FINAL EVALUATION

Macedonia

Thematic window
Conflict Prevention & Peace Building

Programme Title:
Enhancing Inter-Ethnic Community Dialogue
and Collaboration"

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Prologue

This final evaluation report has been coordinated by the MDG Achievement Fund joint programme in an effort to assess results at the completion point of the programme. As stipulated in the monitoring and evaluation strategy of the Fund, all 130 programmes, in 8 thematic windows, are required to commission and finance an independent final evaluation, in addition to the programme's mid-term evaluation.

Each final evaluation has been commissioned by the UN Resident Coordinator's Office (RCO) in the respective programme country. The MDG-F Secretariat has provided guidance and quality assurance to the country team in the evaluation process, including through the review of the TORs and the evaluation reports. All final evaluations are expected to be conducted in line with the OECD Development Assistant Committee (DAC) Evaluation Network "Quality Standards for Development Evaluation", and the United Nations Evaluation Group (UNEG) "Standards for Evaluation in the UN System".

Final evaluations are summative in nature and seek to measure to what extent the joint programme has fully implemented its activities, delivered outputs and attained outcomes. They also generate substantive evidence-based knowledge on each of the MDG-F thematic windows by identifying best practices and lessons learned to be carried forward to other development interventions and policy-making at local, national, and global levels.

We thank the UN Resident Coordinator and their respective coordination office, as well as the joint programme team for their efforts in undertaking this final evaluation.

MDG-F Secretariat

The analysis and recommendations of this evaluation are those of the evaluator and do not necessarily reflect the views of the Joint Programme or MDG-F Secretariat.

UNITED NATIONS JOINT PROGRAMME

Final Evaluation
of the Programme

"Enhancing Inter-Ethnic Community Dialogue And Collaboration"

Location
Former Yugoslav Republic of Macedonia

Drafted by
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Date
July 20, 2012

MDG F
MDG ACHIEVEMENT FUND

Contents

List of abbreviations

CICR   Commission for Inter Community Relations
CSO   Civil Society Organisation
EU   European Union
fYRoM   Former Yugoslav Republic of Macedonia
HoA   Head(s) of Agencies
JP   Joint Programme
LSBE   Life Skills-Based Education
M&E   Monitoring and Evaluation
MDG   Millennium Development Goals
MDG-F   MDG-Fund
MEL   Monitoring, Evaluation and Learning
MoU   Memorandum of Understanding
MoES   Ministry of Education and Science
NGO   Non Government Organisation
NSC   National Steering Committee
OFA   Ohrid Framework Agreement
OSCE   Organization for Security and Co-operation in Europe
PMC   Programme Management Committee
PMT   Programme Management Team
SIOFA   Secretariat for the Implementation of the Ohrid Framework Agreement
ToR   Terms of Reference
UN   United Nations
UNDAF   UN Development Assistance Framework
UNDP   United Nations Development Programme
UNESCO United Nations Educational, Scientific and Cultural Organisation
UNICEF United Nations Children's Fund
WG   Working Group
ZELS   Association for Local Self-Government Units

Executive Summary

Background, Methodology

This report presents the findings of the Final Evaluation (FE) of the UN Joint Programme "Enhancing Inter-Ethnic Dialogue and Collaboration", implemented by UNDP, UNICEF and UNESCO in the former Yugoslav Republic of Macedonia. The FE took place in June and July 2012, including a field mission from June 7-20.

The goal of this FE is determined by the Monitoring and Evaluation framework of the MDGF, which is set out in the Monitoring and Evaluation Strategy and the Implementation Guide for Joint Programmes under the Millennium Development Goals Achievement Fund.

The FE focuses its attention on three levels: design, process and results. It involves gathering data from existing documentation and monitoring data, complementing those data through surveys and/or interviews with Programme staff, partners and beneficiaries, and comparing the findings with baseline data (where feasible). The report will use the findings of this process to reach conclusions and make recommendations.

The evaluation methodology is based on ratings of the OECD-DAC established evaluation criteria: relevance, efficiency, effectiveness, impact and sustainability. Additionally, the evaluation will study the extent of partnership and cooperation, its effects on project implementation and possibilities of duplication. The evaluation was carried out in three phases:

- A desk research phase including the identification of the evaluation questions;
- A field phase including interviews with a representation of project beneficiaries and other stakeholders; and finally
- The drafting phase of the Final Report.

The mission was divided into field visits in Skopje as well as in the municipalities included in the programme: Struga, Kicevo and Kumanovo. The fieldwork in Skopje provided an opportunity to meet and discuss the programme with relevant actors from government, UN agencies, educational institutions (universities, schools), media partners, civil society partners, international organisations and donors. The field work with the partner municipalities provided input for analysis of the programme achievements, its gaps and opportunities that were gained from visits to programme sites, interviews and focus groups with relevant local government stakeholders, programme team, partners and beneficiaries.

Description of the Intervention

The Joint Programme (JP) ran from July 2009 to July 2012 with a budget of US$ 4 mln. It was implemented by UN agencies UNDP, UNICEF and UNESCO in close cooperation with a group of national and local stakeholders lead by the Secretariat for the Implementation for the Ohrid Framework Agreement (SIOFA).

The overall objective of the JP was to promote inter-ethnic understanding and tolerance as a prerequisite for sustainable human development. In particular this JP intended to enhance the capacity of central and local bodies to facilitate inclusive problem-solving processes and consensus building around community priorities and to strengthen the commitment to an inclusive civic national identity with respect to diversity. Its strategy focused on three sectors: governance, education and society.

Level of Analysis: Evaluation Criteria and Questions; Conclusions

In this chapter the FE provides answers to each of the Evaluation Questions as they were organised base don the OECD-DAC criteria: relevance, efficiency, effectiveness, impact and sustainability.

Relevance
The FE finds that the Joint Programme was very relevant by aligning itself with international and national policies (EU accession, OFA, MDG-s). The design of the JP was flawed mainly through its weak indicators. Ownership of the JP across vertical lines (national-local) was satisfactorily high, but this may erode towards the end and after project implementation.

Efficiency

Overall, the efficiency of the JP was good. The general disbursement rate was in line with implementation progress. The data and programme records show that overall the activities and related disbursements reflect a steady built-up to a peak in performance around the middle of the programme life cycle, and an equally steady decline towards programme's end.

The exception is the programme's behaviour under Outcome 3, whose activities seems to have started peaking as of December 2011 and is not yet finished, although its overall financial map does follow the curves of Outcomes 1 and 2. This is partly explained by the fact that the Year 2 activities for Outcome 3 were more cost intensive than its set for Year 3.

Additionally, the JP did start rather late; the Project Document (i.e. the contract between the MDG-F and the JP Partner agencies) was signed in July 2009, while programme activities started in December 2009. The official JP Launch took place in February 2010 with the signing of an inter-agency MoU.

Effectiveness

The effectiveness of the JP is undeniable but mainly based on verbal feedback from stakeholders and counterparts during the interviews, which was generally positive. Additionally the programme has made progress towards achievement of objectives contributing to Millennium Development and thematic window goals; particular contribution was made through the production of valuable studies on the state of capacity gaps, LSBE, mediation and gender.

However, measuring the 'real' effect of the JP is imperilled due to the lack of SMART indicators and a corresponding monitoring system, as well as through the absence of pre- and post testing mechanisms for the delivered training, necessary to establish achieved capacity development and increased awareness.

Impact

The JP had a significant impact during its life time, especially on the output level as well as within its efforts on Education. Ownership is fragmented which challenges longer-term impact. The quality of the capacities developed may not be sufficient to have a carry over effect.

Sustainability

The JP prospects of sustainability are mixed. The Programme made strenuous efforts to assure ownership amongst its counterparts. It could not ensure sufficient capacity to safeguard sustainability. As for willingness amongst counterparts to continue, this is increasingly depending on the political landscape, which in turn determines potential internal funding.

Lessons Learned

The implementation of this JP showed that the overall coordination (in fact: the Programme Manager function) can be carried by the RC, as opposed to recruiting an external Programme Manager. It obviously has functional as well as financial advantages. JP management structures are rather complicated by their nature with the participating agencies adhering to their own administration rules. Professional knowledge of such, as well as personal relationships within an existing country team, may add very well to overall synergy, which should be a trademark for any JP. To the FE it seemed more illustrative of the strength of the years long (pre-JP) cooperation between partner agencies, which allows for personal relationships to foster professional cooperation. It may very well have been the better solution for the JP, considering that a Programme Coordinator in a JP does not have full managerial authority over the partners. A well-known and established representative may overcome these gaps. Nevertheless, this may not work in all JP-s. Perhaps this was situational, but it provides grounds for further study. In any case, this position requires solid knowledge of and experience in project cycle management.

Despite the JP's efforts to follow an inclusive approach and aim at integrated platforms, ownership was still fragmented. Perhaps this is a 'natural' result for a programme covering so many different levels; still it is not ideal. The MTE proposed role of the C&A strategy to overcome this was not clear by project's end despite JP efforts. Steps to overcome this fragmentisation include strengthening of vertical lines.

It is quite common to have programmatic focal points for cross cutting issues, especially for complex interventions. The JP did not employ this model. It did team up with its expert colleague members of the UNCT, i.e. UN Women. The issue of youth was covered by integrating youth related initiatives into the outputs. The advantages of having focal points for cross cutting issues are the special attention it allocates within a programme and the possibilities to link up vertically throughout the intervention.

The JP did not make effective use of *functional* municipal focal points within the targeted municipalities. These could have enhanced vertical and horizontal ownership, and play a positive role on Impact and Sustainability.

Recommendations

The analysis on Effectiveness brought to light that solid interventions may not have the claimed effect without solid programme logic, illustrated by a logical framework matrix and SMART indicators. It is recommended that for future initiatives, better use is made of the principles of Project cycle management. A sound logframe enhances better monitoring (e.g. reporting system through templates that relate to indicators and reflect the hierarchy of the management model). The use of (simplified) Gantt charts to keep track on high volume intervention can be considered as well.

On the area of Impact and Sustainability, the programme took great strides to follow up and implement the MTE recommendations on finding creative ways to reach out to the private sector and mobilise private resources by targeting and including private universities and (some of the) media. This is a recommendable achievement, and deserves continued and (where feasible) intensified efforts to further sustain impact and long-term sustainability. The communication and advocacy strategy could be a good mechanism to support this.

Furthermore, the JP followed the MTE findings in strengthening the local-national link through the promotion of joint activities, inclusive workshops or other alternative mechanisms that ensured contact and exchanges between the local and national levels of implementation. Again this is recommendable, and it deserves continuation until the very last stage of implementation as well as following up post-project where feasible.

The design of the PMC should be revisited. It was relevant at programme start, but evaporated throughout its life cycle. The JP cannot be held responsible for disappointing performance of politically appointed members, but it deserves further attention to overcome this in future.

Finally, the JP used the "enhancement of inter-ethnic dialogue and collaboration" as an overall programmatic objective. For a first of its kind, this may have worked well. However, when designing follow up initiatives, the agencies may consider to use the "enhancing of inter-ethnic community dialogue" as a cross cutting theme. Technically, it is a means to an end (objective) and not an end in itself. The inclusion of a programmatic focal point should be considered as well.

1. Introduction

1.1 Background

This report presents the findings of the Final Evaluation (FE) of the UN Joint Programme "Enhancing Inter-Ethnic Dialogue and Collaboration", implemented by UNDP, UNICEF and UNESCO in the former Yugoslav Republic of Macedonia, which ran from July 2009-2012 with a budget of US$ 4 mln.

Since its independence in 1991, the country (pop. 2,045,177, GDP per capita $ 3,050 USD) has faced social, political and economic challenges related to transition including an inter-ethnic conflict in 2001. Its ethnic composition (according to the 2002 census) is as follows: Macedonians 64.18%, Albanians 25.17%, Turks 3.85%, Roma 2.66%, Serbs 1.78%, Vlachs 0.48% and others 1.88%. The transition towards a modern market economy has created huge social differences among different social groups, with a large pool of unemployed people (34.9% unemployment rate in 2007) especially among young people with an increasing share of long-term unemployment. The informal economy represents, in some estimates1, around 40% of the GDP. While the internationally mediated Ohrid Framework Agreement (OFA) brought the 2001 dispute to an end, and laid a solid foundation for peace and stability, full implementation of all its provisions continues to be a government priority. This is particularly true with regard to its ambitions to build inter-communal relations and address remaining issues, including the increased permeation of ethnicity into most social relations. Therefore ensuring that the institutions, linkages and capacities required to fully operationalise all aspects of the OFA are seen as a mutually supporting priority to the country's other major driver of development, the EU accession process. In meeting the challenges of the OFA and EU accession, the country will effectively be meeting its commitments to the Millennium Declaration and Millennium Development Goals (MDGs).

Social issues, such as addressing poverty (MDG1) and ensuring universal primary education (MDG2) have often been sidelined. Still, national development goals are most effectively advanced at the local level. This is recognized in UNDAF outcome 1, which focuses on "transparent and accountable provision of public services". Focusing on the project area through inclusive and conflict sensitive development processes can contribute to bringing together local actors along non-ethnic lines, fostering articulation of common development goals and delivery of benefits for their communities.

The Programme aimed to enhance the capacity of central and local bodies to facilitate inclusive problem-solving processes and consensus building around community priorities and strengthen the commitment to an inclusive civic national identity with respect to diversity. The Programme sought to facilitate a systemic linkage among existing responsible mechanisms at national and local levels, building dispute resolution expertise. It also aimed to support the longer-term role of education, and work with local leaders, civil society and the media to facilitate constructive civic dialogue that promotes inter-cultural awareness and values informing peaceful co-existence.

1.2 Purpose and Scope of the Evaluation

The goal of this FE is determined by the Monitoring and Evaluation framework of the MDGF, which is set out in the Monitoring and Evaluation Strategy and the Implementation Guide for Joint Programmes under the Millennium Development Goals Achievement Fund.

As per MDGF M&E Guidelines, this Evaluation seeks:

- To measure to what extent the joint programme has fully implemented its activities, delivered outputs and attained outcomes and specifically measuring development results; and

- To generate substantive evidence based knowledge for the MDG-F thematic window by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability).

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[1] People Centred Analysis (PCA), UNDP, 2008

The findings, conclusions and recommendations of the evaluation will be part of the thematic window Meta evaluation; the MDGF Secretariat is undertaking to synthesize the overall impact of the fund at national and international level.

The FE has the following specific objectives:

1. To measure to what extent the joint programme has contributed to solve the needs and problems identified in the design phase;

2. To measure the joint programme's degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised;

3. Measure to what extent the joint programme has attained development results to the targeted population, beneficiaries, participants whether individuals, communities, institutions, etc;

4. To measure the joint programme contribution to the objectives set in their respective specific thematic windows as well as the overall MDG fund objectives at local and national level. (MDG-s, Paris Declaration and Accra Principles and UN reform);

5. To identify and document substantive lessons learned and good practices on the specific topics of the thematic window, MDG-s, Paris Declaration, Accra Principles and UN reform with the aim to support the sustainability of the joint programme or some of its components.

1.3 Methodologies used in the Evaluation

The FE of the Joint Programme details key areas and questions based on the scope of the evaluation questions, and provides an assessment of contributions and achievements under each of the project outcomes:

Outcome 1 –Governance: By 2012, key national and local institutions dealing with inter-ethnic relations more effectively build inter-ethnic consensus;

Outcome 2 –Education: By 2012, national education system better promotes ethnic and cultural diversity;

Outcome 3 –Society: By 2012, media, local and religious leaders and civil society organisations promote and practice a greater level of cultural sensitivity and civic awareness.

The FE focuses its attention on three levels: design, process and results. It involves gathering data from existing documentation and monitoring data, complementing those data through surveys and/or interviews with Programme staff, partners and beneficiaries, and comparing the findings with baseline data (where feasible). The report will use the findings of this process to reach conclusions and make recommendations.

The evaluation methodology is based on ratings of the OECD-DAC established evaluation criteria: relevance, efficiency, effectiveness, impact and sustainability. Additionally, the evaluation will study the extent of partnership and cooperation, its effects on project implementation and possibilities of duplication. The evaluation was carried out in three phases:

- A desk research phase including the identification of the evaluation questions;
- A field phase including interviews with a representation of project beneficiaries and other stakeholders; and finally
- The drafting phase of the Final Report.

Data will be acquired through desk research and interviews with representatives of all beneficiary institutions, Programme staff and consultants. Document review includes:
- The Project document (including budget and logframe) and Project work plan;
- Programme records and reports, Quarterly reports, semi-annual and annual project progress reports held in the project management system;
- Terms of reference for staff and specialists, consultants' reports, and notes from interviews with the beneficiaries, counterparts, stakeholders;
- Relevant policy publications from the programme as well as those from the donors and other institutions; and

- The Mid-Term Evaluation Report of the Programme, performed in May 2011.

The mission was divided into field visits in Skopje as well as in the municipalities included in the programme: Struga, Kicevo and Kumanovo. The fieldwork in Skopje provided an opportunity to meet and discuss the programme with relevant actors from government, UN agencies, educational institutions (universities, schools), media partners, civil society partners, international organisations and donors. The field work with the partner municipalities provided input for analysis of the programme achievements, its gaps and opportunities that were gained from visits to programme sites, interviews and focus groups with relevant local government stakeholders, programme team, partners and beneficiaries.

Interviews with all relevant interlocutors were performed in a semi-structured manner. Please see Annex 2 for the list of institutions and individuals included in the interviews.

This FE strictly adheres to the transparency norms and ethical principles as set by the United Nations Evaluation Group.

1.4 Constraints and Limitations to the Study Conducted

Under this chapter, every evaluation will claim that the time given for this assignment was not sufficient, and this FE is not different. It is very true though. The theme was admittedly complex, the interlocutors numerous, and the geographic area vast.

Additionally, the timing of the FE was unfortunate although this could not be overcome. One of the main target groups of the JP were the educational institutions, and at the time of the FE the school year had already finished. This meant that many teachers and pupils involved in the programme were not available for feedback.

Finally, despite strenuous efforts of the FE national consultant and JP staff, some of the planned interviews did not take place for the simple reason that people did not show up without prior information or any other explanation. The FE feels that this did not affect the overall findings but considers it as a mere lost chance to have additional feedback.

2. Description of the Development Interventions Carried Out

The programme 'Enhancing Inter-Ethnic Dialogue and Collaboration" is a UN Joint Programme initiative, implemented in the former Yugoslav Republic of Macedonia from July 2009-2012. It is sponsored by the Government of Spain through the Millennium Development Goal Achievement Fund (MDG-F) with a value of US$ 4 mln. The programme draws on the years of experience of its partner agencies (UNDP, UNICEF and UNESCO) in the country; their respective comparative advantages as a source of complementing each other providing potential for synergies.

The intervention sought to address the barriers to enhanced inter-ethnic dialogue through an integrated approach focused on national and local development, education and communications, as a key to effective delivery of the Ohrid Framework Agreement (OFA) and EU accession.

The country's desire for European Union (EU) accession has served as a catalyst for pursuing many important political and social processes that require consensus among different ethnic communities and political parties. However, efforts need to be deepened in addressing remaining challenges such as: weak institutions and systems capacities, educational issues, gender and an insufficient understanding and communications around inter-cultural issues.

The overall objective of the JP is to promote inter-ethnic understanding and tolerance as a prerequisite for sustainable human development. In particular this JP intends to enhance the capacity of central and local bodies to facilitate inclusive problem-solving processes and consensus building around community priorities and to strengthen the commitment to an inclusive civic national identity with respect to diversity.

The Joint Programme is centred on UNDAF Outcome 2.3 (2010-2014), which promotes inter- ethnic dialogue and social cohesion. It is structured in three mutually supportive outcomes:

Outcome 1 –**Governance: By 2012, key national and local institutions dealing with inter-ethnic relations more effectively build inter-ethnic consensus;**

Output 1.1: Key national and local institutions in three micro-regions dealing with Inter-ethnic relations have a system to address issues that may weaken inter-ethnic cohesion
Output 1.2: key national and local institutions dealing with inter-ethnic relations have access to a pool of facilitation experts and resources
Output 1.3: Local governments and community organisations have better opportunities to collaborate in three micro-regions

Outcome 2 –**Education: By 2012, national education system better promotes ethnic and cultural diversity;**

Output 2.1: Understanding, tolerance and respect for ethnic and cultural diversity incorporated in national education policies
Output 2.2: Mechanisms for democratic participation, good governance and dispute resolution in the education sector strengthened and three micro-regions
Output 2.3: Children and youth have opportunities for interaction and dialogue in school and the community

Outcome 3 –**Society: By 2012, media, local and religious leaders and civil society organisations promote and practice a greater level of cultural sensitivity and civic awareness.**

Output 3.1: Local and religious leaders and civil society are better able to participate in dispute-resolution processes
Output 3.2: Journalists supported to practice culturally and conflict sensitive reporting
Output 3.3: Media support mechanism for reducing social tensions.

The intervention aimed at supporting the achieving of the Millennium Development Goals (MDG-s); more specifically in following manner:

- MDG 1: Eradicating Extreme Poverty and Hunger –through inclusion of the most impoverished regions (North East and South West);
- MDG 2: Achieve Universal Primary Education –through improved integration in education and will thereby enhance access to education;
- MDG 3: Promote Gender Equality and Empower Women –included thematically as a cross-cutting theme.

The identification of interlocutors of the JP is supported by the outcome of the 'People Centred Analysis', a report prepared by UNDP in March 2008. This report clearly shows the three main actors 'responsible for contributing to conflict' according to the interviewed[2]: central level politicians 55%, media 46%, and local level politicians 42%. The education system scored lower on the 'always' category, but still had a high 'sometimes' score of 36%. Hence the outputs were designed around the inclusion of representatives of national and local authorities (Outcome 1), the education system (Outcome 2) and media (Outcome 3).

Hypothesis of change

In an effort to secure an impact long after the three-year programme is concluded, the JP intervention logic was designed along a two-pronged approach. The first one focused on the three municipalities included in the JP (Kumanovo, Kicevo and Struga) that served as a basis for development of practices and models, with a potential for reciprocity across the country. The second emphasised the functions, initiatives and processes at country level.

Furthermore, for each outcome intervention processes were designed. Outcome 1 was implemented through three processes, aimed at putting into operation an effective, comprehensive and robust national system for enhanced inter-ethnic dialogue conflict transformation at the local level. The first process was to engage key national institutions, including the Office of the Vice Prime Minister for the OFA, the National Committee on Inter-Community Relations, the Ministry of Education and Science, the Ministry of Local Self-Government, ZELS

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[2] These are averaged scores as paraphrased from the report.

and the Ministry of Culture and National Commission of UNESCO in discussing the comparative advantage of inclusive, participative problem-solving processes in situations of ethnic conflict and the specific value that the skilled facilitation of such processes bring. The objective was to develop their capacity to effectively participate in enhancing inter-ethnic dialogue, as well as to the deployment, as needed, of facilitation expertise that exists in the country. The second process entailed the identification of institutions and individuals that have the required expertise; facilitating the formalization of a system to enhance their availability and deployment (on an ad hoc basis); facilitating agreed guidelines, linkages and procedures; and, sharpening their knowledge and skills for the specific challenges posed at local level. The third process aimed to support, monitor and evaluate a number of interventions at the local level in support of and collaboration with local governance and educational bodies.

The transforming potential of the educational sector must be integrated in the overall system for it to be effective, which outlines the strategic path of Outcome 2. This outcome worked at two levels: National (supporting the Ministry and the implementation of the already revised curriculum) and local (reinforcing capacities of the target schools in 3 municipalities). Attention was given to the conflict management capacity of specific functions within the Ministry of Education and Science, and the lines of communication with national and municipal governance structures. More specifically, the Programme aimed to enhance the capacity of the Bureau for Development of Education to deliver training to teachers who will implement Life-Skills Based Education (LSBE) and monitor the quality of LSBE teaching.

The implementation of revised primary and secondary school curricula was supported by focusing on subjects related to multi-culturalism, respect for diversity, gender sensitivity and peace education at the national level. The technical commission within the Ministry of Education and Science was supported with tools and capacity development initiatives to review and develop textbooks that are gender- and culture-sensitive, and to promote peaceful co-existence. It aimed at strengthening the capacity of the Department for Advancement of the Education of Minorities, particularly in its mandate of monitoring and promoting inter-ethnic tolerance and inter-cultural cohesion. In line with the approach developed for Outcome 1, specific conflict transformation processes (good governance, participation, communication mechanisms, joint activities, etc.) were supported in collaboration with school boards, parents' councils and student bodies in the target municipalities.

In the domain of secondary and higher education, the role and cooperation of student bodies (two at the higher education level and three at the secondary education level), was to have a cascade effect towards other activities such as the primary and secondary schools extracurricular programmes as well as the media related trainings (media specific as well as conflict resolution and mediation). While their primary function is gathering and exchange information related to the inter-ethnic dialogue on national but also international level, beyond that the clubs/chairs become the generators (local capacity) of content in other parts of the Joint Programme such as civil society as well as the media. In addition, the intellectual capacity of the student community could contribute significantly to the intended creation of the critical mass of the public opinion that may counter the oscillations caused by the fluctuating economic and political situation in the country. Initiatives within the education system and by civil society organizations to facilitate positive interaction between young people at various levels, both intra-and extra-curricular, were encouraged and supported.

The selection of the schools included was based on these additional criteria:
- History of recent inter-ethnic incidents/tensions;
- High number of total number of students, and high number of students from different ethnic background;
- Consultations with the MoES and Bureau for Education Development;
- Consultations with local authorities.

The broader processes that aim to create spaces for intercultural sensitivity and a stronger civic identity—the strategic focus of Outcome 3—were to be achieved by engaging local leaders outside the political process and by assisting bodies, and civil society organizations to facilitate two forms of dialogue. The first was focused on enhancing the multi-ethnic character of the society and would invite broad public participation. The second was focused on dispute resolution and involved creating opportunities for specific stakeholders to discuss issues and explore options in a setting where no decisions are being made and where ground rules demand respectful interaction.

A fundamental assumption underpinning the Programme was that *local inter-ethnic dialogue mechanisms or processes require, first, a national mandate and systemic support for their operation and, second, at times,*

access to support from expert facilitators. All the outcomes depend on national political will and local capacity, which hence poses the greatest risk to the Programme. Therefore, the Programme was aimed at enhancing the systemic capacity and increasing the political and social support for enhancing inter-ethnic community dialogue and achieving commonly agreed social and development aspirations. Transfer of knowledge was intended to be present throughout. The impacts of the curricular inputs will have longer-term impact, as will the social spaces and media mechanisms. It, thus, has a corrective feedback mechanism to enable public demand for political will for enhanced dialogue. Since the combined thrust is to instil a specific methodology for enhancing inter-ethnic dialogue within the system as a whole—thus significantly strengthening the system and complementing the political mediation undertaken by other actors, such as the OSCE and the EU—the Programme as planned could be highly sustainable. Last, the Joint Programme will benefit from the UN Alliance of Civilization (AoC) initiative, and seek to anchor the AoC framework through its activities.

The FE supports the overall finding of the Mid-Term Evaluation (MTE) on the design and the logic of the JP. The MTE defines the logic of the JP that of facilitating linkages between conflict transforming capacity and expertise at national and local level and by enhancing skills to facilitate inclusive dialogue, confidence-building and problem-solving processes, by which inter-ethnic cohesion in the country will improve. It finds that "most stakeholders agree that the design of the programme addresses the main driving constituencies for peace and change (academia, government officials, schools, parents, journalists and civil society, among others) and properly tackles the most relevant drivers for reducing tension in the country (education, media, religion, governance...) with the exception of the economic factors, that were frequently mentioned as missing"[3].

The MTE further finds that the overall logic of Outcome 1 and 2 reasonably sound, whereas Outcome 3 is perceived as rather fragmented. The MTE continues by stating that "the lack of clear driving strategy in the design of this component has, so far, impacted negatively on the performance of the programme, and may affect its long-term impact; but it is a limitation that can still be corrected. The JP is in a good position to lead a strategic review of this outcome and leverage its potentials by strengthening the connections between outputs, outcomes or overall goal of the programme"[4].

These are fair comments to make considering the fact that Outcome 3 started to deliver its outputs quite late in the programme life cycle, i.e. late in Year 2 and Year 3 –as a matter of fact, they are planned to be finishing in the last month of the programme, July 2012. By the time of the MTE, there were simply no activities to show for. Evidence from the FE reveals that the initial MTE findings on the understanding of the design and logic of the JP carried over to Outcome 3, and therefore to the entire JP as well.

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[3] Eva Otero et al., "Mid-Term Evaluation of the UN Joint Programme Enhancing Inter-Ethnic Community Dialogue and Collaboration in FRY Macedonia", May 2011, p. 14.
[4] Idem, p. 15.

Corrective actions undertaken

	Action recommended by MTE	FE assessment of action taken
1.	Outcome 3 needs further clarification. A communication and advocacy strategy can be the way forward.	Completed
2.	Opening up regular spaces for information sharing and feedback among the JP and its stakeholders.	Ongoing.
	Appointing "focal points" in the three core municipalities.	Focal points were appointed, but were not planned into meeting with the FE. The Kicevo FP is limited to municipal issues and is not programmatic.
	Increased presence of the implementing team or the governing body at the local level at critical and regular points in time.	Done.
3.	Restructuring of the composition of the PMC.	Ongoing. Final PMC planned for July
4.	Review monitoring and financial reporting mechanisms and criteria.	M&E framework continuously tracked. Last update April 2012.
	Re-evaluate the need for a non-cost extension of implementation period.	Deemed not necessary.
5.	Explore creative ways to reach out to the private sector.	In the second half of the programme, the JP engaged the private sector through business forums, diversity management workshops, and involved the private sector in the planning, design and delivery of social content programmes.
	Strengthen the local-national link.	Ongoing.

3. Level of Analysis: Evaluation Criteria and Questions

In this chapter the FE provides answers to each of the Evaluation Questions as they were organised base don the OECD-DAC criteria: relevance, efficiency, effectiveness, impact and sustainability. Each of these criteria will start with a section on overall findings.

Relevance

The FE finds that the Joint Programme was very relevant by aligning itself with international and national policies (EU accession, OFA, MDG-s). The design of the JP was flawed mainly through its weak indicators. Ownership of the JP across vertical lines (national-local) was satisfactorily high, but this may erode towards the end and after project implementation.

The Relevance criterion was covered in detail in the MTE of May 2011. A wide body of evidence from evaluations confirms the strong positive correlation between the quality of design and the success of implementation, as well as the quality of design and impact of the intervention.

This FE confirms the broad conclusions drawn by the MTE that the programme is relevant and consistent with the main national priorities. In general, the overall logic of the programme makes sense to most interviewees, who recognise the added value that joint programming brings in this case. The Programme accepts that a proper inception phase would have helped ensure the fine-tuning of the programme design, and would have helped clarify some of the aspects that needed further elaboration.

The real risk of possible non-commitment and participation by one or more municipalities in an area of ethnic problems was in part mitigated through a genuine process of collaboration and participation on the part of

stakeholders during the programming phase – itself due to the reputation and trust of the JP partner agencies and their previous assistance in the area.

Design

On the other hand, one of the flaws of the design was the lack of SMART indicators. In general, a number of training sessions, workshops, officials trained, number of grants successfully implemented, etc. are never indicating whether the result has been attained, or the objective supported. The lack of solid indicators, paired with the absence of a corresponding M&E framework, endangers an objectively verifiable evaluation of the JP's effect and impact.

Related to this, the overall phrasing of Outcomes (objectives?) and Outputs (results or activities) was poorly chosen. The project document does not openly define an overall (or specific) objective for the programme, and we are left with accepting that this JP intends to assist the country's accession to the EU, by providing support to the implementation the OFA, through enhancing inter-ethnic dialogue –by cruising through significant numbers of pages. It would have been preferred for the JP to have a strong logical framework matrix in which objectives, results, activities and indicators are causally linked.

Did the design of the three components remain relevant after the project start? The MTE diagnosed the situation in mid-2011 and proposed 5 recommendations to which the JP team responded. On the other hand there was no modification of the logframe, formally or informally. Instead, some six months before the MTE, the management had taken serious measures to address the lack of SMART indicators-issue, and with external expert assistance a Results M&E Indicator Tracker was developed with custom-made targets. The FE finds that whilst the effort was recommendable, the indicators assembled in the tracker remain not aligned with SMART criteria, and are not easy to use by those not directly involved in the JP's M&E exercise.

Relevance: The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country and the Millennium Development Goals.

EQ1: To what extent did the targeted population, citizens, participants, local and national authorities made the programme their own, taking an active role in it? What modes of participation (leadership) have driven the process?

On the national level, the authorities have been actively involved in the design of the JP, and continued their participation during the implementation phase amongst other through membership of the Progamme Management Committee (the PMC). This body was chaired by the UNRC and met quarterly, providing operational coordination, ensuring the coordinated achievement of joint programme results, and that of other donors and key stakeholders (particularly EC, OSCE, SDC) are closely involved with the Programme and have opportunities to harmonise approaches with Government and other Programmes. Membership included representatives from the implementing Participating UN Organizations and the Government (Secretariat for the implementation of the OFA, the Ministries of Education, Culture, Local Self-Government, the Association for Local Self-Government Units (ZELS), and the Secretariat for European Affairs (SEA). The PMC was directly responsible for making all major operational decisions for the programme, has been consulted when the Programme Coordinator requires guidance. The PMC established reporting mechanisms and provide leadership regarding the development and implementation of annual work plans. It reviewed the programme's progress on a semi-annual basis. The Programme Coordinator and the UNRC Office supported the work of the PMC.

Further on the national and local level, the role of target groups and stakeholders was illustrated during the Inception Phase of the JP by their active contribution to the Participatory Assessment that was undertaken from January – May 2010. Organised by UNDP and the Secretariat for the Implementation of the OFA, a broad series of consultations were held, feeding directly into recommendations for the design and the implementation of the JP.

However, additional feedback from the local level provided a mixed picture. Some of the local partners stated to have been actively involved in designing the intervention, others have stated that coordination and communication was poor; they felt "controlled not supported".

EQ2: To what extent did national and/or local institutions support the joint programme?

National and local institutions supported the programme in various ways, e.g. by designing initiatives jointly, by participating in and hosting activities, by leading initiatives (e.g. SIOFA conference with UNDP), by participating in procurement committees, by selecting grantees, by providing municipal budget.

Support to the JP further consisted on the output level through active participation in the JP's activities: custom based training and workshops, seminars, the implementation of sub-projects through the JP's grant schemes.

EQ3: To what extent did the joint programme align itself with the National Development Strategies and/or the UNDAF?

The Programme Documents fully aligned itself with Outcome 1.3 of the UNDAF 2010-2014 ('A culture of peace, conflict prevention and resolution fostered') through its three outcomes. Through its outputs the JP directly contributed to lay foundations for sustainable inter-ethnic dialogue through capacity building (mechanisms for conflict mitigation, mediation and resolution) across the board of its target groups: local and national authorities, CSO-s, teachers, religious representatives and members of the media.

EQ4: To what extent this programme was designed, implemented, monitored and evaluated jointly? (see MDG-F joint programme guidelines.) --If meant 'by the UN agencies', then **Efficiency**. *If meant 'with national and local stakeholders', then* **Relevance**

The design, implementation and M&E were mainly done through the JP participating agencies. National stakeholders were actively involved through the JP's coordination mechanisms such as the PMC, as well as through cost-shared activities (e.g. the Second World Conference on Inter-religious and Inter-civilization Dialogue, co-sponsored with the Ministry of Culture).

The Monitoring and Evaluation of the JP seemed to be in the hands of the partners. National and local stakeholders reported back to the JP, which used the data to update its Indicator Tracker.

Efficiency

Overall, the efficiency of the JP was good. The general disbursement rate was in line with implementation progress. The data and programme records show that overall the activities and related disbursements reflect a steady built-up to a peak in performance around the middle of the programme life cycle, and an equally steady decline towards programme's end.

The exception is the programme's behaviour under Outcome 3, whose activities seems to have started peaking as of December 2011 and is not yet finished, although its overall financial map does follow the curves of Outcomes 1 and 2. This is partly explained by the fact that the Year 2 activities for Outcome 3 were more cost intensive than its set for Year 3.
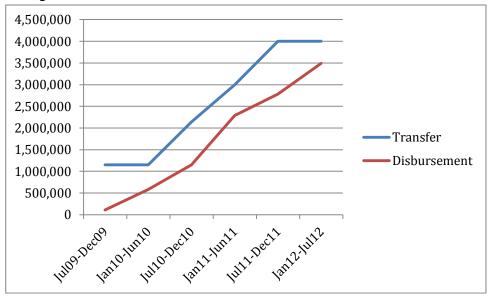
Additionally, the JP did start rather late; the Project Document (i.e. the contract between the MDG-F and the JP Partner agencies) was signed in July 2009, while programme activities started in December 2009. The official JP Launch took place in February 2010 with the signing of an inter-agency MoU.

Efficiency refers to the extent to which the project results have been achieved at reasonable cost. In the context of PCM and logframes, it concerns the link between results and the activities or inputs that lead to the achievement of each result.

The data for all the graphs in this section are available in the Programme Document and Quarterly Reports and records of the Joint Programme.
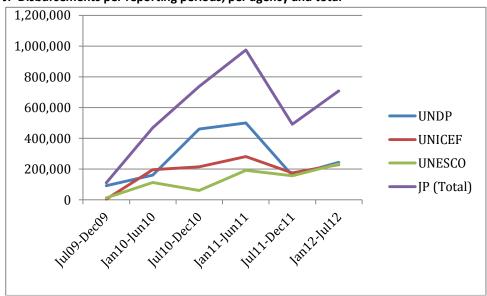
JP Budget Cash Flow

The relationship between Transfer and Disbursement over the entire project lifecycle is very stable and steady, indicating a healthy cash flow.

As a general observation it can be safely said disbursements follow implementation rates; i.e. when activities are finished or reach an agreed milestone, payments are made. The exceptions are projects for which high advance payments have to be observed. In the case for this JP, the link between project progress and disbursements is clear, and justifies for a large part its efficiency and timeliness.

JP Disbursements per reporting periods, per agency and total
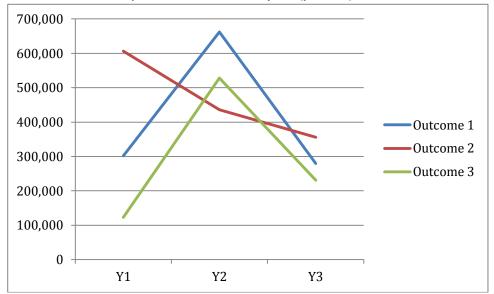

The above graph shows the disbursements done by the JP, by agency as well as total. Striking is the overall tendency for gradual increase towards the time of the MTE (May 2011), followed by a steep decline, only to rise in the last six months of the programme. The only exception is the disbursements made by UNESCO, which has seen a staircase-like increase throughout.

JP Resource allocation per outcome over three years (planned)

The graph above has led to some confusion when linked with the MTE conclusions regarding Outcome 3 and its perceived lack of activity; the JP explained in its reply that this Outcome would peak later (Years 2 and 3) as planned.
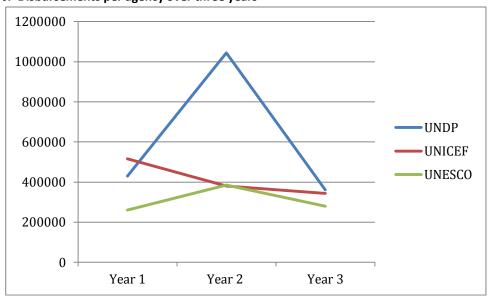
The lines above paint another picture. The data was taken from the Results framework, which was part of the Project Documents and therefore a *planning* document. In this framework, as well in the graph above, it can be clearly observed that Outcome 3 would peak midway through the project life cycle, and then descend towards project's end –almost ideally following the implementation pace of Outcome 1. This seems incompatible with the JP's reply to the MTE, however, the FE remains in the dark over this issue. One explanation holds that the activities for Outcome 3 in Year 2 are more cost intense than the activities for Year 3. Obviously, it imperils the efficiency with which Outcome 3 was implemented, or at least the explanations to such.

A striking exception is the behaviour of Outcome 2. With a high inception, it steadily degrades to project's end; this could be explained through a high level of activities and commitments very early in the implementation phase. According to JP records, UNICEF started early with LSBE related training, capacity development, extra curricular activities as well as support to youth clubs, all planned for Year 1.

One can also illustrate the above when researching the disbursements not per outcome but per agency. Interestingly, the two graphics seem to be almost completely identical:

![MDG:F MDG ACHIEVEMENT FUND]

JP Disbursements per agency over three years

Although the UNESCO curve is less sharp, its shape is unmistakably the same. A simple conclusion may be that indeed each agency did indeed own its Outcome to a significant extent.

Efficiency: Extent to which resources/inputs (funds, time, human resources, etc.) have been turned into results

*EQ5: To what extent this programme was designed, implemented, monitored and evaluated jointly? (see MDG-F joint programme guidelines.) --If meant 'by the UN agencies', then **Efficiency**. If meant 'with national and local stakeholders', then **Relevance***

The JP employed its own M&E Officer for the Programme, supporting all partner agencies. Monitoring was done in a joint effort. The lead in this process was in the hands of the Programme Coordinator. After the Coordinator left his position, this function was taken over by the Head of RC, who showed strong ownership of the recently developed Indicator Tracker and ensured timely updates.

The overall evaluation of the JP was outsourced jointly through the employment of independent consultants for the execution and delivery of the MTE and FE.

EQ6: To what extent was joint programming the best option to respond to development challenges stated in the programme document?

The complex nature of the intervention, based on policies, strategies as well as identified needs national and local level, almost immediately demands the involvement of a multitude of specialised agencies. Within the given timeframe of the programme (3 years), a workable and realistic balance was found between the focus areas to be included and the number of agencies involved. The Programme Document justifies this by presenting three partners working together on three thematic areas, two of which clearly identifiable through one partner each.

EQ7: To what extent did the joint programme have a useful and reliable M&E strategy that contributed to measure development results?

Although Joint Programmes are to be measured against MDG indicators in accordance with the Global M&E Strategy, a programme needs indicators for itself to be measured and evaluated against. This JP did not have a proper set of indicators at programme commencement; hence a series of activities was undertaken during and soon after the Inception Period (through the creation of a revised M&E framework) by each agency in an attempt to determine baseline values.

UNDP performed a Participatory Assessment, published September 2010, that reports on a series of inclusive interviews and consultations at national and local level. The study ends with a collection of recommendations for these levels as well as for CSO-s and local businesses. Although strong in providing additional programme context to the existing ProDoc, and describing mechanisms that can be useful in promoting inter-ethnic dialogue, this study does not provide baseline data that could be used to define indicators.

UNICEF published an extensive study in November 2009, "Study on Multiculturalism and Inter-Ethnic Relations in Education", with an aim to provide data to be used as a baseline for the implementation of the JP. The study included a desk review of the relevant legal and policy framework regarding education, a review of the curricula and textbooks used in primary education and an analysis of official data on the number and population of schools with more than one language of instruction. The second phase involved field research in seven out of eight planned primary and secondary schools in the municipalities of Kumanovo, Kicevo and Struga. The study describes in detail the surveys it undertook, its data and conclusions. As such, it provided for a strong base to define the JP baseline.

UNESCO announced the presentation of the results of its baseline study for early 2011 (see JP Results Report July-December 2010), however, the following JP Results Report (Jan-June 2011) fails to follow up on this. The FE concludes that no baseline study has taken place.

EQ8: To what extend did the joint programme have a useful and reliable C&A strategy?

The C&A strategy focused on the following goals:

- To facilitate joint communication about the programmes progress and results by the UN to specified target audiences;
- Advocate key messages; and
- Provide common branding for programme materials.

The FE found that points 1 and 3 were maintained satisfactorily. Point 2 raises questions on whether the advocacy had any real measurable effects.

The JP produced communication material of high quality, but it is not really clear if these served their purpose. The newsletter, webpage and the fact sheets all found their way to their respective audiences. If the reliability of the C&A should only be measured against its target groups then the FE received mixed feedback. Some of the JP counterparts maintained that overall communication was sufficient; others found it very good while some others complained about not having enough communication in general ("Intra-programme (between Output related implementing partners) not completely effective, many respondents not aware of JP and other activities taking place"). This would deserve a further detailed study for more concrete conclusions. The FE finds that although the JP invested significant energy and resources in communication, it may not have reached all of its desired goals.

EQ9: To what extent did the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) contribute to the attainment of the results?

Resources were used efficiently. The JP used existing office space to create a 'project office' where staff related to the JP were located. This did not interfere with other activities of the Partners. Coordination and programmatic meetings were held there, and short communication lines were utilised.

The daily management of the Programme was challenged by the departure of the Programme Coordinator around midway of the programme lifecycle. A rather courageous decision was made by having the Head of the RC take over part of these responsibilities –the full time position of the PC was not replaced, rather these tasks were added to the regular tasks of the HoRC; by that time the Project had picked up steam. However, it did not affect the overall pace of implementation.

EQ10: To what extent was the implementation of a joint programme intervention (group of agencies) more efficient in comparison to what could have been through a single agency's intervention?

The joint approach ensured that agencies coordinated their activities based on a set of common agreed deadlines and results. This enabled a more efficient use of programme resources internally as well externally (economies of scale), e.g. reduced transaction costs for Government related activities; the use of one car by multiple agencies to visit a partner municipality that in turn only needed to avail itself once instead of two or three times; the use of common communication tools (one newsletter instead of three), establishing (or encouraging) local level cooperation among partners of different agencies (e.g. using the space of the youth club for CICR meetings).

Additionally it should be noted that this type of coordination and cooperation is not new between the three agencies, which added further to overall efficiency.

EQ11: To what extent did the governance of the fund at programme level (PMC) and at national level (NSC) contribute to efficiency and effectiveness of the joint programme? To what extent were these governance structures useful for development purposes, ownership, for working together as one? Did they enable management and delivery of outputs and results?

The role of the PMC in this JP has to labelled as limited. It played a role in the early phase of the programme, perhaps mainly in a political sense, ensuring cemented involvement through its members. However, this role faded at some point midway through the project; this may have been caused by an increasingly efficient implementation as well as a change on the national political level (which in turn influenced the strategic direction of some members of the PMC).

This was illustrated by a move to have regular Heads of Agency meetings to discuss detailed coordination of activities and the general direction of the JP. Although this interim body lacked power to make strategic decisions, it had added value for overall efficiency.

EQ12: To what extent and in what ways did the joint programme increase or reduce efficiency in delivering outputs and attaining outcomes?

One of the ways that the delivery of outputs and attaining outcomes was efficiently influenced to a large extent is illustrated when looking at the one non-resident partner of the JP, UNESCO. The overall responsibility for its part of this JP lies with the UNESCO Regional Office in Venice, which is represented by a Programme Manager in the JP Project Office in Skopje. Both resident partner agencies (UNDP and UNICEF) successfully supported UNESCO in establishing itself on the ground by providing management, logistical and network support. The enabling of the functioning of the UNESCO National Project Officer, contributed significantly to the safeguarding of the output.

EQ13: What type of work methodologies, financial instruments, and business practices have the implementing partners used to increase efficiency in delivering as one?

The JP employed a variety of methodologies to increase and secure efficient implementation. Firstly, the JP allowed UNESCO, a non-resident agency, to enjoy the capacities of its partners in starting up and implementing its share of the JP; it is doubtful that this would (could?) have been done outside of the 'delivering as one' –concept. Additionally, the JP utilised principles of economies of scale by combining output needs of all three agencies as opposed to having each agency being on its own. Obvious advantages exist in the shared management and coordination through one Programme Coordinator; common planning and reporting; the common communication outlets managed by a shared Communication Officer; one team of drivers used for JP purposes; the use of one Project Office for mainstreaming all project related activities; shared Field Missions; and, where feasible, signing with one service provider for shared programme outputs, which resulted in cost effective operations.

EQ14: What type of (administrative, financial and managerial) obstacles did the joint programme face and to what extent have these affected its efficiency?

While operating under a JP, each participating agency maintains its own managerial, financial and administrative structures. The blessing lies that no new structures have to be invented for the JP. The curse

could lie when these systems collide with each other, and start to have detrimental effects on the implementation instead of supporting synergy and efficiency. The JP has seen some challenges in these three areas:

Administrative: the challenge here is mostly external, when local implementing partners work for/with two or more agencies. Confusion arises when for example payment instructions to local implementing partners are not the same. In all, the FE has not received sufficient feedback to assume that administrative obstacles delayed implementation.

Financial: as with administration, the partner agencies maintained their own financial systems for the implementation of the JP. Feedback from the FE field mission showed that in a number of cases the implementing partners of UNESCO stated to have faced some setbacks when payment requests were delayed. These setbacks did not seem to have harmed overall implementation. This is partly due to recent introductions of a new financial system within UNESCO.

Management challenge: the Project Coordinator, carrying the overall coordination and management tasks for the implementation of the JP, left around midway through the life cycle of the programme (May 2011). Instead of replacing the PC, the JP decided to have the Head of the RC Office assume this position. At first they may seem a courageous yet awkward decision; this could mean that neither position is full time. To the FE it seemed more illustrative of the strength of the years long (pre-JP) cooperation between partner agencies, which allows for personal relationships to foster professional cooperation. It may very well have been the better solution for the JP, considering that a Programme Coordinator in a JP does not have full managerial authority over the partners. A well-known and established representative may overcome these gaps. Nevertheless, this may not work in all JP-s.

EQ15: To what extent and in what ways did the mid-term evaluation have an impact on the joint programme? Was it useful? Did the joint programme implement the improvement plan?

The Mid-Term Evaluation (MTE) was conducted just after midway through the calendar life cycle of the JP (April 2011). It was well received by the JP, but its impact seems to have been limited. The JP did respond to the MTE extensively through the development of a JP Improvement Plan, which at the time of this FE is still being implemented. The MTE Recommendations are all analysed and answered, but the JP seems to be confident that its existing modus operandi are sufficient to cope with the MTE comments.

One of the main points of disagreement between the MTE and the JP was the perceived lack of progress on Outcome 3 (as mentioned in MTE Recommendations 1 and 4). The JP counter-argued that activities had originally been planned to peak in Years 2 and 3, and therefore were not visible yet at the time of the MTE. The FE found reported evidence for this in the JP's Annual Work Plans (AWP), however to a limited extent. They show a steep increase between Years 1 and 2, only to slightly decline for Year 3. This seems to partly explain the JP reply on the MTE's findings.

The JP produced its Improvement Plan after the MTE, and was still in the process of implementing its key actions at the time of the FE.

*EQ16: To what extent (**Effectiveness**) and in what ways (**Efficiency**) did the joint programme contribute to the goals of delivering as one at country level?*

(Note from FE: this original EQ includes elements of both Efficiency and Effectiveness –as added in bold italic by the FE. For the purpose of this chapter, the answer below focuses on the Efficiency element. For feedback on the Effectiveness element, please refer to EQ26).

The objectives and strategies of the JP respond to national and regional plans and programmes, as well as national and local policies. As discussed in the section on Relevance above, the JP includes strong references to national policies and strategies in the programming documents. Primarily, the JP corresponds with the following country strategies:

The Programme Document contains clear justification of the needs of target groups that provides the basis for selection of strategies and key steps of the programming cycle. The JP invested in efforts creating synergies and joint actions of involved UN partners, towards extending and multiplying achievements and impact prospects.

At the local level, its activities did not challenge the implementing partners nor kept them compliant; the interventions were designed with a healthy dose of 'learning on the job' -elements.

*EQ17: To what extent were joint programme's outputs and outcomes synergistic and coherent to produce development results? `--**Efficiency.** What kinds of results were reached? –Effectiveness*

(Note from FE: this original EQ includes elements of both Efficiency and Effectiveness –as added in bold italic by the FE. For the purpose of this chapter, the answer below focuses on the Efficiency element. For feedback on the Effectiveness element, please refer to EQ27).

The JP was implemented along the lines of its design, as outlined in its Programme Document (ProDoc): while each Outcome was lead by a specific agency, many of the activities were undertaken with the other agencies involved, with the aim of making best use of specific agency expertise and ensuring that activities remained complementary and reinforcing in order to attain the objectives of the JP. Add examples of activities.

Table x: Distribution of JP Activities amongst partner agencies

Act.	UNDP (Outcome 1)	UNICEF (Outcome 2)	UNESCO (Outcome 3)
1.1.1.	x	x	x
1.1.2.	x	x	x
1.1.3.	x	-	-
1.1.4.	x	x	x
1.1.5.	x	x	x
1.2.1.	x	x	x
1.2.2.	x	-	-
1.3.1.	x	x	x
1.3.2.	x	-	-
1.3.3.	x	x	x
1.3.4.	x	x	x
1.3.5.	x	-	x
2.1.1.	x	x	-
2.1.2.	-	x	-
2.1.3.	-	x	-
2.1.4.	x	x	-
2.2.1.	-	x	-
2.2.2.	x	x	-
2.3.1.	-	x	-
2.3.2.	x	x	x
2.3.3.	-	x	-
3.1.1.	x	-	x
3.1.2.	x	x	x
3.1.3.	x	-	x
3.2.1.	x	-	x
3.2.2.	x	-	x
3.3.1.	x	x	x
3.3.2.	x	-	x

Source: FE interpretation from JP Results Framework

The basis for the JP's synergy and coherence starts at the activity level; are activities shared and how? Table x (to the right) shows the distribution of JP activities amongst the partner agencies. This table provides a few immediate observations:

- The vast majority of all activities is shared amongst partners;
- Each partner is taking the majority share of activities under its outcome;
- UNDP, as the lead agency, is represented in most activities;
- In return, the activities under Outcome 1 are most shared of all outcomes.

The fact that all agencies were very much involved in Outcome 1 as well further underlines the implementation logic, according to which Outcome 1 was used to lay foundations for many of the activities of Outcomes 2 and 3.

An evident observation here holds that the JP did not seem to have a monitoring system in place in the form of a (simplified) Gantt chart. Despite the fact that so many activities were shared by all agencies, coordination was done through instant and constant communication (meetings etc), instead of operating through a charted and recorded approach. Nevertheless, it does show the strength of the Programme Team that it was successful in managing tasks. Nevertheless, personnel moves (leave, sickness, holidays) immediately endanger such cohesion, while a systematic approach towards coordination and implementation is capable of catching such gaps.

Effectiveness

The effectiveness of the JP is undeniable but mainly based on verbal feedback from stakeholders and counterparts during the interviews, which was generally positive. Additionally the programme has made progress towards achievement of objectives contributing to Millennium Development and thematic window goals; particular contribution was made through the production of valuable studies on the state of capacity gaps, LSBE, mediation and gender.

However, measuring the 'real' effect of the JP is imperilled due to the lack of SMART indicators and a corresponding monitoring system, as well as through the absence of pre- and post testing mechanisms for the delivered training, necessary to establish achieved capacity development and increased awareness.

Effectiveness refers to the relationship between the results of the project and the project objectives. It is a measure of the extent to which the project results have contributed towards the achievement of the project purpose or specific objective. This includes an assessment of the appropriateness of objectively verifiable indicators (OVI-s), whether planned benefits have been delivered and received, the extent of behavioural and organisational change among beneficiary groups and target institutions, whether assumptions at the results level were relevant and adequate in explaining the achievement of the project purpose and whether any unplanned results have affected the benefits received.

The analysis of the Effectiveness of the JP brought the main flaw of the project design to light. The JP does not have a logframe that clearly defines the logic between activities, results and objectives –its framework uses 'outcomes' and 'outputs', and this creates confusion when attempting to determine results.

Secondly, the indicators are very much output-based, even in cases where they are labelled as outcome indicators. This easily may lead to drawing incorrect conclusions on attainment of programmatic results; in case an output indicator was met, this means that activities supporting the output have been undertaken, and that the output was delivered. It does not necessarily mean that a result was achieved.

An evaluation of the JP's results then heavily relies on the analysis of the attainment of the outputs, which in other words is almost identical to verifying whether activities have been undertaken. Besides the fact this is an insurmountable task for a final evaluation in case of a multi-year project, this JP's activities are not all recorded in the project records. The JP undertook more activities in support of its objective than are listed in its Results Framework or Quarterly Reports. One clear example is the training delivered on Project Cycle Management, for which evidence was only found via feedback from both beneficiaries and programme management.

What does all this mean for the JP's highly valued 'raising of awareness' of inter-ethnic issues, to its full extent, as a result of its initiatives? Unfortunately, this cannot be measured and thus not verified, and this is in a way unfair towards its undeniable attainment of the outputs. What can be established though, through nearly unanimous beneficiary feedback, is that the JP 'created structural attention' to the issue of inter-ethnicity in society, in some cases even for the first time.

Effectiveness: Extent to which the objectives of the development intervention have been achieved

EQ18: To what extent and in what ways did the joint programme contribute to the Millennium Development Goals at the local and national levels? –Relevance? Effectiveness

The JP sought to contribute to the MDG-s in the following manner:

- MDG 1: Eradicating Extreme Poverty and Hunger –through inclusion of the most impoverished regions (North East and South West);
- MDG 2: Achieve Universal Primary Education –through improved integration in education and will thereby enhance access to education;
- MDG 3: Promote Gender Equality and Empower Women –included thematically as a cross-cutting theme.

The coverage of MDG 1 and 2 by the JP are straightforward and is supported by its achievements on capacity building and education-related activities in the project areas, the selection of which adds another element of support. The support to MDG 3 however was less obvious initially; the JP did not have a focal point within its structure to streamline gender issues vertically. The JP made use of the expertise within the UN Country Team (UNCT) by seeking advice, and consequently jointly planning and implementing activities, from one of its specialist members on gender, UN Women.

The lack of detailed studies and reports on gender and inter-ethnic relations moved the JP to plan its own baseline study on the subject, and to further mainstream gender throughout the project. The Programme initiated an external expert study on gender during June-July 2010.

In its six-monthly MDGF Fact Sheets, the JP reports that gender considerations are incorporated in its activities/outputs/outcomes as follows:

- Gender is mainstreamed across all of the programme's activities;
- Efforts are made at striking a gender balance for programme beneficiaries (direct beneficiaries to date: 150,190 men and 161,558 women);
- A gender baseline study was produced to guide the mainstreaming of gender to the programme's work on governance;
- The Programme has established a partnership with UN Women, where UN Women have collaborated with the programme on integrating the gender concept in local development forums and providing training on gender and mediation to mediators forming part of the Support Unit for Dispute Resolution Mechanisms.

Further disaggregation of data was not done to the full extent; it consisted of recording the gender of participants at a number of training events but these data were not further analysed to serve as a basis for supplementary actions; hence the existing data cannot serve to make any further conclusions. The planned Gender Working Group does not appear in the Annual Working Plans, with gender being covered 'only' under the media related activities (Activity 3.2).

EQ19: To what extent (policy, budgets, design, and implementation) and in what ways did the joint programme contribute to improve the implementation of the principles of the Paris Declaration and Accra Agenda for Action?

To start answering this question, please find in below boxes the main points of the Paris Declaration and the Accra Agenda.

Paris Declaration on Aid Effectiveness (2005)

"Aid Works When We Work Together"

Beyond its principles on effective aid, the Paris Declaration (2005) lays out a practical, action-oriented roadmap to improve the quality of aid and its impact on development. It puts in place a series of specific implementation measures and establishes a monitoring system to assess progress and ensure that donors and recipients hold each other accountable for their commitments. The Paris Declaration outlines the following five fundamental principles for making aid more effective:

1. **Ownership:** *Developing countries set their own strategies for poverty reduction, improve their institutions and tackle corruption.*
2. **Alignment:** *Donor countries align behind these objectives and use local systems.*
3. **Harmonisation:** *Donor countries coordinate, simplify procedures and share information to avoid duplication.*
4. **Results:** *Developing countries and donors shift focus to development results and results get measured.*
5. **Mutual accountability:** *Donors and partners are accountable for development results.*

Accra Agenda For Action (2008)

Designed to strengthen and deepen implementation of the Paris Declaration, the **Accra Agenda for Action** (AAA, 2008) takes stock of progress and sets the agenda for accelerated advancement towards the Paris targets. It proposes the following three main areas for improvement:

- **Ownership:** *Countries have more say over their development processes through wider participation in development policy formulation, stronger leadership on aid co-ordination and more use of country systems for aid delivery.*
- **Inclusive partnerships:** *All partners - including donors in the OECD Development Assistance Committee and developing countries, as well as other donors, foundations and civil society - participate fully.*
- **Delivering results:** *Aid is focused on real and measurable impact on development.*

Capacity development - to build the ability of countries to manage their own future - also lies at the heart of the AAA.

The JP seems to have been fully aligned with the principles of both the Paris Declaration and the Accra Agenda, as this report explains throughout. The only question that remains partly unanswered relates to PD point 4 and AA point 3 (results). With the absence of SMART indicators (Specific, Measurable, Achievable, Realistic, Time bound) as well as pre- and post testing mechanisms, the true result of the JP can only partly be verified. This has further complications for capacity development measuring, as well as establishing impact.

EQ20: To what extent has the joint programme contributed to the advancement and the progress of fostering national ownership processes and outcomes (the design and implementation of National Development Plans, Public Policies, etc)?

Key national and local institutions made significant progress in strengthening inter-ethnic dialogue, collaboration and coordination. A Grant scheme was implemented to enhance the role of civil society in the area of inter-ethnic relations. Relations between ethnic communities and local self-governments were strengthened; a reported 29% of the recommendations of the Participatory Assessment were addressed. Moreover, ownership was illustrated by the creation of municipal strategic plans, allocation of budgets, etc.

Digital educational content was developed and launched in schools to promote multi-culturalism and inter-ethnic relations in schools. A Life Skills Based Education curriculum was developed and adopted as compulsory for all secondary schools in the country. Youth centres are providing joint extra-curricular activities established in the cities of Kumanovo, Kicevo and Struga.

Representatives of civil society organizations and community leaders were trained in dispute resolution methodologies. The JP's Grant scheme funded projects have been implemented to enhance inter-ethnic dialogue in universities and three pilot municipalities. A "Diversity Reporting" handbook was distributed to journalists offering guidelines on how to reflect country's diversity.

EQ21: To what extent did the implementing partners participating in the joint programme have an added value to solve the development challenges stated in the programme document?

On the national level, the added value of implementing partners was mainly felt through active participation in the programme design, monitoring its implementation, and strategic decision-making.
On the local level, contribution existed in programme implementation on the output level, and the achievement of results supporting local and national strategies.

EQ22: How much and in what ways did the joint programme contribute to solve the (socio-economical) needs and problems identified in the design phase?

From the JP Project Document we learn that: "The programme was also designed to build upon and extend the substantial experience of the UN agencies involved (UNICEF, UNDP, UNESCO) in the areas of creating the basis for inter-ethnic dialogue, tolerance building in education, and human rights-based approaches to programming (including social inclusion). Drawing upon these strengths, the programme takes a multi-dimensional approach to enhancing inter-entity community dialogue by **addressing national and local capacity building, promoting ethnic and cultural diversity through education**, and **raising awareness of intercultural sensitivities**."

National and local capacity building: the JP undertook significant efforts on capacity development through a continuing series of training, workshops and seminars. After mapping of existing capacities and gaps, the JP focused on initiating consensus building dialogues and establishing comprehensive systems of confidence and inter-ethnic cohesion building, a co-ordination and communication protocol, facilitating the development of inter-municipal cooperation agreements between targeted municipalities, creating links with local bodies for inter-ethnic relations; all these initiatives were supported through projects funder under the JP's Grant scheme.

Promoting ethnic and cultural diversity through education; getting community actively involved in work of primary and secondary schools: the JP focused on capacity development within the MoES and its related institutions, the creation of capacities within the existing in-service teacher training system on LSBE, and support to the Pedagogical Service in the BED (MoES) aiming at increased understanding of textbook development. On the local level, school boards, student organisations and parent councils were targeted for improving their mechanisms and functioning regarding sharing information, democratic participation based on human/child rights criteria. Institutions for higher education established centres for studying and implementing activities regarding intercultural peace education, dialogue and exchange programmes. A UNESCO Chair was established at the School for Journalism and Public Relations.

Raising awareness of intercultural sensitivities: the JP organised a series of debates, training for local leaders, round table discussions. In addition, journalists and media owners were invited to build journalistic professionalism with a focus on conflict-sensitive reporting. An online Rapid Response website was launched.

EQ23: To what extent did the joint programme contribute to the attainment of the development outputs and outcomes initially expected/stipulated in the programme document?

Feedback from the field mission as well as desk study of the programme records (e.g. Quarterly Reports, work plans) leave no doubt that activities were all finished or in a final stage of implementation at the time of the FE. All signs lead to believe that the JP will be finished on time, i.e. by July 2012.

In general, finishing programme activities is a strong sign that expected outputs have been attained. For a large part, this counts as well for this JP. However, for a significant part it is *technically* unfeasible to argue in favour of full attainment of the objectives of this JP. This attainment is for a large part depending on the numerous trainings, workshops and seminars undertaken by the programme to support the development of capacity in a number of areas (governance, conflict mediation, media coverage). The JP did not employ a systematic approach to measure the actual progress of the learning processes resulting from training, e.g. in the form of pre- and post testing. The programme could have undertaken these tests through simple surveys before and after training events and workshop, and obtain factual insights in change in opinions, skills, knowledge, etc. It remains unclear then whether attainment of the objectives can be contributed to the intervention, and to what extent.

EQ24: What types of differentiated effects are resulting from the joint programme in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?

The answer to this question has been discussed in detail with programme management and staff. Although the programme did keep records of data disaggregated to some extent (gender, location) during some of its activities, it was deemed not sufficient for the FE answer this EQ.

EQ25: To what extent and in what ways did the joint programme contribute to the goals set in the thematic window?

Starting with the ways on which the JP contributed, this has been described under EQ 23 and throughout the report.

Secondly, the extent to which the JP contributed to the goals set in the thematic window remains difficult to answer to the full extent. The main reasons are:

- The 'unfortunate' phrasing of the JP's Outcomes (read: Objectives) which stipulate rather ambitious targets (e.g. Outcome 1: "…dealing more effectively…"; Outcome 2: "…better promotes…"; Outcome

3: "… promote… a greater level…"). These targets assume that the JP may attain these objectives rather than *contribute* to them.

- Secondly, these targets demand that relevant measuring instruments are incorporated into the JP, and they were not.
- Thirdly, even with proper measurement techniques in place, it would take a significant period after project finalisation to measure attainment –entering the realm of programme impact. In case the JP would have regularly conducted pulse surveys, it would have provided significant supporting evidence of the JP contribution.

*EQ26: To what extent (**Effectiveness**) and in what ways (**Efficiency**) did the joint programme contribute to the goals of delivering as one at country level?*

(Note from FE: this original EQ includes elements of both Efficiency and Effectiveness –as added in bold italic by the FE. For the purpose of this chapter, the answer below focuses on the Effectiveness element. For feedback on the Efficiency element, please refer to EQ16).

The extent to which the JP contributed to the goals of delivering as one at country level was good. The stakeholders and counterparts at national level have been part of pre-programme consultations, and have been part of the JP's management structure through membership in the PMC. Feedback from interviews with representatives of national institutions shows that respondents were aware of the 'joint delivery' mechanisms.

On the local level, awareness was lower. Respondents seemed to recollect mainly the specific agency that they were collaborating with for implementation of activities rather than viewing it as a part of a joint initiative.

*EQ27: To what extent were joint programme's outputs and outcomes synergistic and coherent to produce development results? `--**Efficiency**. What kinds of results were reached? –**Effectiveness***

(Note from FE: this original EQ includes elements of both Efficiency and Effectiveness –as added in bold italic by the FE. For the purpose of this chapter, the answer below focuses on the Effectiveness element. For feedback on the Efficiency element, please refer to EQ17).

Under EQ17, the FE asserted that the entire collection of JP activities was heavily shared among the partners. It is therefore not feasible to conclude that the synergy and coherence illustrated did not produce the developments results as reflected in this report.

The design of the JP was characterised by an undifferentiated approach, with an aim to build integrated platforms, such as the CICR-s allowing representatives of marginalised communities to find a stage. In particular, the CICR-s enjoyed a re-newed importance for the first time since 2005, which was attributed to the inclusion into this JP, as stakeholders on national and local level pointed out; minority members recognised it as a platform for constructive cooperation.

Impact

The JP had a significant impact during its life time, especially on the output level as well as within its efforts on Education. Ownership is fragmented which challenges longer-term impact. The quality of the capacities developed may not be sufficient to have a carry over effect.

Impact can only be assessed after the end of the project. However, it is increasingly common in interim and final evaluations to anticipate or forecast both impact and sustainability. This section focuses on Impact in the short- and medium-term after the end of the project.

Impact measures the effect of the project in meeting the overall objective. By definition, the latter is beyond the scope of a particular project but a positive impact results if the project purpose is achieved, thus contributing to the realisation of the wider objective. Sustainability on the other hand is a measure of the degree to which the project has a lasting effect or durability after the life of the project. Both these measures should ideally be premised on a period of between two to five years after the life of the project.

Impact (and sustainability) is heavily influenced by the degree of ownership on the side of the national and local counterparts. Although ownership was present during the life cycle of the JP (as is reflected under the

EQ-s), it is also fragmented; ownership for Outcome 1 (Governance) typically lies with the OFA Secretariat (and the CICR-s), the Agency for Minority Rights, the Ministry for Local Self-Governance, ZELS; while ownership for Outcome 2 (Education) should be found within the MoE (and the BED). Possible ownership for Outcome 3 (Society) is fragmented in itself; professional media bodies, higher education institutions as well citizen's organisations (youth, religion, etc). The challenge of a JP to have impact therefore is higher compared to a single intervention with only one main counterpart, but if successful, it may be more significant.

With such fragmentised ownership, it becomes imperative that the local-national link remains intact and strengthened, e.g. through the promotion of joint activities, inclusive workshops or other alternative mechanisms that can ensure contact and exchanges between the local and national levels of implementation[5].

Two questions follow: what should/might have been done, and what can/should be done now to ensure that impact risk is minimised.

In retrospect, the transition of the JP beyond July 2012 has been inadequately addressed by donors. National and local counterparts made their concern felt according to feedback from interviews, although it is not clear if this was formally recorded. Although further intervention has been programmed by USAID and OSCE, there is no clear matrix that links supply of funds with needs nor a clear sequencing of steps that is critical in the context of inter-ethnic development and the needs of ensuring impact and sustainability. However, a good example of single transition exists in the direct influence of the UNICEF intervention, which was reported to have added significantly to the design USAID intervention.

With regards what should be done now, three lessons are relevant for ensuring genuine that the aid delivered through the JP retains impact and therefore value for money for the donors:

- The processes and institutional structures regarding inter-ethnic dialogue are immature and require significant "hand-holding" without which there is a high probability of project failure. This means that the architecture of the JP machinery needs to be retained and transformed into the above mentioned 'owners' and an assessment made with regards to continued support and financing of the facilitators. Ideally this would have been done during the second half of the project.
- The availability of funding for project preparation and the availability of grant schemes is a "necessary but insufficient" condition to ensure impact and sustainability of the JP intervention and indeed for any future external aid. Supply of funding does not equate with value-for-money nor guarantee a positive real rate of return. What is "necessary" is the soft intervention to ensure that the processes of engagement and the institutional memory of the JP, the municipalities and the political situation, is retained.
- For the UN agencies in particular, the comparative advantage of JP intervention lies in two areas of impact: (a) policy engagement at a governmental or sub-national level that is seen to be "agenda and politically neutral"; (b) intervention in regions requires a decentralised system of management. The JP would not have worked without a strong and continuous engagement in its target municipalities, and there is no evidence to suggest that any future interventions would be any different.

Impact: What have been positive and negative, primary and secondary long-term effects produced by the intervention, directly or indirectly, intended or unintended?

EQ28: To what extent did the joint programme have an impact on the targeted citizens?

Although the JP is not finished yet (activities for Outcome 3 were in fact ongoing during the FE, and will continue even in the last month (July 2012), it had a certain impact on its target groups. Across the board, the programme was credited to have "put the issue back on the table". On the national level, the programme was additionally credited for its support regarding capacity development and its effect on policy making. On the local level, respondents claim that the programme has been instrumental to bring communities back together and deal with inter-ethnic related issues in a responsible manner.

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[5] As concluded by the MTE. See also under 'Sustainability' in this report.

EQ29: To what extent and in what ways has ownership or the lack of it, impacted in the efficiency and effectiveness of the joint programme?

The JP enjoyed a significant degree of ownership amongst its counterparts on national and local level, if not only for its sheer message of promoting a viable society with equal rights for all citizens. It was clear that general cooperation with the communities was very good. This solidified and enhanced the implementation rate over the life cycle of the programme –with a varied package covering many sensitive issues, the planned running time will not be exceeded.

EQ30: Have any good practices, success stories, lessons learned or transferable examples been identified? Please describe and document them.

On the local level, the mediation exercises undertaken under the JP were well received, especially on the community level; as one representative put it: "I have been using the skills I learned already on a daily basis". Similar sentiments were shown regarding the LSBE approach and its curriculum, as well as the extra-curricular activities undertaken under the JP.

EQ31: To what extent did the joint programme help to increase stakeholder/citizen dialogue and or engagement on development issues and policies?

The single most obvious impact of the programme existed in enabling community members, of various backgrounds and political levels, to come together to meet and discuss the sensitive issues defined by ethnicity, and to jointly develop policies that take their needs into account while cherishing and developing society in a multi-cultural setting. Respondents have also claimed the positive influence the impact of the JP may have on neighbouring countries.

Sustainability

The JP prospects of sustainability are mixed. The Programme made strenuous efforts to assure ownership amongst its counterparts. It could not ensure sufficient capacity to safeguard sustainability. As for willingness amongst counterparts to continue, this is increasingly depending on the political landscape, which in turn determines potential internal funding.

The fifth and final –and often most important- criterion, sustainability, relates to whether the positive outcomes of the project at purpose level are likely to continue after external funding ends, and also whether its longer-term impact on the wider development process can also be sustained at the level of the sector, region or country. This means that there is a strong correlation between impact and sustainability since the explanatory variables are often the same for explaining impact and/or sustainability. In the context of ex-ante or mid-term evaluations they are often assessed in conjunction.

The project logframe does not give strong outcome indicators hence formally this cannot be forecast. This should have been picked up by the MTE if not initially undertaken during the design stage. As sustainability is an ex-post indicator of the intervention, this can and should be remedied and an ex-post validation secured, ideally after 2 years from the project-end.

In the absence of existing benchmarks, the FE assesses the potential sustainability, based on the fundamental question of whether the beneficiaries can continue to work without the external intervention that was present through the JP infrastructure. The MTE undertook a review based on each of the three project components and highlighted sustainability risks. It states that In order to increase the prospects of sustainability of certain outputs, the JP needs to pay further attention to ensuring that the linkages and interactions among the different elements of the system (people, structures, processes) are established. In particular, the MTE recommended that the programme devotes some further effort to strengthening the local-national link through the promotion of joint activities, inclusive workshops or other alternative mechanisms that can ensure contact and exchanges between the local and national levels of implementation.

Both the MTE points and the analysis presented under Impact remain equally valid for sustainability; in particular the bullet points on pages 21 also apply. Following the review on Impact, the issue of sustainability is fundamentally around what has been the transition path for process underwritten by the JP for the continuation of the processes. This can be broken down into the following questions: i) Why is it important to ensure sustainability? And ii) Can the 'owners' continue to replicate and do what the JP did? What about the scaling?

Ad i) In present value terms, if there is no impact or sustainability then there is no logic of intervention in the first instance. Even if there are non-monetary benefits, these can be monetised and should show a real return on investment.

For the JP, the context has been the mix between the shift from political-social stabilisation toward economic stabilisation. There has been a focus in the background on the future towards a pre-accession setting for access to EU funds but this is not an end in itself –the requirements of project selection and financing is ultimately linked to a programmatic setting and the budget process, of which external aid will always be catalytic albeit a limited proportion of total public investment.

If the central idea of the JP is to leave a legacy of an operational system and know-how, then the clear and present requirement was always the need to ensure that the 'owners' took over. This was not done completely. The precise timing and the potential size of the end-project institutional capacity that would be required or the sources of finance to cover operational costs and mandate were not set out, although there was a recognition among the agencies and the government of the need to continue assistance through a de facto 'JP II', if not then through separate agency interventions.

The exception to this is the 'legacy' of the UNICEF intervention under this JP. Its LSBE approach became a subject in the curricula for primary and secondary education, which means it is mandatory and it will continue without external support. The same goes for the methodology for textbook development, which has also been integrated into the national system.

Ad ii) As the JP ends its considerable support to its counterparts, technical, institutional and financial support will be withdrawn almost in entirety. Although there is discussion of financing in part via USAID (e.g. via the up scaling of extra-curricular activities) , there is risk of endangering sustainability.

As discussed under Impact, there has been a failure to present a real and effective transition for the 'owners' to take over the JP role. Whilst this could have been better planned for the project, the issue would at the end of the project have been the same: who finances the interventions after it is established, and who has a credible track-record to secure own-financing.

In closing, Sustainability prospects for the JP are mixed. This depends largely on factors such as technical and financial capacities of the local and national government partners. Local governments have limited capacities (both financial and technical) to continue following the new approaches, policies and services (to be) established by the JP. There is a need to continue investing in building capacities of local authorities, primarily through mentoring and on-job training to acquire and familiarise with new approaches as promoted by the programme. This is especially relevant for new measures, policies, structures and services for vulnerable groups, as such areas are also affected by low motivation and commitment of the government authorities to assist these groups.

Sustainability: Probability of the benefits of the intervention continuing in the long term

EQ32: To what extent did the targeted population, citizens, participants, local and national authorities made the programme their own, taking an active role in it? What modes of participation (leadership) have driven the process?

The overall ownership of all groups mentioned lies mainly in that they bought in into the importance of inter-ethnic dialogue and collaboration. Active roles were illustrated through direct participation in the JP design as well as in some of its outputs, as well as in the direct cooperation and coordination of their implementation. The JP had an obvious leadership and initiating role, and it is unclear whether and to what extent this will be taken over by the counterparts. Some youth groups do have the willingness and enthusiasm but may lack

institutional capacity; some national partners do have extended capacity but may find themselves restricted by changes in the political landscape and corresponding in-house funding possibilities.

EQ33: To what extent the joint programme decision making bodies and implementing partners have undertaken the necessary decisions and course of actions to ensure the sustainability of the effects of the joint programme?

The recognised level of ownership across the board is a step in the right direction to ensure sustainability. Political willingness has been supportive as well, although this remains a question mark; the JP experienced a change in the political landscape (the change of DPM, a member of its PMC) and with it, a change in direction. The necessary funding for JP related projects remains subject to political willingness, as well as donor interest. These two factors are uncertain at the moment of the FE, and to some extent fall outside of the direct control of the UN.

EQ34: Did these institutions show technical capacity and leadership commitment to keep working with the programme or to scale it up?

On the local level, many of the partners showed adequate maturity to keep working in line with the programmes outputs, and in some cases to scale it up. On the national level, politics will become more important after the JP leaves and may play a detrimental role.

The FE feels that technical capacity is available on the national level but it will be subject to the political landscape. On the local level, some partners will struggle to cope with the hard reality of fundraising for local initiatives.

EQ35: Have operating capacities been created and/or reinforced in national partners?

The most important operational capacity that is needed within the national partners is the development and implementation of project proposals, through which the partners not only show their full comprehension of the importance of healthy inter-ethnic relations, but illustrate that there is a solid foundation for sustainability as well.

This JP did include capacity development of project formulation and implementation through a workshop and on-job training. Through active participation on the output level of the JP, many partners have gained additional experience in working with outside funding. It remains to be seen however if and to what extent the implementing partners will able to continue to formulate proposals that meet the increasing quality demands of the donor community. The CSO proposals submitted to the JP for funding under the grant scheme many times did not illustrate sufficient knowledge of PCM based approach.

EQ36: Did the partners have sufficient financial capacity to keep up the benefits produced by the programme?

On the national level, there is a need for political willingness to continue the path of the programme, and with it, funds could be allocated to do so. On the local level, counterparts are more subject to outside funding (international donors).

Partly based on the research and results of UNICEF's part of the JP, USAID has stated to start a multi-year programme targeting the education system, and this opens up great perspectives for JP counterparts to continue to investigate funding possibilities for their inter-ethnic initiatives.

EQ37: To what extent will the joint programme be replicable or scaled up at national or local levels?

The activities and methodologies of the JP have the character to be scaled up and re-produced on all levels. Feedback from national and local levels includes significant interest in continuation of the programme's initiatives, and in some cases there should sufficient capacity and/or enthusiasm to do so. As could be expected, the uncertainty of future funding is mentioned as the most complicating factor. Additionally, as mentioned earlier, political willingness to explore continuation will be a defining factor.

4. Conclusions and Lessons Learned

4.1 Conclusions

The FE presents it conclusions based on the findings regarding the OECD-DAC criteria below.

Relevance

The FE finds that the Joint Programme was very relevant by aligning itself with international and national policies (EU accession, OFA, MDG-s). The design of the JP was flawed mainly through its weak indicators. Ownership of the JP across vertical lines (national-local) was satisfactorily high, but this may erode towards the end and after project implementation.

Efficiency

Overall, the efficiency of the JP was good. The general disbursement rate was in line with implementation progress. The data and programme records show that overall the activities and related disbursements reflect a steady built-up to a peak in performance around the middle of the programme life cycle, and an equally steady decline towards programme's end.

The exception is the programme's behaviour under Outcome 3, whose activities seems to have started peaking as of December 2011 and is not yet finished, although its overall financial map does follow the curves of Outcomes 1 and 2. This is partly explained by the fact that the Year 2 activities for Outcome 3 were more cost intensive than its set for Year 3.

Additionally, the JP did start rather late; the contract was signed in July 2009, while programme activities started in December 2009. The official JP Launch took place in February 2010 with the signing of an inter-agency MoU.

Effectiveness

The effectiveness of the JP is undeniable but mainly based on verbal feedback from stakeholders and counterparts during the interviews, which was generally positive. Additionally the programme has made progress towards achievement of objectives contributing to Millennium Development and thematic window goals; particular contribution was made through the production of valuable studies on the state of capacity gaps, LSBE, mediation and gender.

However, measuring the 'real' effect of the JP is imperilled due to the lack of SMART indicators and a corresponding monitoring system, as well as through the absence of pre- and post testing mechanisms for the delivered training, necessary to establish achieved capacity development and increased awareness.

Impact

The JP had a significant impact during its life time, especially on the output level as well as within its efforts on Education. Ownership is fragmented which challenges longer-term impact. The quality of the capacities developed may not be sufficient to have a carry over effect.

Sustainability

The JP prospects of sustainability are mixed. The Programme made strenuous efforts to assure ownership amongst its counterparts. It could not ensure sufficient capacity to safeguard sustainability. As for willingness amongst counterparts to continue, this is increasingly depending on the social-political landscape, which in turn determines potential internal funding.

4.2 Lessons Learned

The implementation of this JP showed that the overall coordination (in fact: the Programme Manager function) can be carried by the RC, as opposed to recruiting an external Programme Manager. It obviously has functional as well as financial advantages. JP management structures are rather complicated by their nature with the

participating agencies adhering to their own administration rules. Professional knowledge of such, as well as personal relationships within an existing country team, may add very well to overall synergy, which should be a trademark for any JP. Perhaps this was situational, but it provides grounds for further study. In any case, this position requires solid knowledge of and experience in project cycle management.

Despite the JP's efforts to follow an inclusive approach and aim at integrated platforms, ownership was still fragmented. Perhaps this is a 'natural' result for a programme covering so many different levels; still it is not ideal. The MTE proposed role of the C&A strategy to overcome this was not clear by project's end despite JP efforts. Steps to overcome this fragmentisation include strengthening of vertical lines.

It is quite common to have programmatic focal points for cross cutting issues, especially for complex interventions. The JP did not employ this model. It did team up with its expert colleague members of the UNCT, i.e. UN Women. The issue of youth was covered by integrating youth related initiatives into the outputs. The advantages of having focal points for cross cutting issues are the special attention it allocates within a programme and the possibilities to link up vertically throughout the intervention.

The JP did not make effective use of *functional* municipal focal points within the targeted municipalities. These could have enhanced vertical and horizontal ownership, and play a positive role on Impact and Sustainability.

5. Recommendations

The analysis on Effectiveness brought to light that solid interventions may not have the claimed effect without solid programme logic, illustrated by a logical framework matrix and SMART indicators. It is recommended that for future initiatives, better use is made of the principles of Project cycle management. A sound logframe enhances better monitoring (e.g. reporting system through templates that relate to indicators and reflect the hierarchy of the management model). The use of (simplified) Gantt charts to keep track on high volume intervention can be considered as well.

On the area of Impact and Sustainability, the programme took great strides to follow up and implement the MTE recommendations on finding creative ways to reach out to the private sector and mobilise private resources by targeting and including private universities and (some of the) media. This is a recommendable achievement, and deserves continued and (where feasible) intensified efforts to further sustain impact and long-term sustainability. The communication and advocacy strategy could be a good mechanism to support this.

Furthermore, the JP followed the MTE findings in strengthening the local-national link through the promotion of joint activities, inclusive workshops or other alternative mechanisms that ensured contact and exchanges between the local and national levels of implementation. Again this is recommendable, and it deserves continuation until the very last stage of implementation as well as following up post-project where feasible.

The design of the PMC should be revisited. It was relevant at programme start, but evaporated throughout its life cycle. The JP cannot be held responsible for disappointing performance of politically appointed members, but it deserves further attention to overcome this in future.

Finally, the JP used the "enhancement of inter-ethnic dialogue and collaboration" as an overall programmatic objective. For a first of its kind, this may have worked well. However, when designing follow up initiatives, the agencies may consider to use the "enhancing of inter-ethnic community dialogue" as a cross cutting theme. Technically, it is a means to an end (objective) and not an end in itself. The inclusion of a programmatic focal point should be considered as well.

The FE does not attempt to make a mere semantic point here. Project formulation is key to understanding what the point of the intervention is, and how its success can be measured. With proper formulation of objectives, it is easier to define results and indicators.

6. Annexes

Final Evaluation Terms of Reference
Evaluation Question Matrix
List of interviewees

Annex 1

**TOR FOR THE FINAL EVALUATION OF MDG-F-1948-F-MKD
ENHANCING INTER-ETHNIC COMMUNITY DIALOGUE AND COLLABORATION IN FYR MACEDONIA**

General Context: the MDG-F

In December 2006, the UNDP and the Government of Spain signed a major partnership agreement for the amount of €528 million with the aim of contributing to progress on the MDGs and other development goals through the United Nations System. In addition, on 24 September 2008 Spain pledged €90 million towards the launch of a thematic window on Childhood and Nutrition. The MDG-F supports joint programmes that seek replication of successful pilot experiences and impact in shaping public policies and improving peoples' life in 49 countries by accelerating progress towards the Millennium Development Goals and other key development goals.

The MDG-F operates through the UN teams in each country, promoting increased coherence and effectiveness in development interventions through collaboration among UN agencies. The Fund uses a joint programme mode of intervention and has currently approved 128 joint programmes in 49 countries. These reflect eight thematic windows that contribute in various ways towards progress on the MDGs, National Ownership and UN reform.

The MDG-F M&E Strategy
A result oriented monitoring and evaluation strategy is under implementation in order to track and measure the overall impact of this historic contribution to the MDGs and to multilateralism. The MDG-F M&E strategy is based on the principles and standards of UNEG and OEDC/DAC regarding evaluation quality and independence. The strategy builds on the information needs and interests of the different stakeholders while pursuing a balance between their accountability and learning purposes.

The strategy's main objectives are:

1. To support joint programmes to attain development results;
2. To determine the worth and merit of joint programmes and measure their contribution to the 3 MDG-F objectives, MDGS, Paris Declaration and Delivering as one; and
3. To obtain and compile evidence based knowledge and lessons learned to scale up and replicate successful development interventions.

Under the MDG-F M&E strategy and Programme Implementation Guidelines, each programme team is responsible for designing an M&E system, establishing baselines for (quantitative and qualitative) indicators and conducting a final evaluation with a summative focus.

The MDG-F Secretariat also commissioned mid-term evaluations for all joint programmes with a formative focus. Additionally, a total of nine-focus country evaluations (Ethiopia, Mauritania, Morocco, Timor-Leste, Philippines, Bosnia-Herzegovina, Colombia, Honduras and Ecuador) are planned to study more in depth the effects of joint programmes in a country context.

UN PROGRAMME TO ENHANCE INTER-ETHNIC COMMUNITY DIALOGUE AND COLLABORATION IN FYR MACEDONIA

- The UN Programme, *"Enhancing Inter-Ethnic Community Dialogue and Collaboration"* in the former Yugoslav Republic of Macedonia seeks to advance what the country has achieved in inter-ethnic relations by promoting inter-ethnic dialogue and collaboration.

- The Programme started in August 2009. The programme implementation is on track and the programme will close at the end of July 2012. The overall programme budget is $ US 4,000,000.

- Since independence in 1991, the country has made significant steps towards defining national policies that recognise the country's cultural, ethnic and religious diversity. The *Ohrid Framework Agreement*, which brought an end to the inter-ethnic conflict of 2001, laid the foundations for peace and stability and for the country's present two-tier self-government system. The continued observance and implementation of the Agreement, together with meaningful inter-ethnic dialogue and collaboration across all social strata, remains a key priority for Government and is essential for the development of the country as a productive and vibrant society and future European Union member state.

- The United Nations seeks to advance what the country has achieved in inter-ethnic relations by promoting inter-ethnic dialogue and collaboration. It does this by supporting the efforts of central Government, relevant local bodies and civil society. The main objectives of the UN Programme are:

  - *Governance*—Improve national systems and capacities for inter-ethnic cohesion.
  - *Education*—Reinforce the education system's ability to promote diversity.
  - *Society*—Promote tolerance and respect between different groups.

  This UN Programme works at the national-level, but also in three ethnically diverse municipalities (Kičevo, Kumanovo and Struga). At the local level, the programme is working with civil society, school communities, and government bodies to demonstrate how formal and informal systems can fortify tolerance, inclusion and respect.

- The Programme is being implemented jointly by three UN Agencies: UNDP, UNICEF, and UNESCO. The key implementing partners of the Programme include the Secretariat for Implementation of the Ohrid Framework Agreement, Ministry of Culture, Ministry of Education and Science, Municipal Authorities of Kicevo, Kumanovo and Struga, Bureau for Education Development, State Education Inspectorate , Primary and secondary schools in the three target municipalities, Commissions for Inter-Community Relations, Institute for Social, Political and Judicial Research, University of Ss. "Cyril and Methodius", School of Journalism and Public Relations, University of South-Eastern Europe Tetovo, Association of Journalists and Civil Society Organizations.

- The Programme has made significant progress towards achieving its goals:

Governance

- The Programme supported representatives from all levels of government and civil society to map out and make recommendations for improving the capacity of national systems to promote interethnic cohesion.
- In response, the Programme is implementing a set of activities, which include incentives, such as grants schemes for civil society organizations, capacity development activities, and activities to increase capacities of municipalities to take up decentralized responsibilities on managing local diversity.
- The Programme is supporting the establishment of a comprehensive dispute resolution system centred on facilitation and mediation to support inter-ethnic dialogue and collaboration in the country both at national and local levels.
- Local government's capacities were strengthened and communities were engaged to better advance inter-ethnic dialogue through local development activities which led to the development of local development strategies, through the lenses of advancing inter-ethnic dialogue, for the first time.

Education

- The Programme is working with the Ministry of Education and Science and related institutions to incorporate greater inter-ethnic understanding, tolerance and respect into the national education policy, curricula and textbooks.
- In the three municipalities, joint extracurricular and democratic participation activities are being introduced in the selected schools. At the same time, the Programme is expanding opportunities for interaction and dialogue among young people out of the school settings in community based youth centres.
- Higher education institutions are supported in developing and implementing educational programs that advance the study and promotion of intercultural and interreligious dialogue and peaceful conflict resolution.

Society

- To build consensus among communities in the three municipalities, trainings and seminars for government and civil society are being conducted.
- CSOs are being awarded grants for inter-ethnic confidence building activities.
- Through public debates, training for journalists and media support mechanisms, the Programme has created space for civic dialogue on inter-ethnic issues.
- Capacities of media professionals were built to incorporate principles of social cohesion, cultural diversity and multi – cultural civic identity into the production of media products.

The programme has a comprehensive Monitoring and Evaluation Framework to measure progress towards Outputs and Outcomes. Progress is measured on a quarterly basis.

The commissioner of the evaluation is seeking high-qualified consultants to conduct the final evaluation, of this joint programme

1. OVERALL GOAL OF THE EVALUATION

This Monitoring and Evaluation framework of the MDGF is set out in the Monitoring and Evaluation Strategy and the Implementation Guide for Joint Programmes under the Millennium Development Goals Achievement Fund.

As per MDGF M&E Guidelines this evaluation seeks to:

1. Measure to what extent the joint programme has fully implemented its activities, delivered outputs and attained outcomes and specifically measuring development results.
2. Generate substantive evidence based knowledge, for the MDG-F thematic window by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability).

The findings, conclusions and recommendations of the evaluation will be part of the thematic window Meta evaluation, the MDGF Secretariat is undertaking to synthesize the overall impact of the fund at national and international level.

2. SCOPE OF THE EVALUATION AND SPECIFIC OBJECTIVES

The final evaluation will focus on measuring development results and potential impacts generated by the **joint programme**, based on the scope and criteria included in this terms of reference. This will enable conclusions and recommendations for the joint programme to be formed within a period between four and six months.

The unit of analysis or object of study for this evaluation is the joint programme, understood to be the set of components, outcomes, outputs, activities and inputs that were detailed in the joint programme document and in associated modifications made during implementation.

This final evaluation has the following **specific objectives**:

6. Measure to what extent the joint programme has contributed to solve the needs and problems identified in the design phase.

7. To measure joint programme's degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised.

8. Measure to what extent the joint programme has attained development results to the targeted population, beneficiaries, participants whether individuals, communities, institutions, etc.

9. To measure the joint programme contribution to the objectives set in their respective specific thematic windows as well as the overall MDG fund objectives at local and national level. **(MDGs, Paris Declaration and Accra Principles and UN reform**).

10. To identify and document substantive lessons learned and good practices on the specific topics of the thematic window, MDGs, Paris Declaration, Accra Principles and UN reform with the aim to support the sustainability of the joint programme or some of its components.

3. EVALUATION QUESTIONS, LEVELS OF ANALYSIS AND EVALUATION CRITERIA

The evaluation questions define the information that must be generated as a result of the evaluation process. The questions are grouped according to the criteria to be used in assessing and answering them. These criteria are, in turn, grouped according to the three levels of the programme.

Design level:
- **Relevance: The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country and the Millennium Development Goals.**

a) How much and in what ways did the joint programme contribute to solve the (socio-economical) needs and problems identified in the design phase?

b) To what extent this programme was designed, implemented, monitored and evaluated jointly? (see MDG-F joint programme guidelines.)

c) To what extent joint programming was the best option to respond to development challenges stated in the programme document?

d) To what extent the implementing partners (see list of implementing partners) participating in the joint programme had an added value to solve the development challenges stated in the programme document?

e) To what extent did the joint programme have a useful and reliable M&E strategy (see M&E framework) that contributed to measure development results?

f) To what extend did the joint programme have a useful and reliable C&A strategy (see communications strategy and compilation of communications and advocacy products)?

Process level
- **Efficiency: Extent to which resources/inputs (funds, time, human resources, etc.) have been turned into results**
a) To what extent did the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) was efficient in comparison to the development results attained?

b) To what extent was the implementation of a joint programme intervention (group of agencies) more efficient in comparison to what could have been through a single agency's intervention?

c) To what extent the governance of the fund at programme level (PMC) and at national level (NSC) contributed to efficiency and effectiveness of the joint programme? To what extent these governance structures were useful for development purposes, ownership, for working together as one? Did they enable management and delivery of outputs and results?

d) To what extent and in what ways did the joint programme increase or reduce efficiency in delivering outputs and attaining outcomes?

e) What type of work methodologies, financial instruments, and business practices have the implementing partners used to increase efficiency in delivering as one?

f) What type of (administrative, financial and managerial) obstacles did the joint programme face and to what extent have this affected its efficiency?

g) To what extent and in what ways did the mid-term evaluation (see mid-term evaluation) have an impact on the joint programme? Was it useful? Did the joint programme implement the improvement plan (see improvement plan)?

- Ownership in the process: Effective exercise of leadership by the country's national/local partners in development interventions
a) To what extent did the targeted population, citizens, participants, local and national authorities made the programme their own, taking an active role in it? What modes of participation (leadership) have driven the process?
b) To what extent and in what ways has ownership or the lack of it, impacted in the efficiency and effectiveness of the joint programme?

Results level
- Effectiveness: Extent to which the objectives of the development intervention have been achieved.
a) To what extent did the joint programme contribute to the attainment of the development outputs and outcomes initially expected /stipulated in the programme document (see results framework and annual work plans)?

1. To what extent and in what ways did the joint programme contribute to the Millennium Development Goals at the local and national levels?
2. To what extent and in what ways did the joint programme contribute to the goals set in the thematic window?
3. To what extent (policy, budgets, design, and implementation) and in what ways did the joint programme contribute to improve the implementation of the principles of the Paris Declaration and Accra Agenda for Action?

4. To what extent and in what ways did the joint programme contribute to the goals of delivering as one at country level?

b) To what extent were joint programme's outputs and outcomes synergistic and coherent to produce development results? `What kinds of results were reached?

c) To what extent did the joint programme had an impact on the targeted citizens?

d) Have any good practices, success stories, lessons learned or transferable examples been identified? Please describe and document them.

e) What types of differentiated effects are resulting from the joint programme in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?

f) To what extent has the joint programme contributed to the advancement and the progress of fostering national ownership processes and outcomes (the design and implementation of National Development Plans, Public Policies, etc)

g) To what extent did the joint programme help to increase stakeholder/citizen dialogue and or engagement on development issues and policies?

Sustainability: Probability of the benefits of the intervention continuing in the long term.
a) To what extent the joint programme decision making bodies and implementing partners have undertaken the necessary decisions and course of actions to ensure the sustainability of the effects of the joint programme?

At local and national level:
   i. To what extent did national and/or local institutions support the joint programme?
   ii. Did these institutions show technical capacity and leadership commitment to keep working with the programme or to scale it up?
   iii. Have operating capacities been created and/or reinforced in national partners?
   iv. Did the partners have sufficient financial capacity to keep up the benefits produced by the programme?

b) To what extent will the joint programme be replicable or scaled up at national or local levels?

c) To what extent did the joint programme align itself with the National Development Strategies and/or the UNDAF?

4. METHODOLOGICAL APPROACH

This final evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR and the availability of resources and the priorities of stakeholders. In all cases, consultants are expected to analyse all relevant information sources, such as reports, programme documents, internal review reports, programme files, strategic country development documents, mid-term evaluations and any other documents that may provide evidence on which to form judgements (see compilation of key programme documents). Consultants are also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tool as a means to collect relevant data for the final evaluation. The evaluation team will make sure that the voices, opinions and information of targeted citizens/participants of the joint programme are taken into account.

The methodology and techniques to be used in the evaluation should be described in detail in the desk study report and the final evaluation report, and should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, field visits, questionnaires or participatory techniques.

5. EVALUATION DELIVERABLES

The consultant is responsible for submitting the following deliverables to the commissioner and the manager of the evaluation:

☿ **Inception Report** (to be submitted within 15 days of the submission of all programme documentation to the evaluation team)

This report will be 10 to 15 pages in length and will propose the methods, sources and procedures to be used for data collection. It will also include a proposed timeline of activities and submission of deliverables. The desk study report will propose initial lines of inquiry about the joint programme. This report will be used as an initial point of agreement and understanding between the consultant and the evaluation managers. The report will follow the outline stated in Annex 1.

☿ **Draft Final Report** (to be submitted within 20 days after the completion of the field visit, also sent to MDG-F Secretariat)

The draft final report will contain the same sections as the final report (described in the next paragraph) and will be 20 to 30 pages in length. This report will be shared among the evaluation reference group. It will also contain an executive report of no more than 5 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its main findings, conclusions and recommendations. The draft final report will be shared with the evaluation reference group to seek their comments and suggestions. This report will contain the same sections as the final report, described below.

◯ **Final Evaluation Report** (to be submitted within 10 days after reception of the draft final report with comments, sent also to MDG-F Secretariat)

The final report will be 20 to 30 pages in length. It will also contain an executive summary of no more than 5 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations. The final report will be sent to the evaluation reference group. This report will contain the sections establish in Annex 2.

6. KEY ROLES AND RESPONSABILITIES IN THE EVALUATION PROCESS

There will be 3 main actors involved in the implementation of MDG-F final evaluations:

1. The **Resident Coordinator Office** as **commissioner** of the final evaluation will have the following functions:

   - Lead the evaluation process throughout the 3 main phases of a final evaluation (design, implementation and dissemination)
   - Convene the evaluation reference group
   - Lead the finalization of the evaluation ToR
   - Coordinate the selection and recruitment of the evaluation team by making sure the lead agency undertakes the necessary procurement processes and contractual arrangements required to hire the evaluation team
   - Ensure the evaluation products meet quality standards (in collaboration with the MDG-F Secretariat)
   - Provide clear specific advice and support to the evaluation manager and the evaluation team throughout the whole evaluation process
   - Connect the evaluation team with the wider programme unit, senior management and key evaluation stakeholders, and ensure a fully inclusive and transparent approach to the evaluation
   - Take responsibility for disseminating and learning across evaluations on the various joint programme areas as well as the liaison with the National Steering Committee
   - Safeguard the independence of the exercise, including the selection of the evaluation team

2. The **programme coordinator** as **evaluation manager** will have the following functions:

   - Contribute to the finalization of the evaluation TOR
   - Provide executive and coordination support to the reference group
   - Provide the evaluators with administrative support and required data
   - Liaise with and respond to the commissioners of evaluation

- Connect the evaluation team with the wider programme unit, senior management and key evaluation stakeholders, and ensure a fully inclusive and transparent approach to the evaluation
- Review the inception report and the draft evaluation report(s);
- Ensure that adequate funding and human resources are allocated for the evaluation

3. **The Programme Management Committee** that will function as the **evaluation reference group,** this group will comprise the representatives of the major stakeholders in the joint programme

- Review the draft evaluation report and ensure final draft meets the required quality standards.
- Facilitating the participation of those involved in the evaluation design
- Identifying information needs, defining objectives and delimiting the scope of the evaluation.
- Providing input and participating in finalizing the evaluation Terms of Reference
- Facilitating the evaluation team's access to all information and documentation relevant to the intervention, as well as to key actors and informants who should participate in interviews, focus groups or other information-gathering methods
- Oversee progress and conduct of the evaluation the quality of the process and the products
- Disseminating the results of the evaluation

4. **The MDG-F Secretariat** that will function as a **quality assurance member** of the evaluation in cooperation with the commissioner of the evaluation

- Review and provide advice on the quality the evaluation process as well as on the evaluation products (comments and suggestions on the adapted TOR, draft reports, final report of the evaluation) and options for improvement.

5. **The evaluation team** will conduct the evaluation study by:

The evaluation team will fulfil the contractual arrangements in line with the TOR, UNEG/OECD norms and standards and ethical guidelines; this includes developing an evaluation matrix as part of the inception report, drafting reports, and briefing the commissioner and stakeholders on the progress and key findings and recommendations, as needed.

The evaluation shall be carried out by a team consisting of one International Consultant (Team Leader) and a National Consultant (Team Member). UNDP on behalf of the Administrative Agent of the Programme shall be responsible for the administrative hiring of the consultants.

The international consultant shall take the lead in the assignment in terms of preparing the inception report, draft final report and final evaluation report, while the National consultant will be responsible for assisting and supporting the evaluation.   The

international evaluator acts as team leader and is ultimately responsible for the quality and timely delivery of the evaluation deliverables.

7. EVALUATION PROCESS: TIMELINE

Evaluation Phase	Activities	Who	When
Design	Establish the evaluation reference group	CE*	6 months before the end of the programme
Design	General final evaluation TOR adapted	ERG**	
Implementation	Procurement and hiring the evaluation team	EM***	
Implementation	Provide the evaluation team with inputs (documents, access to reports and archives); Briefing on joint programme	EM, ERG	(1 May)
Implementation	Delivery of inception report to the commissioner, the evaluation manager and the evaluation reference group	ET****	15 days (1-16 May)
Implementation	Feedback of evaluation stakeholders to the evaluation team. Agenda drafted and agreed with evaluation team	CE, EM, ERG	10 days (16-26 May)
Implementation	In country mission	ET, EM, CE, ERG	15 days (26May-15 June)
Implementation	Delivery of the draft report	ET	20 days (15 June-5 July)
Implementation	Review of the evaluation draft report, feedback to evaluation team. Fact-checking revision by MDG-FS, to be done at the same time as the ERG (5 business days)	EM, CE, ERG MDG-FS*****	10 days (5 July-15 July)
Implementation	Delivery of the final report	EM, CE, ERG, MDG-FS, ^NSC	10 (25 July)
Dissemination/ Improvement	Dissemination and use plan for the evaluation report designed and under implementation	EM, CE, ERG, NSC	

*Commissioner of the evaluation (CE) **Evaluation Reference group (ERG) ***Evaluation manager (EM)
****Evaluation team (ET) *****MDG-F Secretariat (MDGF-S) ^National Steering Committee

8. USE AND UTILITY OF THE EVALUATION

Final evaluations are summative exercises that are oriented to gather data and information to measure to what extent development results were attained. However, the utility of the evaluation process and the products goes far beyond what was said during the field visit by programme stakeholders or what the evaluation team wrote in the evaluation report.

The momentum created by the evaluations process (meetings with government, donors, beneficiaries, civil society, etc) it's the ideal opportunity to set an agenda on the future of the programme or some of their components (sustainability). It is also excellent platforms to communicate lessons learnt and convey key messages on good practices, share products that can be replicated or scale up in the country as well as at international level.

The commissioner of the evaluation, the reference group, the evaluation manager and any other stakeholders relevant for the joint programme will jointly design and implement a complete plan of dissemination of the evaluation findings, conclusions and recommendations with the aim to advocate for sustainability, replicability, scaling up or to share good practices and lessons learnt at local, national or/and international level.

9. ETHICAL PRINCIPLES AND PREMISES OF THE EVALUATION

The final evaluation of the joint programme is to be carried out according to ethical principles and standards established by the United Nations Evaluation Group (UNEG).
• **Anonymity and confidentiality**. The evaluation must respect the rights of individuals who provide information, ensuring their anonymity and confidentiality.
• **Responsibility**. The report must mention any dispute or difference of opinion that may have arisen among the consultants or between the consultant and the heads of the Joint Programme in connection with the findings and/or recommendations. The team must corroborate all assertions, or disagreement with them noted.
• **Integrity.** The evaluator will be responsible for highlighting issues not specifically mentioned in the TOR, if this is needed to obtain a more complete analysis of the intervention.
• **Independence**. The consultant should ensure his or her independence from the intervention under review, and he or she must not be associated with its management or any element thereof.
• **Incidents**. If problems arise during the fieldwork, or at any other stage of the evaluation, they must be reported immediately to the Secretariat of the MDGF. If this is not done, the existence of such problems may in no case be used to justify

the failure to obtain the results stipulated by the Secretariat of the MDGF in these terms of reference.

• **Validation of information.** The consultant will be responsible for ensuring the accuracy of the information collected while preparing the reports and will be ultimately responsible for the information presented in the evaluation report.

• **Intellectual property.** In handling information sources, the consultant shall respect the intellectual property rights of the institutions and communities that are under review.

• **Delivery of reports.** If delivery of the reports is delayed, or in the event that the quality of the reports delivered is clearly lower than what was agreed, the penalties stipulated in these terms of reference will be applicable.

10. QUALIFICATIONS OF THE TEAM OF CONSULTANTS

International Consultant:

- **Academic Qualifications:**

- MA in conflict prevention/peace building, social sciences, human rights or related fields. Advanced degree (PhD) in a related field will be considered as an asset.

- Strong understanding of and expertise in conflict prevention and peace building programme.

- Thorough knowledge of evaluation approaches and methods; strong analytical capacity in terms of assessment and data review

- **Professional Experience:**

- A track record of at least five (5) years' experience evaluating programmes linked to conflict prevention and peace building.

- Proven records of working/collaborating with the Government sectors in assisting/supporting drafting policy recommendations/ policy reports;

- Experience in jobs requiring ability to absorb, analyze and synthesize large amounts of complex information within tight deadlines

- Experience in working with UN and other International Organizations and Donors in the area of research, programming and evaluation.

- **Competencies :**

- Demonstrated ability and willingness to work as a member of a team, with people of different cultural, ethnic and religious background, different gender, and diverse political views;

- Excellent communication and organization skills;

- Proven analytical, communication and advocacy skills, and ability to work in an environment requiring liaison and collaboration with multiple actors including government representatives, donors and other stakeholders;

- Computer literacy.

- **Language Requirements:**

- Language proficiency in both written and oral English. Knowledge of languages of the region will be an asset.

International consultant, that agrees to undertake the role of evaluator is demanded to state his/her independence from any organizations that have been involved in designing, executing or advising any aspect of the intervention that is the subject of the evaluation.

National Consultant:
- **Academic Qualifications:**

- BA in social sciences, human rights or related fields, an advanced degree (MA) in a related field is an additional asset;

- Good understanding of conflict prevention and peace building programming;

- Strong analytical capacity and ability to organize and interpret data and information.

- **Professional Experience:**

- A track record of at least five (3) years' experience evaluating programmes linked to conflict prevention and peace building;

- Proven experience with evaluation or social science methodologies (semi-structured interviews, small sample surveys, data collection and analysis);

- Experience in jobs requiring ability to absorb, analyze and synthesize large amounts of complex information within tight deadlines;

- Experience in working with UN and other International Organizations and Donors in the area of research;

- **Competencies :**

- Demonstrated ability and willingness to work as a member of a team, with people of different cultural, ethnic and religious background, different gender, and diverse political views;

-   Proven experience in an environment requiring liaison and collaboration with multiple actors including government representatives, donors and other stakeholders;

-   Excellent communication and organization skills;

-   Computer literacy.

- **Language Requirements:**

-   Ability and track record to translate texts from written English into Macedonian and vice versa. Albanian will be considered an asset.

National consultant, that agrees to undertake the role of evaluator is demanded to state his/her independence from any organizations that have been involved in designing, executing or advising any aspect of the intervention that is the subject of the evaluation.

This section will be drafted by the commissioner/or manager of the evaluation based on the needs identified and budget available for the evaluation.

11. ANNEXES

I. Outline of the inception report

0. Introduction
1. Background to the evaluation: objectives and overall approach
2. Identification of main units and dimensions for analysis and possible areas for research
3. Main substantive and financial achievements of the joint programme
4. Methodology for the compilation and analysis of the information
5. Criteria to define the mission agenda, including "field visits"

II. Outline of the draft and final evaluation reports

1. Cover Page

2. Executive Summary (include also Glossary page)

3. Introduction
   o   Background, goal and methodological approach
   o   Purpose of the evaluation
   o   Methodologies used in the evaluation
   o   Constraints and limitations on the study conducted

4. Description of the development interventions carried out

   o   Detailed description of the development intervention undertaken: description and judgement on implementation of outputs delivered (or not) and outcomes attained as well as how the programme worked in comparison to the theory of change developed for the programme.

5. Levels of Analysis: Evaluation criteria and questions (all questions included in the TOR must be addressed and answered)

6. Conclusions and lessons learned (prioritized, structured and clear)

7. Recommendations

8. Annexes

III.   Documents to be reviewed

MDG-F Context
   -    MDGF Framework Document

-   Summary of the M&E frameworks and common indicators
-   General thematic indicators
-   M&E strategy
-   Communication and Advocacy Strategy
-   MDG-F Joint Implementation Guidelines

Specific Joint Programme Documents

-   Joint Programme Document: results framework and monitoring and evaluation framework
-   Mission report from the Secretariat
-   Mid-term evaluation
-   Quarterly reports (informal)
-   Mini-monitoring reports
-   Biannual monitoring reports (MDGF)
-   Annual work plan
-   Financial information (MDTF)
-   All programme reports/products (knowledge)

Other in-country documents or information

-   Evaluations, assessments or internal reports conducted by the joint programme
-   Relevant documents or reports on the Millennium Development Goals at the local and national levels
-   Relevant documents or reports on the implementation of the Paris Declaration and the Accra Agenda for Action in the country
-   Relevant documents or reports on One UN, Delivering as One

Annex 2: Evaluation Matrix

Evaluation Criteria	Evaluation Questions (EQ)	Judgment Criteria	Indicators	Sources of Verification	EQ Specific Methodology
Relevance: *The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country and the Millennium Development Goals.*	EQ1: To what extent did the targeted population, citizens, participants, local and national authorities made the programme their own, taking an active role in it? What modes of participation (leadership) have driven the process? **Ownership?**	JC1.1: Programme design stage ensured adequate and timely participation of a range of actors from national and local authorities, social agents and other stakeholders.	1.1.1. Programme design stage shows allocation of accurate and timely participation of key stakeholders in needs assessment, strategy selection and other steps in the programming cycle.	Programme documents on needs assessment, strategy selection and programming cycle (results framework).	Review of the programme design and its products to determine if and to what extent programming ensures representative participation by relevant actors in needs assessment, strategy selection and other key steps in the programming cycle.
	EQ2: To what extent did national and/or local institutions support the joint programme?	JC2.1: National and local institutions support end and endorse the programme	2.1.1. Evidence of institutions' support to the programme.	Programme documentation Interviews with stakeholders	Desk study of internal information sources. Field missions to interview staff members and beneficiaries, with focus groups and government representatives. Mapping of adopted and revised strategies supported by the programme. Mapping of governmental mechanisms, administrative and management structures that have participated in the programme.
	EQ3: To what extent did the joint programme align itself with the National Development Strategies and/or the UNDAF?	JC3.1: The intervention is informed about and has considered the existing national authorities' policies and strategies, as well as from international donors. JC3.2: strategies and programme activities coherently and	3.1.1. Reference to national policies and strategies in the programming documents. 3.2.1. Absence of contradiction between the priorities of programme documents and of national policies and strategies. 3.2.2. Documented results	Programme documents, country/regional strategies, relevant studies, publications by donors, international- and local agencies. Progress reports, interviews with UN agencies and relevant stakeholders.	Analysis of programme documents, national policies an strategies in order to identify consideration, inter-connections, absence of contradiction.

Evaluation Criteria	Evaluation Questions (EQ)	Judgment Criteria	Indicators	Sources of Verification	EQ Specific Methodology
		comprehensively address identified needs.	acknowledge progress towards achievement of results that contribute to the area of NDS and UNDAF.		
	EQ4: To what extent this programme was designed, implemented, monitored and evaluated jointly? (see MDG-F joint programme guidelines.) --*If meant 'by the UN agencies', then* **Efficiency**. *If meant 'with national and local stakeholders', then* **Relevance**	See EQ1.			
Efficiency: *Extent to which resources/inputs (funds, time, human resources, etc.) have been turned into results*	EQ5: To what extent this programme was designed, implemented, monitored and evaluated jointly? (see MDG-F joint programme guidelines.) --*If meant 'by the UN agencies', then* **Efficiency**. *If meant 'with national and local stakeholders', then* **Relevance**.	JC8.1: Administrative and organisational structures are in place to ensure effective implementation of the programme.	8.1.1. Performance by administrative and organisational structures vis-à-vis agreed targets. 8.1.2. Flexibility of administrative structures in adapting to changes in external conditions. 8.1.3. Contribution by administrative and organisational structures to ensure visibility of the programme.	Programme documents, progress reports, monitoring reports. Reporting by national authorities, civil society and national media.	Structured interviews with programme staff, UN agencies, national and local authorities, implementing actors, beneficiaries.
	EQ9: To what extent was joint programming the best option to respond to development challenges stated in the programme document?	JC9.1: Programme implementation is based on well-developed coordination lines between participating agencies. JC9.2: Programme structure in place through adoption of	9.1.1. Programme document contains strong reference to coordination mechanisms between participating agencies. 9.2.1. Programme document contains clear reference to	Programme documents.	Review of programme documents, monitoring and progress reports to determine whether programme implementation prevents duplication or overlap and promotes

Evaluation Criteria	Evaluation Questions (EQ)	Judgment Criteria	Indicators	Sources of Verification	EQ Specific Methodology
		formal programme implementation procedures.	division of responsibilities between agencies' work methodologies, financial instruments, ensuring efficient implementation.		synergy.
	EQ10: To what extent did the joint programme have a useful and reliable M&E strategy (see M&E framework) that contributed to measure development results?	JC10.1: Monitoring structures in place through formal appointment of a monitoring post and adoption of monitoring procedures.	10.1.1. Formal and operational monitoring system included in programme document, characterised by clear and formal assignment of division of responsibilities, staffing and budgeting arrangements, as well as systematic monitoring, data collection and analysis mechanisms.	Programme documents. Internal structures organisational data on procedures and arrangements.	Mapping of organisational structures, data collection systems. Review of monitoring framework and progress reports. Interviews with staff.
	EQ11: To what extend did the joint programme have a useful and reliable C&A strategy (see communications strategy and compilation of communications and advocacy products)?	JC11.1: C&A structures in place through formal appointment of a monitoring post and adoption of monitoring procedures.	11.1.1. Formal and operational C&A system included in programme document, characterised by clear and formal assignment of division of responsibilities, staffing and budgeting arrangements, as well as systematic data collection and analysis mechanisms.	Programme documents. Internal structures organisational data on procedures and arrangements.	Mapping of organisational structures, data collection systems. Review of C&A framework and progress reports. Interviews with staff.
	EQ12: To what extent did the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) contribute to				

Evaluation Criteria	Evaluation Questions (EQ)	Judgment Criteria	Indicators	Sources of Verification	EQ Specific Methodology
	the attainment of the results?				
	EQ13: To what extent was the implementation of a joint programme intervention (group of agencies) more efficient in comparison to what could have been through a single agency's intervention?	See EQ9.			
	EQ14: To what extent did the governance of the fund at programme level (PMC) and at national level (NSC) contribute to efficiency and effectiveness of the joint programme? To what extent were these governance structures useful for development purposes, ownership, for working together as one? Did they enable management and delivery of outputs and results?	JC14.1: The governance of the fund at both levels contributed to the JP. JC14.2: The governance structures were useful for development purposes and ownership and for working as one. JC14.3: The governance of the fund enabled management to deliver outputs and results.	14.1.1.	Programme documents. Internal structures organisational data on procedures and arrangements.	Mapping of organisational structures Review of fund management framework and progress reports. Interviews with management, national and local stakeholders, staff.
	EQ15: To what extent and in what ways did the joint programme increase or reduce efficiency in delivering outputs and attaining outcomes?	JC15.1: The JP increased efficiency in delivering outputs and attaining outcomes.	15.1.1. Programme document contains strong reference to coordination mechanisms between participating agencies. 15.2.1. Programme document contains clear reference to division of responsibilities between agencies' work methodologies, financial	Programme documents.	Review of programme documents, monitoring and progress reports to determine whether programme implementation prevents duplication or overlap and promotes synergy.

Evaluation Criteria	Evaluation Questions (EQ)	Judgment Criteria	Indicators	Sources of Verification	EQ Specific Methodology
			instruments, ensuring efficient implementation. 15.1.3. Documented results acknowledge progress towards achievement of results set up by the programme.		
	EQ16: What type of work methodologies, financial instruments, and business practices have the implementing partners used to increase efficiency in delivering as one?	See FE Report.			
	EQ17: What type of (administrative, financial and managerial) obstacles did the joint programme face and to what extent have these affected its efficiency?	See FE Report			
	EQ18: To what extent and in what ways did the mid-term evaluation (see mid-term evaluation) have an impact on the joint programme? Was it useful? Did the joint programme implement the improvement plan (see improvement plan)?	JC18.1: The MTE had a positive impact on the JP. JC18.2: The JP implemented the improvement plan.	18.1.1. The JP approach is flexible and allows for adoption of efficient and sensitive measures based on recognised changing needs.	Third party evaluation studies. Programme progress reports. Feedback from UN staff, civil society, beneficiaries, key governmental actors.	Review of programme implementation process. Interviews.
	EQ19: To what extent (**Effectiveness**) and in what ways (**Efficiency**) did the joint programme contribute to the goals of delivering as one at country level?	See FE Report.			
	EQ20: To what extent were	See EQ 15.			

Evaluation Criteria	Evaluation Questions (EQ)	Judgment Criteria	Indicators	Sources of Verification	EQ Specific Methodology
	joint programme's outputs and outcomes synergistic and coherent to produce development results? `-- **Efficiency.** What kinds of results were reached? – **Effectiveness**				
Effectiveness: Extent to which the objectives of the development intervention have been achieved	EQ21: To what extent and in what ways did the joint programme contribute to the Millennium Development Goals at the local and national levels? – ~~Relevance?~~ Effectiveness	JC21.1: The programme contributes to the achievement of the MDG-s at national and local levels.	21.1.1. Documented results acknowledge progress towards achievement of the MDG-s at national and local levels.	Programme documentation, progress reports. Feedback from direct and non-direct stakeholders.	Desk study, interviews.
	EQ22: To what extent (policy, budgets, design, and implementation) and in what ways did the joint programme contribute to improve the implementation of the principles of the Paris Declaration and Accra Agenda for Action?	JC22.1: The programme contributes to the implementation of the principles of the Paris Declaration and Accra Agenda for Action.	22.1.1. Documented results acknowledge progress towards implementation of the principles of the Paris Declaration and Accra Agenda for Action.	Programme documentation, progress reports. Feedback from direct and non-direct stakeholders.	Desk study, interviews.
	EQ23: To what extent has the joint programme contributed to the advancement and the progress of fostering national ownership processes and outcomes (the design and implementation of National Development Plans, Public Policies, etc)	JC23.1: The programme contributes to the advancement and the progress of fostering national ownership processes and outcomes.	23.1.1. Documented results acknowledge progress towards the advancement and the progress of fostering national ownership processes and outcomes.	Programme documentation, progress reports. Feedback from direct and non-direct stakeholders.	Desk study, interviews.
	EQ24: To what extent did the implementing partners (see list of implementing	JC24.1: The programme ensured adequate and timely participation of	24.1.1. Programme design allowed for accurate an timely participation of	Programme documents, progress reports.	Desk review, interviews.

Evaluation Criteria	Evaluation Questions (EQ)	Judgment Criteria	Indicators	Sources of Verification	EQ Specific Methodology
	partners) participate in the joint programme had an added value to solve the development challenges stated in the programme document?	implementing partners and other relevant actors.	implementing partners. 24.1.2. Programme documents contain references to added value of implementing partners in solving development challenges.		
	EQ25: How much and in what ways did the joint programme contribute to solve the (socio-economical) needs and problems identified in the design phase?	JC25.1: The programme contributes to solve the (socio-economical) needs and problems identified in the design phase.	25.1.1. Documented results acknowledge progress towards solving the (socio-economical) needs and problems identified in the design phase.	Programme documentation, progress reports. Feedback from direct and non-direct stakeholders, beneficiaries.	Desk review, interviews.
	EQ26: To what extent did the joint programme contribute to the attainment of the development outputs and outcomes initially expected /stipulated in the programme document (see results framework and annual work plans)?	JC26.1: The programme contributes to the attainment of the development outputs and outcomes initially expected /stipulated in the programme document.	26.1.1. Documented results acknowledge progress towards the attainment of the development outputs and outcomes initially expected /stipulated in the programme document.	Programme documentation, progress reports. Feedback from direct and non-direct stakeholders, beneficiaries.	Desk review, interviews.
	EQ27: What types of differentiated effects are resulting from the joint programme in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?	JC27.1: The programme has positive effects on different groups, relevant to their gender, race, ethnic group, rural or urban setting of the beneficiary population.	27.1.1. Documented results acknowledge positive effects on different groups, relevant to their gender, race, ethnic group, rural or urban setting of the beneficiary population.	Programme documentation, progress reports. Feedback from direct and non-direct stakeholders, beneficiaries.	Desk review, interviews.
	EQ28: To what extent and in what ways did the joint programme contribute to the goals set in the thematic	JC28.1: The programme contributed to the goals set in the thematic window.	28.1.1. Documented results acknowledge progress on the goals set in the thematic window.	Programme documentation, progress reports. Feedback from direct and non-direct stakeholders, beneficiaries.	Desk review, interviews.

Evaluation Criteria	Evaluation Questions (EQ)	Judgment Criteria	Indicators	Sources of Verification	EQ Specific Methodology
	window?				
	EQ29: To what extent (**Effectiveness**) and in what ways (**Efficiency**) did the joint programme contribute to the goals of delivering as one at country level?	See FE Report.			
	EQ30: To what extent were joint programme's outputs and outcomes synergistic and coherent to produce development results? `-- **Efficiency**. What kinds of results were reached? – **Effectiveness**	See FE Report.			
Impact: *What have been positive and negative, primary and secondary long-term effects produced by the intervention, directly or indirectly, intended or unintended?*	EQ31: To what extent did the joint programme have an impact on the targeted citizens?	JC31.1: The JP had an impact on the targeted citizens.	31.1.1. Programme documentation shows improvement on the areas covered by the outputs.	Programme documents, progress reports, donor reports, feedback from beneficiaries	Desk study of internal and external information sources. Field missions including interviews with staff and beneficiaries.
	EQ32: To what extent and in what ways has ownership or the lack of it, impacted in the efficiency and effectiveness of the joint programme? – **Impact / Ownership**	JC 32.1: The JP effected the national counterparts' institutions technically and professionally in a primary and secondary manner.	32.1.1. Documented results acknowledge towards achievement of results set by the programme. 32.1.2. Results of the JP are acknowledged by and benefit the national counterparts' institutions.	Project documentation, progress reports, feedback from stakeholders and beneficiaries.	Desk study of internal and external information sources. Field missions including interviews with staff and beneficiaries.
	EQ33: Have any good practices, success stories, lessons learned or transferable examples been identified? Please describe and document them.	JC33.1: The JP has resulted in the identification of good practices, success stories, lessons learned.	33.1.1. Documented results acknowledge the identification of good practices, success stories, lessons learned.	Project documentation, progress reports, feedback from stakeholders and beneficiaries.	Desk study of internal and external information sources. Field missions including interviews with staff and beneficiaries.
	EQ34: To what extent did the joint programme help to	JC34.1: The JP helped in increasing	34.1.1. Documented results acknowledge increased	Project documentation, progress reports, feedback	Desk study of internal and external information

Evaluation Criteria	Evaluation Questions (EQ)	Judgment Criteria	Indicators	Sources of Verification	EQ Specific Methodology
	increase stakeholder/citizen dialogue and or engagement on development issues and policies?	stakeholder/citizen dialogue and or engagement on development issues and policies.	stakeholder/citizen dialogue and or engagement on development issues and policies.	from stakeholders and beneficiaries.	sources. Field missions including interviews with staff and beneficiaries.
Sustainability: *Probability of the benefits of the intervention continuing in the long term*	EQ35: To what extent did the targeted population, citizens, participants, local and national authorities made the programme their own, taking an active role in it? What modes of participation (leadership) have driven the process? –**Sustainability / Ownership**	JC35.1The JP counterparts support the produced results. JC35.2: Counterparts have the technical capacity and financial commitment to follow up on the achievements of the programme.	35.1.1. Documented evidence of counterpart support. 35.2.1. Evidence of application of knowledge and skills.	Adopted and revised strategies by relevant government bodies. Project documentation, progress reports, feedback from stakeholders and beneficiaries.	Mapping of strategies, governmental mechanisms, administrative and management structures. Desk study of internal and external information sources. Field missions including interviews with staff and beneficiaries.
	EQ36: To what extent the joint programme decision making bodies and implementing partners have undertaken the necessary decisions and course of actions to ensure the sustainability of the effects of the joint programme?	JC36.1: The JP decisions making bodies undertook necessary decisions and course of actions to ensure the sustainability of the effects of the joint programme.	36.1.1. Documented evidence.	Project documentation, progress reports, feedback from stakeholders and beneficiaries.	Desk study of internal and external information sources. Field missions including interviews with staff and beneficiaries.
	EQ37: Did these institutions show technical capacity and leadership commitment to keep working with the programme or to scale it up?	See FE Report.			
	EQ38: Have operating capacities been created and/or reinforced in national partners?	JC38.1: National partner government institutions have technical capacity to follow up on the achievements of the programme.	38.1.1. Evidence of application of knowledge and skills of the government counterparts that were acquired from participation in the programme activities network.	Adopted and revised strategies by relevant government bodies. Project documentation, progress reports, feedback from stakeholders and beneficiaries.	Mapping of strategies, governmental mechanisms, administrative and management structures. Desk study of internal and external information sources. Field missions including interviews with

Evaluation Criteria	Evaluation Questions (EQ)	Judgment Criteria	Indicators	Sources of Verification	EQ Specific Methodology
					staff and beneficiaries.
	EQ39: Did the partners have sufficient financial capacity to keep up the benefits produced by the programme?	JC39.1: Partner institutions have sufficient financial capacity to keep up the benefits produced by the programme.	39.1.1. Evidence of commitment and budget allocations for follow up on adopted strategies, approaches to work and measures developed with support of the programme.	Adopted and revised strategies by relevant government bodies. Project documentation, progress reports, feedback from stakeholders and beneficiaries.	Mapping of strategies, governmental mechanisms, administrative and management structures. Desk study of internal and external information sources. Field missions including interviews with staff and beneficiaries.
	EQ40: To what extent will the joint programme be replicable or scaled up at national or local levels?	See FE Report, Conclusions based on EQ 1-39.			

Final evaluation of the UN Joint Programme Enhancing Inter-Ethnic Dialogue and Collaboration

Final list of stakeholders at meetings arranged 7 – 20 June 2012

UN TEAM
1. Aneta Damjanovska, JP-UNDP
2. Zojka Naskova, JP-UNESCO
3. Gregory Connor, JP-UNDP
4. Marija Kostovska, JP UNDP
5. Mark McGinty, JP Coordinator/ RC Office
6. Alessandro Fracassetti, UNDP DRR
7. Sheldon Yett, UNICEF Representative
8. Lauren Bohatka, Programme Officer for MDG-F JPs, UNESCO BRESCE
9. Wally Merotto, Operations Coordination Officer, UNESCO BRESCE
10. Deirdre Boyd, UN Resident Coordinator
11. Andrijana Micevska, JP UNICEF
12. Mihaela Stojkoska, UNDP Governance
13. Sonja Stefanovska Trajanoska, UNDP Governance
14. Nora Sabani, UNICEF
15. Foroogh Foyouzat, UNICEF Deputy Representative

PARTNERS AND STAKEHOLDERS
16. Naim Memeti, State Advisor, Secretariat for implementation of OFA
17. Snezana Trpevska, School of Journalism and PR
18. Agim Poshka, South East European University, Tetovo
19. Filipina Negrievska, Centre for HR and Conflict Resolution
20. Luan Imeri, Institute for Social, Political, and Judiciary Research
21. Dragan Sekulovski, Association of Journalists
22. Ljubinka Brashnarska, Association of Journalists
23. Tamara Causidis, workbook author
24. Ivanka Mijik, Bureau for Development of Education
25. Vesna Babic Petrovski, Agency for Minority Rights Realization
26. Lidija Topuzovska, Ministry of Culture (UNESCO National Commision)
27. Nadica Kostoska, Ministry of Education and Science
28. Nebojsa Ilijevski, Partes Media Production Agency
29. Abela Rizvanska, Student FON

FIELD VISIT KUMANOVO
30. Elizabeta Cvetkovska, Municipal Council of Kumanovo
31. Lindita Rexhepi, Centre for Intercultural Dialogue
32. Ahmet Jasharevski, DROM
33. Hanife Limani, Teacher primary school
34. Mikerem Tairi, CICR member

FIELD VISIT KICEVO

35. Stojce Smileski, Head Municipal CICR & Forum ZFD
36. Lulzim Mehmedi Principal, Sande Sterjovski primary school
37. Ismet Ballazhi, Centre for Community Development
38. Aleksandra Dimoska, Kicevo municipality focal point
39. Sonja Magdenoska, Teacher in Sande Steroski
40. Lirim Emini, Teacher in Sande Steroski

FIELD VISIT STRUGA

41. Katerina Vasileska, Local Development Agency
42. Dragica Poposka, President, Ezerka
43. Agim Dauti, President, CICR Struga
44. Slobodan Novkovikj, CICR Struga
45. Vladislav Zupan, Chief of Cabinet of Mayor
46. Xhemi Hajredini, Head of Education Dept. municipality
47. Sonja Stoleska, Teacher SOU D-r Ibrahim Temo
48. Ruzdi Smajlovski, Torbesh community in Boroec

EXTERNAL INFORMANTS

49. Ibrahim Mehmeti, Swiss Development Cooperation
50. Ticiana Garcia - Tapia, OSCE
51. Lela Jakovlevska, USAID