

FINAL EVALUATION OF THE UNDP KOSOVO DISASTER RISK REDUCTION INITIATIVE (KDRRI) PROJECT

Final Report



By:
Lilit V. Melikyan
Senior Evaluation Expert

MAY 2016

FINAL EVALUATION OF THE UNDP KOSOVO DISASTER RISK REDUCTION INITIATIVE (KDRRI) PROJECT

Final report

by

Lilit V. Melikyan
Senior Evaluation Expert

May 11, 2016

CONTENTS

EXECUTIVE SUMMARY	7
1. Introduction.....	12
1.1 Background and the description of Intervention.....	12
1.2 Evaluation Scope, Objectives and Questions	14
2. Evaluation approach, methods and limitations.....	16
3. Findings.....	18
3.1 Relevance.....	18
3.1.1 Relevance of the project	18
3.1.2 Relevance of design/coherence	20
3.2 Effectiveness	24
3.2.1. Achievements of Outputs.....	34
3.2.2. Contribution to expected Outcomes	34
3.3 Efficiency	35
3.4 Sustainability	38
3.5 Potential for impact.....	40
3.6 Cross cutting.....	41
3.6.1 Gender.....	41
3.6.2 Theory of change.....	41
4. Conclusions	43
5. Lessons learned.....	45
4. Recommendations	45
Annexes	46
Annex 1: TOR.....	46
Annex 2: List of Interviewees	52
Annex 3: Evaluation Matrix	53
Annex 4: UNDP Scoring Scale	56
Annex 5: Results and resources frameworks for 2 projects.....	57
List of Figures	
Figure 1: Method of Triangulation.....	17
Figure 2: Steps in Contribution Analysis	17
Figure 3: RRFs for the 2 projects.....	23
List of Boxes	
Box 1: Key project related information.....	13
Box 2: Targets- Output 1.....	24
Box 3: Targets- Output 2.....	26
Box 4: Targets - Output 3	29
Box 5: Targets - Output 4	32
Box 6: Examples of rehabilitation of infrastructure in the north of Kosovo	33

Box 7: Indicators for Outcome: KDDRl core part	34
Box 8: Indicators for Outcome: northern municipalities	35
Box 9: DRR online quiz for children developed in 2014 in partnership with MEST and EMA/MIA	38

List of Tables

Table 1: Project evalaution ratings	44
---	----

List of Photos

Photo 1: Raising awarness of 112 number in Prishtinë/Priština and celebrating International Day for DRR in northern Kosovo	28
Photo 2: Community drill in Peja/Peć	31

ACKNOWLEDGEMENTS

The author of this report would like to express her thanks to all who participated in the interviews conducted and shared their views sincerely and openly. Special gratitude goes to the KDRRI team for facilitating access to information and people

Views expressed in this report are those of the independent experts and do not necessarily represent the position of UNDP.

ABBREVIATIONS

ABD	Area Based Development
BCPR	Bureau for Conflict prevention and Recovery
BPPS	Bureau for Policy and Programme Support
CADRI	Capacity for Disaster Reduction Initiative
CCA	Climate change adaptation
DRR	Disaster risk reduction.
EW	Early Warning
EU	European Union
WFD	Water Framework Directive (EU)
EMA	Emergency Management Agency
HFA	Hyogo Framework for Action
IPA	Instrument for Pre-Accession Assistance
IOM	International Organization for Migration
IFRD	International Federation of Red Cross
KDRRI	Kosovo Disaster Risk Reduction Initiative
KII	Key informant interview
KFOR	NATO Kosovo Force
MIA	Ministry of Internal Affairs (MIA), Kosovo
MESP	Ministry of Environment and Spatial Planning, Kosovo
MEST	Ministry of Education, Science and Technology
MDG	Millennium Development Goals
NP	National Platform
NGO	Nongovernmental organization
NATO	North Atlantic Treaty Organization
OSCE	Organization for Security and Cooperation
RCK	Red Cross of Kosova
RBEC	Regional Bureau for Europe and the Commonwealth of Independent States
RRF	Results and Resources frameworks (RRFs)
SFDRR	Sendai Framework for Disaster Risk Reduction
SDG	Sustainable Development Goals
SDC	Swiss Development Cooperation
SLED	Supporting Low Emission Development
SEE	South East Europe
TOR	Terms of Reference
UNKT	UN Kosovo Team
UNDP	United Nations Development Program

UNICEF	United Nations Children's Fund
UNISDR	United Nations Office for Disaster Risk Reduction
UNMIK	United Nations Interim Administration Mission in Kosovo
USD	United States dollar
WB	World Bank
WHO	World Health Organization
WMO	World Meteorological Organization

EXECUTIVE SUMMARY

The objective of the United Nations Development Programme (UNDP) implemented “Kosovo¹ Disaster Risk Reduction Initiative (KDRRI)” (2013-2016) was to reduce disaster and climate risks in Kosovo and thus contribute to the attainment of Kosovo development strategies and the Millennium Development Goals (MDGs). The main beneficiaries of the project were the Ministry of Internal Affairs (MIA), Emergency Management Agency (EMA), Ministry of Environment and Spatial Planning (MESP), the Ministry of Education, Science and Technology (MEST), the Kosovo Geological Survey/Division of Seismology and municipalities. The KDRRI comprises 2 parts (a) the core part of the KDRRI (June 2013 – May 2016) with the overall budget of US\$500,000 funded by the UNDP’s then-Bureau for Crisis Prevention and Recovery (BCPR), now known as Bureau for Policy and Programme Support (BPPS); and (c) an added in 2014 component (ending in November 2016) on “Confidence Building through Disaster Risk Reduction in northern Kosovo Region” (US\$300,000 from the BPPS) expanding the KDRRI to cover the conflict sensitive areas of the 4 northern Kosovo municipalities (Mitrovicë/a North, Leposaviq/Leposavić, Zubin Potok and Zvečan/Zvečan), with an overall long-term objective to improve disaster and emergency prevention and response structures there and to reduce the potential for conflict in the area through DRR.

Relevance: KDRRI was very relevant for Kosovo. While the risk of exposure to natural hazards (earthquakes, floods, landslides, drought, heavy snowfall, water reservoir dam bursts, and forest fires) is moderate, (a) climate change is expected to amplify the exposure and (b) vulnerability is high, due to large scale informal construction activities, high poverty rate (29.7%) and the fact that authorities cannot afford to compensate losses and (c) the fact that civil unrest, social and economic changes and environmental emergencies during the last decade have challenged emergency services in Kosovo, manifested in the lack of financial resources, skills and expertise, inadequate data flow/IT systems and suboptimal infrastructure. As a result, the authorities turned to international humanitarian support in the face of crises. The northern municipalities’ component of the project was very relevant since (a) the described challenges are even more acute there due to the unstable political, socio-economical and security situation for the last 15 years; and (b) confidence building/conflict prevention and DRR are very much interlinked. KDRRI was relevant for Kosovo also because it has limited access to traditional international sources of DRR related funding due to its status. At the time of inception KDRRI was relevant in terms of alignment with Kosovo strategies and policies, most notably, the main central level strategic program (2011-2014) and the Brussels Agreement between the government of Serbia and Kosovo (April 2013) meant to integrate Serb-majority municipalities in northern Kosovo into the Kosovo legal system, while providing certain guarantees. At the inception, KDRRI was also in line with the priorities of UN/UNDP in Kosovo. The project design was overall relevant/coherent, being based, most notably on the Capacity for Disaster Reduction Initiative (CADRI, United Nations Office for Disaster Risk Reduction (UNISDR), 2011) supported Capacity Assessment Report and the Plan of Action for Disaster Risk Reduction and Climate Change Adaptation (2012-2015) adopted in June 2012. There was however an underestimation of the time and resources needed to achieve some of the key the planned results.

Effectiveness: KDRRI contributed to strengthening of the legislation, policies and institutional structures to reduce the risk of disasters (Output 1), with a special focus on the vulnerable groups, through supporting the elaboration of: (a) Draft Kosovo Strategy for DRR (expected to be adopted in the fall of 2016) developed with the support from the Swiss platform for natural hazards (PLANAT)- a partnership facilitated by the project team and co-funded by Swiss Development Cooperation (SDC); (b) an Update of the Disaster Risk assessment, expected to become a key reference document for disaster risk assessments both at the central and local levels; (c) a Study/report on integrating DRR into development processes in Kosovo; (d) a gender sensitive Regulation on conducting post-disaster damage assessments; and (e) a Report on integrating gender into DRR and Climate Change Adaptation (CCA) within Kosovo context (co-funded by

¹ References to Kosovo shall be understood to be in the context of Security Council Resolution 1244 (1999)

the Support to Low Emission Development (SLED) project of UNDP Kosovo). Expect for the Regulation on post disaster damage assessments, the rest were finalized at the time of the evaluation but expected to be effectuated after the adoption of the DRR strategy. The elaboration of the DRR strategy took longer than planned due to delays caused by objective reasons but also due to having been elaborated by the Inter-ministerial WG rather than a hired consultant, which was however an important learning curve for the central authorities and also boosted national ownership. The delays however meant that the planned National Platform was not formed at the time of the evaluation.

KDDRI contributed to the improved methodologies for identifying, assessing, monitoring and communicating disaster risks (Output 2) through supporting:

- The establishment of the Disaster Inventory Management System (DesInventar) at the EMA, co-funded jointly with OSCE/UNISDR/SDC (with 1510 data events at the time of the evaluation), which - as a positive side effect- contributed to the improved coordination between the central authorities and municipality directorates on protection and rescue. The effectiveness of the Desinventar depends on the extent/forms of use however;
- Improved monitoring and sharing data on seismic risks by the Seismology Division of the Kosovo Geological Survey: this enabled monitoring and communicating risks, receiving and sharing seismic data with the international seismological centers;
- EMA website (<http://ame.rks-gov.net>) and mobile phone application (Kosovo Emergency Management Application (KEMA)) to report vulnerabilities and hazardous conditions and receive Early Warning (EW) information. According to the project reports the number of users of KEMA increased during 2015 (along with the increase in 112 phone calls): at the time of the evaluation however KEMA was not operational being redesigned;
- No-cost emergency number 112: Awareness was raised about 112 number with (a) an online game for children, TV quizzes and events at the public squares (2015. 2016)) as well as events targeting vulnerable population (in 2013 with IFRC, EMA, Red Cross of Kosova (RCK) and the Kosovo Association of Blind and Visually Impaired Persons, the "Earthquake Preparedness" Brochure was published in Braille and large print, in Serbian and Albanian languages; and in 2014, with the RCK and the municipality of Prishtinë/Priština, a simulated evacuation was organized at an elderly house). In addition, KDDRI indirectly supported to the northern municipalities' using the 112 number by facilitating improved cooperation with EMA; and
- Improved contingency plans by UN agencies and Kosovo authorities related to migration crisis (instead of enhanced mitigation, EW and preparedness measures and contingency plans): this is relevant in terms of the capacities of EMA/ local municipalities in dealing with emergencies.

While it cannot be claimed at this stage that disaster preparedness and contingency plans function at all levels with regular training drills (target indicator) there is good progress towards that objective: KDDRI contributed to strengthening of the capacities of local communities and central authorities to design and implement local level DRR plans (Output 3) in around half of the municipalities, by:

- Promoting strengthened cooperation and communication between EMA and municipality directorates for protection and rescue, e.g. by supporting risk assessment workshops in 11 municipalities and 5 regional meetings (in 2015 the annual meeting was attended for the first time by the representatives (firefighters) from northern Kosovo);
- Supporting the development of the finalized local risk assessments in 19 municipalities (with the remaining developing these with their own means) and contingency plans in 2 municipalities (instead of the originally planned municipality emergency response plans, however, perceived to be premature due to capacity constraints of the municipalities). While the target of "30% of targeted municipalities have integrated DRR into local development plans and budgetary frameworks" is

formally met, there is a lack of compliance by local entities (e.g. schools) with DRR related regulations (e.g. in terms of having emergency response plans/committees, conducting drills etc.);

- Training: More than 70% of municipalities were trained by the KDRRI in local level risk management (LLRM) in partnership with EMA (more than 260 officials from 34 municipalities, i.e. excluding only the 4 municipalities in northern Kosovo) through workshops, community drills, and other KDRRI events (the feedback forms indicate high level of satisfaction with the training);
- Drills, including (a) the first ever multi-disciplinary community drill in Kosovo organized in the Municipality of Peja/Peć (with the participation of 3 other neighbouring municipalities) and (b) a school drill in 2013 in partnership with Save the Children, UN Volunteers, IFRC, EMA, RCK in the municipality most at risk of earthquakes - Gjilan/Gnjilane, shown by TV stations and local electronic portals, which contributed to raising the interest from other municipalities in organizing such activities (e.g. with support UNICEF). The School Drill Toolkit was developed by EMA, which can be used by municipalities and schools (was used for example in the UNICEF- supported drills); and
- Public awareness Celebrations of the International Day for DRR (13 October) were also used to raise awareness of specific issues, e.g. with the brochure "Use and save the water" in 2014.

KDRRI contributed to strengthened capacity of the 4 municipalities in northern Kosovo for prevention of, preparation and response to natural disaster in an equitable manner (Output 4) by:

- Supporting integration of the firefighters (80) in northern municipalities into EMA: KDRRI played a very important (given the sensitivities) facilitation role for the meetings contributing to the implementation of the Brussels Agreement;
- Increasing disaster preparedness and prevention capacities of the 4 northern Kosovo municipalities with (a) implementation of 5 infrastructural projects in Zubin Potoku/Zubin Potok, Zvečan/Zvečan and Leposaviq/Leposavić (repair of damaged roads, riverbeds, etc.) finalized by October 2015 adhering to "building back better" concept of the Sendai framework for DRR (2015-2030)) and (b) the development of flood prevention maps (completed just before the evaluation);
- Training; KDRRI facilitated the participation of the firefighters from the northern municipalities at the training events of the Kosovo Academy for Public Safety in Prishtinë/Priština;
- Public Awareness_campaigns in all 4 municipalities on 13 October 2015, the International Day for DRR, for the first time. The communities' awareness about the risk of disasters was raised with media coverage and over 100 leaflets/flyers of instructions disseminated. Also a school drill was conducted in the village of Banjska and the residents were sensitized to protect the rehabilitated infrastructure by a local NGO "Domovik" - a novelty in itself in the context of the northern Kosovo,

Efficiency: There were several factors that delayed a number activities of the project, mostly external (e.g.: the local (October/November 2013) elections, government structural reforms in 2014 and 2015; and the fact that DRR data was not sufficiently available). As an overall comment however, a number of components of the project were not backed by realistic budgets and the timeframes necessary for the full implementation in the ProDocs. This was to a great extent mitigated by the strong adaptive and hands on management of the project team, as a result of which (a) most of the outputs were delivered, even if not at the level of the final adoption in the part of the regulatory framework at the time of the evaluation; (b) the team succeeded in dealing with rather sensitive contexts and (c) many partnerships were established with cost sharing which contributed to high cost effectiveness of the project (e.g. with RCK, SDC, UNICEF, OSCE, UNISDR, UNMIK, UNV). Within UNDP Kosovo, there was a good cooperation with several projects. Overall the level of coordination/cooperation was strong within UN Kosovo and other international partners, Through the Inter-ministerial WG the project engaged with many agencies at the central level. There was cooperation with MESP (publication of the brochure on the drought), Kosovo Police and Kosovo Security Forces and MEST (drills), a number of nongovernmental organizations, etc. Arguably there could have been (a) more engagement with the central authorities beyond EMA and (b) more reaching out to the locally based entities, promoting the compliance with the existing regulations. Kosovo was part of a

regional EC/UNISDR/WMO project related to DRR (through the Instrument for Pre-Accession (IPA)); this allowed borrowing/adapting some of the best practices (e.g. the mobile app for Kosovo, which became the KEMA). At the same time, KDRRI implemented several activities which were innovations for Kosovo, such as: the “Earthquake Preparedness” brochure in Braille and large print, the “Earthquake School Drill Toolkit”; the DRR online quiz for children, etc. The project ensured the high visibility of UNDP by using social media (twitter), articles, UNDP webpage, posters, TV programs, brochures etc. The results reporting over the years could have been more consistent and also, the project could do better in terms of tracking project outcomes beyond the formal requirements of the Results and Resources Frameworks (RRFs)

(Potential for) impact: KDRRI made a significant contribution to the regulatory framework of DRR with the (draft) DRR strategy and other documents. KDRRI helped introduce the importance of preventative measures for Kosovo institutions, moving beyond the response activities to mainstreaming disaster prevention and preparedness into strategies and policies in Kosovo. Assessing and reporting different kinds of damages associated with disasters moved beyond the focus on physical objects with KDRRI-supported new Regulation on post disaster damage assessments (human-centered and gender-sensitive). The capacities of central institutions to develop methodologies for identifying, assessing and monitoring disaster risks in Kosovo were improved (e.g. with DesInventar and monitoring/sharing of seismological data). Similarly, the capacities of the local authorities related to DRR were improved with the contribution from KDRRI. The majority have by now learned to conduct better local assessments, drills and public awareness campaigns. In the case of the 4 northern municipalities in particular, the capacities were improved prevention of (e.g. with flood risk maps, rehabilitated infrastructure), preparation for and response to disasters (e.g. with the integration of the firefighters into EMA and their training): the potential is hampered however by, inter alia, the absent links of the directorates of prevention and rescue of these municipalities with EMA. The project directly impacted the (a) lives and livelihoods of the final beneficiaries, i.e. the residents with the rehabilitated infrastructure and confidence building in northern Kosovo and increased awareness of the adequate emergency response measures and (b) environmental protection through DRR measures. The magnitude of the impact could be larger if the authorities ensure effective implementation/enforcement measures for the policies/laws/regulations with adequate resources.

Potential for) sustainability: Overall, there was a strong national ownership of the project, facilitated by the continuous communication by the project team with local and central level authorities and beneficiaries. At the central level EMA has shown strong national ownership overall. As for the other agencies there seem to have been less of an interest lately. One of the potential reasons is possibly the fact that DRR as well as “environment” in general are not explicitly featured in the current National Development Strategy of Kosovo 2016 – 2021 (NDS). As for the local level, the municipalities seem to have been eager to benefit from the project in the most part (facilitated by the fact that readiness to work on contingency planning and risk assessment was one of the criteria for the selection of the partner municipalities). EMA is currently able to support municipalities in conducting risk assessment documents with the support of KDRRI project, provided it has adequate financial resources. Overall, there are reasonable chances that the project results will be sustained especially in part of the mandatory activities. However, there are risks connected with the financial standing of the authorities both at the central and local levels as well as to the extent of enforcement of the regulations. At the time of the evaluation the available information indicated that (a) no municipality had funded contingency plans or drills with their own budgets (except – partly- Prishtinë/ Priština); and (b) only public awareness campaigns held in partner municipalities in 2015 in cooperation with RCK were funded by the municipalities. The lack of own resources is exacerbated by the lack of donor funding (e.g. the EU’s IPA 2 does not envision support for DRR - at least as yet), Also, there is no, as yet, a designated institutional mechanism to ensure the effective implementation of the DRR Strategy once approved (the Interministerial Council for Water has agreed to render only limited support). And finally the sustainability of the infrastructure in the northern municipalities is in doubt unless there is an enforceable system of fines; the cooperation between EMA and northern municipalities is likely to continue and deepen in part of firefighters, but the process needs some further facilitation by a neutral agency.

Cross cutting: The project was successful in introducing the first in the region guide on mainstreaming gender in to DRR (as well as climate change adaptation (CCA) with a potential to achieve better gender mainstreaming in DRR in the future. The report (launched in April 2016 in partnership with the Agency for Gender Equality (AGE) at the Office of Prime Minister (OPM) and planned to be shared with all central and local gender focal points) includes recommendations related to the procedures for gender mainstreaming in CCA and DRR, which will become mandatory for implementation once the DRR strategy is approved and formally adopted. The project encouraged the equal participation of male and female personnel in project events from central and local level authorities. Participants of the workshops were approximately 80% men and 20% women however, reflecting the current staff composition. The RRFs could have been better elaborated ensuring consistency in the level of results and with the articulation of the theory of change (TOC). The table on the right summarizes the ratings for the project, following UNDP guidelines

UNDP Scoring Card

Criteria	Rating	
Relevance	HS	6
Effectiveness	S	5
Efficiency	S	5
Efficiency:		
Sustainability	S	5
Impact	S	5
Cross cutting: Gender	HS	6
Cross cutting: Outcome mapping	MS	4

H- highly, S- satisfactory, M-moderately

The project only marked the start of instituting an adequate system of DRR in Kosovo, operating with a limited budget. There is a clear need for further support. While the potential funding sources in the case of Kosovo are even more limited than elsewhere, DRR is one of the outcomes in the United Nations Common Development Plan (CDP) 2016-2020 in Kosovo, which is linked to Sustainable Development Goals (SDGs) even though Kosovo is not a signatory. There is an indication that EPA might cover flood preparedness after its upcoming Midterm Review. Hence there are potential funding sources for the continued support for the implementation of the DRR strategy once approved and enacted. The following recommendations are addressed to UNDP Kosovo. (1) Secure resources for a follow up project to KDDRI, which will focus on the support for the implementation of the DRR strategy, including: capacity building for the upcoming National Platform and of the entities responsible for DRR at both the central and local levels covering also the enforcement/compliance aspects; support the municipalities in developing emergency response plans and having EW systems; training of the directorates of protection and rescue in conducting post disaster damage assessments according to the new methodology; support to the northern municipalities in developing local risk assessment documents and integrating DRR related actors within EMA; and (2) Initiate taking further steps, which pursue longer term goals, for example leading to having digitalized multi-hazard maps.

1. INTRODUCTION

1.1 Background and the description of Intervention

The United Nations Development Programme (UNDP) implemented project on “Kosovo² Disaster Risk Reduction Initiative (KDRRI)” supporting the central and local stakeholders to build the capacities for disaster risk reduction (DRR). The objective of KDRRI project (2013-2016) was to reduce disaster and climate risks in Kosovo and thus contribute to the attainment of Kosovo development strategies and the Millennium Development Goals (MDGs). The project has worked to strengthen the enabling environment through:

- The review of the legal and regulatory framework towards the elaboration of a Kosovo DRR Strategy;
- The establishment of a National Platform for DRR;
- Capacity development of key staff at the central and local authorities, including in disaster and climate risk assessment and better management at local level;
- Identification of priorities at the central level to inform disaster risk and climate risk management strategies and programme development; and
- Promoting the use of mobile phone, social media and web2.0 solutions to allow public institutions and citizens to engage more effectively in reducing disaster risks, manage emergencies and develop community resilience.

The KDRRI comprises 2 parts (see **Box 1**). The core part (with 3 Outputs, as in Figure 3) of the KDRRI started in June 2013 with the overall budget of US\$500,000 funded by the UNDP’s then-Bureau for Crisis Prevention and Recovery (BCPR), now known as Bureau for Policy and Programme Support (BPPS). It will be completed by May 2016, within 1 month after the submission of the current evaluation report.

In 2014, UNDP managed to fund-raise another US\$300,000 from the BPPS and expanded the KDRRI to cover four northern municipalities (Mitrovicë/a North, Leposaviq/Leposavić, Zubin Potok and Zvečan/Zvečan). This two-year component (Output 4, as in Figure 3) of the project (to be completed by November 2016) addresses fragile communities in conflict sensitive areas of northern Kosovo. The overall long-term objective of the intervention is to improve disaster and emergency prevention and response structures in northern Kosovo, to reduce the potential for conflict in the area and to build confidence through DRR. Activities aimed at this objective include: assisting recovery from flood damages and building DRR capacity in northern Kosovo by facilitating cooperation between central authorities and the four northern municipalities.

The main beneficiaries of the project are the Ministry of Internal Affairs (MIA), Emergency Management Agency (EMA), Ministry of Environment and Spatial Planning (MESP), Ministry of Economic Development/ Kosovo Geological Survey/Division of Seismology, Red Cross of Kosova (RCK), and municipalities. Other stakeholders are the Ministry of Agriculture, Forestry and Rural Development and the Ministry of Education, Science and Technology (MEST).

² References to Kosovo shall be understood to be in the context of Security Council Resolution 1244 (1999)

Box 1: Key project related information

Core Part (Outputs 1,2,3)

Programme period:	<u>2013-2016</u>	Total required resources, <u>500,000 US\$</u>
CPAP Programme Component:		Total allocated resources: _____
Project Title:	<u>Kosovo Disaster Risk Reduction Initiative (KDRRI)</u>	<ul style="list-style-type: none"> • Regular (UNDP CO) _____ • Other: _____ <ul style="list-style-type: none"> ○ TRAC 3 _____ ○ Government _____
Atlas Award ID:	_____	
Start date:	<u>1 June 2013</u>	
End Date:	<u>31 May 2016</u>	
PAC Meeting Date:	_____	Unfunded budget: <u>500,000 US\$</u>
		In-kind Contributions _____

Confidence Building through Disaster Risk Reduction in northern Kosovo1 Region

Program period:	2014-2016
Key Results Area (Strategic Plan):	Inclusive Growth
Atlas Award ID:	00066266
Start Date:	11 November 2014
End Date:	09 November 2016
PAC Meeting Date:	10/11/2014
Management Arrangements:	DIM



Map No. 4069 Rev. 6 UNITED NATIONS
September 2011

Department of Field Support
Cartographic Section

<http://www.un.org/Depts/Cartographic/map/profile/kosovo.pdf>

1.2 EVALUATION SCOPE, OBJECTIVES AND QUESTIONS

This objective of the assignment is to assess the relevance, effectiveness, efficiency, sustainability and impact of the project (see [Annex 1: TOR](#)). There are different time frames of the 2 components of the KDRRI and the nature of evaluation varies therefore for them.

- As the core KDRRI closes in May 2016, this is an end-of-the project evaluation for that part. An independent post-project evaluation was mandatory for this part; and
- Since the component on “Confidence Building through Disaster Risk Reduction in northern Kosovo Region” ends only in November 2016, this is not an end-of the project evaluation for this part, but such an evaluation was not mandatory, and it was decided by UNDP Kosovo and the UNDP Istanbul Regional Hub (IRH)/BPPS to also evaluate this component. An agreement was reached also during the Inception phase of this current evaluation between the author of this report and UNDP Kosovo, that that caution will be advised in the current report in terms of qualifying this as an end of the project evaluation.

The specific objectives of this evaluation are:

- To evaluate the relevance of the project for the main beneficiaries
- To evaluate the efficiency of the project and to assess the appropriateness of the integrated approach of the project
- To evaluate the effectiveness of the project
- To identify factors directly influencing the level of achievement of the desired results
- To evaluate the impact of the project
- To identify areas in which the implementation mechanism could have been improved
- To identify the level of the ownership by local actors of the project results and provide prioritized list of recommendations for actions (with respective addressees) in case of any identified need for improvement
- To identify factors contributing to effectiveness or ineffectiveness of the actions implemented
- To identify institutional and individual capacity development efforts’ impact on sustainability of results
- To evaluate sustainability of the project

The evaluation was expected also:

- to enable UNDP Kosovo, the donor and other stakeholders to draw lessons from the integrated implementation approach for future similar undertakings; and
- to provide recommendations about the next steps to ensure sustainability of the actions undertaken with respective addressees for each recommended action or approach in case corrective action was needed for any component

The evaluation questions (expanding from the suggested ones in the TOR) are proposed below:

- Relevance: assessing the extent to which UNDP support is relevant to Kosovo, to the main beneficiaries and to UNDP and the extent of the relevance/coherence of the project design;
 - Is the project relevant for the Kosovo?
 - How relevant is the project for the main beneficiaries (Kosovo central and local authorities and the residents)?
 - Were the underlying rationale and assumptions (the theory of change /chain of results) appropriately elaborated?
 - How relevant was the choice of interventions, i.e. the design of the projects?
- Effectiveness: assessing the extent to which the specific project outputs have been achieved and what progress (attributable to the project) was made towards achieving the expected outcome of KDRRI.

- To what level the project has reached the results stated in the project document?
- To what extent did the project contribute to the improvement of the national policy framework related to DRR?
- To what extent did the project contribute to increased disaster preparedness and contingency plans function at all levels? How effective were the various types of efforts (e.g. training drills and rehearsals)?
- Did the project contribute to the development of flood prevention, and repair and maintenance plans of damaged roads (relevant for the 2nd component, in northern Kosovo)? Did the project contribute to the development of the maps of risk factors in damage of floods?
- To what extent was the project successful in increasing public awareness on disaster prevention and preparedness
- How successful was the project in facilitating increased coordination and practical cooperation between EMA and local emergency actors in northern Kosovo?
- What were the factors affecting the effectiveness in achieving the planned results?
- Efficiency: assessing whether the project is being delivered on time and on budget, whether the resources were used efficiently, whether the partnership strategy and implementation were efficient allowing to utilize the potential synergies, as well as whether the results framework, monitoring and reporting practices were adequate.
 - Have resources been used efficiently?
 - Have appropriate efforts been made to ensure integrated approach to DRR?
 - Did the project deliver the planned activities on time and on budget?
 - Who are the major actors and partners involved in the project and was the partnership strategy effective?
 - Did the project utilize the opportunities for synergies with other partners?
 - Were intended results (outputs, outcomes) adequately defined, appropriate and stated in measurable terms, and are the results verifiable?
 - Was there an adequate monitoring systems in place?
 - What were the factors affecting the efficiency?
- Sustainability assessing the sustainability or the potential thereof for the sustainability of the key project outputs and the risks (programmatic and financial).
 - How likely is that the project results will last in time?
 - Are there jeopardizing aspects for sustainability that have not been considered or abated by the project actions?
 - How strong is the national ownership and how successful was the project in promoting increased national ownership?
 - Do the beneficiaries have the capacity to take over the results of the project and maintain and further develop the results?
 - What DRR measures are available/easily replicable by the national stakeholders?
 - Which measures to ensure sustainability have proved more effective?
 - What were the factors affecting the sustainability?
- Potential for Impact: assessing the (potential for) impact in terms of influencing the policy making, the target beneficiaries (institutions and residents) and the environment
 - Has the initiative influenced policy making at different levels?
 - Has the project impacted the desired target actors (including final beneficiaries) and how?
 - Is there evidence that institutional systems/mechanisms are in place which support further capacity for DRR at national and local level?
 - Has the project contributed to the conflict prevention in the northern Kosovo?
 - What effects were realized in terms environmental protection, if any?

- Cross cutting issues
 - gender: assessing what effects were realized in terms of gender equality and women's participation in the project.
- What effects were realized in terms of gender equality, if any?
- Were women and men distinguished in terms of participation and benefits within project?
- Were there appropriate design elements to promote gender equality?
 - Theory of Change or Results/Outcome Map
- Are the underlying rationales and assumptions or theory that define the relationships or chain of results that lead chosen strategies to intended outcomes well elaborated?
- Was there an appropriate theory of change present in the project documents?

This list of evaluation questions expands somewhat on the list suggested in the TOR: these were agreed as part of the inception phase.

2. EVALUATION APPROACH, METHODS AND LIMITATIONS

Triangulation is used to verify the information gathered from the document review, interviews and field validation. It involves developing the reliability of the findings through multiple data sources of information

In Annex 3: Evaluation Matrix the evaluation criteria and questions are mapped against the data sources and methodology for analysis. The information sources include:

- Desk review: UNDP documents: Project Documents (including the results frameworks, see Annex 5: Results and resources frameworks for 2 projects); Annual work plans; Midterm progress reports; Annual progress reports; Media coverage files; and 3rd party reports, including those of the central authorities, EU, WB, etc.
- Key Informant interviews with: UNDP staff; UN agencies; International development partners; Representatives of the central authorities and local municipalities; NGOs that deal with research and independent researchers; and beneficiaries (see [Annex 2: List of Interviewees](#))

Figure 1) In the assessments of the outcomes an attempt is made to attribute the results to the program when feasible: when not feasible, contribution analysis will be used, which is presented schematically below (see Figure 2).

In Annex 3: Evaluation Matrix the evaluation criteria and questions are mapped against the data sources and methodology for analysis. The information sources include:

- Desk review: UNDP documents: Project Documents (including the results frameworks, see Annex 5: Results and resources frameworks for 2 projects); Annual work plans; Midterm progress reports; Annual progress reports; Media coverage files; and 3rd party reports, including those of the central authorities, EU, WB, etc.
- Key Informant interviews with: UNDP staff; UN agencies; International development partners; Representatives of the central authorities and local municipalities; NGOs that deal with research and independent researchers; and beneficiaries (see [Annex 2: List of Interviewees](#))

Figure 1) bringing as much evidence as possible into play from different perspectives in the assessment of hypotheses and assumptions. In the assessments of the outcomes an attempt is made to attribute the results to the program when feasible: when not feasible, contribution analysis will be used, which is presented schematically below (see Figure 2)³.

³ based on John Mayne, "Addressing Attribution Through Contribution Analysis: Using Performance Measures Sensibly", The Canadian Journal of Program Evaluation Vol. 16 No. 1 Canadian Evaluation Society, 2001

In Annex 3: Evaluation Matrix the evaluation criteria and questions are mapped against the data sources and methodology for analysis. The information sources include:

- Desk review: UNDP documents: Project Documents (including the results frameworks, see Annex 5: Results and resources frameworks for 2 projects); Annual work plans; Midterm progress reports; Annual progress reports; Media coverage files; and 3rd party reports, including those of the central authorities, EU, WB, etc.
- Key Informant interviews with: UNDP staff; UN agencies; International development partners; Representatives of the central authorities and local municipalities; NGOs that deal with research and independent researchers; and beneficiaries (see Annex 2: List of Interviewees)

Figure 1: Method of Triangulation

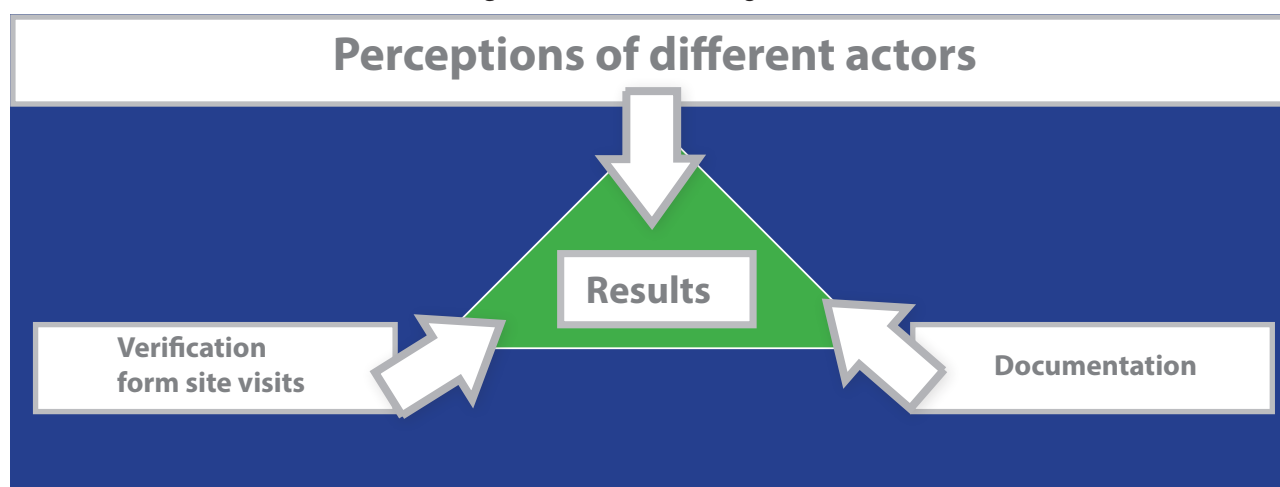


Figure 2: Steps in Contribution Analysis

Step 1. Develop the results chain	Step 2. Assess the existing evidence on results	Step 3. Assess the alternative explanations	Step 4. Assemble the performance story	Step 5. Seek out the additional evidence	Step 6. Revise and strengthen the performance story
--	--	--	---	---	--

Each evaluation criterion is ranked as per the UNDP ranking methodology (see Annex 4: UNDP Scoring Scale). These analysis and rating is done for each output and for the overall project in the part of Effectiveness.

The evaluation was carried out in a participatory manner, soliciting feedback and validating the emerging findings as the evaluation progressed. The evaluation adheres to United Nations Evaluation Group (UNEG) guidelines and standards for evaluations⁴. The evaluation report follows the agreed upon outline.

The evaluation commenced on March 25, 2016, with the trip to Kosovo held during April 4- April 8, 2016. The draft report was submitted on April 19, 2016 and finalized on 29th April 2016

⁴ <http://www.uneval.org/document/detail/22>

3. FINDINGS

3.1 Relevance

3.1.1 Relevance of the project

Relevance for Kosovo

Kosovo is prone to earthquakes, floods, landslides, drought, heavy snowfall, water reservoir dam bursts, and forest fires.

- It occupies a landlocked, mainly mountainous area in the Balkans, on the fault line between the Mediterranean and Trans-Asian plates, which places it in one of the most seismically active areas in South Eastern Europe (SEE). Kosovo has been hit by earthquakes in 1963, 1969 and 1979, which affected over 310,000 people in total. The tremors in 2002 and 2010, caused significant structural damage in affected municipalities and forced the evacuation of some communities⁵. The 5.2 magnitude earthquake in 2012 in the eastern part of Kosovo highlighted the importance of implementing measures for DRR and preparedness for response⁶.
- Approximately 43 percent of the Kosovo's territory is covered by forests and bushes. Since 2000 there have been an increasing number of forest fires, especially at the end of spring and during the dry summer months, mostly due to natural causes, with fire brigades carrying-out between 2,000 and 3,000 interventions each year.
- Considerable threats are also posed by floods. Most recently, Kosovo experienced severe floods in 2013, 2014 and 2016, and their total cost is estimated to be over EUR 4 million. As the Post Disaster Damage Assessment reports carried out under the KDRRI indicate the causes of the floods in Kosovo include: heavy rainfall; clogging up riverbeds by solid waste and construction debris as well as the lack of elementary protective measures. In addition, Kosovo has experienced an unprecedented construction boom and growth of urban areas, which, when unregulated, poses a serious threat by putting the population at a higher risk, particularly with regard to floods. Local authorities do not always have the capacity to plan and regulate this process, which often results in the creation of informal settlements, despite common understanding that inadequate water and waste management in such unregulated settlements increases exposure to hazards and the vulnerability of communities, especially to floods.

Considerable threats are also posed by landslides, droughts, heavy snowfalls and water dam failures. Poor municipalities are most vulnerable to natural disasters, which cause tremendous loss to infrastructure, households and agricultural land. The impact of such disasters is further exacerbated by persistent and high poverty rate – at 29.7%⁷ and the fact that neither central nor local authorities can afford to compensate losses caused by natural disasters, and the lack of emergency/recovery fund within the Kosovo institutions poses a big constraint of stakeholders to initiate the early recovery actions. These are reasons behind the fact that Kosovo's economy, population, and environment are moderately exposed and highly vulnerable to natural hazards. Climate change is expected to amplify exposure to meteorological hazards.

Northern Kosovo (4 municipalities) is more conflict sensitive than the rest of the country due to an unstable political, socio-economical and security situation for the last 15 years. The 2nd objective of northern municipalities' component of the project was very relevant its pursuit to contribute to confidence building/ conflict prevention through DRR, since these issues are very much interlinked, with the experience from

⁵ Disaster Risk Reduction (DRR) Capacity Assessment Report by the Capacity for Disaster Reduction Initiative (CADRI), available from www.gripweb.org/~gripweb/gripweb/sites/default/files/Kosovo%20DRR%20Cap%20Ass%20Report.pdf; Summary – Flash Flood Risk Assessment over Kosovo, available from www.who-eatlas.org/VRAM/COUNTRY/UNK/REPORTS/VRAM_UNK_short_report_Eng_final.pdf

⁶ <http://www.cadri.net/>

⁷ <http://data.worldbank.org/country/kosovo>

around the world indicating that joint efforts aimed post disaster recovery and DRR have a potential to improve understanding and prevent further conflicts.

Relevance in terms of the strategies of the central and local authorities of Kosovo

During the last decade, natural disasters, civil unrest, social and economic changes, and environmental emergencies have challenged emergency services in Kosovo to prepare for and respond to crises. Lack of financial resources, skills and expertise; insufficient technical and operational capacities; unreliable data from the field, along with delays in the exchange and distribution of information and data; and suboptimal infrastructure all make emergency management challenging, forcing national institutions to turn to international humanitarian support in the face of crisis⁸.

Kosovo is not a member of any international or regional DRR related association such as the European Forum for DRR⁹ and Disaster Preparedness and Prevention Initiative in the SEE¹⁰ (DPPI). In addition, due to its unresolved political status, Kosovo is not eligible to become a signatory country to Sendai Framework for Disaster Risk Reduction (SFDRR). The above mentioned issues limit the options for Kosovo in terms of accessing the traditional international sources of funding, DRR related expertise, trainings, conferences and other important events.

The project objective was in line with the Kosovo's main central level strategic program (2011-2014)¹¹ at the time of inception, the specific objectives related to security and disasters from which are listed below:

- Effectively establishing emergency civil structures in the national and local level will present a challenge and will need to be met in order to increase security for the life and property of our citizens.
- Completing special studies aiming to prevent natural disaster emergencies as well as preparation and perfection of the means of reaction of civil capacities
- Regional cooperation with the regional states' civil emergencies will be in consideration throughout the process of transformation and modernization of these structures with the purpose of building operational capacities to collaborate with them."

While the "Declaration of Medium -Term Policy Priorities 2014-2016" as well as the "National Development Strategy 2016 – 2021 (NDS)" do not include specific references to DRR, they highlight the importance of the sustainable use of natural resources (especially water and forest resources). The fact that the DRR and environment protection more broadly are not explicitly mentioned in these documents is however one of the factors behind the fact that these are also not included in Instrument for Pre-Accession Assistance (IPA) 2 (Funding allocation 2014-2020: €645.5 million), see Section 3.4 on Sustainability.¹²

Security has been re-established by and large, and NATO's KFOR troops are therefore able to maintain a relatively light footprint in Kosovo. And while the reconciliation at a community level remains a challenge, there are indications that in many places it has nevertheless taken recognizable root outpacing higher-level political resolution. While tensions remain palpable between Kosovo-Albanians and Kosovo-Serbs in a limited number of areas (particularly in Mitrovicë/Mitrovica region/northern part), they are mostly local in their impact and do not affect broader progress¹³. The Brussels Agreement between the governments of Serbia and Kosovo on the normalization of their relations concluded on 19 April 2013 were meant to integrate Serb-majority municipalities in northern Kosovo into the Kosovo legal system, while providing certain guarantees. After the Brussels Agreement, meetings were held regularly to bring about implementation of the provisions in different areas. As a long-term objective to prevent conflict in Kosovo, under the "northern municipalities" component of the KDRRI, the communication between the central level authorities such as Kosovo EMA and the local level authorities such as the municipalities in northern Kosovo were

⁸ IOM (2013): "Compendium of IOM Activities in DRR and resilience: PART III. EUROPE - KOSOVO/UNSC 1244"

⁹ <http://www.preventionweb.net/english/professional/contacts/profile.php?id=8679>

¹⁰ <http://dppi.info>

¹¹ http://www.kryeministri-ks.net/repository/docs/Programi_i_Qeverise_eng_.pdf

¹² http://eeas.europa.eu/delegations/kosovo/index_en.htm

¹³ <http://www.ks.undp.org/content/kosovo/en/home/countryinfo/>

to be facilitated through designed actions, contributing to the implementation of this agreement. On 27 October 2015 the Stabilization and Association Agreement (SAA) between the European Union and Kosovo was signed, entering into force on January 21, 2016: the Brussels agreement and its implementation were the key prerequisites for this. Hence this component was very relevant and timely in terms of political processes and institutional needs.

Relevance for UN/UNDP

The UN Common Development Plan (CDP) 2011-2015 focused and harmonized the work of the UN Kosovo Team (UNKT), which comprises the different UN agencies, funds and programmes¹⁴, around four Strategic Themes – I Legislative and Policy Frameworks for Social Inclusion; II Accountability for Delivering on Social Inclusion; III Local Participation and Empowerment; and IV Environmental Health and Protection. DRR fell under the fourth outcome: “Institutions and industry act more effectively to mitigate environmental damage”, through the output 4.1a: “Kosovo’s central institutions have a strengthened evidence-base for consolidated management of and action on environmental risks.” At the UNDP level, the UNDP Kosovo Programme Action Plan 2011-2015 (KPAP) positioned DRR as one of its primary components, under the area of Democratic Governance. The KPAP put in place the framework for a DRR Programme in Kosovo through Outcome 3: “By 2015, central and local level authorities better address the health, social and economic impact of environmental degradation and climate change in a gender sensitive manner” and, more specifically, Output 3.1: “Capacities of local and central institutions developed and coordination mechanism established for disaster risk management.” This output specifically focused on issues related to DRR by developing capacities of local and central institutions and establishing coordination and mechanism for disaster risk management.

On the 17th October 2008 Assembly of Kosovo managed to reach an agreement, to be part of UN Millennium Declaration, making Kosovo part of the commitment that worldwide countries signed to reach the MDG’s by 2015. This formalized the direct relevance of this project in terms of MDGs.

UNDP is currently the only donor to EMA and one of the few active partners in the area of DRR in Kosovo. KDDRRI builds on/complements to several previous/other projects by UNDP in Kosovo (also discussed in the Section 3.3 on Efficiency) and in particular: (a) Support to Security Sector Development (SSD) and (b) the emergency funding of US\$100K allocated by UNDP to the municipality of Leposaviq/Ć, following the request by the mayor after the heavy rainfall in the spring of 2014 caused floods to many municipalities in Kosovo, especially the municipality of Leposaviq/Ć: this served as an impetus for the northern municipalities’ component of KDDRRI. These links have made the project more relevant for UNDP in Kosovo.

3.1.2 Relevance of design/coherence

In the framework of DRR activities, an evaluation mission report for Kosovo was completed by UN Office for the Coordination of Humanitarian Affairs (OCHA) in February 2008. The mission provided recommendations for strengthening the mechanisms for humanitarian information management and humanitarian coordination within the United Nations Kosovo Team. The mission also concluded that the mainstreaming of DRR into development and post-disaster recovery is an essential component of sustainable human development.¹⁵

Kosovo was also a participant in the UNDP SEE DRR Project (funded by EC Instrument for Pre-Accession 2008), which aimed at improving the national and regional DRR capacities. The first phase of this programme included the completion of a DRR needs assessment report for all of the Western Balkan countries. The Kosovo Policy Dialogue on DRR held on 7 and 8 September 2010 in Prishtinë/Priština, discussed and adopted recommendations for the initial assessment (with participation of line ministries, representatives of municipalities, RCK, Kosovo Security Forces, scientific institutions and international organizations) concluding with

¹⁴ UNDP, UNICEF, UNFPA, UNHCR, OHCHR, WHO, FAO, ILO, UN-HABITAT, UNOPS, UN WOMEN (formerly UNIFEM), UNV, UNESCO, UNEP, UNCTAD, UNODC, UNIDO (IOM is part of the UNKT, as are the WORLD BANK and the IMF but they are not UN agencies).

¹⁵ OCHA, 2008, The Role and Responsibilities of the United Nations Disaster Management Team.

the recommendation on the priorities. In March 2011, a Capacity for Disaster Reduction Initiative (CADRI)¹⁶ capacity assessment was conducted in Kosovo with a clear focus on national capacities for DRR. The assessment looked into five technical areas of capacity development: ownership, institutional arrangements, competencies, working tools and resources, and relationships. Based on the findings, a Capacity Assessment Report identifying the main gaps and challenges regarding DRR and containing recommendations for Kosovo on the 5 Hyogo Framework for Action (HFA) Priority Areas for Action was compiled and finalized in August 2011¹⁷. CADRI has also been heavily engaged to support the Kosovo central authorities in collaborating with relevant UN agencies and led by UNDP in its coordination function on DRR, in developing a Plan of Action for Disaster Risk Reduction and Climate Change Adaptation the period of 2012-2015 adopted in June 2012. The fact that KDRRI stems from and follows the priorities identified in these documents mentioned above, and most importantly the fact that the body of recommendations from the Plan of Action and the aforementioned Capacity Assessment Report provided the analytical and strategic foundation for the KDRRI underpins the relevance of its design being a follow up project from earlier interventions.

As the first relatively larger project in DRR going beyond assessments, KDRRI tackles all the essential elements, namely regulatory frameworks, capacity building, methodologies for the assessments, designing and implementing DRR plans, improved disaster preparedness and response, and public awareness. Thus the project combines both upstream (policy, National Platform, coordination among the state institutions at different levels (central and local)) and downstream elements (drills, infrastructure rehabilitation and public awareness), which strengthens the relevance of the design/coherence.

The core project supports 3 components- outputs (with the 4th – in the form of the separate project added later), as discussed. If the project budget was larger, the scope could have been larger too, but for a small size project the design was adequate. In particular, while Kosovo had an “Integrated Emergency Management System” (2010)¹⁸ and a National Response Plan (2010)¹⁹ the non-existence of any strategy for DRR for Kosovo at the beginning of project implementation was one of the main challenges identified. The regulatory part of the project (Output 1) complemented and built up the existing regulatory framework for DRR, namely: the Law on Fire Protection, the Law on Fire-fighting and Rescue, the Law for Protection against Natural and Other Disasters, the Law on the Emergency Management Agency and the Water Strategy (2015-2034). Moreover, since Kosovo is in its early stage of transposition of European Union (EU) Water Framework Directive (WFD) and EU Flood Directive (FD) as part of the accession process to EU, the regulatory component of the project complemented these efforts too, a yet another indication of the relevance of the project design.

With the rationale that the capacity of the central authorities to identify and assess risks is relatively stronger in comparison to local level institutions which still lack capacities in conducting local level risk assessment and contingency planning (even though the methodology for risk assessment has already been established centrally), the project put a considerable focus on the local level. UNDP is the only international organization that supports municipalities in developing institutional DRR methodologies. This was a strong factor for the relevance of the project design. Similarly, promoting better communication between various stakeholders at various levels (EMA, ministries, RCK, municipalities, schools, etc.) was also very relevant as was also the promotion of better communication at the local level between the Municipality Directorates for Protection and Rescue and RCK branches and their volunteers. The only volunteering capacities which presently can be used during a disaster are RCK volunteers (there is no volunteer firefighting or police capacity due to the low budget of the government to train and reimburse the volunteers if they are engaged

¹⁶The objective of the Capacity for Disaster Reduction Initiative (CADRI) is to enable the UN and other members of the ISDR system to support Governments build and implement a coherent framework for developing national capacities for disaster risk reduction, including preparedness for emergency response.

¹⁷CADRI, April 2011, Disaster Risk Capacity Assessment Report for Kosovo.

¹⁸Integrated Emergency Management System main document, available from www.mpbks.org/repository/docs/Integrated%20Emergency%20Managment%20System.pdf

¹⁹National Response Plan, available from www.mpb-ks.org/repository/docs/National_Response_Plan_14_01_11.pdf

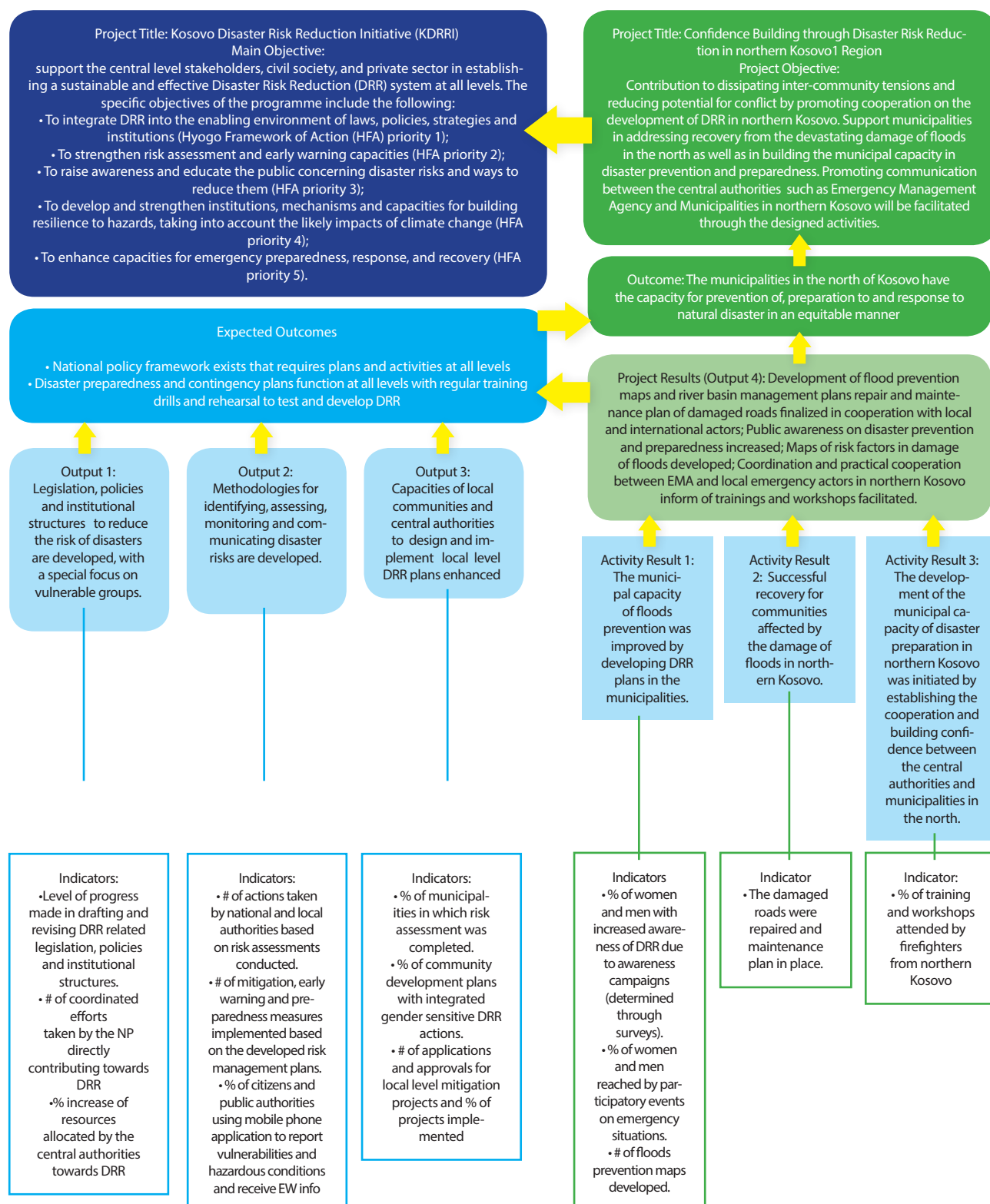
during an emergency event). Therefore, the good partnership of the Municipality Directorate for Protection and Rescue and RCK branches are of very high importance especially when disasters occur. This was also a factor for the relevance of the project. The addition of the component on northern municipalities was a very strong relevance-boosting move and the project team/UNDP should be credited for securing funding for it.

It should be mentioned however that there was perhaps an underestimation of the time and resources that were needed to achieve the planned results: this is elaborated under Section 3.2 on Effectiveness and Section 3.3 on Efficiency. In particular, in this context the interviewees for this evaluation mentioned the initially planned timeframe for the elaboration of DRR strategy as well as the resources for the capacity building for EMA as less than optimal.

The 2 Project documents (ProDocs) have results framework with indicators, baselines and targets. Figure 3 describes these, with minor modifications to ensure the consistency of the terminology.

Figure 3 RRFs for the 2 projects

By 2015, central and local level authorities better address the health, social and and economic impact of environmental degradation and climate change in a gender sensitive manner economic impact of environmental degradation and climate change in a gender sensitive manner



3.2 EFFECTIVENESS

3.2.1 Achievements of Outputs

- a) **Output 1: Legislation, policies and institutional structures to reduce the risk of disasters are developed, with a special focus on the vulnerable groups.**

Kosovo Strategy for Disaster Risk Reduction

In late 2015, the final draft of the Kosovo Strategy for DRR supported by KDRRI was prepared and was with the central authorities at the time of the evaluation for the final design (planned to be sent to the Kosovo Assembly) in May 2016. The final endorsement by the central authorities is expected within the next 6 months (by autumn 2016).

The draft DRR Strategy was developed in partnership forged by the project team in 2013 between the EMA and the Swiss platform for natural hazards (PLANAT)²⁰, facilitated by technical assistance from PLANAT, and 1 study visits of the Kosovo officials to Switzerland. The partnership was initiated with the multi-stakeholder 3-day workshop to formalize the initiation of the process and agree on general content of the Strategy. Based on the advice from the Swiss partners it was decided that the drafting process would be done directly by the agencies represented in the Inter-ministerial Working Group (WG) appointed by the secretary of the Ministry of Internal Affairs (MIA), rather than by a hired consultant. This was one of the factors which affected the duration of

the drafting process (longer than planned), but on the other hand increased the potential for stronger national ownership as well as served as a means of capacity building.

Box 2: Targets- Output 1

- (year 1): Strategic DRR vision, charter and action plan officially approved; A gender-sensitive National DRR Strategy developed.
- NP thematic groups and secretariat formed and mechanisms for functioning of NP developed.
- (year 2): National DRR Platform established; Gender sensitive DRR legislation amended and finalized for approval; National DRR Strategy ratified and adopted.
- (year 3): The NP is providing strategies and policies, highlighting needs and allocating resources for DRR activities; Increased awareness and understanding of the central authorities about potential risks from disasters and their differentiated impacts on gender.

Both the draft DRR strategy and the updated the municipality of Leposaviq/ć, Risk Assessment document (see the next subsection) were drafted by inter-ministerial working groups (WG). The main stakeholders involved in the risk assessment belong to following institutions: MESP, MED, Ministry of Agriculture, Forestry and Rural Development (MAFRD), Ministry of Infrastructure (MI), Ministry of Health (MOH), and other related ministries, scientific institutions, NGOs and the private sector. Although the working groups are composed of a large number of representatives, meetings and workshops were timely organized and participation was overall satisfactory. (although some interviewees commented that part of the representatives of the agencies were rather inactive during the meetings). The KDRRI project manager was an official member of the WG responsible for ensuring that the content of the Strategy will be in line with international trends and regulations.

The study visits (and advice from PLANAT) were funded by Swiss Development Cooperation (SDC, see Section 3.3 on Efficiency).

The interviews with local stakeholders and EMA in particular indicated the high appreciation of the UNDP's role through KDRRI in the support rendered for the elaboration of the draft DRR Strategy. The interviews with the international DRR experts indicate that while the quality of the Strategy is not perhaps top notch (but acceptable), the process was more important than the product which could be revised later. PLANAT experts had a

²⁰ <http://www.planat.ch/>

chance to comment on the Strategy twice, with the first draft received by them in July 2015 and the 2nd draft - in early March 2016 (only weeks before the time that the evaluation was conducted).

Upon the final approval and adoption of the Strategy for DRR, it is expected that it would be the obligation of the Kosovo stakeholders to implement the Strategy and ensure multi-stakeholder commitment (see however Section 3.4 on Sustainability)

The national risk assessment document

The National Risk Assessment document was developed in 2009 and since then it was never updated before the KDDRRI project commenced. Supported by the KDDRRI project, an inter-ministerial WG (a larger one than the WG for the elaboration of the DRR Strategy) was established by the MIA to review the national risk assessment document and update it. At the time of the evaluation, it was ready and in the process of being translated into Serbian and English, after which it is expected to be formally endorsed by EMA/central authorities and be used as a reference document for disaster risk assessments both at the central and local levels. The updated National Risk Assessment document is of a great value for many line ministries (MAFRD, MESP, MOH, etc.) and local level authorities.

Study/report on integrating DRR into development processes in Kosovo

In 2015, the project conducted an assessment, followed up with a workshop with central level authorities with a theme on "Integrating Disaster Risk Reduction into development processes" with support from an international consultant. The study was finalized by the time of the evaluation, but its recommendations will be implemented once the DRR Strategy is formally approved. This will then be a great added value to the development of the national regulatory framework for DRR and other ongoing development processes.

Gender sensitive regulation on conducting post-disaster assessment

A gender sensitive regulation on conducting post-disaster damage assessment reports²¹ has been drafted with KDDRRI support, finalized and approved (shortly before the evaluation commenced). This is of a great value for the municipalities, but the staff of the municipalities need training – something not covered under the KDDRRI (see Chapter 4 on Recommendations). The municipality of Peja/Peć already applied the regulation (even before it was approved): while appreciating the usefulness of the methodology and the regulation, one comment they made was that the follow up stages after the damage assessments need to be clarified to eliminate further assessments by the central authorities.

Report on integrating gender into DRR and Climate Change Adaptation (CCA) within Kosovo context

As part of the UNDP's engagement towards making DRR and CCA gender sensitive and introducing the gender component of DRR and CCA to the local and central level stakeholders, KDDRRI, in collaboration with the Supporting Low Emission Development (SLED) project of UNDP Kosovo, conducted an assessment and produced a report (presented in the end during a workshop on integrating gender into CCA and DRR strategies (2014)) on integrating gender into DRR and CCA within Kosovo context. At the time of the evaluation the report was already translated into Serbian and Albanian, and expected to be published in the spring 2016. This report with the recommendations is the first of its kind in the region. It is planned to be shared with all central and local gender focal points that are present in all municipalities and ministries and be recommended to be used in their daily work. The recommended actions will be mandatory in relation to DRR to the extent being included in the DRR Strategy: in other words, those recommendations, which are included in the draft DRR Strategy will become mandatory once the Strategy is formally approved and the implementation starts.

National DRR Platform

The plan was that the WG formed for the drafting of the DRR Strategy will morph into a National DRR Platform (NP). According to the interviews and document review this was only partially achieved. While the

21 http://www.kryeministri-ks.net/repository/docs/Vendimet_e_Mbledhjes_se_61-te_te_Qeverise_se_Republikes_se_Kosoves_2015.pdf

project activities positively affected multi-stakeholder cooperation and communication in the context of DRR, and the workshops and meetings provided a platform/an environment to discuss DRR related issues, there was no formal NP for DRR at the time of the evaluation. The key reason for this, according to the interviews is that the DRR Strategy is not formally approved as yet and the establishment of the NP could only be meaningful after the adoption to effectuate the implementation. There is a reasonable chance that the NP will be formed once the DRR Strategy is approved: the extent of its effectiveness is a different matter (see the Section 3.4 on Sustainability)

b) **Output 2: Methodologies for identifying, assessing, monitoring and communicating disaster risks are developed.**

Disaster Inventory Management System (DesInventar)

Responding to the identified need to develop the database of historical natural disaster events and losses in Kosovo in order to incorporate disaster risks in planning and development processes at multiple levels, the project identified the potential for cost-sharing and partnership with the UNISDR project “Strengthening the capacity of coordination mechanisms for disaster risk reduction in the OSCE Region” to develop the international database “Disaster Inventory Management System (DesInventar)²² for Kosovo. DesInventar is a conceptual and methodological tool for the generation of National Disaster Inventories and the construction of databases of damage, losses and in general the effects of disasters. To date, this is one of the important achievements of KDRRI project. The Desinventar was/is being implemented in partnership with UNISDR, OSCE and SDC, starting September 2014; it was launched on 31st March 2015

Box 3: Targets- Output 2

- (year 1): Capacities and needs in risk assessment identified and inventory of risk assessment completed. National risk information system and management plans designed.
- (year 2): Hotspot risk assessments conducted. Risk assessment and application of its outputs is institutionalized. 20% annual increase of percentage of citizens using the mobile phone application to receive and report hazardous information.
- Targets (year 3): Enhanced mitigation, early warning, and preparedness measures were adopted UN agencies and national partners. Contingency plans updated on the basis of an improved knowledge and understanding of risks.

The activities had to be modified and adjusted in order to allow the implementation of the DesInventar instead of the originally planned, historical database of “natural disasters”. The change was proposed to and approved by the donor (BPPS, formerly BCPR). This modification was well justified given the resources available to the project (for example to have risk maps which was also part of the plans requires much more resources, especially given that in Kosovo many databases and maps are to be developed from scratch (see the Section 3.4 on sustainability and Chapter 4 on Recommendations).

The KDRRI supported EMA by (a) providing two workstations (monitor, laptop, docking station, etc.) for EMA officers who are operating the DesInventar using information on disaster losses and events and (b) hiring of two national consultants to populate the database with all available historical data.

By time of the evaluation there were 1510 data events registered in DesInventar. The process of developing the DesInventar apart from the system itself yielded an additional benefit in the form of contributing to the improved cooperation between the central authorities and local/municipality directorates for protection and rescue. All local and central DRR stakeholders are continuously providing EMA with disaster relevant information which is then entered into the DesInventar by EMA: there is a free and equal level access to DesInventar, but only EMA can edit it. The DesInventar enables the Kosovo institutions to collect, analyze and monitor historical and recent disaster events, their scale and losses. It was used during the development of the National Risk Assessment document and DRR strategy. The effectiveness of the Desinventar will depend on the extent and the forms of its use in the future

²² <https://desinventarkosova.rks-gov.net/DesInventar/profiletab.jsp?countrycode=rks&continue=y>

Improved monitoring and sharing data on seismic risks

The staff of the seismology division of the Kosovo Geological Survey was trained by a regional expert for seismic monitoring and data sharing. This enables the division of seismology to monitor and communicate risks, to receive and share seismic related data with all international seismological centers.

EMA website

EMA developed its official website (<http://ame.rks-gov.net>) with UNDP support. This enables EMA to be more transparent and accountable by providing citizens with a new channel of access to emergency information. Through this website, the news about EMA's activities, publications, reports regarding emergency phone number 112, public awareness brochures, etc. are readily accessible.

Mobile phone application to report vulnerabilities and hazardous conditions and receive EW info

The target was to achieve 20% annual increase of percentage of citizens using the mobile phone application for emergencies²³ to receive and report hazardous information. According to the project reports the No. of users of Kosovo Emergency Management Application (KEMA)²⁴ was higher in 2015 (and that there is also an increase in 112 phone calls). At the time of the evaluation it became clear that there are technical issues with the functionality of the application and its links to 112 emergency number; the latest annual report by KDDRI lists this activity as "Partially achieved" at 70%. It was agreed between UNDP and EMA that the upgrade of the application should be conducted upon finalization of the upgrading the 112 system. UNDP and EMA had several meetings with the ICT society of Kosovo to elaborate the ways and possibilities for upgrading the KEMA application.

No-cost emergency number 112

112 is a toll free number which every citizen in Kosovo (with the exception of the 4 northern municipalities currently) can access from landlines, mobile phones and international lines. This number activates emergency services at Kosovo level in case of the need for emergency aid, illness, accidents or disasters. The project has indirectly supported the integration of the northern municipalities' in terms of using the 112 number by facilitating activities aimed at the improved cooperation between the northern municipalities and EMA; this was not materialized as yet at the time of evaluation (affected by delays), but expected shortly after the current evaluation.

EMA, and more specifically the Emergency Operation Center 112 were supported by the project to raise awareness on the importance of using the free emergency number especially among children and communities by twice - in 2015 and 2016 (10-11 February) - supporting celebrations of the European Emergency Number 112 Day in Kosovo. This included organizing quizzes for children in 2016 – on the Kosovo wide TV station, RTV 21 and in 2015 – online (see Box 4)

- In 2015 an online quiz for children was jointly organized by EMA/MIA and MEST regarding DRR education for children using an innovative approach developed with UNDP support. The quiz can be found on the EMA and MEST official websites²⁵. This free online quiz has a potential to be utilized in education settings such as elementary schools and help promote the importance of DRR training for teachers and students (it is not clear however whether they plan to do that] (see the Section 3.4 Sustainability)
- In 2016, more than 60 elementary school students from three schools in Prishtinë/Priština participated in TV quiz answering 20 questions designed by the EMA in cooperation with the MEST and UNDP. The topics covered in the competition included topics related to when to call the 112 emergency number, types of natural disasters, factors increasing the dangers of disasters, the effects of disasters and finally actions that children and families can take in their homes and schools to successfully tackle emergencies.

²³ <http://www.kosovapress.com/sq/nacionale/ne-raste-emergjente-thirr-112-35305/>

²⁴ <https://itunes.apple.com/us/app/amek/id648782513>

²⁵ <http://amemashtquiz.rks-gov.net/>

Photo 1: Raising awareness of 112 number in Prishtinë/Priština and celebrating International Day for DRR in northern Kosovo



In 2016, in addition, at one of the main squares in Prishtinë/Priština, 150 elementary school students, supported by EMA and UNDP, organized an event raising their peers' awareness on the importance of calling 112 during emergencies. Besides distributing informative brochures, they also discussed with interested by passers the services that 112 offers. A similar event was also organized in 2015. In both years the citizens had the opportunity to get acquainted with the work of EMA, the Operative Emergency Center in Prishtinë/Priština, UNDP, Medical Emergency, Firefighters and rescue service, and Kosovo Police.

International Day for Disaster Reduction (13 October)

The awareness about the International Day for DRR (13 October) was raised with the support from KDRRI. Many municipalities commemorated this day²⁶ in close partnership with local KRC branches. In 2013-2014 vulnerable population were chosen as target groups:

- In 2013 the International DRR Day (13 October) had the theme "Disaster and Disabilities". In this context, UNDP, in partnership with IFRC, EMA, RCK and the Kosovo Association of Blind and Visually Impaired Persons produced the "Earthquake Preparedness Brochure" in Braille and large print, both in Serbian and Albanian language. The product was endorsed by the Association and further discussions were held on how UNDP and EMA can further support the Association with respect to natural disasters (see Chapter 6 on Recommendations)
- In 2014, the public awareness campaign was dedicated to elderly people. In cooperation with the RCK and the municipality of Prishtinë/Priština, a simulated evacuation was organized at an elderly house in Prishtinë/Priština; and
- In 2015, the traditional public awareness campaign²⁷ was also held in many municipalities in close cooperation with KRC local branches- this time funded by the municipalities themselves (see the Section 3.4 on Sustainability), plus the focus was on northern Kosovo (see Output (d) later in this section). At central level, EMA gathered all relevant stakeholders to discuss DRR topics, with support from KDRRI.

Improved contingency plans by UN agencies and Kosovo authorities related to migration crisis

The initial idea was to support having (a) enhanced mitigation, early warning, and preparedness measures adopted UN agencies and national partners as well as (b) contingency plans updated on the basis of an improved knowledge and understanding of risks (see Box 3). Given the migration crisis affecting the region, the plans were modified and the following were delivered by the project in close consultation and coordination with the entire UNKT, other international development partners as well as the central authorities of Kosovo: (a) "Response Plan for the Management of Potential Influx of Refugees" (2015); (b) "Inter-agency (UN & Other Actors) contingency Plan -Potential Refugee Influx to Kosovo" (2016) and (c) Inter-Sectoral Coordination Mechanism (2016).

²⁶ <https://ame.rks-gov.net/al/Lajme/ArtMID/813/ArticleID/58/Sh235nohet-Dita-Nd235rkomb235tare-p235r-Zvog235limin-e-Rrezikut-nga-Fatkeq235sit235>

²⁷ <http://ame.rks-gov.net/al/Lajme/ArtMID/813/ArticleID/58/Sh235nohet-Dita-Nd235rkomb235tare-p235r-Zvog235limin-e-Rrezikut-nga-Fatkeq235sit235>

Interviews with the UN Country team indicated that the support from KDRRI, and in particular from the Project Manager as well as cooperation with EMA were particularly appreciated. While these plans are not directly related to DRR there is the indirect link, especially in the context of the capacities of EMA and local municipalities in dealing with emergencies.

c) Output 3: Capacities of local communities and central authorities to design and implement local level DRR plans enhanced

One of the key focus areas of the KDRRI project is the enhancement of local government and community capacities for DRR. UNDP reached an agreement with RCK to conduct joint activities at the local level. One of the indicators for this Output is "Locally driven disaster mitigation interventions implemented in at least 50% of the identified hotspot areas":

Strengthened cooperation and communication between EMA and all municipality directorates for protection and rescue: regional meetings and risk assessment workshops

In 2014 five regional meetings were led by the deputy Minister of Internal Affairs which aimed to strengthen communication and coordination between all emergency management responders (municipality directorates for protection and rescue, firefighters, emergency medical service, Kosovo police, etc.): 178 people participated from the local authorities (89% male, 11% female). Moreover, the risk assessment workshops in 10 municipalities (6 Albanian, 3 Serbian and 1 Turkish) built the capacities of 200 staff from local authorities (92% male and 8% female). The low percentage of female participants at these events is affected by the type of profession (police, fire-fighter, etc.) mainly represented by male officials. The above mentioned activities managed to build the capacities of more than 350 local representatives for DRR. In 2015 to strengthen the cooperation and communication between EMA and all municipality directorates for protection and rescue, the annual meeting on 5 October 2015 was supported by UNDP, including the municipalities of northern Kosovo. The aim was to reiterate to the municipalities the need to continuously provide EMA with information about disasters and feed the Des-Inventar, and the need of drafting all local disaster management and prevention documents such as: local risk assessment document, municipality emergency plan, etc. At the meeting held the representatives of northern municipalities met their colleagues of other Kosovar municipalities for the first time. The regular communication between EMA and fire-fighters from the northern municipalities has been established now and is being maintained. It is a strong contribution by UNDP/KDRRI to the process/objective of improved communication and coordination between northern municipalities and central authorities which leads towards successful implementation of Brussels agreement.

Finalized local risk assessments and Municipality emergency response plans

Box 4: Targets - Output 3

- year 1): Disaster mitigation and preparedness actions are identified in high-risk areas and (where these exist) integrated into ongoing UN interventions at the local level; Local level risk management toolkits adapted/developed.
- (year 2): 70% of relevant local authorities have been trained in LLRM, disaster mitigation, preparedness, and response.
- (year 3): Locally driven disaster mitigation interventions implemented in at least 50% of the identified hotspot areas (please. 30% of targeted municipalities have integrated DRR into local development plans and budgetary frameworks. 80% of Municipalities Kosovo wide have conducted Local Level Risk Assessment which is approved by MoIA/AEM.

Since the beginning of project implementation, the KDRRI managed to support 21 municipalities²⁸ (Kamenicë/a, Viti/Vitina, Junik, Shtërpce/Štrpce, Rahovec/Orahovac, Kaçanik/Kaçanik, Skenderaj/Srbica, Graçanicë/Gračanica, Obiliq/Obilič, Hani i Elezit/Elez Han, Novobërdë/Novo Brdo, Mamushë/Mamuša, Ranillugë/Ranilug, Partesh/Partesh, Klllokot/Klokot, Mitrovica North, Zubin Potok, Zveçan/Zvečan, Leposaviq/Ć, Gjilan/Gnjilane and Istog/Istok) in producing the obligatory legislative documents related to DRR such as:

- Local Risk Assessment Document (19 municipalities): 2 in 2013, 10 in 2014²⁹ and 7 in 2015,

²⁸ The Annual reports by KDRRI state 24 rather than 21; this error was corrected during the review

²⁹ Graçanica/Gračanica, Shtërpce/Štrpce, Mamushë/Mamuša, Junik, Hani i Elezit/Elez han, Kaçanik/Kaçanik, Novobërdë/Novo brdo, Rahovec/Orahovac, Obiliq/Obilič, and Skenderaj/Srbica

- Local contingency plans (2 municipalities: Gjilan/Gnjilane and Istog/Istok): these were developed instead of the originally planned Municipality Emergency Response Plans, as it was realized that the municipalities are not prepared for that and this would have required more significant allocation of resources (see the Chapter 4 on Recommendations)

The enhanced DRR legislative framework is expected to improve the coordination of DRR activities and measures between central and local related stakeholders including private sector and NGOs.

All the municipalities (with the possible exception of the 4 northern municipalities) have local risk assessments (with the 19 assisted by the project, as above) following EU methodology: hence the target of “80% of Municipalities Kosovo wide have conducted Local Level Risk Assessment which is approved by MoIA/AEM” is reached. The role of the project was not with the methodology but with working with some of the municipalities (19), more precisely with the directorates for protection and rescue, to show as an on-job- training how this could be done with better quality; additionally, workshop/meetings in partnership with municipalities and EMA were also organized. The finalized local risk assessments were (and in general are) approved by municipality assemblies and enforced by mayors of the municipalities. According to procedures these then become/should become part of local development plans and budgetary frameworks: hence the indicator of “30% of targeted municipalities have integrated DRR into local development plans and budgetary frameworks” is met. The updated National Risk Assessment document (under Output 1) once approved and enacted, is expected to be linked with the local level risk assessments, and hence further enable/assist the municipalities to allocate resources to DRR and disaster mitigation measures and facilitate the work of other municipality directorates too (such as the directorates of urban planning and construction, since the municipality development plans and municipality zoning maps must include the risk assessment as an integral part)³⁰.

The support to the municipalities was not focused only on building their capacities for DRR but also encouraging the local governments to establish official working groups to develop the local risk assessment documents: 19 such working groups were established

The interviews indicate that there is a big gap in the enforcement of the necessary regulations in the local entities (e.g. schools) by the municipalities (e.g. in terms of having emergency response plans, emergency committees, conducting drills etc.). So while the project had started the improvements in terms of assessments and plans, there is a long way to go and here the central and local authorities need to take much tougher position in terms of enforcement and implementation (see the Chapter 4 on Recommendations)

Training

More than 70% of local level authorities were already trained by the KDRRI in partnership with EMA (more than 260 local level officials from 34 municipalities³¹ participated in workshops, community drills, and other KDRRI events. The only municipalities that were not as yet trained in LLRM are the four northern municipalities). The project sought to train all officers at all municipalities (directorates of protection and rescue), but handled it as in a decentralized fashion, for KDRRI this was perhaps justified. However, the KDRRI 2015 Annual report mentioned that “,,,Nevertheless, since the position of the director of the directorate for protection and rescue at municipality level remains to be a political position, each 4 years there is a need to train all recently appointed directors”. Within KDRRI, there was no element attempting to institutionalise the training and put it on a sustainable footing. If there is a follow up to this project, it is recommended that the training on the new methodologies/regulations which were developed with the help of KDRRI is handled in a centralized way, e.g. through the Training Centre of EMA or the Kosovo Academy for Public Safety (also mainstreaming the training topics in the curricula). The records with the feedback and comments from the trainees indicate full satisfaction among participants at the workshops

³⁰ <https://kk.rks-gov.net/kacanik/getattachment/09e73e0e-b9cf-4f65-92ab-c125f3a06881/VLERESIMI-I-RREZIKUT-NGA-FAT-KEQESITE-NATYRORE-DHE-.aspx>

³¹ KDRRI 2015 Annual report

Photo 2: Community drill in Peja/Peć



Multidisciplinary community drill in Municipality of Peja/Peć. Search and rescue from high elevations. Supported by professional NGO on hiking "Marimangat"

Community and School drills

Community drill: The first ever multi-disciplinary community drill in Kosovo was organized in Municipality of Peja/Peć³² in order to exercise the disaster preparedness at local level: in 2015, EMA, supported by UNDP and in partnership with the municipality of Peja/Peć, organized a multi-disciplinary community drill containing following scenarios: search and rescue from high elevations, evacuation of children from the school, traffic accident, and fire rescue from a four story building, among other scenarios. The drill was monitored and evaluated by EMA experts, and the mayor of the municipality also actively participated at the drill as the head of municipality emergency committee. The community drill raised the awareness about the importance of such events. Representatives from the 3 small towns (Istog/Istok, Klina and Deçan/Dečane) near Peja/Peć also participated, Municipal Directorates for protection and rescue were also involved in planning of the community drill. The drill helped to test the capacities of all the emergency management actors at the local level. Besides the drill, the volunteers of local RCK branch disseminated educational material about earthquakes and disasters in general.

School drills: In 2013, to engage and test the capacities of all relevant institutions dealing with disasters at the local level, UNDP, in partnership with Save the Children, UN Volunteers, IFRC, EMA, RCK organized a school drill in the municipality most at risk of earthquakes - Gjilan/Gnjilane. The drill included specific elements of training (first aid, usage of fire distinguishers, etc.) and was primarily organized for the academic and technical personnel of the primary school of "Selami Hallaqi". It took place on 5 December 2013, the International Volunteer Day, to also raise awareness about the importance of the volunteers in case of disasters. School teachers (67 % men and 33 % women) were trained in emergency management and first aid.

UNDP was planning to continue organizing similar activities also in other municipalities seeking to engage also WHO and UNICEF in co-organizing the activities, but the only other drill was then organized in northern Kosovo later (the budget constrains being one of the reasons). The school drill was also shown in TV stations and local electronic portals, which contributed to raising the interest from other municipalities in organizing such activities (e.g. in 2014 UNICEF funded several school drills and in 2015 Prishtinë/Priština organized the school drill on their own funded by the municipality. Considering also that the "Selami Hallaqi" has a large number of pupils (approx. 860 students per shift) the Family Disaster Plan brochure was distributed by RCK volunteers after the school drill.

The School Drill tool kit was developed by EMA. It can be used by each Municipality and School building to organise similar simulations. It was, in particular used by UNICEF for the drills supported later.

³² [https://kk.rks-gov.net/peje/News/Advertisement/Njoftim--per-media-\(3\).aspx](https://kk.rks-gov.net/peje/News/Advertisement/Njoftim--per-media-(3).aspx)

Public awareness

Celebrations of the International Day for Disaster Reduction (13 October), mentioned under the Output 2, were also used to raise awareness of specific issues in the municipalities. In particular, since 2014 was characterized by two weather extremes, first drought and then extreme rainfall and floods, UNDP, in partnership with MESP and RCK, developed a public awareness brochure to educate children and the population about the proper use of water and general information about water in Kosovo. The brochure "Use and save the water" was developed as an educational material addressing drought issues, printed and shared with the public during the international day for disaster reduction. Earlier, in 2013, in partnership with IFRC and RCK the project organized a public awareness campaign in 6 Municipalities.

d) [Output 4] The municipalities in northern Kosovo have the capacity for prevention of, preparation to and response to natural disaster in an equitable manner**Box 5: Targets - Output 4**

- (year 1): Repair of affected roads initiated by September 2015; At least one training or workshop to be attended by firefighters and municipal representatives by September 2015
- (year 2): Affected roads to be fully repaired and properly maintained by the end of the project; Trainings and workshops to be attended by firefighters and municipal representatives by the end of the project

Supporting integration of the firefighters in northern municipalities into the Kosovo central system

The most important result of this output is the facilitation of the integration of the firefighters in northern municipalities into the central system in Kosovo: 80 civil protection members from the northern municipalities were integrated into EMA as per the Brussels Agreement: a very important result given the political sensitivity in the northern municipalities. UNDP managed to

facilitate this, thanks to its comparative advantage of being neutral, but also because of being the only donor to the EMA and the project's presence at the northern municipalities. KDRRI project managed to organize the first meeting between firefighters and EMA in order to discuss their coordination, communication and capacity building on October 5th, 2015, and then quarterly meetings. These meetings have enabled the counterparts to discuss issues that are concerning both sides and negotiate potential solutions to the problems. Moreover, KDRRI is supporting the recently-appointed fire-fighters and the Mitrovica North 112 center to cooperate with EMA and accomplish all required trainings. Most likely the integration of the firefighters from northern Kosovo within EMA would have happened anyway given the importance of the Brussels agreement, but without the support from KDRRI it would have taken probably much longer and would have been a much more controversial process. This is only the beginning however as there are no functioning links as yet between EMA and the directorates in charge of protection and rescue from the northern municipalities (with some indications that there is a potential to support links with EMA as well, see Chapter 4 on Recommendations

Increasing disaster preparedness and prevention capacities of the 4 northern Kosovo municipalities

The disaster preparedness and prevention capacities of the 4 municipalities in northern Kosovo have been improved by the (a) implementation of the infrastructural projects and (b) the development of flood prevention maps:

- Flood prevention maps: At the time of the evaluation the maps - successfully delivered by the local experts- were ready and in translation process.
- Infrastructure rehabilitation: The preparatory activities for the recovery projects started in December 2014. Mayors of Zubin Potok/Zubin Potok, Zvečan/Zvečan and Leposaviq/Leposavić signed a long list of priorities for recovery projects in order to repair the damages during the floods in 2014. Based on the criteria developed by UNDP and an internal panel, UNDP, jointly with municipal authorities, identified and agreed to support the most relevant recovery projects. 5 infrastructural projects were successfully finalized and recognized by the respective municipalities (Zubin Potok,

Zvečan/Zvečan and Leposaviq/Leposavić³³, including:

- Retaining wall, Municipality of Zvečan/Zvečan;
- River rehabilitation, Banjska river, municipality of Zvečan/Zvečan;
- Road rehabilitation at Gornji Strmac, Zubin Potok/Zubin Potok;
- River rehabilitation, River Vuca, Municipality of Leposaviq/Leposavić; and

Water supply system, Potok Mala village, Leposaviq/Leposavić

- The infrastructural projects were timely finalized, in October 2015, adhering to the concept of “building back better” promoted by the Sendai framework for DRR (2015-2030). The effects of this activity were very positive. The community had the opportunity to benefit directly from the project witnessing the resilience so far.

It is planned that the KDRRI will support the municipality of Leposaviq/ć to assess and rehabilitate the building of the fire-fighting unit. The construction is expected to start in the second quarter of 2016. Due to the fact that UNDP KDRRI implemented the first DRR activities in northern municipalities, the municipalities were very supportive and acknowledged the UNDP’s support for their DRR capacity building.

Training

Besides the meetings/events KDRRI shared with northern municipalities the official schedule of trainings being provided at the Kosovo Academy for Public Safety³⁴ inviting the firefighters to participate. As

Box 6: Examples of rehabilitation of infrastructure in the north of Kosovo

One of the main activities was rehabilitation of the Banjska riverbed which flooded the village by the same name and caused tremendous damage to the land and endangered access to nearby school. After every heavy rainfall, villagers of Banjska in the municipality of Zvečan/Zvečan, had to deal with the same problem: UNDP constructed also an 85 meters long retaining wall and rehabilitated the riverbed paying special attention to the length close to the school. These infrastructural projects prevented the river from flooding in the future and enabled a safe access to school even during heavy rain falls. The community members interviewed for this evaluation were highly appreciative of the assistance they received in the form of this infrastructure project, but they expressed the concern that despite the public awareness campaign one of the main causes of the floods may continue – residence throwing rubbish into the river, since there is no effective mechanism of penalties.



Rehabilitated road at Gornji Strmac (before and after)



³³ The rehabilitation, Socanica river in the Municipality of Leposaviq/Leposavić was funded earlier with the Emergency fund.

³⁴ <http://www.aksp-ks.net/?page=2,6>

a result, the firefighters from the northern municipalities attended events/workshops both in Prishtinë/Priština and northern municipalities.

Public Awareness

- A public awareness campaign in each municipality took place on 13 October 2015, the International Day for Disaster Reduction, this was the first time that it was commemorated in northern municipalities and the communities' awareness about the risk of disasters was raised: the event was covered by media³⁵ and over 100 leaflets/flyers of instructions disseminated.
- Also a school drill was conducted at the village of Banjska on 13 October, 2015. The interviewees with the school teachers for this evaluation indicated the appreciation both because the school-children are now more aware, the school has more kits (e.g., fire extinguishers) and because the channels of communication with the local Red Cross community and local emergency responders (municipal directorate for protection and rescue, fire fighters, medical emergency center, police, etc.) improved. The residents were also sensitized in relation to the importance of protecting the rehabilitated infrastructure by the communities, especially the riverbeds (see however **Box 7**). The public awareness activities were implemented with the support of a local NGO "Domovik".

3.2.2 Contribution to expected Outcomes

The Result framework does not contain targets against the indicators for the Outcomes (see **Box 8**), and hence the assessment is only in qualitative terms.

National policy framework exists that requires plans and activities at all levels

Box 7: Indicators for Outcome: KDDR core part

- Level of progress made in drafting and revising DRR related legislation, policies and institutional structures.
- # of coordinated efforts taken by the NP directly contributing towards DRR
- % increase of resources allocated by the central authorities towards DRR.

With KDDR support, many important pieces of the necessary regulatory framework for DRR were developed. Due to mostly objective (and mostly external to the project) reasons, their development took longer than anticipated (see Section 3.2.1), and hence at the time of the evaluation, many of these pieces are available in the final draft forms and/or under translation. This applies more specifically to the draft DRR strategy, as its only its formal adoption will effectuate the

start of the implementation of the recommendations contained in the other reports and studies funded. Apart from the studies, it is only the regulation on gender sensitive post disaster damage assessments that was adopted by the central authorities and the Desinventar which was instituted and being populated. At the same time, there is reasonable confidence that the adoption of the former list is a matter of time. The Outcome as formulated is about the adoption and not effective implementation, which is less certain unless there are resources allocated by the government, effective structures in place to oversee the implementation and further support available from the international donor community.

As for the indicators,

- in terms of the indicator on "Level of progress made in drafting and revising DRR related legislation, policies and institutional structures", it could be stated that sufficient progress was made;
- in relation to the indicator "# of coordinated efforts taken by the NP directly contributing towards DRR", while the NP did not materialize, the inter-ministerial WG has worked collaboratively and

³⁵ <http://koha.net/?id=27&l=79291>

<https://botasot.info/kosova/465797/undp-me-partnere-vendore-shenon-13-tetorin-diten-nderkombetare-per-reduktimin-e-katastrofave/>

<http://m.time.ikub.al/lajme/UNDP-me-Partnere-Vendore-Shenon-13-Tetorin-Diten-Nderkombetare-per-Reduktimin-e-Katastrofave2411-1.aspx>

produced 2 documents: the draft DRR Strategy and the updated Disaster Risk Assessment. Besides there is a progress in terms of a more coordinated functioning of EMA and municipalities, e.g. in relation to Desinventar, conducting post disaster damage assessments and drills and promoting 112 number, with more expected after the adoption of the documents listed earlier: so here too, it could be stated that sufficient progress was made

- and finally, since the DRR strategy is not adopted as yet, there is nothing to report against the indicator "...% increase of resources allocated by the central authorities towards DRR"- as yet

Disaster preparedness and contingency plans function at all levels with regular training drills and rehearsal to test and develop DRR

21 municipalities have improved their disaster preparedness with the support of the project, obtaining risk assessments (19) and contingency plans (2): it is unclear whether any municipality has funded similar contingency plans with their own budgets. The 4 drills (2 school drills, the community drill and the drill at the elderly home in Prishtinë/Priština) helped to serve as examples and to improve the collaboration of the actors involved: it is unclear, however, whether any municipality/school has funded similar drills with their own budgets (unlikely, according to the interviews), except that the Municipality of Prishtinë/Priština co-funded the drill at the elderly house. No information for others. And only with regards to the public awareness campaigns (of which the project supported a large number), it could be said that the municipalities funded further such events with their own budgets. So to summarize, it cannot be claimed at this stage that disaster preparedness and contingency plans function at all levels with regular training drills and rehearsal to test and develop DRR, but there is significant progress towards that objective: having said that, it is yet to be seen whether the central and local authorities allocate the required resources themselves for the necessary DRR related measures as well as enforce the requirements.

The municipalities in the north of Kosovo have the capacity for prevention of, preparation to and response to natural disaster in an equitable manner

Box 8: Indicators for Outcome: northern municipalities

- 1-1. % women and men with increased awareness of DRR due to awareness campaigns (determined through surveys).
- 1-2. % women and men reached by leaflets/flyers of instructions on emergency situations
- 1-3. # of floods prevention maps developed.
- 2-1. The damaged roads were repaired and maintenance plan in place.
- 3-1. % of training and workshops attended by firefighters from the north.

The project helped/helps to improve the capacities of the 4 northern Kosovo municipalities for prevention (e.g. with flood risk maps, rehabilitated infrastructure), preparation (e.g. with the firefighters participating in the training courses) and response (with the integration of the firefighters into EMA, increased awareness, as well as upcoming coverage with the 112 number).

However, it would be a stretch to claim that these municipalities have the capacity for prevention, preparation and response to natural disasters: one of the reasons for that is the absent link of the directorates of prevention and rescue with EMA.

3.3 Efficiency

Delivery on time and on budget

There were several external factors that delayed a number of activities of the project. The local elections in October/November in 2013 caused delays in the implementation of the project at the local level. In 2014, significant political issues especially at central level directly influenced the implementation of project activities, as the delayed reformation of the central level authorities postponed the establishments of inter-governmental working groups and approval of significant central level activities. In 2015, the main beneficiary of the KDRRI project, the MIA, was functioning with a Minister but still with no appointed deputy ministers, and hence the communication and coordination with the cabinet of the minister happened through the advisers responsible for portfolios which the KDRRI covers (DRR, Firefighting, disaster management, etc.).

The project also faced the challenge of estimating the number of days required to collect all DRR data in Kosovo. After the process of installing DesInventar at EMA was successfully initiated in partnership with UNISDR and the CIMA foundation, it was estimated that two national consultants would be able to compile DRR data in 4 months, but it proved to be insufficient. Even though UNDP was informed that natural disasters-related data exists for the central level, in reality it turned out that neither the qualitative nor quantitative data was sufficiently available. As a result, there was a need for a KDRRI budget revision approved in July 2014.

As an overall comment, a number of components of the project were not backed by realistic budgets, and the time necessary for the full implementation was underestimated in the Pro-Doc (e.g., those related to the regulatory framework). Activities at the local level; and at the level of central authorities were tightly connected so the delay in, for example, producing of the Strategy and the updated National Risk Assessment affected the intensity/quality/timeliness of the results at the local level (e.g. local risk assessments).

Adaptive management

Notwithstanding these challenges (above), the project managed to deliver most of the outputs, even if not at the stage of the final adoption in the part of the regulatory framework at the time of the evaluation - thanks to hands on management and the commitment of the staff. The project team also demonstrated a remarkable ability to succeed when dealing with rather sensitive contexts: for example, the involvement of the emergency management authorities in the component of northern Kosovo, even during the initial phase of planning, was carefully carried out by holding separate meetings. The project gained the trust of the beneficiaries in northern municipalities by ensuring the smooth communication through a project officer placed in one of the northern municipalities.

Cost effectiveness

The KDRRI identified several opportunities for partnership/cost sharing. In particular:

- The component of DesInventar was implemented jointly/cost shared with UNISDR. It saved KDRRI a significant amount of the budget which was redirected for the technical assistance to EMA;
- Even though DRR is not part of the SDC strategy for Kosovo (2013-2016), the study tour to PLANAT was co-funded between UNDP and SDC jointly;
- The public awareness campaigns in many municipalities were implemented jointly with the RCK: the latter contributed the time of its volunteers and the municipalities covered some other expenses; and
- UNMIK provided the transportation (bus) for the firefighters to attend the meeting with the central level.
- The school drill in Gjilan/Gnjilane was organized and cost-shared in partnership with UN Volunteer, Save the Children, IFRC and UNDP.
- Most of the project events were organized in premises of MIA, EMA or UNDP by saving costs of hotel rooms which in contrary had to be paid.

These cost sharing opportunities helped to implement the respective activities in a cost effective manner and redirect the saved amounts to more pressing needs. The project implemented all activities by using long term agreements UNDP reached with local private sector in order to ensure that all activities were implemented at the right cost. Overall the project was highly cost efficient.

KDRRI also supported and shared cost for mutual activities with regional DRR programmes in order to ensure the participation of the Kosovo partners in the regional events³⁶.

Synergies

Within UNDP Kosovo, there was a good cooperation with several projects:

- the project on Climate Change Framework Strategy Development (includes Climate Change Mitigation and Climate Change Adaptation (CCA) components) which supports the MESP in developing and implementing a framework strategy: the latter has cross-cutting issues with DRR Strategy.
- KDRRI, in collaboration with SLED project, produced the report on integrating gender into DRR and CCA within Kosovo context with the workshop where it was presented;

³⁶The project: <http://www.preventionweb.net/ipadrr/> The event: <https://www.unisdr.org/archive/37397>

- ABD in Mitrovicë/a and Zvečan /Zvečan: the flood maps which were developed for the 4 municipalities in northern Kosovo under KDRRI used some of the information generated through the ABD project; and
- Conflict Prevention, Community Stabilization and support to Local Economic Development in North Kosovo region: KDRRI consulted this project on the approaches to pursue for the northern municipality component, given the sensitivities involved.

The project has successfully cooperated with UNISDR, most notably in relation to the Desinventar and UNMIK- in part concerning the component of the project being implemented in northern municipalities. The project team had a good cooperation with Save the Children, UNICEF, and UNV - demonstrated on the example of the school drill. As for the cooperation with RCK, it was a longer term one, also for other drills as well as public awareness activities. It seems that the intensity of cooperation was somewhat reduced in the last year, however, with the international partners according to the interviews,

Kosovo was part of the regional UNISDR/WMO project on "Building Resilience to disasters in Western Balkans and Turkey³⁷" supported by the European Commission Directorate General (DG) Enlargement through the Instrument for Pre-Accession (IPA). The overall objective of the project was to reduce the vulnerability of IPA beneficiary countries to disasters caused by the natural hazards in line with the Hyogo Framework for Action (HFA) and increase their resilience to climate change. Specifically, the project aimed at: enhancing the regional cooperation and capacity in addressing DRR in the context of existing risks posed by typical natural hazards related to meteorological and hydrological hazards, as well as, new risks posed by a changing climate, with a focus on building/enhancing regional networking and coordination in the area of DRR, strengthening the cross-border cooperation in the area of disaster risk management, and enhancing the regional capacity to supply/share/exchange data/information in the area of DRR. The project had a duration of 24 months and ended in 2014, and then continued under IPA Floods II. This project allowed KDRRI team to learn about the achievements in DRR in the other countries of the region and assess what best practices could be borrowed (e.g. the mobile app for Kosovo, which further became the KEMA) or adapted, and which ones are not suitable for Kosovo.

Partnerships and Reach

Through the inter-ministerial WG, the project engaged with many agencies at the central level. There was cooperation with MESP in the context of the publication of the brochure on the drought. Since in the school and community drills many agencies took part, including (in addition to EMA) Kosovo Police, Kosovo Security Forces and MEST, the project engaged with them too in that context. The project team has also collaborated a number of Nongovernmental organizations (e.g. Kosovo Association of Blind and Visually Impaired), including with those present in northern municipalities (NGO Domovik), which had been unprecedented in previous years, as well as the private sector (e.g. IPKO, promoting the potential upgrade of the smartphone application.). The interviewees for this evaluation thought that there could have been more in terms of reaching out to the agencies other than EMA, as well more reaching out to the locally based entities, promoting the implementation of/adherence to the existing regulations

Innovation

KDRRI project implemented several activities which were innovations for Kosovo, such as: the "Earthquake Preparedness" brochure in Braille and large print and the "Earthquake School Drill the tool kit"; the KEMA (currently being modified to reflect the requirements of the central authorities of Kosovo and the feedback from the application users); and the DRR online quiz for children developed in 2014 in partnership with MEST and EMA/MIA (see Box 4)

³⁷ <http://www.preventionweb.net/ipadrr/>

Box 9: DRR online quiz for children developed in 2014 in partnership with MEST and EMA/MIA



Visibility

The project ensured the visibility of UNDP by using social media (twitter), articles, UNDP webpage, posters, TV programs, brochures etc. KDRRI events even when implemented by local partners were organized with the presence of KDRRI project banner which ensured the visibility of the project and UNDP.

Results Monitoring

The manner in which the RRF were merged when the component related to northern municipalities was added (e.g. the indicator numbers were changed). The results reporting annually should follow a consistent format without omitting of indicators even if there was no change in the given indicator in a given year to

enable easier review and understanding of the results. It is a good practice to follow the outcomes of the projects, e.g. in terms of the use of the products developed, even if this is not captured by the RRF indicators: this was not always the case under the project. And finally, while there was a survey envisioned among the residents of the 4 northern municipalities to measure the effects of the public awareness activities, this was not conducted

3.4 Sustainability

National Ownership

The project activities were carried out through continuous communication with local and central level beneficiaries. All project activities were led by the Kosovo authorities with the support by KDRRI project. This enabled the main concerned central and local level authorities to establish ownership of every project activity results.

At the central level, EMA has shown strong national ownership overall. It had led the Inter ministerial WG and succeeded in producing the draft DRR Strategy and the updated Risk Assessment report, which was not an easy task given the objective difficulties in coordinating many agencies, for many of which DRR was a new concept. It has coordinated all the public awareness activities and the drills. It had also allocated staff to manage the website, which was supported by the project. Many more other examples could be cited. As for the other agencies, there seem to have been less of an interest, as some of the interviewees commented based on the extent of participation in the WG meetings (less active than desired). One of the potential reasons is possibly the fact that DRR as well as “environment” in general are not explicitly featured in the current National Development Strategy of Kosovo 2016 – 2021 (NDS). This is also reflected in the 2015 EU assessment report, which notes that: “...No progress was made on civil protection (floods, draughts, forest fires and other environmental disasters). 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 also needed to integrate climate action into all relevant sector policies and strategies. Kosovo is at an early stage of transposing and implementing the climate acquis. 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 the 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 no 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.... Administrative capacity in the environment and climate sectors remains weak. The government adopted a decision to establish the National Council on Climate Change in August 2015. Effective inter-ministerial co-operation to enable adoption and implementation of low-carbon growth policies is further needed. Significant further efforts are needed to raise awareness on environmental issues..."³⁸. Overall these two documents indicate that so far the central authorities had different urgent priorities, including energy and economy, perhaps related to the geopolitical context. There are, however, indications that this is changing, at least in the part of the assistance from the EU, whereby the environment (in the part of flood management) might become part of the IPA II after the midterm review.

As for the local level, the document review and the interviews for this evaluation indicate that the municipalities were/are eager to benefit and learn from the project in the most part. Additionally, for the local level, UNDP contacted most municipalities and selected those who were ready and keen to work in contingency planning and risk assessment.

The participation and commitment of northern local government authorities at KDRRI activities shows an ownership on their part too. Here, the cooperation with the stakeholders and the community was crucial for this project activities: as an example, the rivers that the project rehabilitated pass through privately owned lands, and the rehabilitation had to be undertaken by driving the heavy machinery through that property. The cooperation and consent of the community to conduct the rehabilitation works was of crucial importance in order to avoid any undesirable situations. The municipal authorities supported this by informing the community in detail and well in advance about the works that were going to be undertaken. There was a full commitment by the municipalities to organize the school drill and support the organization of the campaign for International DRR Day: as an example, the municipality inspectors trained school teachers for emergency management

Potential for sustainability

EMA is currently able to support every municipality in conducting risk assessment documents with the support of KDRRI project, provided it has adequate financial resources.

While there is not much doubt that the Strategy will be approved, there is no strong evidence that there will be the institutional mechanism to ensure its effective implementation, in the absence of a functioning National Platform. This, the fact that the NDS does not prioritize DRR and the financial constraints – together – cast doubt on the sustainability of at least some of the components both at the central and local levels. It is not clear who/which agency will take care of implementation of the Strategy once it is formally adopted. According to the interviews for this evaluation, the Inter-ministerial Council for Water was mentioned in the last WG meetings as a potential agency to oversee the implementation, but the further interview with the representatives of the Council indicated that the Council can render only limited support.

As for the local level:

- As a result of local level capacity building, 11 municipalities funded the local RCK volunteers and offices to conduct the public awareness campaign at their respective municipalities
- There are other activities that might continue (for example the methodologies for Post disaster damage assessments and risk assessments), but there is no evidence to assure that all the results achieved by UNDP will be continued, replicated and built up, unless the central institutions manage to establish an effective National Platform and follows rigorously the implementation of the Strategy.

³⁸ COMMISSION STAFF WORKING DOCUMENT: "KOSOVO* 2015 REPORT: Accompanying the document. COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS. EU Enlargement Strategy; {COM(2015) 611 final}, {SWD(2015) 210 final}, {SWD(2015) 211 final}, {SWD(2015) 212 final}, {SW, (2015) 213 final}; {SWD(2015) 214 final}, {SWD(2015) 216 final}

KDRRI expects that in future the municipalities will organize the drills in partnership with EMA and that the communities will be regularly updated and be aware of the capacities of the municipal authorities to cope with disasters. The declining budgets of the municipalities seems to be the main risk in this regard (e.g. in Peja/Peć, there was 40% budget cut during the last 2 years.) coupled with the lack of tradition of enforcement of the mandatory regulations.

In the part of the northern municipalities, the cooperation between EMA and northern municipalities is likely to continue with the integration deepening in the part of the firefighters, unless the implementation of the Brussels agreement is halted for some reason. However, as the interviewees indicated, the integration process needs some further handholding by a neutral agency. Also for the northern municipalities, it should also be noted, however, that sustainability of the infrastructure component would be in doubt unless there is clarity and enforceable system of fines for those violating the law (not applied now, see **Box 7**)

Overall, as mentioned earlier, it would have been unrealistic to expect that with a limited funding the project would achieve all its ambitious targets during the project lifetime. A second stage project would be necessary to support the implementation of the Strategy on a sustainable basis.

While the potential funding sources in the case of Kosovo are even more limited than elsewhere, DRR is one of the outcomes in the United Nations Common Development Plan (CDP) 2016-2020 in Kosovo, which states that more people adopt behaviours that are healthy and that increase resilience to potential threats from environmental pollution, disasters and climate change (Outcome 3.3). It also mentions that within a broader framework of DRR and under the guidance of the Sendai Framework for DRR 2015-2030, the UNKT will, in partnership with local CSOs, develop comprehensive community-based, as well as school-based, educational programmes to increase resilience to these potential threats.

Moreover, DRR is fully in line with several Sustainable Development Goals (SDGs) including SDG 11 “Make cities and human settlements inclusive, safe, resilient and sustainable” and SDG 13 “Take urgent action to combat climate change and its impacts” and UN CDP in Kosovo 2016-2020 refers to SDGs in its Results Framework, even though Kosovo is not a signatory.

3.5 Potential for impact

The RRF of the 2 projects identify the following as the expected goals (impact):

- Contribution to reducing disaster risks in Kosovo and thus contributing to the attainment of Kosovo development strategies and the MDGs and sustainable and effective DRR system at all levels; and
- Contribution to dissipating inter-community tensions and reducing potential for conflict by promoting cooperation on the development of DRR in northern Kosovo.

Referring to the evaluation questions for the part on impact in Section 1.2, it should be noted that it is too early for impact of the project to materialize and therefore this Section is more about the “Potential for Impact”.

This Section is organized along the evaluation questions in the part of “Impact” but also referring the goals specified in the Pro-Docs. The Project has certainly contributed to reducing disaster risks in Kosovo through various channels:

- influencing policy making at different levels (noting that some of the main influences stemming from the central level are yet to materialize when the draft documents are adopted and implementation starts);
- contributing to better systems and mechanisms for improved DRR capacity at the central and local levels – with methodologies and demonstrations of their application; training; promoting and facilitating improved coordination between the institutions both vertically and horizontally; as well as
- better public awareness about DRR and emergency response with drills and campaigns.

³⁹ Somewhat reformulated due to the overlapping and not entirely consistent formulations in the Prodocs

Before KDRRI project, the Kosovo institutions were mainly engaged with response activities against disasters and, the concept of disaster prevention and preparedness was not mainstreamed into strategies and policies in Kosovo. With KDRRI, UNDP successfully brought in the importance of preventative measures and supported the development of various legislations and the draft Strategy for DRR. Moreover, before the KDRRI project was initiated, there was no proper system of assessing and reporting different kinds of damages associated with disasters in Kosovo. The damage assessment mainly focused on physical objects such as infrastructure, buildings and agricultural lands. Due to KDRRI, however, UNDP was able to support the central authorities of Kosovo to develop a new regulation for post-disaster damage assessment that is both human-centered and gender-sensitive. Moreover, UNDP also supported the capacity development of central institutions to develop methodologies for identifying, assessing and monitoring disaster risks in Kosovo. The project, together with partners, supported EMA to implement the DesInventar in Kosovo in order to identify and record frequent types of natural disasters and enhanced the capacities of Seismology Division under Kosovo Geological Survey to better monitor seismological data and share it with similar institutions in the region. The project only made the necessary first steps with these contributions (as above) however. The magnitude of the impact will be much larger if the central authorities put in place effective implementation measures for the strategies and policies; allocate the necessary resources; and ensure the compliance with the respective laws and regulations.

The project directly impacted the lives and livelihoods of the final beneficiaries, i.e. the residents with the rehabilitated infrastructure in northern Kosovo, and with the increased awareness of the residents - including the schoolchildren - of DRR and the adequate emergency response. The project has contributed to dissipating inter-community tensions and reducing potential for conflict by promoting cooperation on the development of DRR in northern Kosovo. The project had also contributed to environmental protection through DRR measures and the infrastructure rehabilitation component in northern Kosovo, flood maps, disaster risks assessments, public awareness, etc. (for example, the risk assessment methodologies prepared by the municipalities with UNDP's support consider illegal wood cutting which causes landslides and road blockages in many parts of Kosovo).

3.6 Cross cutting

3.6.1 Gender

KDRRI made a commitment to integrate gender issues/gender equality in DRR, in accordance with UNDP's 8 Point Agenda. In partnership with UNDP SLED project that focuses on the climate change mitigation and adaptation (as discussed in Section 3.2.1 under Effectiveness (Outputs)), a specific gender DRR and CCA report was produced for the first time in Kosovo and launched on April 13, 2016⁴⁰ It is planned to be launched in partnership with the Agency for Gender Equality (AGE) at the Office of Prime Minister (OPM) shortly (after this evaluation), with the report to be shared with all central and local gender focal points. The report includes recommendations related to the procedures for gender mainstreaming in CCA and DRR, which will become mandatory for implementation once the DRR strategy is approved and formally adopted.

The project encouraged the equal participation of male and female personnel in project events from central and local level authorities. Participants of the workshops were approx. 80% men and 20% women, reflecting the fact that the majority of the DRR related staff at local and central level are men. Furthermore, during public awareness campaigns RCK volunteers were encouraged to disseminate materials equally to men and women and to reach female-headed households in rural areas

3.6.2 Theory of change

While it was not a requirement for UNDP ProDocs previously to have Theory of change (ToC) developed for the project overall and its components, it is a good practice and highly recommended. Developing Results changes is a necessary step/part of developing theories of change. The ProDocs for KDRRI did not include Re-

⁴⁰ <http://abgj.rks-gov.net/LajmetAdmin/tabid/81/articleType/ArticleView/articleId/297/language/sq-AL/Agjencia-per-Barazi-Gjinore-kambajtur-takimi-Koordinues-me-Donator.aspx>

sults chains, let alone a TOC. An attempt was made under this evaluation to develop one (as in Figure 3), staying as close as possible to the formulations of Outputs and Outcomes and milestones identified in the RRFs: this was a complicated task however as the level of results was not congruent in the RRFs for the core component and the component concerning the northern municipalities. The underlying rationales and assumptions behind the strategies chosen to lead to intended outcomes could also have been elaborated better.

4. CONCLUSIONS

The project has delivered almost all the planned results, with the notable exception of the National Platform as an effectively functioning structure, but that stems from the fact that at the time of the project closure the DRR strategy was not formally approved and adopted as yet by the central authorities: the latter in turn was affected by the delays in the project caused predominantly by the external factors (elections at both levels of the government). There was also one internal factor, namely the fact that the development of the draft Strategy was achieved by the Kosovo institutions themselves through the Inter-ministerial Working Group: while this meant that the process took longer, the process itself had a very important value. There are reasonable assurances that the Strategy will be adopted formally within 5-6 months (by the autumn of 2016) and this will (a) put into motion the implementation of its Action Plan, which incorporates recommendations from the other studies supported by the project (addressing DRR in other legislation, and gender mainstreaming) and (b) prompt the establishment of the National Platform

The update of the Risk Assessment report for Kosovo and the adopted already regulation of the gender sensitive Post disaster damage assessments are important guiding documents for local municipalities. The majority of the latter have by now learned with the help of the project to conduct better local assessments, drills and public awareness campaigns. The project contributed to the improved coordination between EMA and local municipalities directorates for prevention and rescue through supporting joint training, meetings, and instituting of the DesInventar. This will be an important background to build on once the DRR strategy is formally adopted.

The project facilitated the integration of the firefighters in the northern municipalities within EMA, contributing to the implementation of the Brussels agreements. This, coupled with the rehabilitation of some of the disaster prone infrastructure in northern municipalities, as well as support to the municipalities with flood maps contributed to the confidence building.

With a limited budget, the project managed to achieve impressive results, even if some of the deliverables in the part of the regulations are yet in the draft form. Overall the timelines in the Pro-Doc for KDRRI were overly optimistic. The project had not only positive impacts on the institutions and regulatory field but also on the lives and livelihoods of the residents (with improved infrastructure and more awareness) and environment. The project was successful introducing the first in the region guide on mainstreaming gender in to DRR with a potential to achieve better gender mainstreaming in DRR in the future.

For most part, there are reasonable chances that the project results will be sustained especially when it concerns to mandatory activities, but there are risks connected to the financial standing of the authorities both at the central and local levels as well as to the extent of enforcement of the regulations. Also, there are some concerns related to having a well-resourced structure at the central level which will oversee the implementation of the Strategy once approved and adopted.

The project only marked the start of the instituting an adequate system of DRR in Kosovo, operating with a limited budget. The central and local authorities need more support with the implementation of the DRR Strategy (once adopted), as well as with the implementation of the regulations and strategies developed with the support of the project. And there is a clear need to support the integration of the DRR related services with the northern municipalities further.

Table 1 below summarizes the ratings for the project (for each criteria) and by Output (for some of these criteria), as stipulated in the TOR. It also includes brief explanations for the corresponding ratings.

Table 1: Project evaluation ratings

Criteria	Rating		Notes
Relevance			
Output 1	S	5	The lower than HS rating reflects (a) the underestimation of the time required for the implementation of some of the activities and (b) the underestimation in the design of the project the dependence of the other outputs from the timelines of the delivery this Output (final adoptions of the deliverables).
Output 2	HS	6	Reflects the high relevance if the DRR measures for the local authorities
Output 3	HS	6	Very relevant in Kosovo, e.g. related to the first ever comprehensive community drill.
Output 4	HS	6	Highly relevant and timely in the context of the implementation of the Brussels agreement
Average	HS	6	
Effectiveness			
Output 1	MS	4	Reflects the non-delivery of the part related to National Platform
Output 2	S	5	Reflects the delays in having fully functional KEMA at the time of the closure of the project
Output 3	S	5	Reflects the fact that no municipal emergency plans were delivered
Output 4	HS	6	Reflects the fact that all the deliverables were achieved even sooner than the formal end of this component
Average	S	5	
Efficiency			
Timeliness & cost effectiveness	S	5	Reflects the delays in the implementation, even though most were of external nature, but also
Stakeholders and Partnership Strategy	S	5	Reflects somewhat limited outreach to other -than-EMA central authorities and a broader circle of local entities.
Sustainability			
Output 1	MS	4	Reflects the lack of the NP at the project close and not enough clarity as to which agency will oversee the implementation of the Strategy once approved and adopted.
Output 2	S	5	Reflects the concerns with the lack of the enforcement culture of the approved regulations locally.
Output 3	S	5	Reflects the concerns related to the lack of finances for the municipalities to carry out the drills themselves and the lack
Output 4	S	5	Reflects the concerns related to the fragile and sensitive "integration" environment with northern Kosovo.
Average	S	5	
Impact			
	S	5	Reflects the status of some of the deliverables under the regulatory component, and hence the expected improved status by the close of the project
Cross Cutting			
Gender	HS	6	Reflects the special effort made to engage in producing the 1 st in the region guide on integrating mainstreaming gender into DRR
Outcome mapping	MS	4	<ul style="list-style-type: none"> The fact that there are no TOC/results chains in the Produces is not included in the rating as this not a requirement by UNDP when the ProDocs were developed. It is a good practice however. The quality of RRFs could have been better as currently there are inconsistencies in the level of results
Average	S	6	

5. LESSONS LEARNED

There are a few lessons that UNDP in Kosovo could learn from KDDRI for the future projects:

1. With adequate approach and dedicated staff, it is possible to achieve tangible results even (a) in very sensitive political contexts; DRR is an area which has a potential to facilitate conflict prevention; and (b) with limited budget, promoting the right partnerships and raising additional resources;
2. For the context of Kosovo with its new institutions the process of delivering certain products/strategies/documents is even more important than the quality of the deliverables per se; i.e. it is important that the state institutions learn to coordinate and produce strategies/policies themselves rather than by hiring external consultant; this is also the right strategy to boost the national ownership of these products
3. The design of the projects deserves investing sufficient resources as its quality will affect the extent of delivery and delivery on time. In particular, the underestimation of the resources (time, financial) for the key components will lead to delays. Delays related to key deliverables might influence the delivery of the other components on time, hence it is important to have a clearly laid out time bound results chains.

4. RECOMMENDATIONS

Given that this is a final evaluation of a project that will be closed within 2 months of writing this evaluation report, these recommendations are addressed to UNDP Kosovo:

1. Secure resources for a follow up project to KDDRI, which will
 - a. focus on the support to Kosovo for the implementation of the DRR strategy;
 - b. incorporate a capacity building component for the upcoming National Platform;
 - c. continue supporting the capacity building of the entities responsible for DRR at both the central and local levels but ensure to cover also the enforcement/compliance aspects
 - d. continue the support towards integrating DRR related actors in northern Kosovo;
2. Find resources to support the northern municipalities in developing local risk assessment documents: that way all the municipalities in Kosovo would have such assessments.
3. Support the municipalities in developing emergency response plans and having EW systems. Train the directorates of protection and rescue in conducting Post disaster damage assessments according to the newly approved methodology
4. Initiate taking further steps, which pursue longer term goals, for example leading having digitalized multi-hazard maps. In this context ensure that Kosovo becomes part/benefits from the recently announced Regional IPA on "Disaster risk assessment and mapping 2016/S 055-0911292 Link these to the assistance which was rendered to Kosovo under the EU Geoportal (<http://inspire-geoportal.ec.europa.eu/>)
5. Support the central authorities in their role of taking the leadership in coordinating DRR related assistance among the international and bilateral development agencies (e.g. UNICEF, IOM, FAO, GIZ, USAID) as well as NGOs (e.g. Save the Children). This in particular applies to the planned in the CPD "development of comprehensive community-based, as well as school-based, educational programmes to increase resilience to these potential threats" but to others as well.
6. Ensure more cooperation with/learning from the similar (but much larger and older) DRR projects in the Balkans often implanted by UNDP: and
7. For the future projects proposals ensure that they are well designed with the resources sought commensurate with the objectives; include sustainability-building elements (e.g. through institutionalization of the training in a selected local institutions), and have well designed time bound results chains with clear monitoring frameworks. Ensure that there is monitoring of the use of the products produced in the framework of the projects



Empowered lives.
Resilient nations.

Annexes

Annex 1: TOR

I. Position Information

Title: International Consultant – Final Evaluation of the Kosovo Disaster Risk Reduction Initiative (KDRRI) Project

Department/Unit: Energy, Environment and Disaster Risk Reduction

Reports to: Programme Coordinator

Duty Station: Pristina

Expected Places of Travel (if applicable): Kosovo and beneficiary municipalities (Peja/Peć, Leposaviq/ć, etc.)

Duration of Assignment: 12 days from March 21, 2016 to May 01, 2016

Need for presence of IC consultant in office:

x partial (explain)

☐ *intermittent (explain)*

☐ *full time/office based (needs justification from the Requesting Unit)*

Provision of Support Services:

Office space: ☐ Yes ☒ No

Equipment (laptop etc): ☐ Yes ☒ No

Secretarial Services: ☐ Yes ☒ No

Signature of the Budget Owner:.....

II. Background Information

The UNDP project Kosovo Disaster Risk Reduction Initiative (KDRRI) provides support to central and local stakeholders to build capacities for disaster risk reduction (DRR).

Kosovo's economy, population, and environment are moderately exposed and highly vulnerable to natural hazards. Climate change is expected to amplify exposure to meteorological hazards. The objective of KDRRI project (2013-2016) is to reduce disaster and climate risks in Kosovo and thus contribute to the attainment of Kosovo development strategies and the Millennium Development Goals.

The project has worked to strengthen the enabling environment through review of the legal and regulatory framework, towards the elaboration of a Kosovo Disaster Risk Reduction Strategy, the establishment of a National Platform for DRR, and capacity development of key staff. The project has also strengthened disaster and climate risk assessment capacities and identifies priorities at the national level to inform country disaster risk and climate risk management strategies and programme development. Finally, this project has also enhanced capacities to better manage disaster and climate risks at the local level.

One of the innovative elements of this project has been to promote the use of mobile phone, social media and web2.0 solutions allowing public institutions and citizens to engage more effectively in reducing disaster risks, manage emergencies and develop community resilience.

The KDRRI project initially started in 2013 with the overall budget of 500,000 USD funded by the UNDP's then-Bureau for Crisis Prevention and Recovery, now known as Bureau for Policy and Programme Support (BPPS).

In 2014, UNDP managed to fund-raise another 300,000 USD from BPPS and expanded the KDRRI project to cover four northern municipalities (Mitrovicë/a North, Leposaviq/Leposavić, Zubin Potok and Zvečan/Zvečan). This two-year component of the project addresses fragile communities in conflict sensitive areas of northern Kosovo. The overall long-term objective of the intervention is to improve disaster and emergency prevention and response structures in northern Kosovo, and to reduce the potential for conflict in the area and build confidence through disaster risk reduction. Activities aimed at this objective include assisting recovery from flood damages and building DRR capacity in northern Kosovo by facilitating cooperation between central government sectors and the four northern Municipalities.

The monitoring of the KDRRI project is being done by both quantitative and qualitative indicators. Qualitative self-assessment data is collected from each training cycle. Central indicators for the outputs 1 and 2 are the policy documents developed and the monitoring of their integration into the central level policy making. All activities of the project are monitored in quantitative terms, whether by e.g. the number of participants (disaggregated by gender), affected municipalities or the existence of a specific assessment or strategy drafted within the component.

The overall responsibility for managing the evaluation will be with the Environment, Energy and Disaster Risk Reduction portfolio of UNDP Kosovo. KDRRI project will provide support to the evaluator by organising meetings with key partners and will work closely with the evaluator to provide required information.

The evaluation will be carried out by one international consultant whose combined expertise should cover the following areas:

- Disaster Risk Reduction
- Early recovery
- Capacity development

The evaluator to be contracted for this evaluation will be independent and should not have been involved in any way with the KDRRI project. The international evaluator will be responsible for the design of the methodology for the evaluation (including the draft report), and drafting the final report.

Beneficiaries and stakeholders

The main beneficiaries of the project are the Ministry of Internal Affairs (MIA), Emergency Management Agency (EMA), Ministry of Environment and Spatial Planning (MESP), Ministry of Economic Development/Kosovo Geological Survey/Division of Seismology, Red Cross of Kosova, and municipalities. Other stakeholders are the Ministry of Agriculture, Forestry and Rural Development and the Ministry of Education, Science and Technology.

III. Objectives of Assignment

This objective of the assignment is to provide conclusions and recommendations about the relevance, impact, efficiency, effectiveness and sustainability of the project. The evaluation should enable UNDP Kosovo, the donor and other stakeholders to draw lessons from the integrated implementation approach for future similar undertakings and to assess the next steps to ensure sustainability of the actions undertaken and by whom.

The overall objective of the evaluation is to assess the extent to which the specific project outputs have been achieved and what progress (attributable to the project) was made towards achieving the outcome “Kosovo Disaster Risk Reduction Initiative”.

Specific objectives are:

- To evaluate the relevance of the project for the main beneficiaries
- To evaluate the efficiency of the project and to assess the appropriateness of the integrated approach of the project
- To evaluate the effectiveness of the project
- To identify factors directly influencing the level of achievement of the desired results
- To evaluate the impact of the project
- To identify areas in which the implementation mechanism could have been improved
- To identify the level of the ownership by local actors of the project results and provide prioritized list of recommendations for actions (with respective addressees) in case of any identified need for improvement
- To identify factors contributing to effectiveness or ineffectiveness of the actions implemented
- To identify institutional and individual capacity development efforts' impact on sustainability of results
- To evaluate sustainability of the project

In case barriers for achieving the desired results or needs for improvement are identified the evaluation should provide UNDP Kosovo with a prioritized list of recommendations for actions, with respective addressees for each recommended action or approach.

IV. Scope of Work

The geographic scope of the project is Kosovo.

The Evaluator will undertake:

1) Desk review Phase (3 working days)

- Comprehensive desk review of various sources, relevant publications, research papers, etc.;
- UNDP will provide the consultant with electronic versions of relevant documents. The consultant will study the documents as a preparation for this assignment (Project Document; Annual work plans (4); Midterm progress reports (2); Annual progress reports (3); Media coverage files; List of other documents that can be provided.
- Preparation of evaluation design and methods
- Preparation of a detailed inception report including Evaluation Matrix

2) Field visit (4 working days)

- In close coordination with the KDRRI project staff, the Evaluator will undertake field work in Kosovo: discussions with key national and international interlocutors and stakeholders and UNDP, (a list of stakeholders and contact details will be provided by UNDP)
- Site visits will be organized to visit project locations and conduct interviews (of both individuals and groups) to develop further intelligence on project operations, management, decision-making and implementation arrangements and in order to identify the relevance of the project. Field visits will additionally include interviews with Kosovo central stakeholders and NGOs that deal with research and independent researchers, as well as other Institutions involved in relevant area of work. UNDP office will arrange translation and transportation services as needed.

3) Draft report (3 working-days)

Based on desk research, questionnaire results and field visits, the evaluator will provide a draft evaluation report to UNDP. The draft report provides the first analysis and results of the evaluation, the initial findings and conclusions and allows for feedback and completion of any missing data by the UNDP project and Programme. The report should be complete and logically organized. It should be written clearly and understandable to the intended audience. The report must include, but not necessarily be limited to, the elements outlined below:

- Title and opening pages
- Table of contents
- List of acronyms and abbreviations
- Executive summary
- Introduction
- Description of the intervention
- Evaluation scope and objectives
- Evaluation approach and methods
- Data analysis
- Findings and conclusions
- Recommendations
- Lessons learned
- Report annexes

UNDP will provide comments within 5 working days of the submission.

4) Final report (2 working-days)

Based on the draft report and the comments provided by UNDP, additional desk reviews, survey results and field visit if necessary, the evaluator will produce a final report. The final report provides the complete content of the report as per the main outline proposed above. Upon completion of the draft final report, UNDP will provide additional feedback.

The final report will be completed by the evaluator 10 days after UNDP provides the feedback.

The following evaluation criteria and related evaluation questions are proposed for the evaluation process; however these can be expanded and modified by the evaluator, in consultation with UNDP:

Relevant evaluation criteria	Key questions suggested
Relevance	<ul style="list-style-type: none"> Is the project relevant for the Kosovo? How relevant is the project for the main beneficiaries (Kosovo central and local authorities and the residents)? Were the underlying rationale and assumptions (the theory of change /chain of results) appropriately elaborated? How relevant was the choice of interventions, i.e. the design of the projects?
Effectiveness	<ul style="list-style-type: none"> To what level the project has reached the results stated in the project document? To what extent did the project contribute to the improvement of the national policy framework related to DRR? To what extent did the project contribute to increased disaster preparedness and contingency plans function at all levels? How effective were the various types of efforts (e.g. training drills and rehearsals)? Did the project contribute to the development of flood prevention, and repair and maintenance plans of damaged roads (relevant for the 2nd component, in northern Kosovo)? Did the project contribute to the development of the maps of risk factors in damage of floods? To what extent was the project successful in increasing public awareness on disaster prevention and preparedness How successful was the project in facilitating increased coordination and practical cooperation between EMA and local emergency actors in northern Kosovo? What were the factors affecting the effectiveness in achieving the planned results?
Sustainability	<ul style="list-style-type: none"> How likely is that the project results will last in time? Are there jeopardizing aspects for sustainability that have not been considered or abated by the project actions? How strong is the national ownership and how successful was the project in promoting increased national ownership? Do the beneficiaries have the capacity to take over the results of the project and maintain and further develop the results? What DRR measures are available/easily replicable by the national stakeholders? Which measures to ensure sustainability have proved more effective? What were the factors affecting the sustainability?
Impact	<ul style="list-style-type: none"> Has the initiative influenced policy making at different levels? Has the project impacted the desired target actors (including final beneficiaries) and how? Is there evidence that institutional systems/mechanisms are in place which support further capacity for DRR at national and local level? Has the project contributed to the conflict prevention in the northern Kosovo? What effects were realized in terms environmental protection, if any?
Efficiency/ Stakeholders and Partnership Strategy	<ul style="list-style-type: none"> Have resources been used efficiently? Have appropriate efforts been made to ensure integrated approach to DRR? Did the project deliver the planned activities on time and on budget? Who are the major actors and partners involved in the project and was the partnership strategy effective? Did the project utilize the opportunities for synergies with other partners? Were intended results (outputs, outcomes) adequately defined, appropriate and stated in measurable terms, and are the results verifiable? Was there an adequate monitoring systems in place? What were the factors affecting the efficiency?
Theory of Change or Results/Outcome Map	<ul style="list-style-type: none"> Are the underlying rationales and assumptions or theory that define the relationships or chain of results that lead chosen strategies to intended outcomes well elaborated? Was there an appropriate theory of change present in the project documents?
Gender	<ul style="list-style-type: none"> What effects were realized in terms of gender equality, if any? Were women and men distinguished in terms of participation and benefits within project? Were there appropriate design elements to promote gender equality?

Evaluation questions must be agreed upon among users and other stakeholders and accepted or refined in consultation with the evaluation team. Each evaluation criterion must be ranked as per the UNDP ranking methodology. The response to the above questions should be followed by specific short and long term recommendations that could be undertaken by UNDP or the stakeholders. These analyses have to be done for each output and for the overall project. The key stakeholders, those involved in the implementation, those served or affected by the project and the users of the evaluation should be involved in the evaluation process.

V. Expected Results

Deliverables/ Outputs	Estimated Duration to Complete	Target Due Dates	Review and Approvals Required (Indicate title of the designated person who will review output and confirm acceptance)
Desk review and inception report	3 days	25 th March 2016	Environment, Energy and DRR Programme
Field visit	4 days	5 th April 2016	Environment, Energy and DRR Programme
Draft report	3 days	15 th April 2016	Environment, Energy and DRR Programme
Final report	2 days	29 th April 2016	Environment, Energy and DRR Programme

VI. Deliverables / Final Products Expected

Final evaluation report of the Kosovo Disaster Risk Reduction (KDRRI) Project.

Annex 2: List of Interviewees

UN Kosovo

1. Nora Loxha Sahatciu, UN Coordination Specialist, Office of the UN Development Coordinator, United Nations Kosovo Team
2. Afërdita Spahiu, Education Specialist, United Nations Children's Fund (UNICEF), Kosovo,

UNDP Kosovo:

3. Valbona Bogujevci, Programme Coordinator, UNDP Kosovo
4. Zana Hoxha-Edip, Project manager, KDRRI, Environment, Energy and DRR Programme, UNDP Kosovo
5. Dejan Antic, Project Officer, KDRRI
6. Dea Haxhi, Project Officer, KDRRI
7. Mustafa Murturi, Monitoring & Evaluation Resource Associate, UNDP Kosovo
8. Fumihiko Tominaga, Programme Analyst, Environment, Energy and DRR Programme
9. Shkipe Deda-Gjurgjiali, Environment, Energy and DRR Portfolio manager

International partners

10. Gazmend Selimi, Task manager, Environment and Natural Resources, European Union Office in Kosovo
11. Valid Zhubi, Thematic Manager in Education, Save the Children
12. Markus Zimmermann, PLANAT

Red Cross of Kosovo

13. Burim Seferi, DRR coordinator, RCK
14. Agron Kelmendi, RCK in Peja/Peć

Kosovo Central authorities

15. Alush Beqiri, Director, Department of Prevention, EMA
16. Miran Demiri, Director, Department of Firefighting and Rescue, EMA
17. Hajriz Sejdiu, Director, Department of Preparedness, EMA
18. Mustaf Gashi, Director, Department of Operations, EMA
19. Rrahim Rexha, Acting Director of General Administration, Kosovo Academy for Public Safety, Ministry of Internal Affairs, Kosovo
20. Shemsi Mustafa, Kosovo Geological Survey - Division of Seismology
21. Baton Begolli, Water Policy Advisor, Intern-ministerial Water Council, Office of the Prime Minister

Kosovo local municipalities

22. Butrint Lajqi, Municipality of Peja/Peć, Commander of the Firefighting Unit, Directorate for Protection and rescue
23. Haxhi Neziraj, Head of the division for Protection and Rescue, Department of public services, protection and rescue, Municipality of Peja/Peć
24. Nadica Hristov, head of the urbanism department, Municipality of Zvečan/Zvečan;
25. Dragan Pesaković, head of urbanism department, Municipality of Leposaviq/Leposavić
26. Rade Simić, commander of the firefighting unit, Municipality of Leposaviq/Leposavić

Annex 3: Evaluation Matrix

Relevant evaluation criteria	Key questions suggested	Data Sources						Dara Collection Methods/ tools	Indica-tors/ Success Standard	Methods for Data Analysis
		Key informant interviews (KII)				Docu-ments	Field verifi-cation			
		Central authorities and munici-palities	NGOs	UNDP	Final Benefi-ciaries (resi-dents)					
Rele-vance	Is the project relevant for Kosovo?	x	x	x	x	x		KII guide; desk review	scoring card	triangula-tion
	How relevant if the project for the main beneficiaries (Kosovo central and local au-thorities and the residents)?	x	x	x	x	x		KII guide; desk review		triangula-tion
	Were the underlying rationale and assumptions (the theory of change /chain of results) appropriately elaborated?	x		x		x		KII guide; desk review		triangula-tion
	How relevant was the choice of interventions, i.e. the design of the projects?	x	x	x	x	x	x	KII guide; desk review		triangula-tion
Effec-tiveness	To what level has the project reached the results stated in the project document?	x	x	x	x	x	x	KII guide; desk review	scoring card	triangula-tion
	To what extent did the project contribute to the improvement of the national policy framework related to DRR?	x	x	x		x		KII guide; desk review		triangula-tion
	To what extent did the proj-ect contribute to increased disaster preparedness and contingency plans function at all levels? How effective were the various types of efforts (e.g. training drills and rehearsals)?	x	x	x	x	x	x	KII guide; desk review		triangula-tion
	Did the project contribute to the development of flood prevention, river basin management, and repair and maintenance plans of damaged roads?	x	x	x		x	x	KII guide; desk review		triangula-tion
	Did the project contribute to the development of the maps of risk factors in damage of floods?	X	x	x		x	x	KII guide; desk review		triangula-tion
	To what extent was the proj-ect successful in increasing public awareness on disaster prevention and prepared-ness?	x	x	x	x			KII guide; desk review		triangula-tion
	How successful was the proj-ect in facilitating increased coordination and practical cooperation between EMA and local emergency actors in northern Kosovo?	x	x	x		x		KII guide; desk review		triangula-tion
	What were the factors affecting the effectiveness in achieving the planned results?	x	x	x		x		KII guide; desk review		triangula-tion

Relevant evaluation criteria	Key questions suggested	Data Sources						Dara Collection Methods/ tools	Indica-tors/ Success Standard	Methods for Data Analysis
		Key informant interviews (KII)				Docu-ments	Field verifi-cation			
		Central authorities and munici-palities	NGOs	UNDP	Final Benefi-ciaries (resi-dents)					
Efficien-cy	Have resources been used efficiently?	x		x		x		KII guide; desk review	Achieve-ment of the targets from the RRFs Scoring card	triangula-tion
	Have appropriate efforts been made to ensure integrated approach to DRR?	x	x	x		x		KII guide; desk review		triangula-tion
	Did the project deliver the planned activities on time and on budget?	x	x	x		x		KII guide; desk review		triangula-tion
	Who are the major actors and partners involved in the project and was the partnership strategy effective?	x	x	x		x		KII guide; desk review		triangula-tion
	Did the project utilize the opportunities for synergies with other partners?	x	x	x		x		KII guide; desk review		triangula-tion
	Were intended results (out-puts, outcomes) adequately defined, appropriate and stated in measurable terms, and are the results verifiable?	x	x	x		x		KII guide; desk review		triangula-tion
	Was there an adequate moni-toring systems in place?	x	x	x		x		KII guide; desk review		triangula-tion
	What were the factors affect-ing the efficiency?	x	x	x		x		KII guide; desk review		triangula-tion
Sustain-ability	How likely is that the project results will last in time?	x	x	x	x	x	x	KII guide; desk review	scoring card	triangula-tion
	Are there jeopardizing aspects for sustainability that have not been considered or abated by the project actions?	X	x	x		x		KII guide; desk review		triangula-tion
	How strong is the nation-al ownership and how successful was the project in promoting increased national ownership?	x	x	x	x	x		KII guide; desk review		triangula-tion
	Do the beneficiaries have the capacity to take over the results of the project and maintain and further develop the results?	x	x	x		x	x	KII guide; desk review		triangula-tion
	What DRR measures are avail-able/easily replicable by the national stakeholders?	X	x	x		x	x	KII guide; desk review		triangula-tion
	Which measures to ensure sustainability have proved more effective?	x	x	x	x	x		KII guide; desk review		triangula-tion
	What were the factors affect-ing the sustainability?	x	x	x		x		KII guide; desk review		triangula-tion

Relevant evaluation criteria	Key questions suggested	Data Sources						Dara Collection Methods/ tools	Indicators/ Success Standard	Methods for Data Analysis
		Key informant interviews (KII)				Docu-ments	Field verifi-cation			
		Central authorities and munici-palities	NGOs	UNDP	Final Benefi-ciaries (resi-dents)					
Impact	Has the initiative influenced policy making at different levels?	x	x	x				KII guide; desk review	scoring card	triangulation
	Has the project impacted the desired target actors (including final beneficiaries) and how?	x	x	x	x	x		KII guide; desk review		triangulation
	Is there evidence that institu-tional systems/mechanisms are in place which: supports further capacity for DRR at national and local level?	x	x	X		x	x	KII guide; desk review		triangulation
	Has the project contributed to the conflict prevention in the northern Kosovo?	x	x	x	x	x		KII guide; desk review		triangulation
	What effects were realized in terms environmental protec-tion, if any?	x	x	x	x	x	x			
Cross-cutting: Gender	What effects were realized in terms of gender equality, if any?	x	x	x	x	x	x	KII guide; desk review	scoring card	triangulation
	Were women and men distinguished in terms of participation and benefits within project?	x	x	x	x	x		KII guide; desk review		triangulation
	Were there appropriate design elements to promote gender equality?	x	x	x		x		KII guide; desk review		triangulation
Cross cutting: Theory of Change or Results/ Outcome Map	Are the underlying rationales and assumptions or theory that define the relationships or chain of results that lead chosen strategies to intend-ed outcomes well elaborat-ed?§			x		x		KII guide, desk review	scoring card	triangulation
	Was there an appropriate theory of change present in the project documents?			x		x		KII guide, desk review		triangulation

Annex 4: UNDP Scoring Scale

UNDP Scoring Scale		
Code	Rubric for assigning rating for each criteria	value
HS	Highly Satisfactory: All parameters were fully met and there were no shortcomings in the evaluation report	6
S	Satisfactory: All parameters were fully met with minor shortcomings in the evaluation report	5
MS	Moderately Satisfactory: The parameters were partially met with some shortcomings in the evaluation report	4
MU	Moderately Unsatisfactory: More than one parameter was unmet with significant shortcomings in the evaluation report	3
U	Unsatisfactory: Most parameters were not met and there were major shortcomings in the evaluation report	2
HU	Highly Unsatisfactory: None of the parameters were met and there were severe shortcomings in the evaluation report	1

Output 2: Methodologies for identifying, assessing, monitoring and communicating disaster risks are developed. Baselines: 1. Risk assessment capacities are low and existing methodologies do not adequately integrate vulnerability and capacity assessments. 2. Linkages among DRR related entities for monitoring and emergency management require formal specification and strengthening. 3. There is no pre-defined/arranged methodology for the collection of information, storage and periodic updating of disaster-related data. Indicators: 1. # of actions taken by national and local authorities based on risk assessments conducted. 2. # of mitigation, early warning and preparedness measures implemented based on the developed risk management plans. 3. % of citizens and public authorities using mobile phone application to report vulnerabilities and hazardous conditions and receive EW info.	Targets (year 1): 1. Capacities and needs in risk assessment identified and inventory of risk assessment completed. 2. National risk information system and management plans designed. Targets (year 2): 1. Hotspot risk assessments conducted. 2. Risk assessment and application of its outputs is institutionalized. 3. 20% annual increase of percentage of citizens using the mobile phone application to receive and report hazardous information. Targets (year 3): 1. Enhanced mitigation, early warning, and preparedness measures were adopted UN agencies and national partners. 2. Contingency plans updated on the basis of an improved knowledge and understanding of risks.	1.Enhanced methodologies for identifying, assessing and monitoring disaster risks. <ul style="list-style-type: none">Evaluate capacity and needs for risk assessment and conduct trainings in the areas identified, in accordance with EU guidelines on risk assessment.Collect and analyze disaster and climate risk data (30-year time horizon, if possible), with disaggregation of data by gender and including a dedicated qualitative baseline gender analysis.Perform a systematic inventory and evaluation of risk assessments and design national risk information system.Establish national coordination team and technical groups and conduct disaster risk assessments to produce risk maps and profiles of "hotspots" and/or other areas, as specified in EU Directives.Execute needs assessments for application of risk assessment outputs. 2.Enhanced risk management and contingency planning of UN agencies and national partners	UNDP UNDP UNDP UNDP UNDP	15,000 5,000 8,000 30,000 15,000 30,000 20,000
		<ul style="list-style-type: none">Support the implementation of risk management plans for main natural hazards (in line with the EU Directives), specifying mitigation, early warning, and preparedness measures.Conduct pilot contingency planning workshops for the UN and national partners, proceeding from the outputs of the risk assessment. 3. Increased citizen engagement and outreach in prevention, preparation and response to natural hazards. <ul style="list-style-type: none">Maintain and possibly upgrade mobile phone, social media and web2.0 solutions allowing public institutions and citizens to engage more effectively.Organize awareness raising activities and social mobilization campaigns, through local media (radio, newspaper, television), social media and SMS, in collaboration with national and international stakeholders.Organize training sessions with national and international stakeholders on how to effectively use mobile phone/social media applications to disseminate hazardous or debilitating information and to facilitate aid coordination, which timely reaches men, women and children in vulnerable areas.	UNDP UNDP UNDP	10,000 15,000 15,000
			TOTAL Output2	163,000,00
Output 3: Capacities of local communities and central authorities to design and implement local level DRR plans enhanced. Baselines: 1. Communities and municipalities lack capacity in disaster preparedness and prevention. 2. Limited available resources at the local level focus entirely upon disaster response and not prevention. 3. National and local authorities lack capacity to support risk management interventions. Indicators: 1. % of municipalities in which risk assessment was completed. 2. % of community development plans with integrated gender sensitive DRR actions. 3. # of applications and approvals for local level mitigation projects and % of projects implemented.	Targets (year 1): 1. Disaster mitigation and preparedness actions are identified in high-risk areas and (where these exist) integrated into ongoing UN interventions at the local level. 2. Local level risk management toolkits adapted/developed. Targets (year 2): 1. 70% of relevant local authorities have been trained in LLRM, disaster mitigation, preparedness, and response. Targets (year 3): 1. Locally driven disaster mitigation interventions implemented in at least 50% of the identified hotspot areas. 2. 30% of targeted municipalities have integrated DRR into local development plans and budgetary frameworks. 3. 80% of Municipalities Kosovo wide have conducted Local Level Risk Assessment which is approved by MoLA/AEM.	1.Enhanced stakeholder capacities for local level risk assessment and management. <ul style="list-style-type: none">Analyze capacity needs and train field staff and trainers, as well as national actors, in local level climate risk assessment and management.Conduct participatory local level risk assessments in hotspot areas for screening and in-depth engagement, followed by engagement of communities and municipalities to identify actions.Conduct training and workshops for integration of disaster and climate risk management into district and/or municipal plans, with special attention to empowering highly vulnerable social groups (women, children, elderly, etc.).Adapt/develop and test local level climate risk assessment toolkits.Analyze budgeting mechanisms, make recommendations and advocate local level risk management results to national and local stakeholders. 2.Enhanced capacities of local level to prepare and respond to natural disasters. <ul style="list-style-type: none">Identify/elaborate and execute modalities for disaster mitigation interventions at the local level, in particular through UNDP area-based development interventions in selected communities and municipalities, focusing upon both non-structural and structural mitigation.Conduct trainings, awareness-raising, and public education for local population and authorities in disaster mitigation, preparedness, and response, with consideration of special needs and contributions of vulnerable groups.Integrate DRR and CRM into local development plans and budgetary frameworks.Build capacities of local and national authorities to undertake LLRM, including establishment of horizontal and vertical networks for exchange of experiences, information, and capacities.	UNDP UNDP UNDP UNDP UNDP UNDP UNDP	15,000 25,000 28,000 15,000 8,000 40,000 25,500 8,000 12,000
			TOTAL: Output3	176,500,00
			TOTAL Project Costs	500,000,00

B. Confidence Building through Disaster Risk Reduction in northern Kosovo Region

C. Results and Resources Framework				
<p>Project Objective: The project will directly assist in dissipating inter-community tensions and reduce potential for conflict by promoting cooperation on the development of DRR in northern Kosovo. The project will also support municipalities in addressing recovery from the devastating damage of floods in the north as well as in building the municipal capacity in disaster prevention and preparedness.</p> <p>To promote conflict prevention in Kosovo, the communication between the central authorities sector such as Emergency Management Agency and Municipalities in northern Kosovo will be facilitated through the designed activities.</p> <p>Project Results: Development of flood prevention maps and river basin management plans; repair and maintenance plan of damaged roads finalized in cooperation with local and international actors; Public awareness on disaster prevention and preparedness increased; Maps of risk factors in damage of floods developed; Coordination and practical cooperation between EMA and local emergency actors in northern Kosovo in form of trainings and workshops facilitated.</p> <p>Partnership Strategy: This project will be implemented in partnership with Municipality of Mitrovicë/a South, north Kosovo civil society organizations (CSOs), Business Advisory Centres (BACs), Mitrovica/ë north, Mitrovicë/a South and Zvečan/Zvečan. Established close co-ordination will be maintained with EU Office in north Mitrovica, OSCE, EULEX, Mitrovica north Administrative Office (MNAO).</p> <p>Project title and ID (ATLAS Award ID): Disaster Risk Reduction in northern Kosovo Region</p>				
INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS (USD)
<p>Output</p> <p>The municipalities in the north of Kosovo have the capacity for prevention of, preparation to and response to natural disaster in an equitable manner</p> <p>.Baseline:</p> <p>1-1. None or few of public awareness campaign was organized.</p> <p>1-2. None of few leaflets/flyers of instructions on emergency situations was disseminated.</p> <p>1-3. There is no map of floods prevention in villages.</p> <p>2-1. Damaged roads are not repaired and maintained well.</p> <p>3-1. Municipalities in northern Kosovo do not participate in trainings and workshops in the structures of the central authorities.</p>	<p>Targets (Year 1)</p> <ul style="list-style-type: none"> - At least a public awareness campaign organized in each municipality by September 2015 - 500 households reached by dissemination of leaflets/flyers of instructions by September 2015 - Contents of prevention maps thoroughly discussed by September 2015 <p>Targets (Year 2)</p> <ul style="list-style-type: none"> 1. At least a public awareness campaign organized in each municipality by the end of the project 	<p>1. Activity Result:</p> <p>The municipal capacity of floods prevention was improved by developing DRR plans in the municipalities.</p> <ul style="list-style-type: none"> - Raise the public awareness of DRR in communities with municipal administrations and international actors. - Publish, disseminate gender responsive leaflets/flyers by using participatory methodology to explain instructions on safe and responsible behaviour in emergency situations. 	<p>MESP; Kosovo Cadastral Agency, Municipalities, UNDP</p>	<p>20,000</p> <p>15,000</p>
<p>Indicators:</p> <p>1-1. % women and men with increased awareness of DRR due to awareness campaigns (determined through surveys).</p> <p>1-2. % women and men reached by leaflets/flyers of instructions on emergency situations</p> <p>1-3. # of floods prevention maps developed.</p> <p>2-1. The damaged roads were repaired and maintenance plan in place.</p> <p>3-1. % of training and workshops attended by firefighters from the north.</p>	<p>2. 1,000 households reached by dissemination of public awareness activities.</p> <p>3. # of prevention maps developed by the end of the project</p> <p>Targets (year 1)</p> <ul style="list-style-type: none"> - Repair of affected roads initiated by September 2015 <p>Targets (year 2)</p> <ul style="list-style-type: none"> - Affected roads to be fully repaired and properly maintained by the end of the project <p>Target (Year 1)</p> <ul style="list-style-type: none"> - At least one training or workshop to be attended by firefighters and municipal representatives by September 2015 <p>Target (Year 2)</p> <ul style="list-style-type: none"> - Trainings and workshops to be attended by firefighters and municipal representatives by the end of the project 	<ul style="list-style-type: none"> - Development of flood prevention maps and river basin management plans with highlighting of potentially damage-prone spots in villages. 2.Activity Result: Recovery for affected communities by the damage of floods in northern Kosovo was successfully made. - Carry out repair and proper maintenance of damaged roads, together with other actors. 3. Activity Result The development of the municipal capacity of disaster preparation in northern Kosovo was initiated by establishing the cooperation and building confidence between the central authorities and municipalities in the north. - Coordinate invitation of Firefighters from northern Kosovo Fire Units to appropriate trainings and workshops in order to be more integrated into the structures of the central authorities and to raise their professional level. 	<p>UNDP</p> <p>Municipalities, EMA, Red Cross, UNDP</p> <p>MESP, Kosovo Cadastral Agency, Municipalities, UNDP</p> <p>Municipalities, UNOPS, KFOR, UNDP</p> <p>EMA, Municipalities, Red Cross, UNDP</p>	<p>25,000</p> <p>180,000</p> <p>60,000</p>

