plans consistent with the energy sector strategy.</b>)</p>
<b>Result No. 3:</b> Promote sustainable energy policies and programs and enhance public awareness concerning energy efficiency	<p>2.3.1 Training of municipal officers and design of energy saving projects</p> <p>2.3.2 Supporting to local energy efficiency projects</p> <p>2.3.3 Drafting and implementing a communication strategy (<b>The scope of this activity is unclear as indicated in the project/component-2 document. The project management team explained that energy efficiency awareness activities included under this title.</b>)</p>

There were no formal changes to the project objectives or strategic approach over the course of the implementation phase, but there were certain adaptive management measures made. It would have been advisable to update the logical results framework during the inception phase, in order to document the adaptive approach implemented, and better enabling assessment of performance towards results.

As documented in the project/component-2 inception report dated 1 November 2013, better than expected progress was made over the inception phase of 1 August to 31 October 2013 on the

climate change strategy, and some of the earmarked funding for result No. 1 were reallocated to result No. 3, promoting energy efficiency.

Under result No. 1, capacity building with respect to climate change scenario modelling was outlined in the project/component-2 document. In order to carry out such modelling there needs to be sufficient baseline data, which is set at 1990 under the Kyoto Protocol or slightly earlier as adapted by some Central and Eastern European countries due to the transformational economic situations starting in 1990. For Kosovo, however, reconstructing baseline information is not easy, and would require in-depth collaboration with Serbian agencies. The project team came to the realization that accomplishing climate change scenario modelling for all sectors was not possible, under the budget and time framework of the project/component-2. Training was provided to the Environmental Health Committee on scenario modelling with respect to health vulnerability to climate change.

The project team became aware early on in the implementation phase that many sectoral strategies had been prepared in the 2010 timeframe, and came to the conclusion that it would be unlikely to support changes to these strategies under the budget and time constraints of the project/component-2. Certain sector-specific priority actions were integrated into the implementation plan of the climate change strategy.

Climate change training was provided to a group of local journalists in 2013. This was not an activity that was specified in the project/component-2 document; although, the evaluation team agree that it is sensible to strengthen capacities among the journalist community. There was ample evidence indicating that media coverage was proactive during the energy efficiency activities.

### **3.2.2. Partnership Arrangements and Stakeholder Involvement**

The project/component-2 had formalized partnership agreements, in the form of memorandums of understanding (MOUs), letters of agreement (LoAs), and contracts with service providers. This aspect of project/component-2 implementation was particularly well managed.

With respect to stakeholder involvement, the project/component-2 did a reasonably good job at facilitating participation across relevant sectors. With respect to the governmental stakeholders, the main national level stakeholders were the MESP, including the Department of Environment and the Kosovo Environmental Protection Agency, and the Ministry of Economic Development, specifically the Kosovo Agency for Energy Efficiency, and the engaged municipalities were the most closely involved stakeholders at the local level.

The main approach in realizing cross-sectoral participation was the formation of the inter-ministerial working group. The IMWG was a precursor for the climate change committee, which was formalized through Prime Minister Decision No. 05/45, on 21 August 2015. The health sector is missing on this committee; something that should be rectified. There was substantive participation of the health sector in the project/component-2, through the completion of an assessment of the current health vulnerabilities due to climate change, supported with cofinancing from the World Health Organization (WHO), with participation by the Ministry of Health and the National Environmental Health Committee.

The work activities were arranged through contracts with service providers or individual consultants, and mostly based upon competitive bidding.



### 3.2.3. Project Finance

#### Expenditures

According to available financial records, including combined delivery reports for years 2013, 2014, and 2015, a total of USD 503,084 has been spent through 31 October 2015 (see **Exhibit 7**).

<b>Exhibit 7: Breakdown of Actual Expenditures by Component, 2013-2015</b>				
<b>Component</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>Total</b>
Result No. 1: Capacity for low emission climate resilient development strengthened at national and local level	USD 67,293	USD 56,833	USD 33,252	<b>USD 157,378</b>
Result No. 2: Low emission climate resilient strategy and action plans developed	USD 7,981	USD 88,548	USD 35,174	<b>USD 131,703</b>
Result No. 3: Promote sustainable energy policies and programs and enhance public awareness concerning energy efficiency	USD 26,184	USD 118,392	USD 69,427	<b>USD 214,003</b>
<b>Total, Expenditures Incurred</b>	<b>USD 101,458</b>	<b>USD 263,773</b>	<b>USD 137,853</b>	<b>USD 503,084</b>

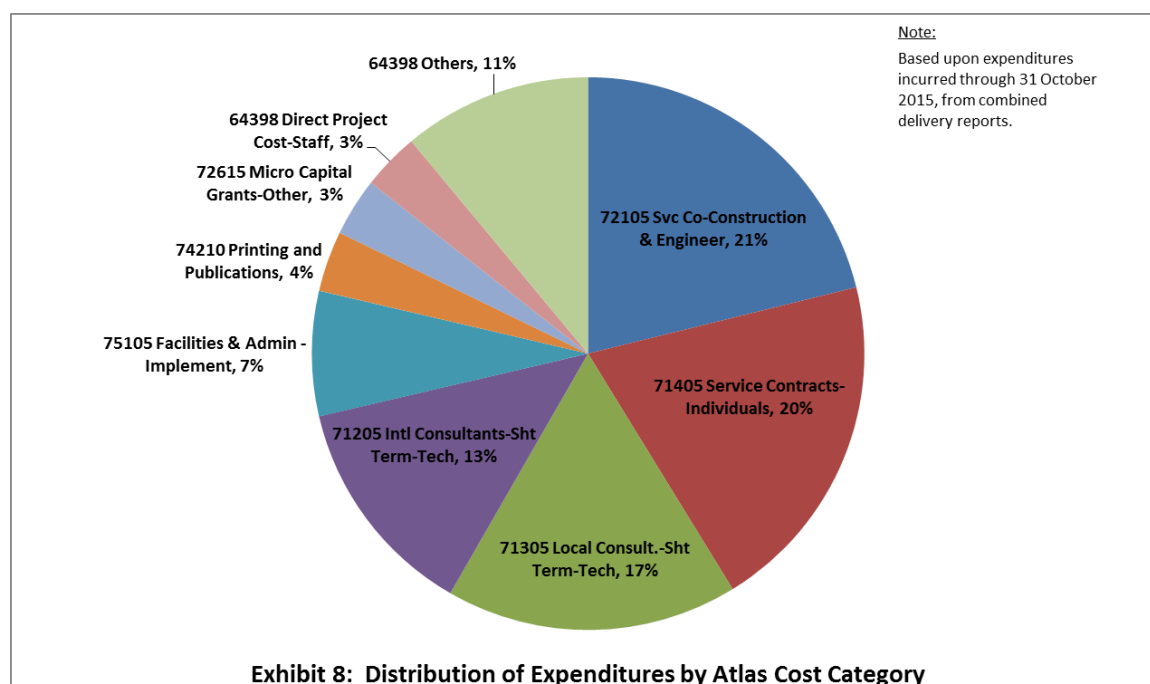
Note: Figures in United States dollars (USD), obtained from combined delivery reports.

\*For 2015, expenditures are for time period 01 January through 31 October.

As shown in **Exhibit 7**, spending in the first year of implementation, in 2013, was predominantly on Result No. 1, i.e., capacity for low emission climate resilient development strengthened at national and local levels. In year 2, 2014, the distribution of expenditures shifted more to Results Nos. 2 and 3, developing a low emission climate resilient strategy and promoting sustainable energy policies and enhancing public awareness on energy efficiency, respectively. During 2015, the third year of implementation, about 50% of the expenditures incurred were for activities under Result No. 3.

Financial delivery was 73% in 2014, based upon the annual work plan for that year, and as of 31 October 2015, approximately 64% of the planned budget had been spent.

Copies of the combined delivery reports provided by UNDP are copied in **Annex 7**, and a breakdown of costs incurred by UNDP Atlas cost category is presented below in **Exhibit 8**.





Approximately 21% was spent on Service Contracts-Construction and Engineering (Atlas 72015), and 20% on Service Contracts-Individuals. Local and International consultant costs are 17% and 13% of the total, respectively.

According to the project team, there have not been any independent financial audits of the project/component-2.

The project/component-2 asset register shows items with a total purchase value of less than USD 1,000, for furniture and information/telecommunication equipment.

### Cofinancing

Based upon available records, the project/component-2 was successful in leveraging EUR 177,511 in cofinancing (see **Exhibit 9**), including more than EUR 80,000 from UNDP's core funds, EUR 71,800 from governmental level sources, and more than EUR 25,300 from other sources, including EUR 10,000 from GIZ and EUR 5,000 from the private sector, the Ferronickel company, which is situated in the Glogoc/Glllogovac Municipality.

<b>Exhibit 9: Cofinancing Table</b>					
<b>Cofinancing Source</b>	<b>Type</b>	<b>UNDP (EUR)</b>	<b>Government (EUR)</b>	<b>Other Sources (EUR)</b>	<b>Total (EUR)</b>
<b>UNDP</b>					
<b>UNDP core cofinancing :</b>					
Consultancies for development of climate change strategies	Cash	45,000			
Communications and Marketing Expert on Energy Efficiency	Cash	20,500			
SEA and EIA trainings	Cash	5,787			
Printing of CC strategies, brochures, posters, leaflets	Cash	9,124			
<b>Sub-total, UNDP cofinancing</b>		<b>80,411</b>			<b>80,411</b>
<b>Central Government</b>					
<b>Ministry of Environment and Spatial Planning (MESP):</b>					
SEA and EIA trainings	In-Kind		2,400		
<b>Ministry of Economic Development (MED):</b>					
Kosovo Agency for Energy Efficiency, consultancy support for the MEEP for Fushe Kosova Municipality	In-Kind		2,000		
Kosovo Agency for Energy Efficiency, consultancy support for the MEEP for Obiliq Municipality	In-Kind		2,000		
<b>Sub-total, Central Government cofinancing</b>			<b>6,400</b>		<b>6,400</b>
<b>Local Government</b>					
<b>Municipalities:</b>					
Glogoc - Public Lighting first phase 2014	Cash		10,000		
Glogoc - Public Lighting second phase 2015	Cash		40,000		
Obiliq - public lighting	Cash		9,400		
Fushe Kosova - Municipal Energy Efficiency Plan (MEEP)	Cash		6,000		
<b>Sub-total, Local Government cofinancing</b>			<b>65,400</b>		<b>65,400</b>
<b>Multilateral and Bilateral Agencies:</b>					
WHO, support for CC health vulnerability assessment	In-Kind			1,000	
GIZ (study visit to Albania for the WG on Climate Change)	In-Kind			10,000	
<b>Sub-total, Multilateral and Bilateral Agency cofinancing</b>				<b>11,000</b>	<b>11,000</b>
<b>Private Sector</b>					
Ferronickel, Glogoc - Public Lighting first phase 2014	Cash			5,000	
<b>Sub-total, Private cofinancing</b>				<b>5,000</b>	<b>5,000</b>
<b>Non-Governmental Organizations (NGOs)</b>					
INDEP	Cash or In-Kind			9,300	
<b>Sub-total, NGOs Cofinancing</b>				<b>9,300</b>	<b>9,300</b>
<b>Total Cofinancing for Project Implementation:</b>		<b>80,411</b>	<b>71,800</b>	<b>25,300</b>	<b>177,511</b>

Cofinancing contributions from the municipalities is particularly impressive, taking into consideration of the general tendency for municipal officials to expect unconditional financing from donors and central government. The cofinancing provided by the Glllogoc/Glllogovac Municipality for the second phase of the public street lighting investment was four times more than the EUR 10,000 grant from the project/component-2.

### 3.2.4. Monitoring and Evaluation

#### Monitoring and Evaluation is rated as: Satisfactory

##### Supporting Evidence:

- + Monitoring and evaluation were addressed in the project/component-2 document, and a monitoring and evaluation plan was prepared according to an ADA-approved template;
- + Progress reports were informative and results-based, although some of the performance indicators were not elaborated according to the implemented adaptive management measures implemented;
- + Quantitative estimations were made of greenhouse gas emissions avoided through implementation of energy efficiency interventions;
- + Implementing partners assessed trainings delivered as part of the capacity building activities under Result No. 3;
- The monitoring and evaluation plan lacked specific metrics;
- No adjustments were made to the logical results framework, based upon rationalization of project activities during the inception phase. Adjusting the logical results framework might have improved project monitoring and would have better enabled performance evaluation;

Monitoring and evaluation was addressed in the project/component-2 document, and a monitoring framework was included in **Annex 4**. There was an allocation of EUR 9,000 for evaluation in the project/component-2 budget; this was presumably for the independent final evaluation. The project/component-2 progress reports were found to be well prepared, and there was a focus on results achieved. The energy efficiency trainings delivered by the implementing partners under Result No. 3 were assessed by the partners; providing valuable feedback and lessons learned for subsequent capacity building efforts.

As mentioned earlier, several adaptive management measures were implemented, as some of the approved project/component-2 activities were deemed infeasible; however, there were no associated adjustments made to the logical results framework. As shown below in **Exhibit 10**, illustrating a SMART<sup>1</sup> criteria assessment of the logical results framework, some of the indicators could have been formulated more specifically.

<sup>1</sup> SMART is an acronym for Specific, Measurable, Achievable, Relevant, and Time-Bound, as cited in the UNDP Handbook on Planning, Monitoring and Reporting for Development Results, 2009.

**Exhibit 10: SMART Analysis of Logical Results Framework**

No.	Indicator (end of project)	S: Specific	M: Measurable	A: Achievable	R: Relevant	T: Time-bound
<b>Result No. 1:</b> Capacity for low emission climate resilient development strengthened at national and local level						
1.1	(i) Minimum two policy decisions/documents where LECRDS is being referred to (Baseline: LECRDS doesn't exist)	G	G	G	G	G
1.2	(ii) Kosovo Climate Change Committee is established and is vested with the responsibility to make recommendations to central government and sectors (Baseline: No national Climate Change committee)	G	G	G	G	G
1.3	(iii) 10 trained governmental officials responsible of the technical monitoring and policy making (Baseline: The local capacities and policy expertise are lacking)	G	G	G	G	G
<b>Result No. 2:</b> Low emission climate resilient strategy and action plans developed						
2.1	(i) Minimum two sectoral documents produced (Baseline: No sectoral LECRDS strategies or action plans in place)	Y	G	Y	Y	G
<b>Result No. 3:</b> Promote sustainable energy policies and programs and enhance public awareness concerning energy efficiency						
3.1	(i) Ten trained municipal administrators (Baseline: Local capacities implementing the legislation is lacking)	Y	G	G	G	G
3.2	(ii) Five municipalities where EE projects are implemented (Baseline: The municipal capacity to implement energy efficiency measures needs to be strengthened; The only programme targeting energy efficiency is the UNDP funded nationwide energy efficiency campaign undertaken in 2013)	Y	G	G	G	G
3.3	(iii) 5% increase of respondents being well informed about EE (Baseline: 72% of respondents answered they don't know what EE is. Source Idra: Energy Efficiency Survey for UNDP Kosovo, October 2013)	G	Y	G	Y	G
<b>Note:</b> The color coding is described as follows: <b>Green (G)</b> indicates that the indicator is consistent with SMART criteria; <b>Yellow (Y)</b> indicates that there is questionable consistency with SMART criteria; and <b>Red (R)</b> indicates that the indicator has shortfalls with respect to SMART criteria.						

With respect to indicator 2.1, the term “sectoral documents” should have been more specifically stated. And, there is a question of whether this indicator is the most relevant for achievement towards the intended outcome of Result No. 2. Endorsement of the climate change strategy by project closure might have been more relevant; and also more achievable, for a 3-year long project.

For indicator No. 3.2, the indicator of “five municipalities where EE projects are implemented” could have also been more specific. The project supported hard measures, specifically public lighting, and soft measures, such as the energy efficiency information corners. Defining “EE projects” as both hard and soft measures would have better enabled monitoring of performance. Also, the monitoring metrics and procedures for assessing progress towards the indicator 3.3 under Result No. 3 (“5% increase of respondents being well informed about EE”) are not clearly defined. Also, is this indicator the most relevant measure of improved awareness on energy efficiency issues? The number of people reached through the awareness-raising activities might have been a more relevant indicator.

Providing more specifics and making adjustments to the logical results framework at the inception phase might have improved the overall quality of project monitoring and evaluation, and would have also better enabled assessment of project performance.

With respect to project board meetings, the frequency of the meetings was communicated to the evaluation team during the mission interviews, in the context of a lesson learned. Although board meetings were convened annually according to UNDP policies and the project document, some stakeholders thought that more frequent meetings might have enabled more opportunities for feedback with respect to adaptive management.

### 3.2.5. Execution of Implementing Agency (UNDP)

**The execution of the implementing agency (UNDP) is rated as Highly Satisfactory**

#### Supporting Evidence:

- + UNDP's extensive experience in Kosovo and their favourable standing with the Government has been a strong comparative advantage;
- + Substantial cofinancing contributions made from core UNDP resources, and spearheaded consistent advocacy among project partners to cofinance project activities;
- + Active participation by high-level MESP officials;
- + Qualified and dedicated project management;
- + Consistent and constructive support from UNDP regional technical advisor;
- + Intended results have been mostly achieved, and within the allocated budget;

UNDP Country Office staff members within the environment and energy team have been actively involved in the project/component-2, providing management guidance, procurement services, and financial accounting. The performance of the implementation agency is highlighted by the fact that the intended project results have been satisfactorily achieved, within the allocated timeframe and budget. UNDP also contributed more than EUR 80,000 in cofinancing to the project/component-2; which significantly exceeds the amount of EUR 46,667 pledged in the project document.

With respect to cofinancing, the project management team was particularly effective at advocating for cofinancing contributions from project partners to support implementation of project activities. More than EUR 177,000 in cofinancing has been leveraged; which is substantive, for a EUR 420,000 project; this is considered by the evaluation team the deciding factor in applying a highly satisfactory rating UNDP implementation.

The project manager, appointed about 5 months after implementation started in August 2013 (as the post was re-advertised), is qualified and highly dedicated. The regional technical advisor (RTA) has been involved since the design phase, and has provided regular support to the project management team. This support has included implementation of good practices achieved in other countries in the region, e.g., awareness campaign materials adapted from a complementary intervention run in Croatia. The RTA has also facilitated completion of the following two UNDP snapshots on Kosovo, which reportedly will be made available at the COP21 in Paris in December 2015:

1. Climate Change and Disaster Risk Reduction Snapshot: Kosovo, 2015. UNDP
2. Renewable Energy Snapshot: Kosovo, 2015. UNDP

There has been proactive involvement by high-level MESP officials, including the Director of the Environmental Protection Department.

### 3.3. Project Results

#### 3.3.1. Relevance

##### Relevance is rated as: Relevant

The objective of the project/component-2 was to mainstream climate change into the development priorities of Kosovo, among which are harmonization to international norms and the EU *acquis*<sup>1</sup>. In this context, the project/component-2 is considered relevant to the national sustainable economic development strategy.

Considering that energy production and use are key aspects of a low emission development strategy, this project/component-2 is closely aligned with topical issues centered on the Kosovo energy sector, in which is faced with trying to reduce dependence on lignite based electrical energy production, through development of renewable sources and implementation of energy efficiency measures.

The project/component-2 is also relevant with the climate protection principles of the Austrian Development Cooperation<sup>2</sup>, including:

- Generating and using synergies between climate protection, biodiversity conservation, desertification prevention and other environmentally relevant issues;
- Wherever appropriate, introducing climate protection measures as a tool for poverty reduction and sustainable development and paying particular attention to increase the climate change resilience of poor populations in partner countries;
- Promoting regional and situational analyses with focus on the interactions between the impacts of climate change and social and economic aspects;
- Providing institutional support for partners, building capacity and raising awareness, promoting science and research;
- Strengthening bottom-up initiatives, taking account of local needs, traditional techniques and socio-economic practices.

The project/component-2 is closely aligned to the Kosovo Programme Action Plan (KPAP) for 2011-2015<sup>3</sup>, in fact the project indicators and targets were directly transposed to those KPAP Component 3 on Environmental Sustainability, which focused on developing capacities to address the impact of environmental degradation and climate change (in a gender-sensitive manner) at both central and local levels. The outputs and targets of Component 3 include the following:

##### **Output Targets:**

- Kosovo's GHG Inventory Management System established
- Kosovo Low Emission Development Strategy developed and being enforced<sup>3</sup>. National GHG emission
- Awareness campaign conducted to promote use of renewable energy sources and energy efficiency
- Pilot project implemented

##### **Indicators:**

- Low emission strategy developed and mainstreamed into a National Development Strategy Institutions, private sector and consumers are better equipped with knowledge, policies and pilot cases on use of renewable energy sources.
- Use of renewable and energy efficiency is regulated through policy and administrative procedures; and
- Capacities of local institutions for energy efficiency policy implementation and for energy management developed

<sup>1</sup> The EU *acquis* is the accumulated legislation, laws, and court decisions constituting the body of EU law

<sup>2</sup> Austrian Development Cooperation, Focus: Climate Change, December 2013

<sup>3</sup> Kosovo Programme Action Plan (KPAP) 2011-2015, agreed upon by United Nations Development Programme and the Institutions of Kosovo

### 3.3.2. Effectiveness

The overall objective of Component-2 is to achieve long-term, measurable reductions in greenhouse gas emissions while at the same time ensuring sustainable development in Kosovo	<b>Attainment of Objective</b>
	Satisfactory

#### **Result No. 1: Capacity for low emission climate resilient development strengthened at national and local level**

**Achievement of Result No. 1 is rated: Satisfactory**

#### **Key Deliverables:**

Deliverable	Beneficiary	Date – period	Source of verification
<b>Result No. 1: Capacity for low emission climate resilient development strengthened at national and local level</b>			
Training of the Kosovo Agency for Energy Efficiency (AKEE) staff on “Practical On Job Training for Monitoring, Verification and Evaluation (M&V&E System) of the Energy Efficiency - Second Part: Top - Down and Bottom-up Approaches”	AKEE officials	<u>06 March – 30 April 2014</u>	1 person trained and EEG Report for UNDP
Training on EIA and SEA for MESP officials	Department of Environment within MESP	on-the-job training (June 2014÷November 2014), and training workshop on 21 November 2014	22 officials trained, and training assessment report
Guidebook on EIA and SEA - integrating climate change	Central Level and Local Level	18 December 2014 published on MESP website ( no hard copies)	Guidebook
Training on EIA and SEA for municipal officials	38 municipality officials	26-27 March 2015, 27-28 May 2015, 02-03 June and 04-05 June 2015	142 officials trained and/or training assessment report
Rain gauges procured for the Hydro meteorological Institute	Hydro meteorological Institute	22 June 2015	25 of rain gauges delivered, transfer of asset record
Kosovo Climate Change Committee established	MESP and GoK	21 August 2015	Decision on the establishment of the committee
Training of KEPA staff on GHG inventory	KEPA officials	05 -10 October 2015	6 officials trained/report ST from beneficiary institution
Visit to Bulgaria	Kosovo GHG team.	05-10 October 2015	Summary report

#### **Discussion:**

The project/component-2 has been successful in delivering capacity building to a broad spectrum of stakeholders, both at the central and local levels, including extensive trainings on incorporating climate change considerations into environmental impact assessment (EIA) and strategic environmental assessment (SEA) processes, carrying out greenhouse gas (GHG) inventories and

reporting, and development and implementation of energy efficiency plans. Twenty five (25) rain gauges delivered by the project to the Kosovo Environmental Protection Agency (KEPA) have been operationalized, enhancing the agency's weather monitoring capacity.

Guidance developed on integrating climate change and biodiversity issues into EIA and SEA processes provides a good overview of the relevant EU and Kosovo regulatory framework. As climate science is advancing quickly, it would be advisable advocate for a professional development mechanism, possibly led by the MESP, and available for central and local level officials and the expert community. For example, practical training on management measures for addressing climate change aspects, including biodiversity considerations, would be a valuable next step for strengthening institutional and individual capacities in this regard.

Climate change committee has been established, and officially recognized through Prime Ministerial Decision 04/45, dated 21 August 2015. Representation should be expanded to include the health sector.

## **Result No. 2: Low emission climate resilient strategy and action plans developed**

**Achievement of Result No. 2 is rated: Moderately Satisfactory**

### **Key Deliverables:**

Deliverables	Beneficiary	Date – period	Source of verification
<b>Result No. 2: Low emission climate resilient strategy and action plans developed</b>			
Strategy on Climate Change	MESP	01 October 2014, endorsed in March 2015	Strategy endorsed and uploaded on the website
Assessment of the current health vulnerabilities due to climate change in Kosovo.	Institute of Public Health	11 December 2014	Finalized document

### **Discussion:**

The climate change strategy, endorsed by the Ministry of Environment and Spatial Planning, is an important first step toward implementation of a low emission development response in Kosovo. Development of the strategy began more than 2 years ago, in July 2013, and some of recommendation implementation actions under the adaption component were formulated at that time. For instance, among the actions included in the implementation plan, approximately 90% of the estimated EUR 34.5 million required for design and preparation over the period 2014-2030 was allocated for the years of 2014 and 2015. And, substantial proportions of the estimated costs for construction and operation were also slated for those two years. It would be advisable to prepare a status report of the framework strategy, highlighting the progress made in the past couple of years, consolidating the current priority actions, and identifying entry points for donor support. Such report would be useful for the climate change committee in prioritizing their activities, and also would be welcome by the donor community.

The health vulnerability assessment can be considered as sectoral document, but in general there has been limited influence on sectoral planning.



### **Result No. 3: Promote sustainable energy policies and programs and enhance public awareness concerning energy efficiency**

**Achievement of Result No. 3 is rated: Satisfactory**

#### **Key Deliverables:**

Deliverables	Beneficiary	Date – period	Source of verification
<b>Result No. 3: Promote sustainable energy policies and programs and enhance public awareness concerning energy efficiency</b>			
Training of journalists	Journalists	26 November 2013	11 journalists trained
Visit to Albania	Agency for Energy Efficiency Staff	01 - 15 April 2014	Summary report
Training on Development of energy efficiency project proposals and the implementation of projects.	Municipalities of Fushe Kosova, Obiliq/ć, Dragash, Glllogoc/Glllogovac and Shterpce	26-27 May 2014 25-26 November 2014	39 trained municipal officials
Training on Development of energy efficiency project proposals and the implementation of projects.	NGOs for Municipalities of Fushe Kosova, Obiliq/ć, Dragash, Glllogoc/Glllogovac and Shterpce	26-27 May 2014 25-26 November 2014	54 trained NGO members
Public Lighting in Glllogoc/Glllogovac /photovoltaic	Municipality of Glllogoc/Glllogovac	19 November 2014 (Phase I) November 2015 (Phase II)	Lighting in place/photos, 40 units installed, inspection record
Supporting Fushe Kosova on drafting Municipal Energy Efficiency Plan (MEEP) with co-financing modality	Municipality of Fushe Kosova	29 December 2014	MEEP approved by the Municipal Assembly
Supporting Obiliq/ć on drafting Municipal Energy Efficiency Plan (MEEP) with co-financing modality	Municipality of Obiliq/ć	29 January 2015	MEEP approved by the Municipal Assembly
Public Lighting in Obiliq/ć / LED	Municipality of Obiliq/ć	22 October 2015	Lighting in place/photos, 108+1 units installed, inspection record
Summer school on Energy Efficiency and Renewable Resources – Kosovar Association for Renewable Energy resources	Students of Prishtinë/Pristina University	14-18 July 2014 26-31 July 2015	48 students attending / certificates provided
Implementation of information and education campaign on Energy and Environment for the 5 <sup>th</sup> and 6 <sup>th</sup> graders – 200 classes though GET	Primary schools in Prishtinë/Pristina , Gjakova/Dakovica, Mitrovica, Gjilan/Gnjilane Gracanice/a and Mitrovica North	Prishtinë/Pristina 28.05-07.06.2014 Gjakovë/Dakovica - 14.05-19.05.2014 Gjilan/Gnjilane 13.05-03.06.2015 South Mitrovica- 23.02-04.03 2015 Glllogoc/Glllogovac- 29.09-	Est.5000 pupils attended the classes



Deliverables	Beneficiary	Date – period	Source of verification
		03.10.2014 Gracanice/a - 16.09-17.09 2014 Llapnasello- 18.09.2014 North Mitrovica- 17.09 & 26.09-2014	
Implementation of the training on Energy Efficiency for Businesses, Households and Youth	Prishtinë/Priština, Fushë Kosova/Kosovo Polje and Obiliq/ć and Glogoc/Glogovac	Youth: January 22, 2015 Households: January 26, 2015 Businesses: January 27, 2015	118 trained persons
Initiating drafting of additional MEEPs with cofinancing modality	Municipality of Malishevë/Malisevo	Ongoing	MEEP approved by the Municipal Assembly
Initiating drafting of additional MEEPs with cofinancing modality	Municipality of Kacanik	Ongoing	MEEP approved by the Municipal Assembly
Initiating drafting of additional MEEPs with cofinancing modality	Municipality of Junik	Ongoing	MEEP approved by the Municipal Assembly
Initiating drafting of additional MEEPs with cofinancing modality	Municipality of Kamenicë/a	Ongoing	MEEP approved by the Municipal Assembly

### Discussion:

Improved public lighting implemented in two municipalities, through 3 municipal energy efficiency projects. Although this is lower than the target of 5, there has been follow up, and both municipalities made cofinancing contributions.

The energy efficient public lighting investments implemented in the municipalities of Glogoc/Glogovac and Obiliq/ć have resulted in approximately 217,862 kg of CO<sub>2</sub>eq per year of GHG emissions avoided. And, the project in Glogoc/Glogovac was awarded as the best energy efficiency intervention of the year in 2014 by the MED.

The particular municipalities where energy efficiency measures were implemented were not identified in the project/component-2 document, but rather decided upon consultations during the implementation phase. There were a number of selection criteria considered, including preparedness and willingness to participate, which municipalities had approved municipal energy efficiency action plans and which did not, which measures were feasible within the budget and timeframes of the project, etc. While the project team provided ample explanation of the selection criteria applied, it would be advisable to consolidate the selection process into a Note-to-File, for the benefit of documenting project/component-2 decisions.

The energy efficiency awareness-raising activities were completed under the auspices of the “Communication Strategy on Energy Efficiency Rising in Kosovo”, drafted by UNDP in 2013. Energy efficiency awareness campaigns were implemented across a wide spectrum of beneficiaries, including national and local level governmental officials, the professional community, journalists, and the academic sector, including university students and primary school pupils. It would be advisable to consolidate the lessons learned in these activities, solicit input from the

communication service providers and others, and preparing a guidance document for informing key stakeholders, including the climate change committee, MESP, and KEEA, on implementing communication strategies moving forward.

### 3.3.3. Efficiency

**Efficiency is rated as: Satisfactory**

**Supporting Evidence:**

- + Incremental reasoning validated, i.e., without project/component-2 funding, it would be unlikely that the government of Kosovo would finance a climate change strategy;
- + Expected project results satisfactorily achieved within the allocated budget and timeframe;
- + Substantive cofinancing leveraged, including from local government beneficiaries;
- Endorsement of climate change strategy was obtained in October 2014 and launched in March 2015, after the prolonged process of forming a new government following the 2014 elections;

As a validation of the efficiency of donor financing, it is unlikely that there would have been sufficient resources from the governmental to support development of a climate change strategy. Under this context, the incremental reasoning of the subject project/component-2 is validated.

Satisfactory efficiency is also demonstrated through the fact that the intended project results have been reasonably achieved, within allocated timeframe and budget. Substantial leveraged cofinancing, more than EUR 177,000 further enhances the cost effectiveness of the project.

Certain exogenous conditions have affected project efficiency. MESP-endorsement of the climate change strategy was made in March 2015. The prolonged process of forming a new government following the 2014 elections had an impact on the timing of such endorsements.

### 3.3.4. Sustainability

Sustainability is generally considered to be the likelihood of continued benefits after donor funding ends.

**The Overall Likelihood of Risks to Sustainability is Rated as: Moderately Likely**

**Supporting Evidence:**

- + The endorsed climate change strategy provides a foundational framework for cross sectoral mainstreaming of climate change concerns into development planning;
- + The established climate change committee represents a cross-sectoral collaboration body for stewarding CC mainstreaming;
- + Strengthened capacity of MESP and professional community in integrating climate change issues into environmental impact assessment processes;
- + MESP staff trained as trainers, for strengthening capacities of municipality staff in integrating climate change issues into strategic environmental assessments SEAs as part of municipal development plans;
- + Demonstration of how municipal energy efficiency action plans can help leverage funding of hard measures;

- + Awareness regarding energy efficiency has been strengthened, across a broad spectrum of stakeholders ;
- + The Ministry of Economic Development has EUR 32 million line of credit from the World Bank to implement energy efficiency measures;
- According to the annual European Commission report dated 10 November 2015<sup>1</sup>, *“Kosovo remains at an early stage of harmonisation with the acquis. No progress was made on environment and climate change and in the coming year, Kosovo should in particular: (1) set up an environmental monitoring network for air and water; (2) establish systematic strategic planning on climate action”*;
- Even though Kosovo is actively harmonizing their legislative framework and development strategy in line with the EU *acquis*, there has been limited progress with respect to mainstreaming climate action into development strategies;
- Undefined financing arrangements for climate change committee operation;
- The advocacy efforts to garner government adoption of the framework climate change strategy were held back as a result of the prolonged process of forming a new government in 2014;
- As Kosovo is not a party to the UNFCCC, the country is not eligible for certain international support, e.g., funding for climate reporting;
- Capacities at the central level and local level remain low with respect to climate change strategic planning and energy efficiency proposal development and monitoring;
- Low emission development strategy is not explicitly indicated in the Medium Term Expenditure Framework (MTEF) for 2016-2018<sup>2</sup>;
- Currently there are limited incentives in place in national legislation to encourage energy efficiency;
- Lignite based electricity generation will remain the predominant electrical energy source for the foreseeable future. This is a macroeconomic issue that could affect the mainstreaming of the climate change strategy over the long term.

The endorsement of the Climate Change Strategy by the MESP and the Prime Minister decision regarding the Climate Change Committee are strong lines of evidence bolstering the likelihood that project/component-2 results will be sustained. The capacity building activities delivered both at the central and local level further enhance the likelihood for sustainability. But, there are other factors that counter these gains. The fact that Kosovo is not a party to the UNFCCC reduces the chance that the government will allocate sufficient resources for mainstreaming climate change

<sup>1</sup> European Commission, Staff Working Document, KOSOVO, 2015 REPORT, 10 Nov 2015, SWD(2015) 215 final. On page 49 of this report, the following is stated: *“A draft framework strategy on climate change, comprising a low emissions development strategy and an adaptation strategy, has yet to be adopted. It should be made consistent with the EU 2030 framework. Significant efforts are needed to integrate climate change action into all relevant sector policies and strategies. Even if there was some progress in the preparation of a country-wide greenhouse gases (GHG) inventory report for 2013, significant efforts are needed to align Kosovo with EU monitoring mechanism regulation, and ensure that Kosovo’s capacity is enhanced. By-laws on substances that deplete the ozone layer, on fluorinated greenhouse gases and on consumer information and CO2 emissions from new cars were adopted but not practical measures are being implemented. An ad hoc decision by the government to allow the import of second hand vehicles (over 10 years old) will have an adverse impact on carbon dioxide emissions and air quality”*.

<sup>2</sup> Medium Term Expenditure Framework (MTEF) 2016-2018, Republic of Kosovo, Ministry of Finance, April 2015. The MTEF is the basis for budget planning for coming years in line with the Government’s strategic priorities.

aspects into development priorities. This is reflected in part by the lack of inclusion of low emission development actions in the current approved medium term expenditure framework (MTEF) for 2016-2018. With respect to energy efficiency, although the project/component-2 has contributed to advances made at the municipality level, there remain limited incentives in place in national legislation to encourage implementation of energy efficient measures. The line of credit provided by the World Bank for implementation of energy efficiency measures could however expedite adoption of legislation on incentives.

### 3.3.5. Impact

Through the formal operationalization of the national climate change committee and the MESP-endorsed climate change strategy, the project/component-2 has been successful in advancing climate change considerations among key line ministries and agencies in the country. Without the support of this project/component-2, it is unlikely that these achievements would have been made in the short term.

Capacities of central and local level officials and among a fair share of the professional community, experts licensed to carry out EIAs/SEAs, have been strengthened through a series of trainings and technical guidelines supported by the project/component-2.

The project/component-2 has also strengthened energy efficiency planning among six municipalities, and supported implementation of energy efficiency improvements in two municipalities that have resulted in an estimated avoidance of greenhouse gas emissions of 217,862 kg CO<sub>2</sub>eq per year, which is equivalent to approximately 32<sup>1</sup> tonnes of oil equivalent (toe), making a minor contribution to the nation's energy reduction target 9%, or 91 ktoe (91,000 toe) for the period 2009-2018.

The number of people involved in the project/component-2 was significant, including officials from the MESP, KEPA, KEEA, and also at the local level, with trainings delivered to each of the 31 municipalities. Indirect outreach was realized through the energy efficiency information corners set up in ten (10) municipalities, and the energy efficiency awareness campaigns carried out at primary schools reached approximately 5,000 pupils.

The strategy is endorsed by the MESP, and even though there is satisfactory representation on the climate change committee, albeit does not include the health sector, there has been limited influence to sectoral strategic planning.

Data availability constraints present additional challenges in developing quantitative GHG emission reduction targets, thus more closely harmonizing to the EU energy and climate acquis.

### 3.3.6. Mainstreaming

The term mainstreaming in this section refers primarily to gender inclusion, and cross-cutting issues such as whether it is possible to identify and define positive or negative effects of the project/component-2 on local populations (e.g. income generation/job creation, improved natural resource management arrangements with local groups, improvement in policy frameworks for resource allocation and distribution, regeneration of natural resources for long term sustainability).

Gender mainstreaming was integrated into the formulation of the project/component-2 objective, which states *"the overall objective of the project/component-2 is supporting national and local*

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<sup>1</sup> Using conversion factors of 0.5925 kg CO<sub>2</sub> per kWh, and 11.63 MWh per 1 toe.

*level to enhance the capacities for climate change mitigation and adaption enhanced, to achieve long-term, measurable reductions in greenhouse gas emissions, while ensuring sustainable development in a gender-sensitive manner in Kosovo".* Based upon findings during the evaluation mission and desk review, gender inclusion was promoted throughout the project implementation phase. For example, some of the trainings delivered achieved up to 60% female participation. The SLED project/component-2 management team also worked jointly with the UNDP's Disaster Risk Reduction project, in developing recommendations on integrating gender aspects into the climate change strategy. Objective 2 of the adaptation component (AC) of the strategy was formulated as follows: *"To enhance adaptive capacity<sup>1</sup> of natural systems, in particular vulnerable ecosystems, and society, in particular vulnerable communities, such as poor farmers, marginal groups and women, to address the climatic impacts and related risks on their lives and livelihoods".*

Also, the project supported assessment of the current public health vulnerabilities due to climate change in Kosovo contains several gender disaggregated statistics.

In terms of the implementation team, there is strong representation of women, including the UNDP environment and energy programme manager and the SLED project/component-2 manager. The evaluation team consisted on one woman, the national consultant, and one man, the international consultant, and the national consultant has considerable experience on gender issues in Kosovo.

## **4. CONCLUSIONS, LESSONS LEARNED, AND RECOMMENDATIONS**

### **4.1. Major Achievements/Strengths**

#### **MAJOR ACHIEVEMENTS/STRENGTHS**

##### ***Facilitated inter-sectoral collaboration on strategic planning for climate change***

The climate change committee, approved through a Prime Ministerial decision issued in August 2015, represents a formalized, cross-sectoral commitment to addressing climate change in line with socio-economic development priorities in the country.

##### ***Climate change strategy is an important first step***

The climate change strategy, endorsed by the Ministry of Environment and Spatial Planning, is an important first step toward implementation of a low emission development response in Kosovo.

##### ***The project successfully adapted to relevant national priorities***

In Kosovo, the importance of climate change is most effectively communicated in relation to the energy sector, including the heavy dependence on lignite powered electricity generation, which although provides relatively inexpensive electrical energy, the public health and environmental impacts to local communities are substantial. The project/component-2 was able to address these two key aspects; through integrating energy sector development priorities into the climate change strategy, and assessing public health vulnerability to climate change impacts.

##### ***Capacities strengthened among central and local level authorities and the professional community***

The project/component-2 has been successful in delivering capacity building to a broad spectrum of stakeholders, both at the central and local levels, including extensive trainings on incorporating

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<sup>1</sup> Adaptive capacity: the ability of a system to adjust to climate change, to moderate potential damage or take advantage of opportunities or to cope with the consequences (IPCC, 2001).

climate change considerations into environmental impact assessment (EIA) and strategic environmental assessment (SEA) processes, carrying out greenhouse gas (GHG) inventories and reporting, and development and implementation of energy efficiency plans.

#### ***Direct contribution to weather monitoring capacity of KEPA***

Twenty five (25) rain gauges delivered by the project/component-2 to the Kosovo Environmental Protection Agency (KEPA) have been operationalized, enhancing the agency's weather monitoring capacity.

#### ***Substantive contribution to energy efficiency at local level***

The project/component-2 supported development of municipal energy efficiency plans (MEEPs) for six municipalities, four of which were under preparation at the time of the final evaluation, and hard measures, specifically low emission public lighting, were implemented in two of these municipalities.

#### ***GHG emissions avoided of an estimated 217,862 kg CO<sub>2</sub>eq per year***

The energy efficient public lighting investments implemented in the municipalities of Glllogoc/Glllogovac and Obiliq/ć have resulted in approximately 217,862 kg of CO<sub>2</sub>eq per year of GHG emissions avoided.

#### ***Substantive leveraged resources were raised***

A total of EUR 177,511 in cofinancing contributions have been facilitated during the project/component-2 implementation phase, including substantive contributions from UNDP, and also from national and local level governmental partners, NGOs, and the private sector. The strategy of requiring cofinancing from the engaged municipalities was particularly noteworthy, and demonstrates the ability for these local governments to raise financing.

#### ***Awareness campaigns were implemented across a wide spectrum of beneficiaries***

Energy efficiency awareness campaigns were implemented across a wide spectrum of beneficiaries, including national and local level governmental officials, the professional community, journalists, and the academic sector, including university students and primary school pupils.

#### ***Gender inclusion was advocated throughout the project and addressed in key deliverables***

The project/component-2 has consistently advocated for gender inclusion, starting with formulation of the objective of the project, and continuing during implementation, promoting female participation in trainings, and facilitating representation of gender mainstreaming in the development of objectives of the climate change strategy, specifically the adaptation component.

#### ***Highly satisfactory country ownership***

High officials within the key central level stakeholders, including the MESP and the Kosovo Agency for Energy Efficiency (KAEE) were consistently involved throughout the design and implementation phases of the project/component-2.

#### ***Efficient implementation and project management***

The project/component-2 has been efficient with respect to implementation, adapting to the unique circumstances and priorities of Kosovo, and garnering commitment from project/component-2 partners along the way. The project management team, with effective



guidance and back-stopping from the UNDP country office and the regional technical advisor, was instrumental in facilitating a high level of performance.

## 4.2. Key Shortcomings and Recommendations

### ACTIONS TO FOLLOW UP OR REINFORCE INITIAL BENEFITS FROM THE PROJECT

1. Development of the strategy began more than 2 years ago, and some of recommendation implementation actions under the adaption component were formulated at that time. . For instance, among the actions included in the implementation plan, approximately 90% of the estimated EUR 34.5 million required for design and preparation over the period 2014-2030 was allocated for the years of 2014 and 2015. A status update should be made available prior to project closure.

**Recommendation No. 1:** It would be advisable to prepare a status report of the framework strategy, highlighting the progress made in the past couple of years, consolidating the current priority actions, and identifying entry points for donor support. Such a report would be useful for the climate change committee in prioritizing their activities, and also would be welcome by the donor community.

2. Guidance developed on integrating climate change and biodiversity issues into EIA and SEA processes provides a good overview of the relevant EU and Kosovo regulatory framework. As climate science is advancing quickly, it would be advisable to advocate for a continuing learning process.

**Recommendation No. 2:** It would be advisable to prepare a concept note for a professional development mechanism, possibly led by the MESP, and available for central and local level officials and the expert community.

3. An assessment of the vulnerability of public health to impacts of climate change was supported by the project/component-2, in collaboration with the World Health Organization (WHO) and the Ministry of Health (MoH). It is unclear why there is not representation of the health sector on the climate change committee.

**Recommendation No. 3:** Representation on the climate change committee should be expanded, with the inclusion of representatives from the health sector.

4. Several awareness campaigns regarding energy efficiency were carried out, in cooperation with the Kosovo Energy Efficiency Agency (KEEA), using methods successfully implemented in other countries in the region and delivered by qualified local service providers. It would be advisable to consolidate the lessons learned.

**Recommendation No. 4:** As part of an exit strategy for the project/component-2, it would be advisable to develop a communication action plan, in conjunction with the KEEA, the climate change committee, invited communications experts and agencies, and the local service providers who designed or adapted the awareness campaigns addressing the lessons learned documented in the assessment reports prepared by with responsible stakeholders included in the process. The communication action plan should include specific recommendations, outlining specific opportunities for donors to support the efforts moving forward, including development of an energy efficiency guidance manual.

5. The project/component-2 has supported some impressive activities, including the energy efficiency hard measures implemented in the municipalities of Gllogoc/Gllogovac and Obiliq/ć, but the results and lessons learned are not distilled into informative case study

reports or similar knowledge products. For example, a case study on energy efficient public lighting could be prepared, documenting the selection processes, evaluation of alternatives considered, investment costs and expected operation expenses, cofinancing arrangements, estimations of GHG emissions avoided and energy savings realized, and lessons learned, including availability of qualified contractors, etc.

**Recommendation No. 5:** Before the end of the project/component-2 and budget permitting, the project should support development of specific knowledge products, which could be used in scaling up certain activities in the future.

6. **Recommendation No. 6:** The decisions regarding which municipalities and which EE technologies to support were made after project approval, under adaptive management. The project team provided ample explanation of the selection criteria applied, but for the benefit of enhancing project record-keeping, it would be advisable to document the selection criteria and consultations made in deciding upon the municipalities and the energy efficiency measures implemented.

## PROPOSALS FOR FUTURE DIRECTIONS UNDERLINING MAIN OBJECTIVES

7. Road transport represents the second highest proportion of greenhouse gas emissions in Kosovo, while most of the attention is placed on the energy sector.

**Recommendation No. 7:** It would be advisable to include in the status report of the climate change strategy, a recommendation to develop a concept paper on the transport sector, including specific actions that might be of interest among the donor community to support.

## 4.3. Good Practices and Lessons Learned

### GOOD PRACTICES

#### *MESP delivering SEA training to municipalities*

Training MESP officials as trainers for integrating climate change aspects into the strategic environmental assessment (SEA) process is considered a good practice, as likelihood for sustaining project results is enhanced, as these trained trainers have delivered training sessions to municipal officials, and this process could continue after project closure, provided there is sufficient support.

#### *Ownership was enhanced through cofinancing contributions from the electric utilities and private sector industries*

The project team was consistent and determined to ensure cofinancing contributions were secured from beneficiaries as part of the energy efficiency planning and demonstration implementation measures, thus enhancing ownership among these stakeholders. The beneficiary municipalities provided cofinancing, and in some cases, e.g., the Glogoc/Glogovac Municipality, provided EUR 40,000 against the EUR 10,000 contributed by the project/component-2 to implement the second phase of energy efficient public lighting.

#### *Adopting successful energy efficiency awareness materials developed in Croatia.*

The project/component-2 was efficient in adopting a series of successful energy efficiency awareness materials, including an interactive video, posters, brochures, energy efficiency corners set up on six municipalities, etc., which were developed on a UNDP supported project in Croatia, a country located in southeast Europe, sharing some cultural and demographic similarities with Kosovo.



## **LESSONS LEARNED**

### ***Project inception phases should be utilized for making adjustments to project designs and logical results frameworks***

Project/component-2 inception phases should be utilized for making adjustments to project designs and logical results frameworks, according to changed circumstances from the time of project design and also updated validation of designed activities. Also, performance indicators should be specific, allowing for representative monitoring and enabling assessment of performance.

### ***Including a large number of actions, many of which are overly ambitious, in the climate change strategy can be counter productive***

Planning a large number of actions, including many in the first two years of implementation, for the first climate change strategy developed in Kosovo, could be counter-productive. It would be more advisable to condense the strategy into fewer, fundable actions, with a clear vision toward harmonizing longer term priorities with those of the EU 2030 climate and energy framework.

### ***Selection criteria should be clearly documented***

Criteria used to select which municipalities to support and which energy efficiency measures to implement should be clearly documented.

### ***There should be more community involvement in the selection of which energy efficiency measures to implement in a particular municipality***

In addition to municipal officials, local community members should be more involved in the selection of which energy efficiency measures are implemented. This could, for example, be actualized through the formation of a reference group, with cross-sectoral representation of local community beneficiaries, including NGOs, community based organizations, and other representative individuals and groups.

### ***The frequency of project board meetings***

The role of a project board should be clearly outlined in a terms of reference document, which is communicated to members at the inception phase. The frequency of the board meetings should be sufficient enough to allow for timely adaptive management guidance.

## 5. ANNEXES

### Annex 1: Evaluation Mission Itinerary (18-23 October 2015)

#### Day 1: Sunday, October 18

Team Leader arrives to Kosovo

#### Day 2: Monday, October 19

09:30 - 10:00	Opening meeting with UNDP Kosovo (Mr. Mustafa Murturi)
10:00- 12:00	Meeting with Project Staff; Xheva Berisha, Project Manager, Michelle O'Dea, Programme Analyst, Mentor Berisha, Project Associate
12:00 – 13:00	Lunch
13:30 – 14:30	Meeting with Mr. Christian Geosits, Head of Office, Austrian Development Agency
14:30 - 17:00	Meeting with Rudina Qerimi, National Consultant/ Review, Project Office, Payton Place

#### Day 3: Tuesday, October 20

09:00 - 10:00	Meeting with Mr. Muhamet Malsiu, MESP
10:00 - 12:00	Meeting with Mr. Ilir Morina and Mr. Riza Hajdari, MESP, ex-Rilindja building, 15 <sup>th</sup> floor
12:00-13:00	Lunch
14:30 – 16:30	Meeting with KEEA Mr. Bedri Dragusha & Mr. Arsim Kuliqi, KEEA

#### Day 4: Wednesday, October 21

09:00	Travel from Prishtinë/Priština
10:00- 12:00	Meeting with Municipality Authorities of Glogoc/Gllogovac
12:00 – 13:00	Lunch
13:00- 15:00	Meeting with Municipality Authorities of Obiliq/c
16:00-17:00	Graçanicë municipality, Energy Efficiency classes (evaluation team travelled to Graçanicë primary school, but school officials were unavailable)

#### Day 5: Thursday, October 22

09:00 – 12:00	Meeting with all relevant stakeholders and partners (REC, GET, INDEP)
12:00 – 13:00	Lunch
13:00 – 15:00	Meeting with Shkipe Deda-Gjurgjiali, UNDP Programme Manager
13:00 – 17:00	Meeting with Project Manager

#### Day 5: Friday, October 23

Team Leader Departs Kosovo

## Annex 2: Evaluation Matrix

Evaluation Criteria Questions	Indicators	Sources	Methodology
<b>Relevance: Is the project relevant with respect to the environmental and development priorities at the local, regional and national levels?</b>			
To what extent is the principle of the project in line with sub-national and national priorities?	Level of participation of the concerned agencies in project activities. Consistency with relevant strategies and policies.	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Desk review, interviews
To what extent is the project aligned to the strategic objectives of UNDP?	Consistency with UNDP strategic objectives	UNDP Strategic Plan, Country Programme Document	Desk review, interview
<b>Effectiveness: To what extent have the expected outcomes and objectives of the Project been achieved?</b>			
Assessment of progress made toward achieving the indicator targets agreed upon in the logical results framework			
<b>Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?</b>			
Is there evidence that sufficient funding has been secured to sustain project results?	Financial risks	Progress reports, sectoral plans, budget allocation reports, testimonial evidence	Desk review, interviews
Have individual and institutional capacities been strengthened, and are governance structures capacitated and in place to sustain project results?	Institutional and individual capacities	Progress reports, testimonial evidence, training records	Desk review, interviews
Are there social or political risks that may threaten the sustainability of project results?	Socio-economic risks	Socio-economic studies, macroeconomic information	Desk review, interviews
Are there ongoing circumstances and/or activities that pose threats to the sustainability of project results?	Risks to sustainability	Sectoral plans, progress reports, macroeconomic information	Desk review, interviews, field visits
Have delays affected project outcomes and/or sustainability, and, if so, in what ways and through what causal linkages?	Impact of project delays	Progress reports	Desk review, interviews
<b>Impact: Are there indications that the project has contributed to, or enabled progress toward long lasting desired changes?</b>			
Is there evidence that institutional systems/mechanisms are in place which:			
Supports further capacity for climate resilient development at national and subnational levels	Strengthened capacities	Progress reports, sectoral plans, municipal development plans	Desk review, interviews, theory of change analysis
Implement the low emission climate resilient strategy and action plans	Implementation of strategies and plans	Progress reports, sectoral plans, municipal development plans	Desk review, interviews, theory of change analysis
Promotes sustainable energy policies and programs and enhance public awareness in municipalities concerning energy efficiency	Policy reform and increased awareness	Progress reports, sectoral plans, municipal development plans	Desk review, interviews, theory of change analysis
<b>Efficiency: Was the Project implemented efficiently, in-line with international and national norms and standards?</b>			
Was the achievement of project objective and results realized according to the proposed budget and timeline	Efficient utilization of project resources	Progress reports, financial records	Desk review, interviews

Evaluation Criteria Questions	Indicators	Sources	Methodology
Was the project efficient with respect to incremental cost criteria?	Incremental cost	National strategies and plans, progress reports	Desk review, interviews
<b>Country Ownership:</b>			
How are project results contributing to national development plans and priorities?	Development planning	Government approved plans and policies	Desk review, interviews
Have governments approved policies or regulatory frameworks in line with the project objective?	Policy reform	Government approved plans and policies	Desk review, interviews
Have governmental and other cofinancing partners maintained their financial commitment to the project?	Committed cofinancing realized	Audit reports, project accounting records	Desk review, interviews
<b>Stakeholder Involvement and Partnership Arrangements:</b>			
Has the project consulted with and made use of the skills, experience, and knowledge of the appropriate government entities, NGOs, community groups, private sector entities, local governments, and academic institutions?	Effective stakeholder involvement	Meeting minutes, reports, interview records	Desk review, interviews, field visits
Were partnership arrangements properly identified and roles and responsibilities negotiated prior to project approval?	Partnership arrangements	Memorandums of understanding, agreements	Desk review, interviews
How have partnerships influenced the effectiveness and efficiency of project implementation?	Effective partnerships	Progress reports, interview records	Desk review, interviews, field visits
Have relevant vulnerable groups and powerful supporters and opponents of the processes been properly involved?	Inclusive stakeholder involvement	Meeting minutes, reports, interview records	Desk review, interviews, field visits
Has the project sought participation from stakeholders in (1) project design, (2) implementation, and (3) monitoring & evaluation?	Stakeholder involvement	Plans, reports	Desk review, interviews, field visits
<b>Catalytic Role:</b>			
How has the project had a catalytic or replication effect in the country?	Catalytic effect	Interview records, municipal development plans	Desk review, interviews
<b>Synergy with Other Projects/Programs</b>			
How were synergies with other projects/programs incorporated in the design and/or implementation of the project?	Collaboration with other projects/programs	Plans, reports, meeting minutes	Desk review, interviews
<b>Preparation and Readiness</b>			
Were project objective and components clear, practicable, and feasible within its time frame?	Project coherence	Logical results framework	Desk review, interviews

Evaluation Criteria Questions	Indicators	Sources	Methodology
Were the capacities of the executing institution(s) and its counterparts properly considered when the project was designed?	Execution capacity	Progress reports, audit results	Desk review, interviews
Were counterpart resources, enabling legislation, and adequate project management arrangements in place at Project entry?	Readiness	Interview records, progress reports	Desk review, interviews, field visits
<b>Financial Planning</b>			
Did the project have the appropriate financial controls, including reporting and planning, that allowed management to make informed decisions regarding the budget and allowed for timely flow of funds?	Financial control	Audit reports, project accounting records	Desk review, interviews
Has there been due diligence in the management of funds and financial audits?	Financial management	Audit reports, project accounting records	Desk review, interviews, field visits
Has promised cofinancing materialized?	Realization of cofinancing	Audit reports, project accounting records	Desk review, interviews
<b>Supervision and Backstopping</b>			
Has supervisory staff identified problems in a timely fashion and accurately estimate their seriousness?	Supervision effectiveness	Progress reports	Desk review, interviews
Has supervisory staff provided quality support, approved modifications in time, and restructured the project when needed?	Project oversight	Progress reports	Desk review, interviews
Has the implementing agency provided the right staffing levels, continuity, skill mix, and frequency of field visits for the project?	Project backstopping	Progress reports, back-to-office reports, internal appraisals	Desk review, interviews, field visits
<b>Monitoring &amp; Evaluation</b>			
Were intended results (outputs, outcomes) adequately defined, appropriate and stated in measurable terms, and were the results verifiable?	Monitoring and evaluation plan at entry	Project document, inception report	Desk review, interviews
Has the project monitoring & evaluation plan been implemented as planned?	Effective monitoring and evaluation	Progress reports, monitoring reports	Desk review, interviews
Has there been sufficient focus on results-based management?	Results based management	Progress reports, monitoring reports	Desk review, interviews
<b>Mainstreaming</b>			
Were gender issues had been taken into account in project design and implementation?	Greater consideration of gender aspects.	Project document, progress reports, monitoring reports	Desk review, interviews, field visits
Were effects on local populations taken into account in project design and implementation?	Positive or negative effects of the project on local populations.	Project document, progress reports, monitoring reports	Desk review, interviews, field visits

**Annex 3: List of Persons Interviewed**

<b>Name</b>	<b>Position</b>	<b>Organization</b>
Muhamet Malsiu	Director of Environmental Protection Department	Ministry of Environment and Spatial Planning (MESP)
Dr. sc. Ilir Morina	Chief Executive Officer	Kosovo Environmental Protection Agency, MESP
Riza Hajdari	Acting director of the Directory of Environmental Monitoring, Assessment and Reporting	Kosovo Environmental Protection Agency, MESP
Pëllumb Gjinolli	Project Coordinator	CLRP-Project Monitoring Unit, MESP
Dr. techn. Bedri Dragusha	Chief Executive Officer	Kosovo Energy Efficiency Agency, Ministry of Economic Development
Arsim Kuliqi	Head of the division for data monitoring for Energy Efficiency	Kosovo Energy Efficiency Agency, Ministry of Economic Development
Letafete Latifi	Director of Institute of Hydrometeorology	Kosovo Environmental Protection Agency, MESP
Afrim Prokshi	Municipal Coordinator for Energy Efficiency	Glllogoc/Glllogovac Municipality
Naim Grajqevci	Legal Officer	Obiliq/c Municipality
Rinora Gojani	Senior Researcher / Policy Analyst	Institute for Development Policy INDEP
Blert Gjinolli	CEO	Green Energy Technologies - GET
Besim Veselaj	Board Member	Kosovo Association for Renewable Energy and Energy Efficiency
Isa Elshani	Board Member	Kosovo Association for Renewable Energy and Energy Efficiency
Christian Geosits	Head of Office, Kosovo	Austrian Development Agency
József Feiler	SLED Project Manager (component 1)	Regional Environmental Centre, Szentendre Hungary
Daniela Carrington	Regional Technical Advisor	UNDP Istanbul Regional Hub for Europe and CIS
Shkipe Deda-Gjurgjiali	Portfolio Manager, Energy and Environment	UNDP Kosovo
Xheva Berisha	SLED Project Manager (Component-2)	UNDP Kosovo
Mustafa Murturi	Severance and Finance Officer at UNDP Kosovo	UNDP Kosovo
Mentor Berisha	Project Associate	UNDP Kosovo
Michelle O'Dea	Programme Officer	UNDP Kosovo

## Annex 4: List of Information Reviewed

3. Project document, with annexes
4. Inception report
5. Annual Progress Reports
6. Annual Work Plans
7. Project Board meeting minutes, 2014 and 2015
8. Combined Delivery Reports for years 2013, 2014, and 2015 (through October)
9. Project asset register
10. Cofinancing records
11. Prime Ministerial Decision 05/45, 21 August 2015, regarding the Climate Change Committee
12. Climate Change Strategy for Kosovo, the Ministry of Environment and Spatial Planning (MESP), Kosovo, 2014
13. Guidebook on EIA and SEA - integrating climate change, December 2014
14. Municipal Energy Efficiency Plan (MEEP), Municipality of Obiliq
15. Assessment of the current health vulnerabilities due to climate change in Kosovo, December 2014
16. Letter of Agreement between UNDP and the Glogoc Municipality
17. Progress Report, Jan-Jun 2015, Awareness Enhancement and Education of Public Concerning Energy Efficiency, GET
18. Final Narrative Report, Nov 2014 – April 2015, Doing More with Less, Institute for Development Policy (INDEP)
19. Progress Report, TRAININGS FOR MUNICIPAL OFFICERS AND CSO REPRESENTATIVES ON DESIGN OF ENERGY SAVING PROJECTS. Dec 2014, REC Kosovo
20. Guidelines for Project and Programme Evaluations, Final Draft, July 2009, Austrian Development Cooperation
21. Austrian Development Cooperation, Focus: Climate Change, December 2013
22. Kosovo Programme Action Plan (KPAP) 2011-2015, agreed upon by United Nations Development Programme and the Institutions of Kosovo
23. 2nd National Energy Efficiency Action Plan (NEEAP) of Kosovo, 2013.
24. Annual Energy Balance of Republic of Kosovo for the Year 2012.
25. Ministry of Energy and Mining, 2009. Energy Strategy of the Republic of Kosovo for the Period 2009-2018.
26. Kosovo Agriculture and Rural Development Support Programme 2014-2020, IPA II
27. Medium Term Expenditure Framework (MTEF) 2016-2018, Republic of Kosovo, Ministry of Finance, April 2015.
28. European Commission, Staff Working Document, KOSOVO, 2015 REPORT, 10 Nov 2015, SWD(2015) 215 final
29. European Commission, Guidance on Integrating Climate Change and Biodiversity into Strategic Environmental Assessment, 2013, ISBN 978-92-79-29016-9
30. Climate Change and Disaster Risk Reduction Snapshot: Kosovo, 2015. UNDP
31. Renewable Energy Snapshot: Kosovo, 2015. UNDP



## **Annex 5: Summary of Field Visits**

### **21 October, Visit to Glogoc/Gllogovac Municipality**

The Municipality approved their municipal development plan in 2011; they have not yet completed a strategic environmental assessment. Municipal officials were trained two years ago in SEA procedures.

The municipal energy efficiency plan (MEEP) was completed 2 years ago, as part of the EU financed project. Priorities of the MEEP include public lighting and upgrade of public buildings.

The selection of solar powered public street lighting was proposed by the municipality officials, for the main square in the city. The SLED project/component-2 contributed EUR 30,000 in 2014 for Phase I and EUR 10,000 in 2015 for Phase II. The Municipality has contributed EUR 50,000. They have also leveraged resources from the private sector: Ferronickel provided EUR 5,000 in 2014.

The cost per unit (pole and solar lighting) is EUR 2,100. The units have a 10 year warranty.

Other energy efficiency projects in the Municipality include a EUR 200,000 upgrade of one of the primary schools: insulation and LED lighting. The Municipality has contributed EUR 10,000 to this project, and EUR 190,000 has been financed by IOM (International Organization for Migration).

### **21 October, Visit to Obiliq/ć Municipality**

Development of the municipal energy efficiency plan (MEEP) was supported by the SLED project/component-2 with EUR 3,000, the municipality contributed EUR 5,000, and the KEEA provided an additional EUR 2,000 for consultancy services.

The MEEP was completed in December 2014 and approved by the Municipal Assembly in January 2015.

The SLED project/component-2 also supported implementation of improved public street lighting. The Municipality has since developed a different public street lighting project, extending to two other villages in the Municipality and supported by the Community Development Fund, an NGO, with 20% cofinancing from the Municipality. The total value of this new project is EUR 40,000.

There are also proposed energy efficiency projects in the Municipality, including changing the roof in a school, and replacing doors and windows in a different school.

The Municipality has developed a municipal development plan (MDP). They have not yet prepared a strategic environment assessment (SEA), as part of their municipal plan.

Based on the calculation done by Municipality Obiliq/ć, the current public street lighting the electricity energy expenses are at 65,645.25 kWh/year, while the CO<sub>2</sub> emission is at 94,397.87 kgCO<sub>2</sub>/year. With the replacement of the existing street lights with LED lights, electricity expenses will drop to 46,126.73 kWh/year, and GHG emissions to 28,067.63 kgCO<sub>2</sub>/year. The reduction of GHG emissions will be 66,330.24 kgCO<sub>2</sub>/year and the energy saving costs will be 5,073.94€/year. UNDP has signed a Cost Sharing Agreement with Municipality of Obiliq/c, to co-financing the project with 15,000 Euro. The Municipality of Obiliq/c contributed with 9,400 Euro.

## Annex 6: Logical Results Framework

Expected Result	Indicators (end of project)	Final Evaluation comments
<b>Result No. 1:</b> Capacity for low emission climate resilient development strengthened at national and local level	(i) Minimum two policy decisions/documents where LECRDS is being referred to (Baseline: LECRDS doesn't exist)	<p>Assessment Report of the Health Vulnerability due to Climate Change in Kosovo.  Report with recommendations on integrating gender into the Climate Change Adaptation and DRR policies and strategies  Handbook on Screening and Scoping for EIA and SEA, Methods to Assess the Impacts on Habitat Species while conducting an EIA/SEA Procedure, and a set of procedures for the administration of EIA and SEA.</p> <p>The above reports and guidelines are meaningful contributions, but do not represent policy decisions/documents, recognizing that this is an ongoing process</p> <p><b>Moderately Satisfactorily Achieved</b></p>
	(ii) Kosovo Climate Change Committee is established and is vested with the responsibility to make recommendations to central government and sectors (Baseline: No national Climate Change committee)	<p>Climate change committee has been established, and officially recognized through Prime Ministerial Decision 04/45, dated 21 August 2015.</p> <p>Representation should be expanded to include the health sector.</p> <p><b>Satisfactorily Achieved</b></p>
	(iii) 10 trained governmental officials responsible of the technical monitoring and policy making (Baseline: The local capacities and policy expertise are lacking)	<p>Capacities of the 28 members of the inter-ministerial working group for climate change on flood management enhanced.  Also, strengthened capacities of the 7 members of GHG Kosovo team to develop and implement GHG monitoring and reporting Quality Assurance / Quality Control (QA/QC).  Developed further the capacities of the 22 officials of public administration (MESF), local environmental officers and EIA/SEA developers within government institutions on the undertaking of the EIA/SEA, which integrates climate change and biodiversity  Delivered training to 12 officials on undertaking vulnerability health assessments due to climate change and the possible additional burdens of adverse health outcomes due to climate change.</p> <p><b>Satisfactorily Achieved</b></p>
<b>Result No. 2:</b> Low emission climate resilient	(i) Minimum two sectoral documents produced (Baseline: No	<p>The health vulnerability assessment can be considered as sectoral document, but in general there has been limited influence on</p>

Expected Result	Indicators (end of project)	Final Evaluation comments
strategy and action plans developed	sectoral LECRDS strategies or action plans in place)	sectoral planning. Developed the Municipal Energy Efficiency Plan (MEEP) for the municipalities of Fushë Kosovo/Kosovo Polje and Obiliq/ć Ongoing the Municipal Energy Efficiency Plan (MEEP) of Kaçanik/Kacanik, Junik, Malishevë/Maliseva and Kamenicë/a <b>Moderately Satisfactorily Achieved</b>
<b>Result No. 3:</b> Promote sustainable energy policies and programs and enhance public awareness concerning energy efficiency	(i) Ten trained municipal administrators (Baseline: Local capacities implementing the legislation is lacking)	Official of Kosovo Agency for Energy Efficiency trained on Monitoring, Verification and Evaluation of the Energy Efficiency measure as per Kosovo context. 39 municipal officials and 54 CSOs representatives trained on designing energy efficiency projects. <b>Satisfactorily Achieved</b>
	(ii) Five municipalities where EE projects are implemented (Baseline: The municipal capacity to implement energy efficiency measures needs to be strengthened; The only programme targeting energy efficiency is the UNDP funded nationwide energy efficiency campaign undertaken in 2013)	Improved public lighting implemented in two municipalities. Although this is lower than the target of 5, there has been follow up, and both municipalities made cofinancing contributions. Energy efficiency info-corners established in 10 municipalities. <b>Satisfactorily Achieved</b>
	(iii) 5% increase of respondents being well informed about EE (Baseline: 72% of respondents answered they don't know what EE is. Source Idra: Energy Efficiency Survey for UNDP Kosovo, October 2013)	Activities included development of an educational animated video entitled 'Think about tomorrow', aired energy efficiency messages on the National TV RTK and radio channels and news portals, and approximately 5,000 primary students received information on energy efficiency. Also, Street Action on EE implemented in 4 municipalities; 217 families informed on EE measures (graphs EE information), 24 university students attended RES and EE Summer school. 119 respondents of 4 municipalities completed an EE Survey in 2015, analyses of the data to be completed during November (not available at the time of the final evaluation). It is unclear how some of the trainings and awareness campaigns will be sustained after project closure. <b>Moderately Satisfactorily Achieved</b>

Source: Annex 1 of Project Document

## **Annex 7: Financial Expenditure Details**

Combined Deliver Reports Year 2013, Year 2014, Jan-Oct 2015

## Annex 8: Evaluation Consultant Code of Conduct 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 limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

### Evaluation Consultant Agreement Form

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

Name of Consultants: Rudina Qerimi, James Lenoci

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

Signed in Prishtinë/Priština on 19 October 2015

Signatures:

**Rudina Qerimi**  
National Consultant

**James Lenoci**  
International Consultant, Team Leader

## **Annex 9: Terms of Reference**