

Evaluation of the Municipal Spatial Planning Support Programme MuSPP Phase 3

June 2014

Municipal Spatial Planning Support Programme in Kosovo

Implemented by:

UN HABITAT
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Financed by:

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Evaluation of the Municipal Spatial Planning Support Programme MuSPP Phase 3

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This report, as part of the Municipal Spatial Planning Support Programme, is funded by the Swedish Development Cooperation which does not necessarily share the views expressed hereto.

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Acknowledgements

The evaluator would like to thank UN-Habitat, Kosovo for providing all necessary information for undertaking the evaluation, both during interviews and by making available the necessary documentation. Particularly thanks are due to Gwendoline Mennetrier the CTA and Artan Rexhepi the Programme Management Officer and to the professional staff of the MuSPP team who continuously supported the work and answered numerous questions and requests for information. They have also provided constructive comments and ideas.

Furthermore, I would like to thank the patient work of the translators who made the field work both possible and informative.

This draft report will inevitably contain mistakes and some misunderstandings. The work of review and feedback is also acknowledged in advance.

The opinions reflected in this document are those of the evaluator and do not necessarily reflect those of UN-Habitat.

Forbes Davidson

Rotterdam, June 2014

Acronyms and abbreviations

Abbreviation	Meaning
AKM	Association of Kosovo Municipalities
AoC	Agreement of Cooperation
CBOs	Community-based Organisations
CHwB	Cultural heritage without Borders, Sida –funded NGO dealing with the preservation and protection of cultural heritage in Kosovo
CIP	Capital Investment Project
CPE	Council of Planning Experts - Its establishment is required by the Law. It is a multi-disciplinary team composed of experts from outside, not municipal civil servants. The Council of Planning Experts has an advisory character.
DC	Development control
DRAM	Disaster Risk Assessment and Management
DSP	Department of Spatial Planning operating within the Ministry of Environment and Spatial Planning
EAR	European Agency for Reconstruction
EPAP	European Partnership Action Plan
GDPP	Governance and Development Planning Programme Nov 2003-November 2005
ICCSO	Informal Council of Civil Society Organisations
IFS	Informal Settlements
ISP	Institute of Spatial Planning (operating within the Ministry of Environment and Spatial Planning)
KCSP	Kosovo Cadastre Support Programme 2000-2003
KSIP	Kosovo Standards Implementation Plan
LEAP	Local Environmental Action Plan, Sida-sponsored environmental programme to be implemented at the local level
LoGo	Local Government Programme, UNDP/UN-Habitat 2000-2001
MDGs	Millennium Development Goals
MDP	Municipal Development Plan., A planning document required by the Law on Spatial Planning to be developed for the whole area of municipality, MESP is responsible for monitoring compliance of MDP's with the Kosovo Strategic Spatial Plan
MESP	Ministry of Environment and Spatial Planning
MLGA	Ministry for Local Government Administration
MoU	Memorandum of Understanding
MPT	Municipal Planning Team headed by the CEO steering committee for the planning process including planners
MSP	Municipal Support Programme May 2000 to August 2001
MuSPP	Municipal Spatial Planning Support Programme from November 2005
NGOs	Non-governmental Organisations
OSCE	Organisation on Security and Cooperation in Europe
PISG	Provisional Institutions of Self-Government set up based on the Constitutional Framework adopted by UNMIK in 2001
PO	Pristina Office
SEA	Strategic Environmental Assessment

Acronyms and abbreviations

Abbreviation	Meaning
SEE	South East Europe
Sida	Swedish International Development Cooperation Agency
UDP	Urban Development Plan. A planning document required by the Law on Spatial Planning to be developed for the urban area of municipality
UNKT	United Nations Kosovo Team
UNMIK	United Nations Interim Mission in Kosovo
UPMF	Urban Planning and Management Framework
UPMP	Urban Planning and Management Programme 2002-3

Executive Summary

This is the executive summary of the evaluation carried out by Mr Forbes Davidson of the third phase of the Municipal Spatial Planning Programme (MuSPP) in Kosovo. The study took place from March to May 2014. The study was commissioned by UN-Habitat at the request of the Swedish International Development Cooperation Agency (Sida) within the framework of the project which UN-Habitat is implementing for Sida and the Kosovo Ministry of Environment and Spatial Planning (MESP).

The evaluation's findings and recommendations are expected to be used in future planning and decision-making processes by the concerned national and local authorities, the Swedish Development Cooperation, UN-Habitat and other MuSPP stakeholders¹.

The report highlights the most significant aspects of the project, its achievements so far, conclusions, lessons and recommendations. As the project will run till November 2014 the evaluation also includes recommendations for the remaining period and looks at whether there is a need for follow-on work.

Background and aims of the project

The Municipal Spatial Planning Support Programme 3 (MuSPP3) is the third phase of support by UN-Habitat in Kosovo to help Municipalities build capacity to plan and to manage development. Phase 3 builds on earlier work dating from 1999. Initially support had been on two levels. One level supported municipalities to work with participative planning and the second level supported the new planning law and the establishment of the Institute for Spatial Planning. This Institute initially worked on the spatial plan for Kosovo and also supported Municipality planning.

The innovation of MuSPP from 2005 was to put planning advisors into Municipalities to help to develop plans. These *in-house* advisors were initially international volunteers, but over the years Kosovan staff have been recruited. Field teams have been backed up by a central team which has also worked on support such as training, study visits, retreats and development of publications. In addition, support has been provided to central institutions, particularly the Ministry of Environment and Spatial Planning.

Currently, in the third phase, the project has continued the earlier work and has added working with small Serbian and other selected municipalities. It also provides support to Central institutions. This phase was seen as the final stage of MuSPP support.

Purpose and approach of the evaluation

The evaluation takes stock of the extent to which the programme is meeting its objectives. It seeks to learn lessons and to develop recommendations. The evaluation was timed to enable input into the last phase of the project and also to look ahead beyond the current project. Looking ahead is important in order that the programme can be adjusted to help to link to future activities. For this reason recommendations are made both for the remainder of the project period and for looking ahead to a possible future project.

The approach taken in the evaluation has been to assess progress in a systematic manner, but also to keep in mind the overall objectives and changes in context. On this basis it is able to draw conclusions and make recommendations.

The research was carried out by reviewing the rich documentation of the programme, conducting a survey and undertaking an intensive two week field visit. The field research

¹ Terms of Reference of the evaluation are found in Annex 1

comprised interviews with key persons, attendance at a major retreat and visits to most municipalities. In the municipalities meetings were held with officials, elected members and civil society. Projects were visited in the field.

Main findings of the evaluation

The project had four main objectives and three components.

The four objectives are:

1 Sustainable development of partner municipalities through strategic and comprehensive planning interventions with particular focus on the environment

2 Enhanced local democracy through participatory and transparent municipal planning processes

3 Improvement of the physical environment through demonstration projects identified and designed through urban planning interventions

4 Strengthening of capacities of central level institutions

The components are:

- A. Support to smaller Serb-majority municipalities and selected other municipalities
- B. Further support to MuSPP2 partner municipalities
- C. Support to central level institutions

The project has been working in a difficult context. The main legal base of the work, the Spatial Planning Law, underwent a long process of change – leading to uncertainty and the need to revise and in some cases cancel projects. Local elections in late 2013 brought in many Municipalities change of leadership both political and technical – leading to the need to build new trust and capacity.

The work is on-going, so it is difficult for any of the objectives to be fully achieved at this stage. That assessment will be the role of the final evaluation. The report, however, does assess achievement at the time of the evaluation.

The evaluation concludes that **objective 1**, *sustainable development of the municipalities* is partially achieved but with good progress considering the situation. MuSPP3 has been doing an excellent job in helping to develop plans locally. Those interviewed expressed strong appreciation of the support and there is a good level of local ownership and understanding of the plans. Participative processes have been taken on board and the Capital Investment Projects (CIP) have proved very popular and have improved the environment. However, the capacities developed are still limited with only the larger municipalities having some degree of self-reliance. This is because many of the municipalities are too small to have significant own capacity. In addition changes after local elections have resulted in many cases of staff changes, particularly at head of department level.

The component A work with Serb majority and other selected smaller municipalities has been successful. The perceived neutrality of UN-Habitat has been important in minority communities. However, the issues of limited capacity faced by small municipalities still apply. Although confidence has been established in component A municipalities, this is a delicate and fragile situation and changes after elections have required a re-building of trust and capacity and this has taken a lot of effort. UN-Habitat's perceived neutrality has been important in success in this area.

Extended support in the component B municipalities which were already assisted in Phase 2 of MuSPP has also encountered strong challenges. Major changes in the laws governing planning

and implementation have meant that the “goalposts” have been moved. A lot of additional work is necessary for municipalities to meet the new laws and procedures. This has made some of the work redundant and has created an additional unexpected workload in helping municipalities adapt to the new challenges.

The changes in the context of the programme underline the need for a sustainable capacity to support municipalities, especially the smaller ones.

Objective 2 *Enhanced local democracy through participatory and transparent municipal planning processes* was also assessed as being partially achieved though again with good progress. Interviews and surveys indicated a strong support for participative planning. This appears to be strengthened by the success of the CIP projects of Objective 3

Objective 3 *Improvement of the physical environment through demonstration projects identified and designed through urban planning interventions.* This was partially, but nearly fully achieved. Very good progress has been made, but changes with elections have made for some delays. Support for transparent planning was demonstrated most strongly in the participatory development of the Capital Investment Programmes (CIP). The requirement for municipalities to contribute at least 50% of costs has helped build ownership.

Objective 4 *Strengthening of capacities of central level institutions* was partially achieved with very strong performance in some areas. The project focussed on a number of areas. An important area was support concerning the new planning laws and on developing standards related to implementation of the laws. Another useful role was played in facilitating and making inputs in discussions on planning and implementation. This included well appreciated work on visioning and gender mainstreaming. Publications on visioning and place making, based on experience in earlier phases and the current phase, were published as guidelines in English, Albanian and Serbian and have been made accessible via Internet

A significant breakthrough in integration was obtained by facilitating the retreat in Ohrid, Macedonia (March 2014), where new mayors from all communities came together to be briefed by MESP and MLGA on the implications of the new laws on Spatial Planning and Construction.

Conclusions and recommendations

The detailed conclusions and recommendations are provided in each chapter and brought together in Chapter 8 of the report. Here the broad lines are highlighted.

Overall, the programme has been doing excellent pioneering work in helping Municipalities to develop a capacity to plan and to manage their development. Municipalities appreciate the support and have a good understanding of the plans. However they still have weak ability to prepare or update new plans. Staff turnover and changes of leadership related to elections have made it difficult to build up sustainable capacity.

MuSPP has also introduced a practical and effective mechanism with the Capital Investment Projects which demonstrates the effectiveness of participative planning and helps to link priority programmes to Municipal Budgets. This also illustrates in a practical way the principles behind participatory spatial planning. It would be good to try to institutionalise the mechanism.

A problem, however, is that there is a need for ongoing support to Municipalities, especially the Serbian majority and other small and medium sized municipalities, but also the larger municipalities in the context of legal changes. MuSPP, as an externally funded project is not able to play that role on a sustainable basis. At present there is not a clear alternative support mechanism, though several organizations play some role in the area.

It is recommended that in the remaining part of the programme there should be a focus on helping to *formulate a strategy* to provide *sustainable support* to municipalities in spatial planning and to develop an *exit strategy* within this context.

Activities should include:

- Helping to develop a sustainable strategy for support to municipalities in spatial planning
- Preparing a project proposal for the development of sustainable mechanisms to support municipalities in the field of municipal spatial planning. This should include special support to Serbian and other selected municipalities
- Developing additional documentation to communicate the experience of the programme and provide guidance for Municipalities
- Adjusting the schedule for the remaining period and rounding off activities in a manner that best helps municipalities continue with minimal assistance
- Focus on activities which increase sustainable impact

Recommendation related to possible future project. A new project is recommended. It should consider a focus on *building the capacity of central and regional institutions* to work with a platform that would enable provision of the sort of support that MuSPP has been till now providing. In addition, *support should be continued to Serbian majority and other selected municipalities* in situations where perceived neutrality is important.

Finally, the MuSPP3 programme has been very successful in carrying out its work in sometimes difficult circumstances. Management and staff have shown commitment, flexibility and professionalism. Solid results have been achieved. The challenge is to achieve sustainability of support. For this it is important to use MuSPP experience to facilitate the ability of local institutions to continue this work.

The remaining period of the project is not sufficient to be able to undertake this work in a satisfactory manner, but a good start can be made. It is recommended that a new project be developed with the twin goals of i) building a support “platform” for municipal spatial planning and ii) providing continued support to Serbian and other selected municipalities where the perceived neutrality of UN-Habitat would form an important bridge to further integration.

Introduction

This evaluation was carried out during the third phase of the Municipal Spatial Planning Support Programme (MuSPP). The programme as a whole started 8 years ago in 2005 and phase 3 in 2011. The intention is to assess the progress towards project objectives, to look beyond the current project and to give the opportunity to adjust the work of the final months so as to maximise the sustainability of impact.

From the Terms of Reference:

UN-Habitat has been actively supporting Kosovo institutions and municipalities in the fields of governance, spatial planning and capacity building since 1999. The Municipal Spatial Planning Support Programme (MuSPP) is in its third phase, covering the period November 2011 - October 2014. The support programme is financed by the Swedish Development Cooperation, and is being implemented in twelve Kosovo municipalities, respectively in secondary cities (Peje/Pec, Prizren, Gjilan/Gnjilane, Ferizaj/Urosevac and Mitrovica) and smaller communes (Junik, Hani i Elezit, Mamusha/Mamusa, Gracanice/Gracanica, Partesh/Partes, Malisheve/Malisevo, Partesh/ Parteš and Rahovec/Orahovac). Support is also provided to the central level, primarily the Ministry of Environment and Spatial Planning and the Association of Kosovo Municipalities.

The UN-Habitat/MuSPP staff works locally with their municipal counterparts on a wide range of domains from spatial planning, capital investment projects, urban governance and development, housing and informal settlements to environmental planning, management and development control. The Pristina Office (PO) provides similar support to the central level as well as specialized support to the MuSPP field staff.

The location of the municipalities included in the programme is shown in Figure 1. The municipalities added for Phase 3 are shown in orange tone. These include Serbian majority and other selected municipalities which were chosen as a contribution to the process of normalising relations with Serbia and moving towards European integration.

Municipalities visited as part of the evaluation are highlighted.

The objectives of the evaluation² are:

The key objectives for undertaking the evaluation of the Municipal Spatial Planning Support Programme – phase 3 (MuSPP3) are to:

- a) assess the Programme's outputs and degree to which progress has been made towards achievement of the Expected Results/ outcomes;*
- b) examine the relevance, effectiveness, efficiency, stakeholders' ownership, internalization and sustainability as well as the impact of the Programme's methods and strategy and to identify challenges as well as opportunities;*
- c) propose priorities and recommendations for further deepening the final impact of the Programme and for widening the range of capacity building approaches and packages developed by the Programme;*
- d) identify the lessons learned and propose some recommendations and inputs for a next phase.*

² See Term of Reference, Annex 1

The evaluation's findings and recommendations are expected to be used in future planning and decision-making processes by the concerned national and local authorities, the Swedish Development Cooperation, UN-Habitat and other MuSPP stakeholders.

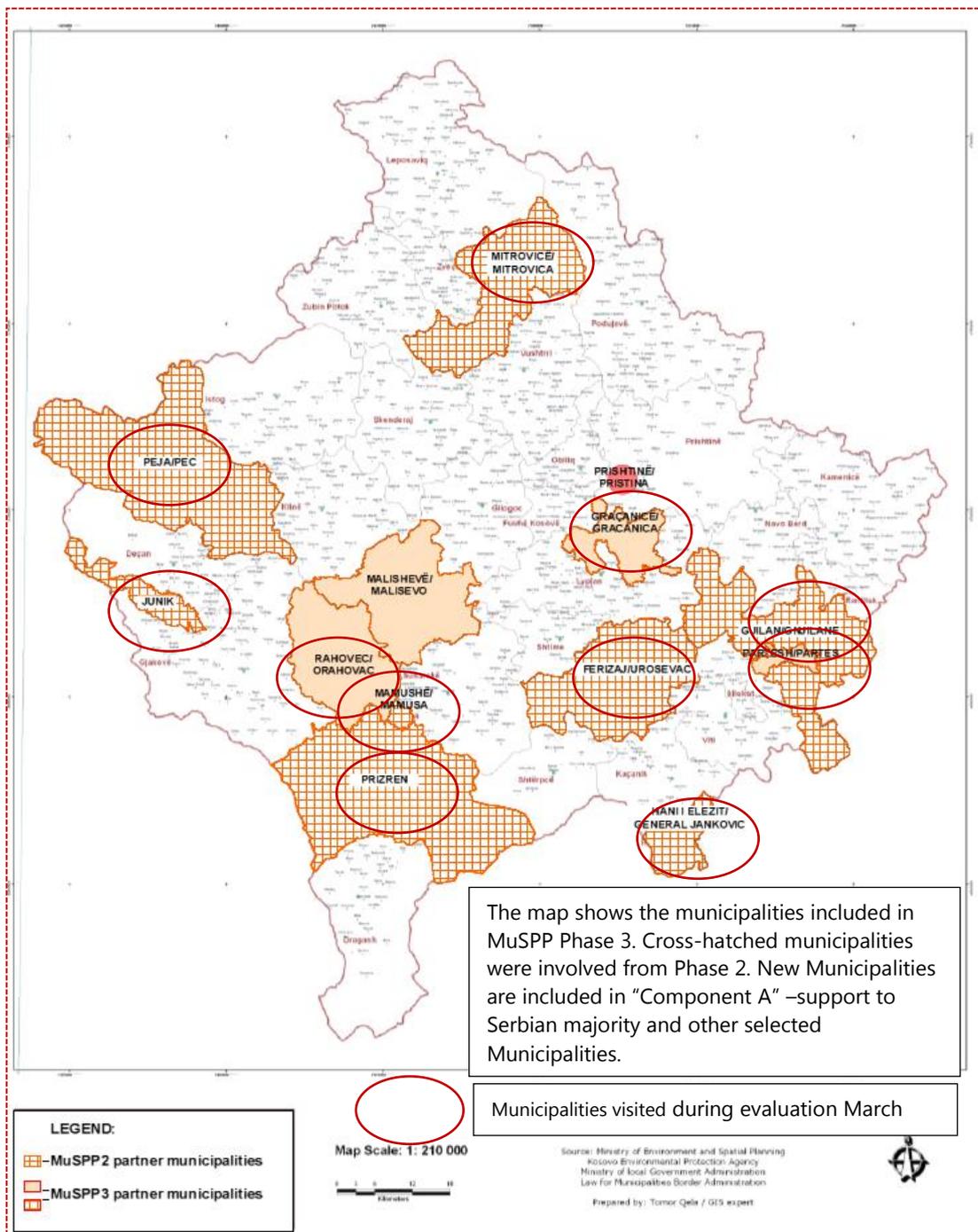


Figure 1 MuSPP municipalities and evaluation visits

The Project

The project is the third Phase of a programme to build capacity in spatial planning in Kosovo. It continues a line of support interventions by UN-Habitat in Kosovo starting after the conflict with Serbia. The present phase is intended to be the last in the series. It continues working with the municipalities from the second phase and extends support to Serbian majority and other selected municipalities. Although the evaluation is of Phase 3, the project can only be understood in the context of the earlier phases. The time line shown in Figure 2, on the following page, shows key dates for the project and also identifies some of the significant external events that have strongly influenced the operation of the project.

The project is described in the Terms of Reference as follows:

The overall development objective of MuSPP is to contribute to a sustainable development of Kosovo cities, municipalities and neighbourhoods through participatory methods that improve living conditions of all residents of the partner municipalities and help reduce poverty.

The specific objectives of the programme during phase 3 are:

- 1 Sustainable development of partner municipalities through strategic and comprehensive planning interventions with particular focus on the environment*
- 2 Enhanced local democracy through participatory and transparent municipal planning processes*
- 3 Improvement of the physical environment through demonstration projects identified and designed through urban planning interventions*
- 4 Strengthening of capacities of central level institutions*

Figure 2 shows the key dates of the 3 phases of MuSPP together with the preceding programmes. At the bottom of the figure are key dates of influential external events.

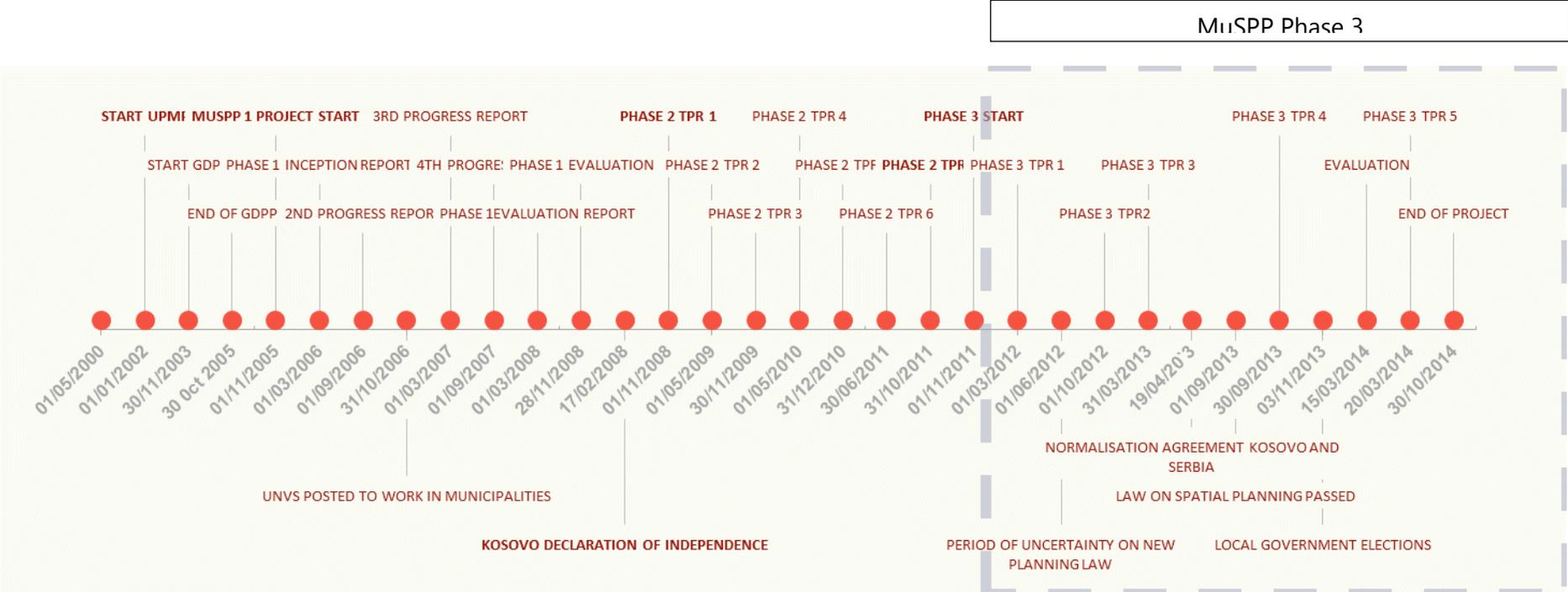


Figure 2 Time Line of key project dates for all phases of MuSPP plus key external dates

Evaluation design & methodology

The evaluation was undertaken by Forbes Davidson on the basis of Terms of Reference provided by UN-Habitat.

*The evaluation ultimately seeks to gauge the overall result of the efforts invested in the whole Programme, and particularly in the four components of the current phase, and in the cross cutting / integrated activities in order to achieve the Expected Outcomes.*³

Approach to the evaluation

The evaluation is an *in situ* evaluation. The project is not complete, so final achievement cannot be measured. Rather, the aim is to look at progress and to understand and learn lessons from the work undertaken. This aims to guide the final stages of the project and to look forward and assess if further activities would be useful. The essential framework for the evaluation is provided by UN-Habitat and uses the UN-Habitat Evaluation Policy which is closely linked to those of UN and OECD.

As far as possible figures are used to support the conclusions, but in order to understand the situation it has been important to combine these with perceptions of participants and objective observation by the evaluator.

Limitations of the evaluation

Some practical limitations influenced the design of the evaluation:

- The time available and human resource was limited – one person for 30 days including the field visit.
- The project is still ongoing– till November 2014. This means that it is still early for the achievement and impact of some interventions to be seen and very early to try to measure.
- The project is very complex, working at the local level with 12 municipalities, civil society organizations and at Central level with Government departments and the Association of Kosovan Municipalities.
- At both Central and Local levels a large number of different support interventions make it difficult to isolate which intervention led to which result.
- Very significant contextual changes took place in terms of local elections and the introduction of a new Spatial Planning law. Plans have been made to respond to these, but it is too early to show how effective the responses have been.

Given this environment it was important to try to tease out the big picture of what has been happening by critical cross-checking (triangulation). For example, it is normal for organizations receiving support to respond positively to surveys asking about appreciation of support. It is possible to cross check this by interviewing a number of different people in their institutions, “reading between the lines” of reports, and seeing projects on the ground. This “triangulation” in addition to drawing on professional experience makes it possible to develop a fair indication of what is happening.

This is also important when trying to assess what is known as *counterfactual* arguments – what would have happened if there had been no project⁴. As almost all municipalities have been

³ The Terms of Reference are included in Annex 1

included it is difficult to compare similar municipalities with and without project support, but there are some clues – for example there is a difference in capacity between municipalities which have only recently had assistance and those with a longer history.

Criteria used

The main criteria used are standard with the addition of *responsiveness*. They are:

Relevance⁵

This is primarily focused on the *relevance* of the project activities to the main beneficiaries – the partner municipalities and the Central Government institutions that support them.

Effectiveness

Effectiveness concerns the extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance⁶.

Within the framework of this evaluation, this entails examining the extent to which the identified indicators have been met, but also considering their implementation in a broad sense, given that the context has changed during the time of the project.

Efficiency

Efficiency concerns the question of whether the results could have been accomplished with less resources or whether more results could have been realised with the same resources. The main focus has been on the efficiency of the approach taken by the project, management and the utilisation of Programme funds.

Impact

UN-Habitat's evaluation policy uses the same terms as OECD and refers to impact as

Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended⁷.

In line with this, the ToR, emphasising the issue of impact, include questions such as:

What real difference has the project made to the beneficiaries? What is the extent to which the Project has contributed to positive changes? How did it influence the work of the implementing organization?

⁴ For discussion of application see Ferraro, P. J. (2009). Counterfactual thinking and impact evaluation in Environmental Policy. In M. Birnbaum & P. Mickwitz (Eds.), Environmental program and policy evaluation: Addressing methodological challenges. *New Directions for Evaluation*, 122, 75–84

⁵ OECD has defined relevance as *the] extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies* [OECD, Glossary of Key Terms in Evaluation and Results Based Management, Paris, 2002, page 32]. See also UN-Habitat, 2013. *UN-Habitat Evaluation Policy*,

⁶ OECD, Glossary of Key Terms in Evaluation and Results Based Management, Paris, 2002, page 20.

⁷ OECD, Glossary of Key Terms in Evaluation and Results Based Management, Paris, 2002, page 24. See also UN-Habitat, 2013. *UN-Habitat Evaluation Policy*, p3 paragraph 10

Sustainability

Sustainability concerns the question: what are the indications that the benefits of the project will continue after the project has come to an end? The evaluation also looked at the sustainability of the mechanisms set up by the project. For example, if assistance is needed on a long term basis, are the support mechanisms themselves sustainable?

Responsiveness

This looks at the extent to which the project has adapted to the significant changes in the external environment. For example, how did the project adapt to the change in the Law on Spatial Planning (LSP)?

Methodology: Data collection and analysis

For collecting data on the different evaluation topics, the following approaches were used:

- An initial basis for the evaluation was a *desk study* of project related documentation, including the project document, financial reports, as well as project progress reports, project related correspondence, evaluation documents and the recent review of Sida projects in Kosovo. The 6 monthly MuSPP report TPR5, dated March 2014, also includes a useful municipal needs assessment and a table with the status of all project interventions. In addition to these project related documents, a study was made of publications realised by the project, including training manuals, newsletters, and web site. An overview of the documents consulted is provided in Annex 3.
- Face to face *interviews* were held with staff from UN-Habitat in Kosovo, both in Pristina and in the field offices. In addition, interviews were held with representatives of a selected number of organisations that have participated in and/or benefited from the various project components, in particular with the Ministry of Environment and Spatial Planning and with mayors and staff in cooperating municipalities. Meetings were also held with representatives of civil society organisations that directly work with these institutions. An overview of people/representatives met, is provided in Annex 2.
- *Focus group meetings*, with discussions focusing on a limited number of key questions. These were held in the UN-Habitat office, informally in the Institute for Spatial Planning, in municipalities and during the retreat in Macedonia in March 2014.
- *Self-assessment questionnaire*. A copy of the self-assessment form is attached in Annex 4. A summary sheet is also in Annex 4. A total of 14 completed questionnaires were returned. This represents all municipalities which are part of the programme and in addition the Association of Kosovan Municipalities (AKM) and the Department of Spatial Planning (DSP). These are available on request. Results are used to back up conclusions in relevant sections of the report.

Field visits

Within the two-week field visit period, 11 of the 12 municipalities were visited. The field visits were important to give the opportunity to talk to staff and local people and politicians in their own environment, to be able to visit projects in the field and to be able to cross-check (triangulate) with information from the self-evaluation forms and from MuSPP reports.

The Ohrid retreat in March 2014 also gave the opportunity to hear the views of all mayors.

Central organizations were visited in the first 2 days and on the last day of the mission.

The schedule of visits and the names of people met is to be found in Annex 2. In total 15 persons were met and interviewed at central level and 116 at municipal level including civil society. The meetings and interviews were either with individuals or in focus groups. Some people interviewed individually were also in the focus groups.

An inception report, outlining the main evaluation questions and the proposed evaluation methodology was submitted to UN-Habitat, Kosovo prior to the evaluation mission.

Structure of the report

The structure of the report is as follows:

- Chapter 1 concerns the **relevance** of the project. The question raised in the ToR [question A] with respect to responsiveness to opportunity is addressed here as this refers to the ability of the project to remain effective in a changing environment.
- Chapter 2 concerns the issue of **effectiveness** [point B of the specific evaluation questions]. Project results are assessed in relation to the realisation of project *objectives* and will hence appear in this chapter. The presentation in this chapter closely follows the different objectives and outputs formulated in the project document.
- Chapter 3 concerns **efficiency** issues. Issues related to *finances* [point C of the specific evaluation questions] are addressed in this chapter since effective and efficient management of financial resources is conceived as a precondition for ensuring cost effective project implementation.
- Chapter 4 focuses on issues related to **outcomes and impact** [Point D].
- Chapter 5 is about the **institutional arrangements** [point E of the specific evaluation questions]
- Chapter 6 is about **sustainability** and aims to address topics such as whether the staff trained will continue to be available and whether there is an on-going capacity to provide support to Municipalities
- Chapter 7 is about **responsiveness** [point G in the Terms of Reference]. This has to do with both responsiveness to opportunities and also to threats – difficult situations that have arisen.
- Chapter 8 presents the **conclusions** and **recommendations** of the evaluation [Point H].

Each chapter includes an assessment and the recommendations which follow. The final chapter (Chapter 8) consolidates the assessment, draws out overall lessons and makes broad recommendations integrated from the earlier detailed recommendations.

The annexes include:

- Terms of Reference of the evaluation [Annex 1]
- An overview of people interviewed and institutional visits [Annex 2]
- Documents that have been consulted [Annex 3]
- Self-evaluation questionnaire [English] [Annex 4]
- Project document (ProDoc) for MuSPP3 [Annex 5]

Chapter 1: Relevance of the project goals and strategy

This chapter aims to give a broad review of the relevance of the project in terms of its role in the development agenda⁸. In this, there are important questions:

- Are the Project's adopted strategies still valid?
- Did the Project have a comparative advantage in the sector?

- Are the rationale of the programme and its objectives still valid?
- Were there changes in the project context during implementation?
- Were there changes in institutional and partner priorities?
- Is the Programme relevant in relation to Kosovo's EU integration process?

1.1 Relevance of the approach of the project

The approach broadly aims to improve the quality of life in settlements in Kosovo. It has the following focal areas:

1. Preparation of development plans with a particular focus on environmental quality
2. Development of capacity for plan making and implementation
3. Use of transparent and participatory approaches
4. Use of modest investment programmes to stimulate support and provide tangible benefits
5. Support to the central institutions who long term have to support local government

In addition to the focal areas, the approach used by the project uses the following main concepts:

- a. A learning by doing approach where in-house mentoring support is provided over an extended period to promote local ownership and capacity
- b. Support over extended periods, typically a number of years
- c. Documentation and dissemination of key experiences
- d. A gender balanced approach

Relevance of the focus on development planning

The planning of investment and the control of informal areas are critical issues in Kosovo. UN-Habitat involvement makes sense, as they have been working intensively on this since the start of setting up the urban and regional planning system. Development planning is essential if infrastructure investment is to be provided efficiently. It is also very important if the substantial private investment in property development is to yield well-functioning and sustainable settlements.

The recent change to the planning law, and the requirement to update plans does not negate the importance of work in this area. Although the details of the law have changed, the earlier experience is still valuable as a base.

Inclusion of awareness raising and technical guidelines on how to plan in such a manner as to take on board gender issues as well as issues of youth, the elderly and other minorities is highly relevant. It is easier to achieve broader integration of vulnerable groups through inclusion in the planning process rather than trying to adapt plans which have already been approved.

⁸ Relevance to the UN-Habitat policy and strategy is not included. However, it is noted that MuSPP is aligned with UN-Habitat's Medium-Term Strategic and Institutional Plan, Focus Area 2: Participatory Planning, Management and Governance.

Relevance of focus on capacity development and integration in ongoing planning and project development

Capacity development in the planning and management of urban development is widely regarded as a very important and strategic area. Kosovo, because of its history, has relatively weak and inexperienced municipalities. Building their capacities is vital for the ongoing development of the country, for the provision of services for citizens and for economic development. There is international recognition that it is not only an issue of building capacity, but also of maintaining it. The project's performance in this area is discussed in Chapter 6 on sustainability.

The “learning by doing” approach has been a hallmark of the programme. It allows approaches which are highly tailored to both the capacity of the institution as well as the individuals concerned. The strong aspect is that it is an excellent way of working. The weak side is that it is a very intensive way to use resources, and if the trainee staff involved leaves there is a risk of limited institutional memory. The challenge is to capture the lessons and make sure they can be available beyond the existing project phase. In some cases support has already been given over a substantial number of years.

Integration of capacity development into the planning and development process is widely considered to be a sound approach. MuSPP is a good example of international practise in this area.

The efforts to document some of the experiences are important in terms of the accessible memory of the programme.

Relevance of focus on transparent and participatory approaches

The focus of the planning approach is as much on the *process* of planning as on the development of the final document. This is important to ensure wide participation in planning and the building up of ownership. It also builds in a degree of checks and balances in the process as objectives are widely known. The relevance of having a plan depends not only on the technical quality of the plan but particularly on the way the plan is implemented. This includes the way the plan is used as an input to decision making; on its role in guiding investment and also its use as an instrument to control development.

The gender-based approach is particularly significant when designing participatory processes in planning – as the involvement of a wide range of groups helps ensure relevance of the plans.

Relevance of focus on *Capital Investment Programmes* (CIP)

Urban planning can be a rather abstract activity as there is initially nothing to be seen apart from a rather thick report. Linking it to very visible and tangible projects which themselves demonstrate the principles of participation, co-financing, design and public benefit provides a series of valuable potential gains, and is thus highly relevant. The CIP projects developed have typically been related to small but useful public spaces. These are described in Chapter 2.

Relevance of focus on support to Central Institutions

The long term support for municipalities is the responsibility of central institutions including the Ministry for environment and Spatial Planning (MESp), the Ministry of Local Government Administration (MLGA) and the Association of Kosovo Municipalities (AKM). This means that sustainability of support depends mainly on central institutions. In addition, central institutions are responsible for disseminating guidance on the implementation of the new Spatial Planning and associated laws⁹.

⁹ Conclusions based on review of progress reports for TPR reviews and interviews with directors of DSP and ISP and the experience of the evaluator.

In addition involvement of universities is important to ensure that learning from projects is researched and built into long term education – important to feed future planners, engineers and managers into the system. Sustainability of the achievements of MuSPP depends on the ownership and capacity developed by central institutions, so it is essential for the project to engage with them in a meaningful way.

Relevance to Kosovo's EU integration process

The programme deals with some very important aspects related to EU integration. The work on development planning is closely aligned with EU planning practise. Interviews held with senior government officials during the March 2014 retreat in Ohrid, Macedonia highlighted appreciation for the value of the pioneering work with Serb – majority municipalities. The very retreat at Ohrid, Macedonia showed the value of the neutrality that UN-Habitat is perceived to have. UN-Habitat has been able to carry out this bridging role because of the nature of as an organization and also because of the capacity and credibility that it has built up over an extended period. The *weakness*, especially of the new small municipalities, and the early stage in the support process makes it very important that a sound strategy of follow-up support is developed before the end of the current project.

Maintaining Relevance - the flexibility to adapt

Kosovo is rapidly changing and the programme needs to be able to adapt to maintain its relevance. The biggest changes during 2013 were the introduction of the new laws on spatial planning and construction, and local elections. This subject is picked up in Chapter 7 where responsiveness is the main topic.

The project has responded flexibly to these changes, putting forward a strong series of comments on the draft of the new Law on Spatial Planning to try to achieve amendments to the draft laws¹⁰. It later worked cooperatively once the new law was passed. It is inevitable that the detailed programme would have to change in these circumstances, and management and donors have showed themselves to be responsive in these circumstances.

1.2 Assessment of the relevance of the project

On the basis of the above review, overall the project is seen as *very relevant*. It is addressing issues seen both locally internationally as being very important.

The overall strategy is sound as far as the form of support to local government during the project is concerned. The emphasis of the support to central institutions (Objective 4 component C) however, has been on issues to do with the introduction and instruments for implementation of the new planning law and construction law. There has been only limited attention given to working with central institutions to build their capacity to support municipalities in spatial planning and environmental protection. There is no clear plan to develop a sustainable support strategy for local government, especially small municipalities, to replace the work that UN-Habitat has been doing. This was not an explicit objective of the project, but is important in terms of an exit strategy for the programme.

The strong points are seen as:

- Excellent approach to integrating capacity development with participatory planning for municipalities

¹⁰ On the basis of review of the 6 monthly reports by MuSPP for the TPR and interviews with heads of planning organizations in central government

- Strategically useful and motivating small projects (Capital Investment Projects or CIP) which provide useful services while also being motivating for those involved and providing an opportunity to build capacity including motivation and credibility.

However challenges are seen as:

- More attention is needed to work with central institutions to build some form of support platform/s which can provide ongoing support to especially the smaller and weaker municipalities and particularly Serb-majority municipalities which are important for integration, both within Kosovo society and wider European integration.

1.3 Recommendations

The recommendations arising from this assessment are aimed to ensure the longer term relevance of activities – this is a subject returned to in the chapter on sustainability.

Specific recommendations are:

- The focus of efforts in the remaining period of the project should be on linking the experience of the project to efforts to establish sustainable support to all municipalities in the fields of spatial planning and environmental management
- Work with the Ministries of Environment and Spatial Planning and Local Government Administration and also Kosovo Association of Municipalities to develop a support strategy for municipalities
- Work on developing a follow on programme which could a) support the capacity development strategy in general and b) the Serb-majority and other minority municipalities in particular
- The present efforts to support activities providing support on the introduction of the new Law on Spatial Planning should continue.

Chapter 2: Effectiveness

Introduction

This chapter discusses the issue of effectiveness and addresses the activities carried out, results accomplished and whether, on the basis of these results, project objectives have been realised. The chapter is structured around the project's main four objectives and the outputs that were envisaged under each of them, with a brief assessment per objective.

The main questions raised in the Terms of Reference were:

Did the activities contribute to the achievement of the expected outcomes?

- What were actual or expected achievement of objectives at the time of the evaluation?

The project is organized according to 4 main objectives and 3 components¹¹. The objectives or expected accomplishments are:

Objective 1: Contribute to sustainable development of partner municipalities through strategic and comprehensive planning interventions with particular focus on the environment

Objective 2: Enhancement of local democracy through participatory and transparent municipal planning processes

Objective 3: Improvement of the physical environment through demonstration projects identified and designed through urban planning interventions

Objective 4: Strengthening of capacities of central level institutions

The level of achievement is assessed as being achieved/ partially achieved or not achieved. As the project is still underway it should not be expected that many elements are fully achieved.

The **components** are:

- A. Support to smaller Serb-majority municipalities and selected other municipalities
- B. Further support to MuSPP2 partner municipalities
- C. Support to central level institutions

The settlements are identified in Figure 1. To keep in line with the project's logical framework this chapter is also organized according to the original objectives and components. In order to avoid that the report becomes too molecular, it will not attempt to assess every project, action and outcome for each settlement. This has been done in the rather complete recording of progress in the 6 monthly reports¹². Instead, the evaluation aims 1) to verify broadly the reporting of the project and 2) to assess the value of what has been achieved both in terms of success and in terms of challenges or problems. The original logical framework of the project is found in Annex 6.

The MuSPP programme has been implemented through a series of projects, each of which is given an individual sequential project number. Thus projects in one municipality may be numbered P22, P54 according to when the project was started. There is detailed reporting on these projects classified according to Municipality and project number. A summary is given in Table 1 organized by component.

¹¹ ProDoc MuSPP phase 3 p11

¹² The most recent report is that prepared for the TPR5, March 2014. It contains useful status reviews for all projects within the programme.

Chapter 2: Effectiveness

Table 1 Status of MuSPP 3 projects (source of data- TPR5 report March 2014)

project number	Name	2012	2013	2014	status	comment
Component A Municipalities -Serbian majority and other selected municipalities started in Phase 3						
P27	MDP Gracanica					
P28	SEA of MDP Gracanica					
P32	SEA for MDP Partesh					
P33	P33 MDP Rahovec					
P34	SEA for Rahovec MDP					
P35	CIP schoolyard upgrading Rahovec					
P36	MDP and zoning map Malisheva					
P37	SEA for Malisheva MDP and zoning map Malisheva					
P55	CIP Mirushe Green Corridor Malisheva					
Component B Municipalities - partners in Phase 2 and 3						
P1	CIP Zatra Green Boulevard Peja					
P2	Rugova & National Park Study Peja					
Pr 3	Peja MDP Revision					
P4	SEA for MDP Peja					
P5	Prizren MDP and Zoning Map					
P6	SEA for Prizren MDP					
P7	CIP Upgrading Lidhja e Prizrenit Squar					
P8	MDP/UDP Revision Mitrovica					on hold
P9	CIP Lushta River Mitrovica					on hold
P11	Ferizaj MDP Revision & Zoning Map					
P12	CIP Green Corridor Ferizai					
P13	GIS Training/Network Design					
P14	Solid Waste Man. Plan Ferizai					
P50	SEA for MDP/Zoning Map Revision Ferizai					
P18	URP HiE Centre & Park Hani Elezit					
P19	Water Man. Study Hani Elezit					
P20	GIS Training/ Network Design Hani Elezit					
P48	CIP{ Schoolyard and road Hani Elezit					
P51	MDP revision Hani Elezit					on hold
P59	Solid Waste Management Plan revision Hani Elezit					
P61	CIP Public spaces and water supply in villages Paldenica and Gorance/ Hane Elezit					
P22	Moronica Park CIP Junik					
P23	Solid Waste Man. Plan Junik					
P49	Moronica Park Environmental Study					
P52	Junik MDP Revision					
P25	MDP and Zoning Map Mamusha					
P26	SEA for Mamusha MDP					
P53	CIP "Improvement of public spaces" Mamusha					
Component C Support to Central Authorities						
P38	URP Guidelines					cancelled
P39	URP Guidelines					cancelled
P40	URP Guidelines					
P56	Municipal Assembly Information & Training					
P47	Planning Standards technical norms in spatial planning					
P44	Guidelines Gender					
P58	SEA Guidelines					
P57	SEA for National Park					
P60	Zoning Map Working group					
P41	Spaces-Places & Visioning					
P42	Information management & website maintenance					
P43	Culture Tour					
P46	World Urban Forum 2012					
	key					
	work undertaken in period					
	status March 2014 on going					
	status March 2014 complete					
	status March 2014 cancelled					

2.1 Objective 1: Contribute to sustainable development of partner municipalities through strategic and comprehensive planning interventions with particular focus on the environment

Objective 1/A: Sustainable development through planning, Component A – Support to smaller Serb-majority municipalities and selected other

According to the project document [page 11]; “This project component will provide support to smaller Serb-majority municipalities established under the Ahtisaari Plan and selected other municipalities, through the roll-out of municipal spatial planning support along the lines of MuSPP2.”

municipalities

This objective was planned to be met by activities A1.1 to A1.8, which refer to forms of support to the municipalities to develop their plans. For detailed description of the activities refer to the Project Document¹³. The progress of project implementation is detailed in the reporting for TPR5¹⁴. The aim in this section is to provide an overview of the extent to which the activities planned were carried out, and more importantly to what extent they have resulted in the outputs, outcomes and impact which was the aim of the project. It should be noted that it is progressively more difficult to measure impact the further away from the original action. This is because additional factors outside the control of the project come into play. Thus, for example, training may be given, but capacity in a municipality can be lost by staff leaving. Participation may build up support for a line of action, but elections can result in major changes in staff and in commitment. The evaluation seeks to get as realistic a picture as possible, it does this by combining figures, observations, listening and common sense.

The essence of this component is to build capacity in small municipalities to prepare their Municipal Development Plans (MDP's). Newer areas related to environment, including preparation of SEA's have also been undertaken. The approach taken has been to second a planner paid by the project to work with local staff and to develop the plan in-house. The logic is that this builds local capacity and also builds understanding and ownership of the plans. The progress by municipality is illustrated in Table 2.

Table 2 Progress of MuSPP 3 component A municipalities (source TPR5 reporting, March 2014)

Municipality	MDP update	SEA	Zoning Plan	CIP	Other/notes
Gracanica			n/i		
Partesh			n/i	n/i	MDP/SEA awaiting consent
Rahovec			n/i		Orig. MDP Outsourced Adjustment of plans needed
Malisheva					Orig. MDP Outsourced but no output work done on conversion to

¹³ Project Document MuSPP phase 3

¹⁴ Report for TPR 5, March 2014 has a clear table showing progress on individual projects

					new LSP	
Completed project		In progress		Not yet started		n/i=not included

This process has been carried out with a good measure of success (Table 2). The long term results, however are difficult to monitor because the elections of November 2013 resulted in substantial changes, including the heads of departments, changing, and in one case the removal also of most files. In these situations the term “institutional memory” takes on a new meaning. It does raise the very important issue of sustainability of the capacity developed by the project. This is discussed further in Chapter 6.

An important aspect of capacity development is that the “in-house” support provided by UN-Habitat is mainly from Kosovan staff (see Annex 2). This is admirable, and contrasts with the early phases of the MuSPP when support staff were mainly expatriate. There is an issue, however, with the level of payment to local staff compared to low salary government staff. This is discussed further in Chapter 5 “Institutional Arrangements”.

This objective is assessed as *partly achieved* with a good level of success so far despite a difficult situation. Limited staff means that some resources will need to be hired in or shared. The change in the Spatial Planning Law has meant redundant work and delays.

Objective 1/B: Sustainable development through planning: Component B – Further support to MuSPP2 partner municipalities

According to the project document, the following was planned [page 1]:

In Component B the current partner municipalities will remain for further cooperation within areas selected on a needs basis and where fitting into the overall scope and structure of the project. Sustainable development, environmental considerations, capacity building and good governance will be the key characteristics of the agreed projects as specified in MoUs to be formulated.

This component has focussed on continued support to municipalities which partnered in MuSPP 2 (Figure 1). Some of these, in turn were involved in the first phase of the programme. The emphasis in these municipalities has been on work complementary to the original MDP production, including working on new areas such as Strategic Environmental Assessment (SEA), developing projects (CIP) and helping to develop the use of Geographic Information Systems (GIS). In addition, with the advent of the new law on spatial planning there are the requirements of updating the plan, developing zoning plans and being much more active in terms of implementation. Progress is illustrated in Table 3 which shows progress in some of the key areas. **Error! Reference source not found.** shows progress in all areas.

Table 3 Progress of MuSPP2 and 3 Municipalities (source: report for TPR 5, MuSPP April 2014)

Municipality	MDP update	SEA	Zoning Plan	CIP	Other/notes
Peja			n/i		
Prizren			n/i		Completed before new LSP
Mitrovica					On hold
Ferizaj	n/i				GIS train/net
Gjilan	n/i	n/i	n/i		Housing profile
Hani Elezit			n/i		URP ; water man study;

Municipality	MDP update	SEA	Zoning Plan	CIP	Other/notes
					Basic GIS training; Solid waste man SEA not adapted to LSP
Junik		n/i			Solid waste plan Env. study
Mamusha					Guide to Managing Development in Mamusha

Completed project  In progress  Not started  n/i not included

Objective 1/B is, at this stage, still has to be assessed as partly achieved but substantial progress has been made in difficult circumstances... Not all of the originally aimed at work will be possible to achieve. In-house development of plans has helped develop ownership but staff numbers are low and it is not realistic to build a full capacity. Help in managing consultants is a good initiative in this situation. Progress on development of SEAs is good. GIS development is slow linked to limited staff and lack of budgeting for equipment and software.

2.2 Project Objective 2: Enhanced local democracy through participatory and transparent municipal planning

In the logical framework of the project document the following is described as the intervention logic “..strengthen central and local level institutions as well as stakeholder groups for support to the participatory and inclusive planning process at all levels. This process would lead to improved and inclusive municipal and urban development planning, which takes into account the needs of both men and women and results in strategic plans, and establish processes which will give direction to rational public and private investments and sustainable municipal and urban development. This will also lead to improved governance.”

This objective area is very much focussed on the process of planning – particularly that it is participative; that care is taken how stakeholders are chosen and how the process is managed.

The main means of enhancing the participatory process is by three ways of working:

- a. The “*coaching*” by the technical support staff in using the participatory process of planning
- b. The *organization of training courses* – the most significant one being the “Visioning”¹⁵ workshop.
- c. The *documentation of experiences*, the most significant of which are the publications “Making places” “Visioning” and “Gender Mainstreaming”
- d. The access to information via the *web site*

These are discussed first in general terms. Following this, the main components of the programme relating to objective 2 are examined.

a) The *coaching* approach to capacity development

¹⁵ These workshops are a key part of the planning process. Many were held in earlier phases. A visioning workshop took place in Malishevo (April 2012 in cooperation Friedrich Ebert Foundation - source report for TPR2 2010Oct 2012)

This is the main means of capacity development and has already been discussed in relation to objective 1. The interviews suggest enthusiasm with the approach. It can be seen as one of the very strong aspects of the MuSPP programme. From the self-evaluation survey results shown in Figure 3, it can be seen that appreciation of respondents is very high. This was supported in the interviews during evaluation visits.

For smaller municipalities the support has at times been shared between municipalities. The interviews indicated that this sharing of support is also appreciated and that there is also the additional benefit of cross-fertilization of experiences. The level of appreciation is a little less than for full time support, but still very positive Figure 4.

b) Training courses and events

A number of training workshops and events has been held including:

- Training events (see Table 4) Visioning – held as part of the MDP planning process
- Gender mainstreaming in Spatial Planning Processes (with Friedrich Ebert Stiftung)
- Study visits
- Retreats (e.g. Ohrid, Macedonia March 2014)

Table 4 lists the training events held, participant groups and numbers. It also records the gender participation. Quality of training had to be assessed via interviews and the self-evaluation study as there are no end of course evaluation figures or formal follow-up monitoring after training. The survey of capacity carried out by MuSPP and reported in 5th Progress Report in 2014 gives indications of the current capacity, but this is difficult to connect directly to the training activities.

From interviews the Visioning workshop which is an important part of the MDP planning process was often mentioned as being very useful, especially for civil society to learn how to get involved in participatory planning. Many of these visioning workshops were held in earlier phases of the project, but it is worth highlighting the comments.

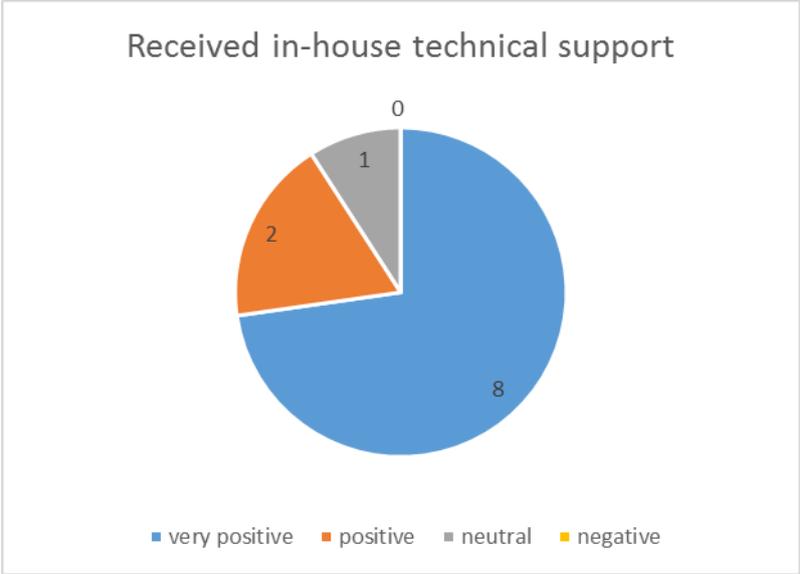


Figure 3 Appreciation of in-house support (self-evaluation survey 2014) with number of respondents from total of 11 receiving in-house support

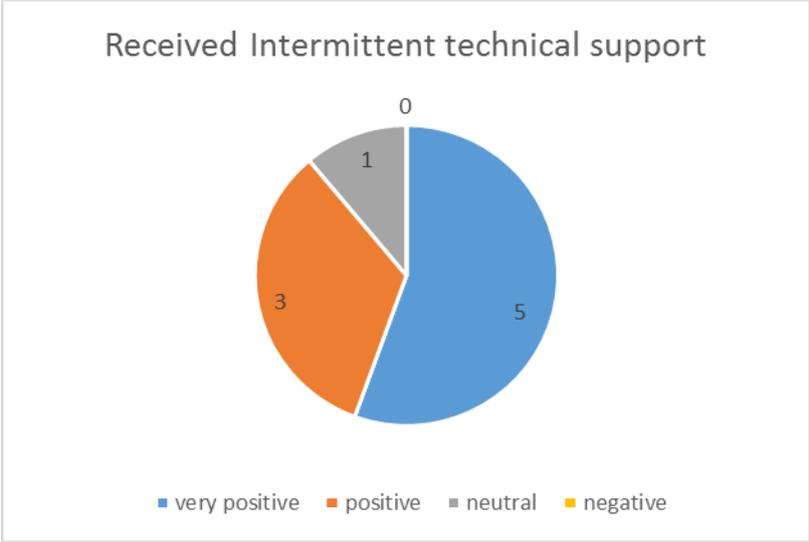


Figure 4 Appreciate of intermittent technical support (source: self-evaluation study March 2014) with number of respondents from total of 7 stating they receive this form of support

Chapter 2: Effectiveness

Study visits were valued as giving exposure to high quality urban development and providing a stimulus for involvement. In evaluation interviews they were mentioned as providing stimulation of new ideas and also as being motivating for those involved. In the self-evaluation 7 of 12 strongly endorsed the value.

Table 4 Training events held in MuSPP Phase 3 (source: communication from MuSPP May 2014)

Name of the activity	Number of participants		Participant groups	Age groups	Gender participation
Planning Implementation Workshop – March 2012	60	Central	Municipal staff, Central level staff	Different age groups, working age	45% women 55% men
Simbio City seminar and workshops - May 2013	125	Central	Municipal staff, Central level staff, Planning Professionals	Different age groups, working age	35% women 65% men
Round Table Debate on Gender Equality – May 2013	140	Central	Representatives from MESP, MLGA, AGE, University, AKM, Kosovo Municipalities, Civil Society	Different age groups, working age	75% women 25% men
World Habitat Day '13	80	Central	Municipal staff, Central level staff, Planning Professionals,	Wide range of age groups	40 % women 60 % men
World Habitat Day '12	50	Central	Municipal staff, Central level staff, Planning Professionals, UNKT	Wide range of age groups	45 % women 55 % men
Assembly Committee's hearings (Committee for Agriculture, Forestry, Environment and Spatial Planning) on Draft Law on Construction - 6 meetings	15 – each	Central	Kosovo Assembly Members, AKM	Wide range of age groups	40 % women 60 % men
Public debate on Draft Law on Spatial Planning and Draft Law for Treatment of Constructions without Permit (organized by Assembly of Kosovo)	50	Central	Relevant stakeholders	Wide range of age groups	50 % women 50 % men
Assembly Committee's hearings (Committee for Agriculture, Forestry, Environment and Spatial Planning) on Draft Law on Spatial Planning - 8 meetings,	15 – each	Central	Kosovo Assembly Members, AKM	Wide range of age groups	40 % women 60 % men
Assembly Committee's hearings (Committee for Agriculture, Forestry, Environment and Spatial Planning) on Draft Law for Treatment of Constructions without Permit - 5 meetings	15 participants	Central	Kosovo Assembly Members, AKM	Wide range of age groups	40% women 60% men
Consultation meetings with MESP on Draft Law on Spatial Planning - 5 meetings	6 participants - each	Central	MESP officials,	Wide range of age groups	50% women 50% men
Working Group meetings on Draft AI for MDP - 6 meetings	12 participants - each	Central	MESP representatives, USAID programme, EU project	Wide range of age groups	50% women 50% men
Sub-group meetings on Draft AI for Municipal Zoning Map - 5 meetings	6 participants	Central	MESP representatives, USAID programme, EU project	Wide range of age groups	40% women 60% men

Name of the activity	Number of participants		Participant groups	Age groups	Gender participation
Workshop on Gender Perspective on Spatial Planning	36	Central	Representatives from MESP, MLGA, AGE, University, AKM, MuSPP partner Municipalities, Civil Society	Wide range of age groups	65% women 35% men
Support group on “ Guidelines for Gender Mainstreaming”	6	Central	Relevant stakeholders, PM office on Gender balance,	Wide range of age groups	100% women
Round Table on Mobility and Planning and Activities	110	Central	Officials from Kosovo Municipalities, Representatives from MESP, public enterprises of public transport, Ministry of Infrastructure	Wide range of age groups	20% women 80% men
GIS training for Municipal Officers	27	Training	Municipal Officers, UN-Habitat/MuSPP officers	Wide range of age groups	40% women 60% men
Project Management Training	28	Training	Municipal Officers, UN-Habitat/MuSPP officers	Wide range of age groups	40% women 60% men

c) Documentation

Publications

Two main publications were produced aimed to share the experience of the programme. They are:

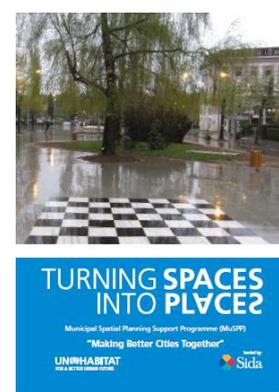
“Visioning as participatory Planning Tool, Learning from Kosovo Practices” UN-Habitat 2012 89 pages including appendices. This is the documentation based on a series of workshops on visioning held between 2007 and 2011 and produced to provide both institutional memory and support for future activities in the area. It is attractive, well produced and with very practical content. Its accessibility (in English) is very good as it is free to download. Translation has been made to Albanian and Serbian and these are also available to download.



The second publication is “Turning Spaces into Places” UN-Habitat 2011 62 pages. It was based on guidelines developed for the CIP projects and is illustrated by the projects completed by the end of 2011.

Gender mainstreaming guidelines are expected to be produced before the end of the programme. They have already been the subject of considerable discussion and feedback.

Documentation produced from MuSPP1 included urban design public, review of municipal and spatial and urban plans, informal settlements and visioning. Also, under MuSPP1, 8 newsletters were issued. Materials are all still available on the web site and provide a useful reference.



The on-line documentation is a very valuable resource. Materials are available in English, Albanian and Serbian.

d) Communication: Web site

The web site <http://www.unhabitat-kosovo.org/> is well organized and kept up to date with useful news items and access to the documentation made during the different phases of the programme. The site is available in all three languages.

The use of the site is illustrated in Figure 5. It shows that use is significant – the line for total visits ranges from 8,640 (August 2013) to 16075 (March 2014) visits per month. Analysis of the most downloaded materials¹⁶ indicates that some 80 -90% % are in English – indicating international use, but significant materials are downloaded in Albanian –variable – but 5-10% seems typical and Serbian -1-5% seems typical.

The significance of this is that it is a well-used resource both locally and internationally. It has the potential, if maintained of helping in the sustainability of the impact of the programme. The number of downloads of the main publications were not analysed by MuSPP, though they would be a useful indicator. A rough analysis showed monthly downloads ranging from 0 to 38 copies. Table 5 shows the number of downloads per month and by language. It was not possible to link to location of download. This should be analysed to find out how much demand is local. In addition there appeared to be significant downloads of local planning documents – again more detailed analysis would be rewarding.

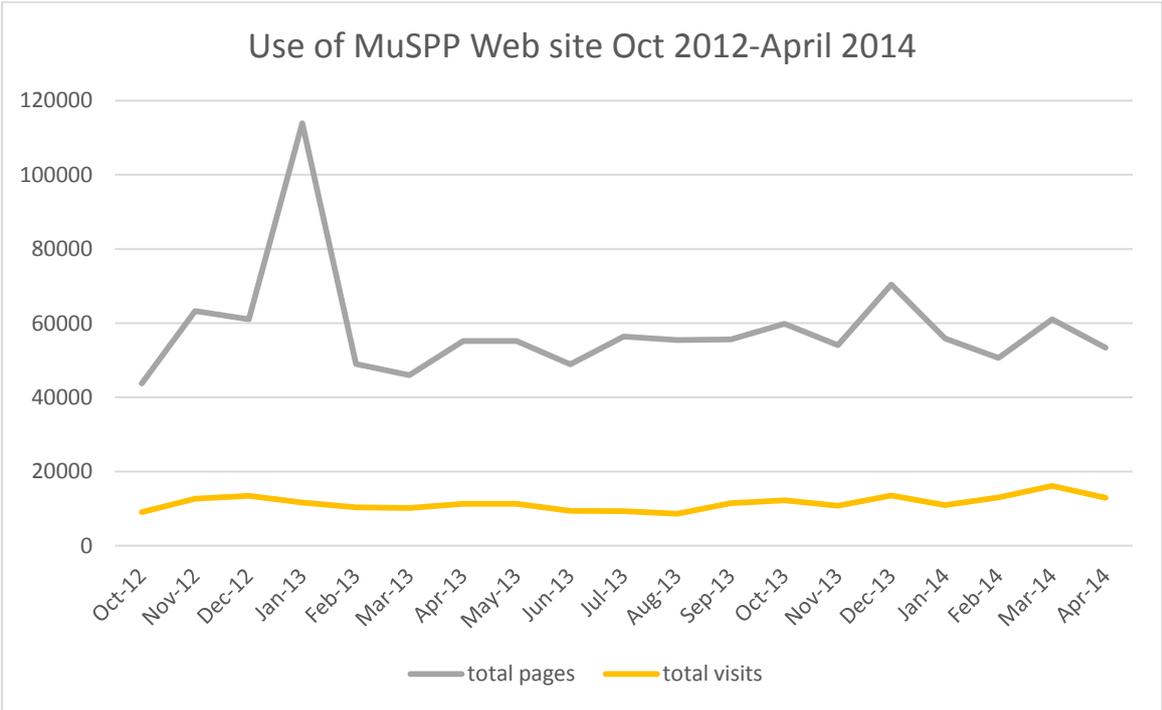


Figure 5 Use of the MuSPP web site October 2012-April 2014 (source: statistics from MuSPP management provided May 2014)

¹⁶ This was a light analysis of the materials. An in-depth analysis by MuSPP is recommended to provide a base for decisions on the future of the web site.

Table 5 Downloads of main publications by language

Title and language	Date range available	Estimate downloaded copies
Visioning - English	Oct 2012- April 2014	374
Visioning- Albanian	May 13-April 2014	89
Visioning- Serbian	May 2013-April 2014	47
Spaces into Places - English	April 2013-April 2014	369
Spaces into Places - Albanian	April 2013-April 2014	15
Spaces into Places -Serbian	April 2013-April 2014	15

The download figures indicate a lot of international interest in the main publications, but also that there is significant interest in the Albanian and Serbian versions.

The objective of *enhanced democracy* has been *partly achieved* with very good performance in terms of broad acceptance of participative and transparent approaches. It is not possible for a project of this kind to totally change institutional culture, but it has demonstrated the possibilities of open and inclusive approaches and stimulated expectations of civil society.

Objective 2: Enhanced democracy. Component A – support to smaller Serb-majority municipalities and selected other municipalities

Active participation of civil society in inclusive strategic planning and policy development process and institutionalised

Of the four new small municipalities, Rahovec already had an MDP prepared by consultants. This gave a challenge in how to develop a plan in a participative manner. Malishevë initially outsourced the work, but it was not started. The MDP is now being prepared in-house with MuSPP support. In the remaining two municipalities, local staff was strongly supported in developing the plan.

In the self-evaluation all four municipalities strongly agreed with the statement *Participative planning is the best way of working for all municipalities*

In Partesh the comment was given: *“Participatory planning facilitates smooth implementation of the decisions; it raises the awareness of the municipal population on the development and environmental protection; gives the participants the feeling of the ownership”* (self-evaluation survey March 2014)

In Rahovec: *“Participative planning is always needed during the planning process for all projects. This type of process affects to foresee all the needs of participants in project during the planning process, also creates a sense of ownership towards their respective project where supervision and maintenance after the project is better and longer term”* (self-evaluation survey, March 2014).

The participative process was also used in the development of the CIP projects in the four small municipalities. Working at this level enhances participation as projects are concrete and in many cases have involved schoolchildren, teachers and parents¹⁷.

There was strong positive feedback on participation in the Visioning workshops¹⁸. In discussions with civil society groups¹⁹ this event was highlighted as an “eye opener” where knowledge was gained but also where a participative approach was used and where useful skills were learned.

¹⁷ The CIP cases visited in the evaluation in Rahovec, Hani Elezit and Mamusa involved school teachers, pupils and parents.

¹⁸ The experience is detailed in the publication *Visioning as a Participatory Planning Tool, Learning from Kosovo Practice*, D’Hondt, 2012. Workshops were held during earlier phases of the programme and also during Phase 3 in Maleshevo in May 2012 over 4 days. The workshops were mentioned during interviews with both civil society and municipal planners as having been very useful in understanding the planning process and building ownership of the plans..

¹⁹ In each evaluation visit to Municipalities there was a meeting with local civil society representatives – see Annex 2.

The objective in the component A municipalities at this stage is still *partly achieved*. There is a good progress despite the external changes, but original aims will be to be reduced. There is apparent high acceptance of participative and transparent approaches, but delays related to elections and the new Laws have made the original schedules difficult to achieve. It will take time to work with new elected members and officials.

Objective 2: Enhanced democracy, Component B – continued support to MuSPP2 municipalities

The participatory approach appears to be well accepted, although, as with the component A municipalities, there was limited opportunity for this in the situation where the MDP was developed by external consultants. The self-evaluation in all 12 municipalities rated the importance of participation in planning to be very high. Comments on the self-evaluation question on participation included:

“We believe that we are all qualified for the right direction. We all have ambitions to have a city - the perfect municipality with sustainable development. We, as experts, may not know what is the real problem of the city but we can find the answers from the citizens facing city problems, at the community, other interest groups, while we need then to create a balance in one plan, which within a specified period will be implemented and will serve the community, through the identification of priorities to improve the welfare of life for every family aiming to implement as best as possible the principles of good local governance.” (Peja, self-evaluation)

Again, participation in the CIP process appears to have been very valuable on the basis of statements made during the evaluation interviews. Two examples are given below under Objective 3 which deals with the CIP projects.

The objectives at this stage are still *partly achieved*. Progress is good with mainstreaming of participatory approaches in activities but not all original targets will be possible to be met. Where CIP has been undertaken successfully it can be used also as an example of the application of participatory and transparent approaches in the capacitation of new elected members and staff.

2.3 Objective 3: Improvement of the physical environment through demonstration projects identified and designed through urban planning interventions

The strategy of the programme was to use the planning, design and implementation of physical environmental improvement projects to *build capacity* in participative planning and project implementation in addition to the *physical benefit* to the municipalities and its citizens. The projects were co-financed to at least 50% by the municipalities which ensured commitment of the municipalities and highlighted the importance of linking planning to budgets. This has led to delays in some cases, but it has been worth the effort for the exercise to be taken seriously in the context of building self-reliance. The experience is assessed in the two components: A – support to Serb majority and other selected municipalities and B – Municipalities with continued support from MuSPP 2.

Objective 3/A: Demonstration projects, Component A- support to Serb majority and selected other municipalities

The process of developing CIP projects has been undertaken in 3 of the 4 communities. The status of all CIP projects in the Component A municipalities is shown in Table 1 and Table 2.

All communities who have received or will receive financial support considered the CIP projects to be *extremely useful*²⁰. In the interviews conducted with municipalities as part of the evaluation members of civil

²⁰ Self-evaluation questionnaire, March 2014

society organizations were present. The responses to questions during the focus group meetings suggested that a good process had been undertaken with benefits in participative governance, education and capacity development and also in the completed projects visited. MuSPP staff consider the CIP process to be very valuable.

Comparing to the strategic and integrated planning, partner municipalities have been more easily engaged in the CIPs and eager to take responsibilities for the CIP tasks. The reason for this is presumably more tangible tasks, shorter time between design and implementation and immediate impact of their work. Generally, this component of the Programme constitutes a great incentive to municipalities²¹

In the evaluator’s view this statement fits well with feedback from the self-evaluation survey and interviews.

In Rahovec a good meeting was held with the Municipality staff, the Habitat Spatial Planner/ Field Officer and teachers and pupils at the school where the CIP project was located. A total of 21 people attended²². Development of the project involved students researching options, teachers and parents providing guidance, and teachers and professional staff working with pupils of budgeting. Enthusiasm was very high. This appeared to be linked especially to the enthusiasm and creative participation of the students, the teachers and the municipal staff. Students had used internet and social media to access ideas. These were further developed related to budget with the help of teachers and municipal staff. The project when visited with the main stakeholders was in the process of implementation.

Table 6 Rahovec CIP based on interviews and site visit -evaluation mission March 2014

Rahovec CIP project schoolyard upgrading elementary school Xerce	
<p>Meeting in municipality of Rahovec, March 2014, evaluation visit, to discuss civic society input in the CIP project to make the schoolyard into a sporting and recreational space for the school and local community.</p>	
<p>Field visit –Xerce inspecting progress with students, teachers, municipal and supporting staff. The project appears well designed and the knowledge and enthusiasm of the students concerned was impressive.</p>	

At this stage the objective is still *partly achieved* but progress is good. Where possible, completion of CIP projects should be seen as a priority because of their strategic value.

From the evaluator’s experience, this should be seen as a very important aspect of the programme. The projects demonstrate many of the important principles and practices promoted overall in MuSPP in a tangible way. This can be used then as an important means of communication and building of credibility.

²¹ MuSPP3 TPR5 March 2014
²² See Annex 2 for the list of participants

Ultimately these small projects should lead into working with more significant strategic investments, but that is beyond the scope of the current project.

Objective 3/B: Physical demonstration projects Component B, continued support to MuSPP2 municipalities

The concept of the small development projects with co-funding from the municipality has also been popular with the municipalities with a longer working relationship (Component B). The status of the CIP projects in Component B municipalities is shown in Table 3. All of the municipalities rated this part of the support very high²³. This was reinforced by the interviews during the evaluation visits where considerable enthusiasm was shown for the projects. Typically they are small projects improving both the environmental quality and especially the quality of the social use of space.

As an example, Hani Elezit is a small municipality which has a completed CIP project and is working on another. The civic society representatives were from business and schools. A schoolyard project has been designed, but is not yet in implementation. An earlier project to improve the space outside the municipality has been very successful, and is well used. See Table 7 for notes and photographs.

Table 7 Hani Elezit site visit and CIP March 2014

Hani Elezit CIP participation and earlier completed project		
<p>Han Elezit public space before and after the CIP project. Photos courtesy of Sami Stagova MuSPP planner in Hani i Elezit</p>		
<p>Completed CIP project in use. The space in front of the Municipality has changed from a car park to a well-used public space.</p>		
<p>Civil society – teachers and pupils involved in planning the new CIP schoolyard project.</p>		

²³ See self-evaluation, March 2014 – all rated it in the most positive category

Hani Elezit CIP participation and earlier completed project	
<p>Staff and support Hani –Elezit.</p>	

Table 8 Field visit and CIP project Ferizai March 2014

CIP projects Ferizai	
<p>Ferizai. Discussions with civil society. The gender balance was part of the discussion. The evaluator was assured that there was normally female representation.</p>	
<p>Ferizai implemented CIP project. This takes an integrated approach and provides a walking route, sitting and play area and also tackles issues of flooding.</p>	

CIP projects Ferizai		
<p>Ferizai. The picture to the far right shows the river having been treated as purely a flood management solution without additional benefits. This was outside the project. The other images show how the project has integrated engineering with social and environmental goals and also improved safe walking and cycling routes</p>		
<p>Ferizai. Plan for the green corridor and information board. Implementation has started.</p>		

Other CIP projects were visited in Junik, Peja and Mamusha. A brief note of observations is provided together with site photos. CIP projects were also visited in Mitrovica from MuSPP phase 2. Mamusha is a Turkish majority community under component B. One small public area has been developed and a second, in a schoolyard is about to be started... Overall there are 8 CIP projects in phase 3 of which 2, in component B municipalities, are completed²⁴. One is on hold and two have not been agreed.

As with objective 3/A the objective is still *partially achieved*. Progress has been slower than initially planned, but there is a lot of enthusiasm again, as for the component A municipalities, this should be seen as a priority to try to complete within the time span of the project.

²⁴ The report for TPR 5 (March 2014) reports *The Programme has accomplished the improvement of the physical environment of the municipalities which have completed their CIPs (2). In municipalities yet to implement their CIPs (8), the results will also upgrade urban facilities and services, i.e. improved mobility, safety, access to water/ public spaces, enhanced and restored environment.*

Despite continuous efforts, the Programme has not succeeded in developing CIPs in two partner municipalities due to the lack of municipal commitment and allocation of funds for co-funding. Furthermore, in one municipality, the Programme has jointly developed and designed a CIP to improve urban mobility; however, the new municipal leadership decided to delay the provision of funds for the CIP.

2.4 Objective 4: strengthening the capacities of central level institutions (this objective is restricted to component C)

According to the project document [page 2] “Under Component C the Project will be instrumental in supporting the Ministry of Environment and Spatial Planning and the AKM in matters concerning for example policy and strategy development. An important part of this is also to assist in the knowledge exchange between the central and local level particularly with respect to the experiences from the implementation of Components A and B, which are linked to the competencies of the Ministry and the Institute of Spatial Planning.” and [page 14], : “This project component will provide continued support to central level institutions dealing with policies, norms and standards related to spatial and urban planning, informal settlements, urban management and the environment.”.

The MuSPP programme, since Phase 1 has included a role to help strengthen the capacities of central level institutions. The main institutions involved have been:

- Ministry of Environment and Spatial Planning
- Ministry of Local Government Administration
- Association of Kosovo Municipalities
- University of Pristina

In addition UN-Habitat liaises with donors and donor coordinating bodies. This aspect will be returned to in chapter 5, Institutional Arrangements.

The progress in specific projects within MuSPP can be seen from **Error! Reference source not found.**, page 14. A major change has been that work done on guidelines related to the previous planning law has become redundant and new work has been taken on related to operation of the new law.

There are a number of areas of cooperation. These are:

- i. Areas of cooperation where both sides contribute knowledge and expertise
- ii. Areas of technical support where a new area of expertise is required which UN-Habitat can contribute –This has been important in the field of environment e.g. on SEAs, and on the introduction of the new law on spatial planning.
- iii. Building capacity to undertake the support role currently being carried out by UN-Habitat
- iv. Facilitating exchange of information and expert inputs both between levels of government and also between peers.
- v. Provision of a *neutral* source of support accepted by minority groups. This is the area in which UN Habitat has been able to play a vital and well appreciated role in support of minority municipalities by working between the Ministries and municipalities and in providing a neutral forum for events. The Ohrid retreat, for example was highly appreciated by Central Ministries in the sensitive area of normalisation and unification²⁵.

MESP and MLGA

The evaluation is based partly on review of the documentation but mainly on the results of key interviews with senior officials in MESP and MLGA.

From the interview with the permanent secretaries of MESP and MLGA there was expressed a strong appreciation of UN-Habitat’s work, both in support to municipalities but especially in terms of the special role being played to support minority municipalities and to be able to host neutral events. The interview was at the Ohrid retreat focussing on the new laws of Spatial Planning and Construction for the new mayors. The meeting was very successful and represented a breakthrough in relationships.

²⁵ From interviews with General Secretaries of MESP and MLGA at Ohrid, March 2014

There was a strongly expressed interest in the idea of the development of a platform that would be able to provide the sort of support that, up to now, has been mainly provided by UN-Habitat²⁶. The detailed form of this requires further discussion and detailing²⁷. In the opinion of the evaluator there is a potential to have a number of local platforms within Kosovo. These could serve a group of mainly smaller municipalities and could coordinate support from a number of sources. These could include ISP, DSP, more advanced municipalities, AKM, private sector and the University. The modalities of such support need to be discussed and worked out, but a function of this type will be necessary to provide sustainable support for Municipalities.

Institute for Spatial Planning

The Institute for Spatial Planning was established with support from UN-Habitat. Its function is to provide a key source of expertise for preparing and supporting the preparation of spatial plans. MuSPP has provided support to ISP in the area of National Park planning and Strategic Environmental Assessment (SEA), particularly related to planning for the Bjeshkët e Nemuna National Park Spatial Plan. This work is highly appreciated.

A feeling was expressed that ISP should be seen more as a partner of MuSPP and less as a recipient of support. For example, in the past MuSPP worked more with ISP in the running of visioning workshops. More recently, though it has invited ISP to some events, but has not worked as a partner in a way that helps build capacity of ISP to undertake the work the MuSPP is currently doing. It should be noted also that a recent study supported by EU underlined the importance of the role of ISP in supporting Municipalities in the field of spatial planning²⁸. It also concluded that the institutional location of ISP within the Environment Directorate was inappropriate. In the context of an exit strategy the future role of ISP to undertake a significant part of the present MuSPP work should be discussed.

Department of Spatial Planning

The Department of Spatial planning is concerned with the operationalization of the planning law. They have support from MuSPP on this, and this is well appreciated²⁹. The Department itself has a very limited staff capacity to be able to play a strong role in future, though the demands related to the new planning system impose serious pressures which will increase as the new system becomes operational. During the interview an interest was expressed in support for municipality planning via a network of local platforms.

Association of Kosovan Municipalities (AKM)

The Association of Kosovo Municipalities (AKM) is an organization which also has the potential to provide or help to organize support for municipalities. In earlier phases of the programme it was seen as a key partner, but cooperation has not been very active recently³⁰. Unfortunately it was not possible during the evaluation to arrange a meeting with a representative of AKM, though a questionnaire was completed as part of the self-evaluation survey.

Long term, however, they should be seen as an important partner in the sustainable development of capacity for planning and management of settlements in Kosovo.

²⁶ This was discussed in the interview with the General Secretaries and was also raised by the Director of the Department of Spatial Planning

²⁷ In the evaluator's understanding this concept has not been worked out in detail

²⁸ Pujo, L., Gay, D. & D, Á.G., 2013. *Institutional Support to the Ministry of Environment and Spatial Planning (MESPP) for Kosovo*, EU Kosovo, Pristina, Kosovo.

²⁹ Based on interview with the director and self-evaluation response

³⁰ Based on interviews and reports for TPR meetings.

University of Pristina

The University of Pristina was involved in plans to develop a Masters' programme in urban management during earlier phases of MuSPP. They did not materialise due to lack of commitment on funding. More recently discussion have taken place on student involvement in projects, but again this did not happen. Issues of insurance were mentioned as the reason not to proceed.

2.5 Assessment

The *strong points* are seen as:

- Setting up an excellent system of capacity development support
- The building of capacity at local level during the process of plan making
- Support to minority municipalities
- Ability to hold *neutral* events such as the Ohrid retreat
- The innovative and creative use of the CIP projects to build capacity and credibility and to demonstrate the power of a good participative approach
- The use of good Kosovan professionals as a major input in the programme
- The development and running of useful training events, especially the *Visioning* workshop for civil society and technical staff
- The publication of high quality and relevant documents
- The running of a good quality and well used web site, ensuring access to documentation
- Running of well assessed training (especially *Visioning*) and study visits
- Support to the centre on policy, planning law and plan implementation standards

However *challenges are seen as*:

- It was difficult to keep on target due to the significant changes with local elections
- Change in the legal framework has meant significant changes in work programme at both Central and Local levels. Centrally it included cancellation of work on guidelines related to the previous laws. Locally it has meant the need to work on support for the new laws.
- MuSPP has become the main source of support to municipalities on development planning and this has created a *dependency on the MuSPP* without there being a clear strategy to help build an alternative. This is a key area which requires focus during the remaining period of the programme.
- The relatively high salaries UN-Habitat pay means that they are able to attract good local staff, however it is difficult for Ministries, Local Government or Universities to compete.

In terms of the overall effectiveness of the programme the assessment is that the objectives are at this stage in the project *partly achieved*. This is mainly because the project still had 8 months to run but also partly because the major changes in the external context has caused a considerable increase in the work required and cause delays in planned timing of implementation. Guidelines are being prepared on Gender Mainstreaming, technical norms in spatial planning and Strategic Environmental Assessment. This work is important and should be finalised. The area that needs more focus is that on strengthening capacity to support municipalities in the manner that MuSPP has been doing.

2.6 Recommendations

The key points arising from the review of effectiveness are that the programme is excellent in many ways but that it needs to change course so as to facilitate the exit of the programme and the transition to a potential new programme. Key aspects include:

- Existing work programme with Central support should continue but with a new activity to work with MESP and MLGA to develop a strategy for sustainable support to municipalities
- On the basis of the strategy adjust work in the final stage in a manner that facilitates bridging to a new support system

- Develop a project proposal to support transition to a new capacity support model
- The work programme to support municipalities should be reviewed to allow support to be finished at clear points. Increased use of sharing resources between municipalities should be considered. This would allow testing of models of support that are likely to be more compatible with future patterns of working. It would also free up time to work on documentation of experience.
- Increase focus on good quality documentation of results
- Scheduling should be reviewed and budget neutral extension considered

Chapter 3: Efficiency

This chapter looks at the efficiency with which the project has been implemented, with particular focus on the use of project funds. It is based on financial data provided by UN-Habitat³¹. As far as efficiency is concerned, the evaluation has particularly used value for money, co-financing and the management of finances, procedural issues and reporting as indicators.

3.1 Financial system and management

MuSPP operates under the Financial Regulations and Rules of the United Nations which has a strong set of controls and which is well audited. Information is entered in Kosovo and good quality information is available for project management and for auditing. Decisions below the level of \$75,000 for the purchase of goods and services can be authorised locally by the CTA, and this has speeded up and simplified local procurement.

The Agreements of Cooperation (AoC), that outline the cooperation modality between MuSPP and partner municipality for co-funding CIPs, still need to be approved in Nairobi, and this process gives rise to some delays, which can be a sensitive matter when dealing with local government.

Salaries are paid according to the standard UN system which means that staff are paid well relative to local salaries, but modestly related to international salaries.

The financial situation is reviewed as part of the 6 monthly tri-partite review, at which time adjustments can be proposed and are normally supported.

The budget is developed in US dollars, the system used by UN and converted to Swedish Kroner. The fluctuation in the exchange rate is monitored and may require adjustment. In the case of under-spending, surplus may also be proposed to be used for a budget-neutral extension. However, this is not automatic. In the case of MuSPP 2, the surplus was returned to Sweden.

For projects such as CIP, there is a clear procedure. Local procurement specialist monitors the CIP procurement procedures and controls the evaluation processes. The Auditor General of Kosovo carries out the final audit on site of each CIP separately to determine the conformance of all aspects. The Kosovo CTA has been delegated the authority to sign Agreements of Cooperation up to the amount of USD 25,000. For AoCs above this amount the approval from Nairobi is still required.

As regards project management, the evaluator observes that the project has been well managed. Documentation has been complete and timely. The explanation of what has happened and what is planned is clear. This has been documented and presented two times per year for the tripartite review meetings between MESP, Sida and UN-Habitat.

At CTA level, the transition between Ms Krystina Galezia and Ms Gwendoline Mennetrier appears to have gone smoothly³². This has been assisted by a competent management system which has built up experience over a number of years.

³¹ Informal Financial Report and Budget, March 2014

³² Based on interviews and the ongoing activity of the programme

3.2 Finances general

The main funding of the project is from Sida. The total proposed budget for Phase 3 of MuSPP is planned at \$4,571,340 over three years. This figure was later revised to \$ 5,542,466, equivalent to SEK 37,600,000. The actual budget and expenditure to date is summarised in Figure 7 and Figure 8.

The evaluation is not an exercise in accountancy – there are well developed and controlled systems in place. Rather it tries to look at the broad picture of what is happening and to assess whether the process seems to have been managed well and whether there is reasonable value for money.

To illustrate the flows of funds and where they have been used the project budget was analysed as shown in the Sankey diagram Figure 6. This shows lines proportionate to amount of money transferred.

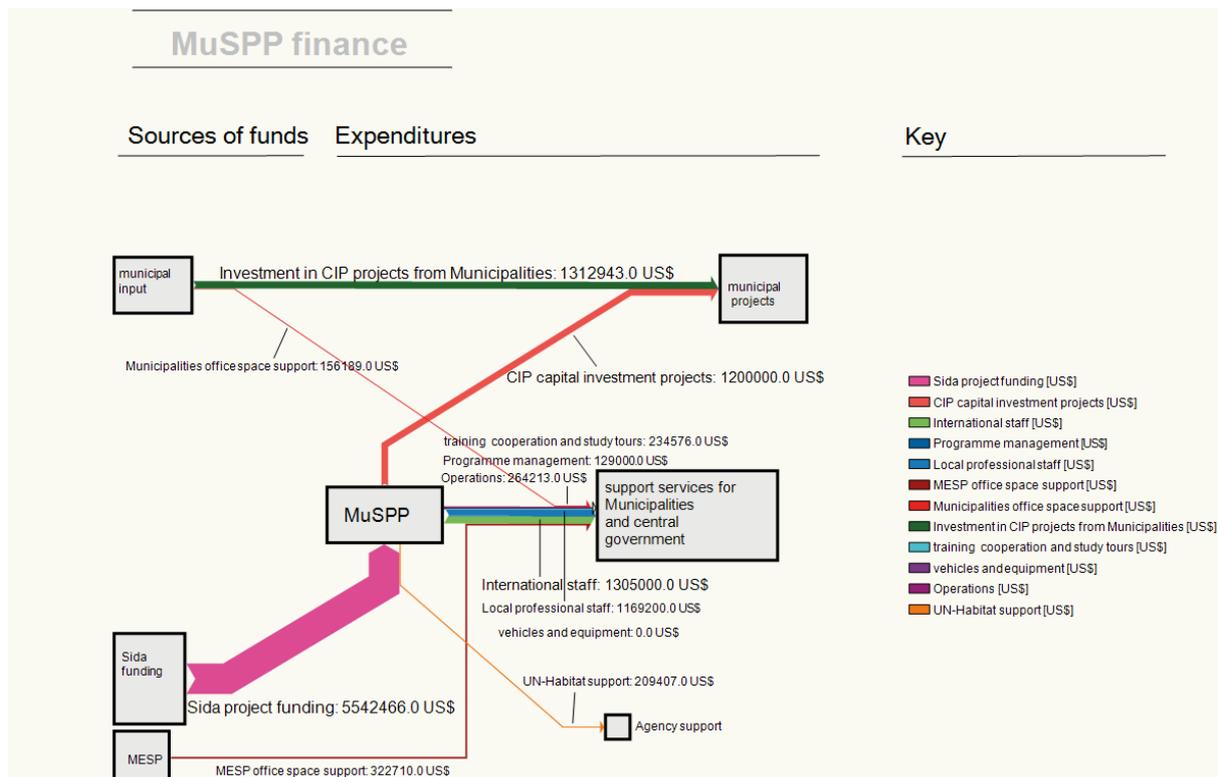


Figure 6 Diagram of financial flows in MuSPP at April 2014 (source: Informal Financial Report and Budget April 2014 and estimate of municipal and MESP contributions)

The diagram indicates sources of funds on the left and their destinations on the right. Significant from this is the investment from municipalities themselves in the CIP projects.

The project funding has varied over the length of the project due to changes in exchange rates. The balance of expenditures has also changed.

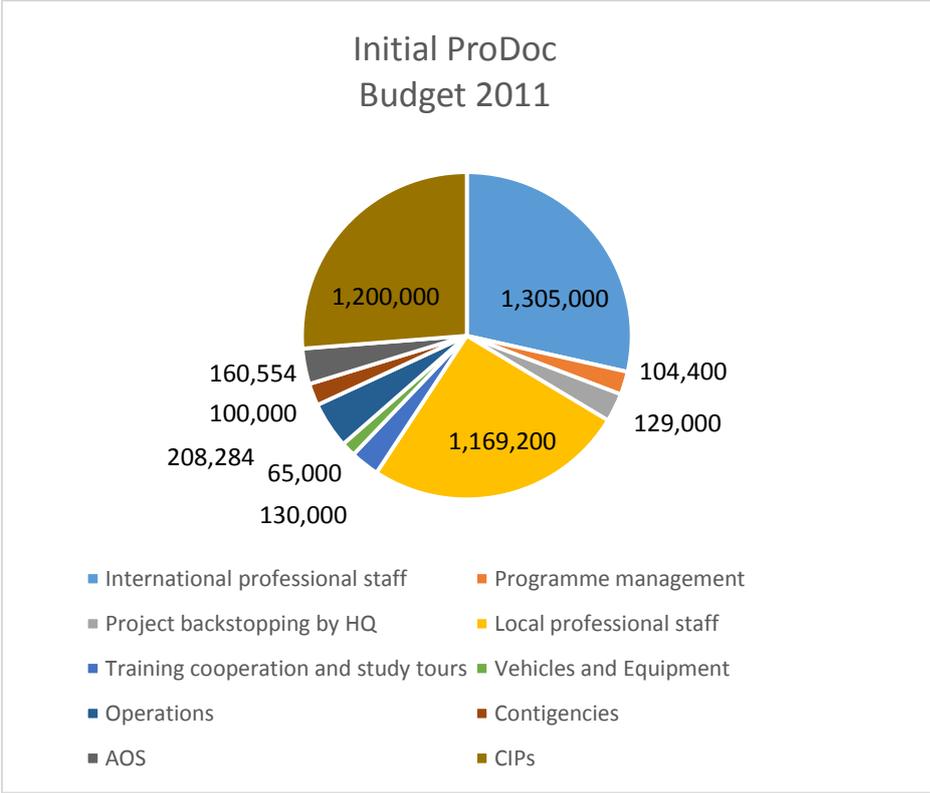


Figure 7 Initial Budget from Project Document 2011. Figures are in \$US

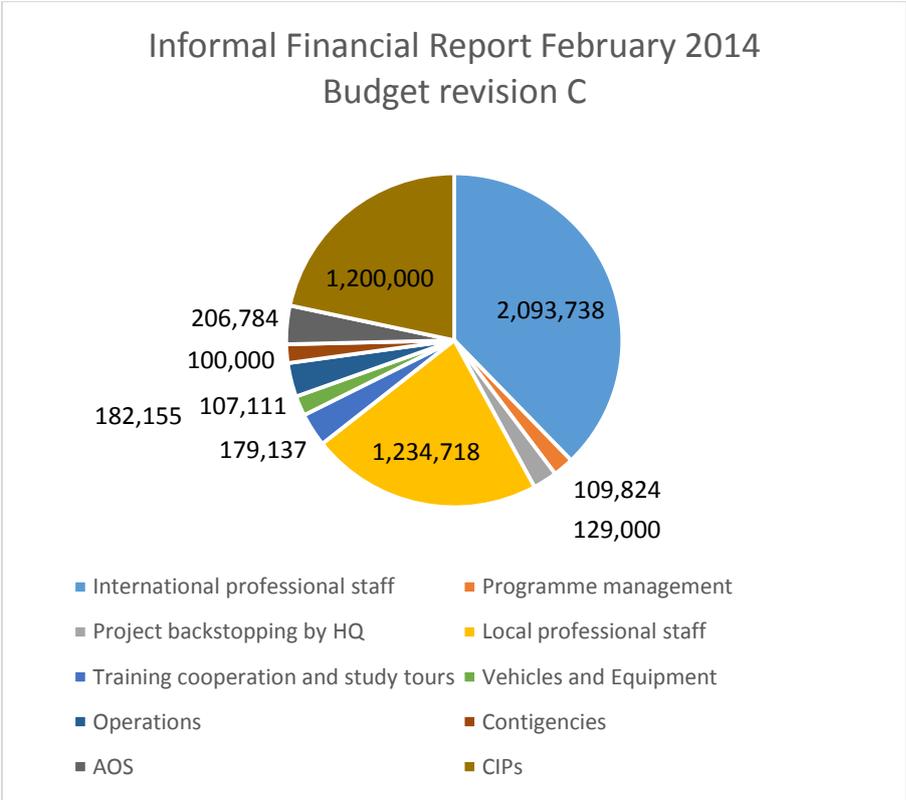


Figure 8 Budget from Informal Financial Report Feb 2014. Figures are in \$US

Figure 7 and Figure 8 show the change in balance over the project from the initial conception. The most significant change is the proportion of international staff costs. The explanation given for this was mainly related to additional requirements for staff, higher salary costs than initially estimated and increased number of working months during the project duration, as well as additional needs for specialized international consultancies. The extra costs were accommodated from an increase in total funding from the Donor (Table 9).

3.3 Value for money – co-funding

The programme has used a number of approaches to get good value for money:

- Co-funding of the project
- Making good use of Kosovan professionals
- Co-funding of CIP projects
- Cost sharing of events.

Co-funding of the programme

The main funding of the programme is from Sida. There are in addition significant resources input by both central and local government. Over the course of the programme the inputs areas shown in Table 9.

Table 9 Contribution to MuSPP³³

Contributions	Budget \$US
Sida – funding of main project costs over 3 years-proposed amount	\$4,571,428 later revised to \$5,542,466
Support for accommodation MESP	\$ 107,570 per year - \$ 322,710 total
Support from municipalities for accommodation	\$ 52,063 per year - \$156,189
Input from municipalities –co-funding of projects	\$1,312,943
In addition key training events have been co-funded with other organizations e.g. Friedrich Siebert Stiftung	

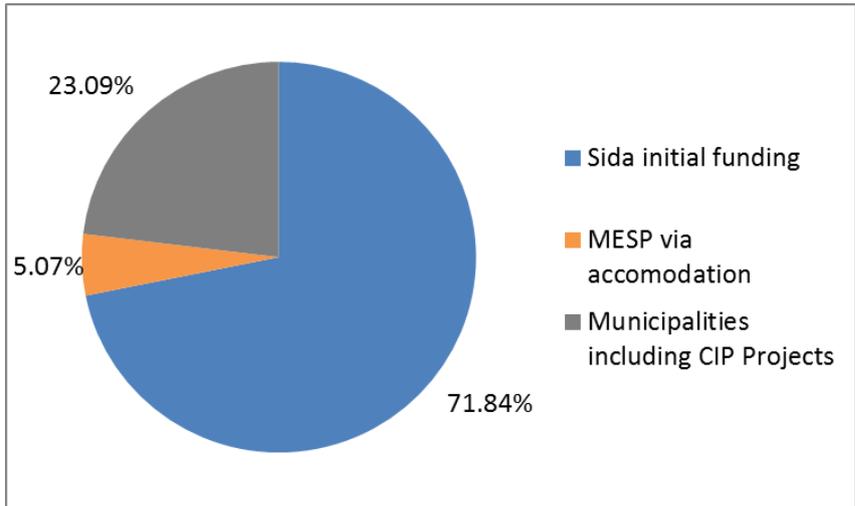


Figure 9 Sources of funds initial project budget MuSPP3 (source: figures from MuSPP3 management)

³³ Source: communication with Artan Rexhepi, April 2014

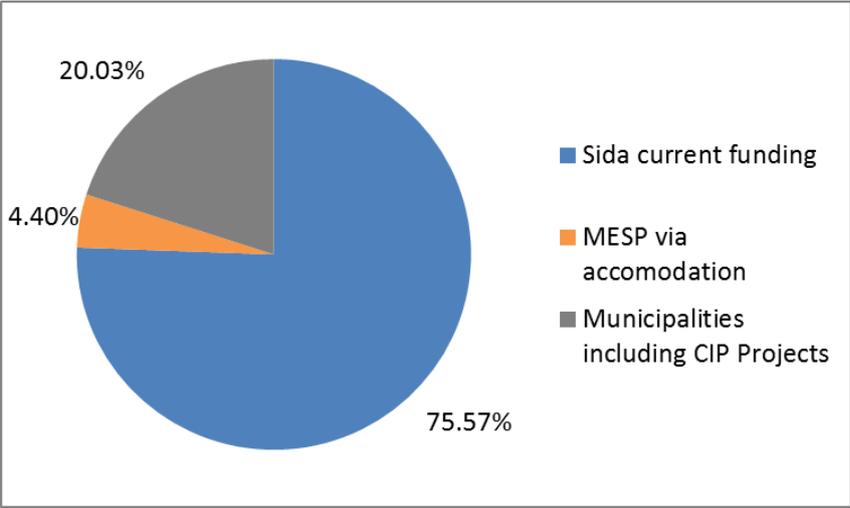


Figure 10 Sources of funds from MuSPP, budget revision March 2014 (based on figures from MuSPP3 management)

Kosovan professionals

Making use of Kosovan professionals has already been mentioned in the context of capacity building and capacity sustainability. In addition, though UN pays relatively high local salaries, these costs are relatively low compared to the cost of international consultants.

Co-funding of CIP projects

There are numerous arguments as to why co-funding makes sense. First is that it ensures ownership from both concerned communities and municipalities. Having to argue for local contribution of at least 50% of the budget raises the profile and ensure that there is local support for investment and later for maintenance. From a financial point of view it also means that the funds invested from the programme go further. The down side is that two municipalities have not agreed to go ahead and one has a delayed decision.

Cost sharing of events and donor coordination

Many of the training events have been co-funded with partners. Again, the initial benefit is that the co-operation brings in more resources and avoids duplication. Second is that again, the project funds can leverage a greater development benefit.

Kosovo has a high number of donor initiatives which can make it difficult to coordinate. The programme has undertaken a significant *donor mapping*³⁴ exercise so as to be aware of other activities in the same municipalities and to have the opportunity of adjusting actions to take this into account.

The existence of multiple programmes makes it difficult to separate out the broader impacts of individual programmes.

³⁴ See donor mapping table Annex 1 of report for TPR4, October 2013

3.4 Assessment

The *strong points* have been:

- *Strong management with reasonable flexibility* has allowed the programme to be modified and continue to move well towards its objectives despite significant changes in the external environment, especially changes in the law and changes of leadership after local elections
- *Using a combination of expatriate and Kosovan staff* has allowed relatively good value for money compared to a fully international project
- *Co-funding* of projects and events provides a good sense of ownership and gets better investment value
- *Coordination* with donor community to promote complementarity and avoid overlap.
- *Decentralised systems* from Nairobi have allowed the project to make faster decisions and given more flexibility in making and implementing decision on goods and services to \$75,000³⁵

The *challenges* include:

- *Project implementation is dependent on the support of municipal councils.* Change of local councils after the November election has resulted in delays to and in some cases cancellation of projects. This should be seen as a price worth paying
- *The approval process of CIP projects via Nairobi* gives some delay and is contradictory in a situation where local responsibility is being encouraged
- *Legal changes at central level have resulted in redundant work.* Work initially carried out, for example on guidelines which related to the earlier legal framework, have had to be cancelled, resulting in wasted effort.

To summarise the programme to the point of evaluation is seen to be very efficient. It has been well run, and has made good use of local human resources and co-funding.

3.5 Recommendations

Remaining part of the programme

- Project finances should be reviewed to assess potential for a limited budget neutral extension to allow more time for the development of exit/ bridging activities

³⁵ Source: report for TPR 4, p28 October 2013

Chapter 4: Outcomes & Impact

4.0 Introduction

Outcome refers mainly to the meeting of the objectives of the programme though they may go beyond what was originally planned. *Impact* is defined as *the positive or negative changes produced by a development intervention, directly or indirectly, intended or unintended*³⁶. As discussed in the introduction, the broader results are difficult to measure as it is not possible to neatly separate out development stimulated by this programme phase from that of earlier programmes (in the case of components B and C), or from other donors' activities in the situation where a number of projects have been involved in the same municipality with overlapping focus areas.

The evaluator has nevertheless tried to assess in broad terms the movement towards the objectives by using the published reporting and cross-checking by means of the interviews and the self-evaluation survey. The recent Municipal Needs Assessment survey carried out by the programme was also a very useful source.

4.1 Objective 1 Support to the development of capacity to be able to prepare Municipal Development Plans

Objective 1, Component A -Serbian majority settlements

The MDPs have been prepared and the issue is now how to update to fit the new planning law. The municipalities concerned are very small. Key staffing changed in many municipalities after the election and this has meant institutional memory and capacity have to be rebuilt. The capacity of small municipalities to undertake MDP development by themselves is limited. It is safe to assume capacity will always be limited as they cannot afford to employ sufficient specialist staff to both prepare and to implement plans.

Table 10 Own capacity assessment: Component A municipalities (source: Municipal needs assessment, MuSPP TPR5, March 2014)

Municipality	Do you have urban regulatory plans?	Do you have capacity to draft spatial plans in house?	Do you have capability to make an SEA?	Own capacity to use GIS in planning?	Capacity to monitor implementation
Gracanica					
Partesh					
Rahovec					
Malisheva					

Have  Don't have  Partial 

³⁶ OECD, Glossary of Key Terms in Evaluation and Results Based Management, Paris, 2002, page 24
UN-Habitat Evaluation Policy 2013, p 3

Table 10 shows how Municipalities responded to a survey of their own assessment of their capacity. Clearly there is a long way to go. This is not surprising given:

- The small size of the municipalities. It should not be expected that they could build the capacity to undertake all these functions in-house
- The relatively short period of support they have had
- The disruption caused by the election, where in one case not even files were left as institutional memory.

The main achievement is that in most cases plans are in place and that there is some understanding of what is needed, even if the capacity is not there to do everything in-house. Participative processes and gender mainstreaming have been integrated into the planning process.

Objective 1 Component B MuSPP 2 settlements

Table 11 Own capacity assessment Component B municipalities (source: Municipal needs assessment 2014)

Municipality	Do you have Urban Regulatory Plans?	Do you have capacity to draft spatial plans in house?	Do you have capability to make an SEA?	Own capacity to use GIS in planning?	Capacity to monitor implementation
Peja	●	●	●	●	○
Prizren	●	●	●	●	○
Mitrovica	●	●	○	●	●
Ferizaj	●	●	●	●	●
Gjilan	●	●	●	●	●
Hani Elezit	●	●	●	●	●
Junik	●	●	●	○	●
Mamusha	●	●	●	○	●

Have ● Don't have ● Partial ○

Table 11 Page 39 shows that there is more capacity in the larger and longer supported municipalities, but capacity is still relatively weak overall. This is especially the case in the newer subject areas such as the ability to prepare Strategic Environmental Assessment (SEA's). GIS is also weak, there is some knowledge but lack of solid training legal systems and hardware. There is a mixed capacity in the ability to monitor implementation. The larger municipalities of Peja and Gjilan, with greater numbers of staff available, emerge as being relatively stronger. Participative processes and gender mainstreaming have been integrated into the planning process.

The results of this survey were supported by the self-evaluation survey³⁷ and by the interviews. All but the largest municipalities feel that their capacities are still very weak and that the new spatial planning law and construction law will put an additional burden on the existing capacity.

³⁷ Table 12 shows percentage of required capacity needed as assessed by municipalities. It is a sign of developing capacity that needs are at least recognised (comment of evaluator).

4.2 Objective 2 improvement of governance

According to the logical framework, the impact of the programme should be that ..
“Community representatives are part of the planning process and its implementation”;
“Gender mainstream applied into municipal planning process “, and
”Local decision makers contribute to improving the municipal living conditions through transparent and carefully thought through decisions.” (source: Project document MuSPP Phase 3)

The overall impact aimed for is that transparent participatory processes become the norm in the procedures of planning and implementation of plans and projects. In the logical framework suggested indicators are the numbers attending participatory activities. These numbers were not available for verification, but in any case are only a partial indicator. An additional indicator is the perceptions of those involved – officials and civil society stakeholders. These groups were interviewed during the evaluation visits to provide some insight into the processes as a cross check with the self-evaluation and the project reporting. From those interviews which were possible the impression was that there was a good appreciation of the participative process, especially in terms of the CIP projects. In the meetings concerning CIP projects there was an even gender balance (see also Chapter 2). Participation of civil society and the mainstreaming of gender are part of the planning process and appear from interviews to have been implemented.

The words expressed during interviews concerning sensitivity on gender issues and mainstreaming were rather positive. In some civil society meetings more men than women took part, but this could relate to timing of meetings. When questioned the response was that there was a good gender balance in most meetings, but this could not be verified.

Component A: Serbian majority and other selected municipalities

With regard to the newer municipalities there has been a shorter time for new cultures to be absorbed and embedded. However there were strong indications that there was a good level of acceptance. The results of the self-evaluation survey gave a strong positive response to questions on importance of participation and gender sensitive approaches. Where CIP processes had been undertaken there was enthusiasm and commitment to the process and to the resulting projects.

Component B: continued support to MuSPP municipalities

The impression from interviews was that there was a strong support for participation. Civil society was also stronger in the bigger settlements.

The culture of participation takes time to develop, and is strongest when there is clear benefit from the participation, which is the case related to the CIP projects.

To some extent responses may be influenced by the knowledge that participation is known to be a given of support by MuSPP, so the degree of enthusiasm may be slightly exaggerated. Civil society groups, however, appeared to be open and participation appears to have been genuine.

4.3 Objective 3: CIP

The Capital Investment (CIP) programme has been relatively successful. The work carried out in most cases represents a significant local improvement to the quality of the environment and the quality of life locally. It should be noted that these are typically small projects improving the quality of public space, rather than major strategic investments as the name might suggest.

The projects have been successful in mobilizing civil society and in developing a basis of participative planning and implementation. They have been useful in helping municipalities gain credibility. The projects also demonstrate the important link between planning and local budgets and prioritization³⁸.

The self-evaluation survey showed a strong appreciation of CIP and the interviews with civil society groups demonstrated enthusiasm and strong appreciation³⁹. On exploring this in interviews it appears that this is due to the projects being seen as useful, the opportunity and form of participation, the relatively short period to implementation and the tangible improvement in the quality and usability of space.

4.4 Objective 4: Support to Central Institutions

MuSPP has facilitated and mediated discussion between central level institutions and between central and local levels.

The impact of the project at the central level has been positive in the area of modification of the new Law on Spatial Planning and inputs on the operationalization. It has also provided useful input in important new areas such as Strategic Environmental Assessment.

MuSPP has had a significant impact on the approach to planning – particularly the embedding of the participative approach which is important for inclusion and transparency.

The project has had limited impact on the capacity of central organizations to provide support services to municipalities.

4.5 Cross-cutting objectives

The work of the project has had a significant impact on work related to minority groups and Gender. The response to the question of the importance of Gender sensitive approaches in the self-evaluation questionnaire was very positive with all respondents supporting strongly the statement *Gender sensitivity should be an important part of planning and development*. The number of females in civil society groups interviewed was rather lower, but on the other hand there was clearly a very strong role of both genders in the school related projects. Interviews showed a good level of awareness of issues and of how they impact on planning and development.

There is a specific officer tasked with gender and civil society issues. The planning process which is promoted has a strong emphasis on gender mainstreaming. The main publication on planning *Visioning as participatory planning tool learning from Kosovo practices (2012)*, highlights gender mainstreaming throughout the document and links to further resources.

At Central Government level (MESp) there is also strong expressed support.

I think this is very important issue which is very well covered in ISP – 50% are female officers.

The publication on gender mainstreaming has been discussed in special workshops and is planned for publication during the last part of the project. The document draft appears useful and competent. The report will be translated and published in all three languages.

³⁸ In the opinion of the evaluator this understanding and motivation is very valuable and can be used as a stepping stone to larger scale and more abstract planning issues.

³⁹ 5 of 8 municipalities that participated in co-funding projects were very positive in response, one was positive, one neutral, but elsewhere mentioned CIP as one of the most positive aspects.

The programme is actively involved with gender focused groups⁴⁰ in particular focussing on gender mainstreaming in planning.

4.6 Assessment

The *positive* impact has been:

- The building up of a *significant in-country capacity* to provide support to municipalities
- The build-up of knowledge on participative forms of planning
- Gender has been mainstreamed in processes, capacity building activities and guidelines

The *challenge* is:

- *The capacity is mainly within UN-Habitat, Kosovo* and that the mechanism to continue to make this available is not yet in place.
- *The time available* till the end of the programme to bridge this gap is unrealistically short to undertake the necessary work to help build an alternative supplier.

The programme has so far had a significant impact, but is operating within an institutional context which makes progress slow. In the long term it will be important for both local and central government to be able to pay competitive salaries to attract and keep good staff. In the meantime it is necessary to build up a sustainable capacity to be able to provide support – possible via locally based platforms.

Overall the impacts of the project at the time of evaluation are so far as *partially achieved* but making good progress. The project is not yet complete but a lot of good work has been achieved in developing plans, in building capacity for environmental assessment and helping to institutionalise participatory approaches. The location of support capacity is, however, seen as a problem – a lot of capacity to support exists in the UN-Habitat team, but is not sustainable as the office is project based.

4.7 Recommendations

There is an urgent need to develop with MESP, MLGA and AKM a capacity development and support strategy which highlights the institutions and mechanisms to provide support on an ongoing basis. MuSPP can then develop an exit strategy which facilitates the transfer of knowledge to the organizations which can provide the needed support. For this to work the challenge will be to provide the sort of employment package that has enabled UN-Habitat to work successfully

- good, competitive salaries
- good working conditions
- stimulating and motivating work

There are a number of possible ways of achieving this. These are outlined in the conclusions and recommendations in Chapter 8.

⁴⁰ For example TPR5 of MusPP, March 2014 reports that, jointly with the Ministry of Environment and Spatial Planning (MESP), Ministry of Local Government Administration (MLGA), Agency for Gender Equality within Prime Minister office (AGE), Association of Kosovo Municipalities (AKM), University of Prishtina and Friedrich Ebert Stiftung, hold a workshop ‘Gender perspective in spatial planning processes’ in Durrës, Albania (3-6 December, 2013)

Chapter 5: Institutional Arrangements

The question raised by the Terms of Reference is:

How appropriate are the partnerships and other institutional relationships, including Memorandum of Understanding (MoUs) with the Ministry of Environment and Spatial Planning and partner municipalities, in which the operations of the Programme are engaged in?

Observations are made under the following headings:

- UN-Habitat office
- Relationships and memoranda of understanding with Ministry of Environment and Spatial Planning
- Relationships and memoranda of understanding with municipalities
- Relations with other partners
- Relationships with other donors

5.1 UN-Habitat office

The MuSPP is managed by the UN-Habitat office in Kosovo. This is the main activity of the office. The office has a staff of 14 in the office supplied by MESP in the Ministries building. In addition there are 10 field officers, most located in or near the municipalities that they serve. The project is under the management of the Chief Technical Adviser and supported by a Programme Management Officer/Head of PMU who handles administrative and financial issues. There is not a specific staff member responsible for monitoring. It is under the overall supervision of the CTA and is built into the regular reporting. The 6 monthly reports to the Tri-partite review committee are the main vehicle of monitoring.

5.2 Relationship with Ministry of Environment and Spatial Planning and other ministries

There has been a long and close relationship with MESP from before the first phase of the programme. MESP is the key Kosovan partner and member of the tri-partite team including UN-Habitat and Sida. MuSPP is housed in very good office space by MESP in a building which also houses MLGA. This makes for a very convenient situation for collaborative working.

The introduction of a new law on spatial planning caused a certain amount of tension. The new law was introduced with support from consultants funded by USAID. MuSPP were concerned about the content of the law and felt for some time that the process was not open⁴¹. However eventually comments were taken on board and MuSPP is now, on the request of MESP very strongly engaged in working in joint teams with MESP staff to develop the operational guidance for implementing the new law (LSP). MuSPP also provided comments on the law on construction. These are strategically very important areas.

The new laws are very demanding in terms of the performance required by municipalities and also in terms of time frame for implementation. This in turn creates a very strong need for development of strong support packages for local government – difficult in a phase where the project is supposed to be in an exit mode. Overall MuSPP has had a difficult role – to clearly communicate its technical professional views and at the same time be supportive to MESP. The balance seems to have been struck well, and working relationships at the time of the evaluation appear to be good and constructive.

⁴¹ See the report prepared for the TPR5 March 2014– this shows progress clearly

The Ministry of Local Government Administration is also an important partner, though not signatory to a MoU. The importance is connected to the role of MLGA in providing overall support to municipalities. As development planning is cross cutting it needs to get support beyond the areas of MESP – especially in areas of good governance and the linking of planning to budgeting.

5.3 Relationships with municipalities

In most situations the relationships with municipalities have been very positive. In response to the question in the self-evaluation questionnaire of how useful direct support had been the responses were as shown in Figure 11.

The interviews indicated strong appreciation of the support, especially direct support and shared support. The commitment required for joint funding of CIPs is also a good indicator of cooperation. Space for the technical assistance staff was funded by the municipalities. This was calculated as being worth the equivalent of USD 52,063.24/year⁴² (see also sustainability chapter).

Memoranda of understanding were signed with municipalities. This was to provide a further clarification of the relationship. It aimed to make clear the roles and responsibilities of each partner with memoranda of understanding signed with the municipalities. Commitments of municipalities are important given potential disruption after elections and they also force the municipality to reflect on the relationship and the implications.

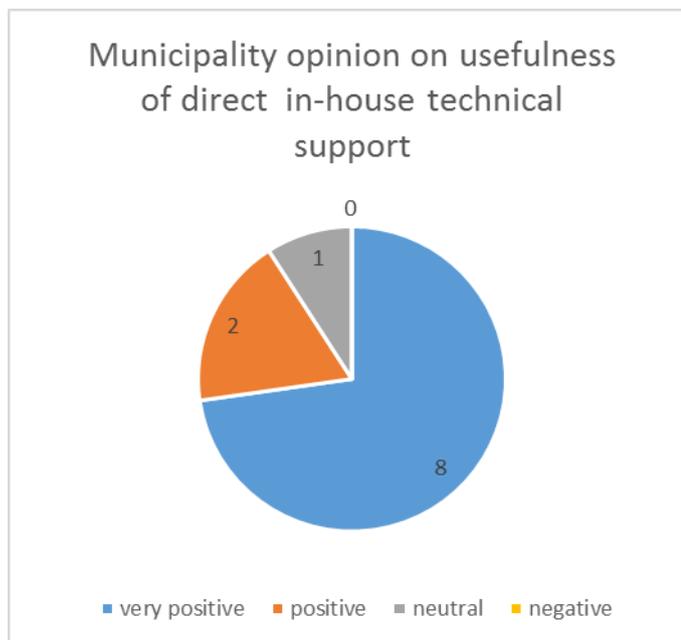


Figure 11 Appreciation of usefulness of direct –n-house technical support. Source: self-evaluation survey March 2014. Numbers of responses shown

5.4 Central Government and other institutional relationships

MuSPP has actively developed and convened activities which help in linking institutions both at central and local level to issues of planning.

An active role has been played in donor coordination, with mapping of other programmes in all municipalities.⁴³ Coordination is not a glamorous role. It takes time and effort but does not result directly in visible projects. However it is important as it can avoid wasteful duplication of effort and has the potential of developing synergies.

Good cooperation has also taken place with other donors with overlapping interests, for example the Friedrich Ebert Stiftung on funding workshops on gender mainstreaming and Cultural Heritage without Borders (CHwB) on issues of heritage⁴⁴.

⁴² Communication Artan Rexhepi 29 April 2014

⁴³ See the tables produced as a result of the donor mapping exercise in the TPR reports especially TPR4 Sept 2013 Annex 1

⁴⁴ For example involvement of CHwB in the Malishevo visioning workshop in May 2012 The same partners also cooperated in the Culture Tour – a cycle tour highlighting heritage (see TPR 2 Oct 2012)

The programme has also made efforts to make sure the experience is widely available. A special session was held at the sixth session of the World Urban Forum in Naples, 2012 and publications are available for downloading (see page 21). In addition the case of one municipality was used as a case in an international expert group meeting working on the Global Toolkit on Public Spaces⁴⁵. This is useful as it stimulates international contacts and discussion.

5.5 Assessment

Overall the relationship with both central government and municipalities has been very good, however there needs to be more focus of developing central capacities to take over the role UN-Habitat has been playing. The occasional differences of opinion and thinking on the nature of memoranda of understanding can be taken as a maturing of the relationship. Broadly, the larger and stronger municipalities have less dependence on support, though they may still see a lot of value in the relationship – for example in the case of Peja.

Strong points:

- The work of UN-Habitat is *well appreciated*, especially in the *form of cooperation* with Municipalities—enabling direct in-house support.
- *Memoranda of Understanding (MoU)* help to establish clear mutual responsibilities and represent a maturing of the relationships.
- The role of UN-Habitat in *convening* activities such as retreats and workshops that bring Central and Local government together and also enhances horizontal linkages is well appreciated,
- Role in *coordinating* discussions and information exchange and input both vertically, between levels of government and horizontally between institutions at the same level.
- *Donor coordination activities are carried out thoroughly*. This is an important area and good work has been done in mapping the involvement of all other donors in the partner municipalities.
- The fostering of *international exposure* is a useful activity because it encourages communication, builds confidence and makes increased use of the investment that has taken place in the programme.
- The work of UN-Habitat as a *neutral* body able to facilitate working with minority municipalities is highly appreciated

Challenges include:

- *Collaboration with ISP* as a potentially important partner in support to municipalities in preparation of spatial plans has been limited. This is not the fault of the project as ISP has not been active recently in this area, but it is a potential area of its work which should be re-examined in light of the need to examine potential partners to work on support roles in planning.
- *Collaboration with AKM* seems to have reduced in intensity rather than increased, which would be the logic of an exit phase. The evaluator is not laying blame on any party for the situation, but there is a strong difference from the key role which was proposed for AKM in earlier phases.

⁴⁵ Public Space in the Global Agenda for Sustainable Urban Development Expert Group Meeting, 12-14 January 2014, Rome, Italy

This has increased significance because of the need for institutions which can replace the role of UN-Habitat in building up the capacity of their operations in this field.

- Initial efforts to have a stronger relationship with universities in Kosovo including links to developing a Master's programme in urban management which were pursued in earlier phases have not materialised. This was because external funding support could not be raised. The relationship should be revisited because of the importance of universities for long term capacity development in the urban sector. Universities potential role in monitoring programmes and supporting municipalities, has been increasingly recognised⁴⁶.

5.6 Recommendations

In the remaining period of the project it will be difficult to achieve major breakthroughs in these areas, but temporary problems should not stand in the way of good long term solutions. Efforts to stimulate a well-organized discussion on this and to implement the follow-up recommendations that are possible within the remaining period of the project would be a useful contribution. In particular it will be important that the experience of the programme is well documented and accessible. It will also be important that clear steps are made towards the follow-up situation. One of these steps should be to formulate a proposal for a linking project which would focus on developing the *capacity to provide support* rather than focussing on the *direct support* to municipalities.

Overall the recommendation is to re-appraise with MESP and MLGA the capacity development strategy for support to local government in planning. Within this context:

- Support MESP and MLGA in the development of a strategy for capacity development support for municipalities in the fields covered by MuSPP. This could be in the form of a well-developed workshop on the topic. The output would be a framework that could guide work of MuSPP in the exit period and also provide a basis for development of a follow-on project that could use the capacity developed in the current project as a bridge to a sustainable support mechanism for development planning for municipalities.
- The *role of ISP* in support to local government should be reappraised at a high level as logically ISP should be an important player in this area. The outcome of this should be reflected in the programme of the remaining period of the programme.
- Collaboration with AKM should be re-appraised – as long term they should be an important part of any package taking over the role of UN-Habitat in support to municipalities.
- The potential *role of the Universities* in programme monitoring and municipality support should be reviewed.
- With MESP discuss the potential of institutionalisation of the CIP programme.
- In consultation with MESP and MLGA to develop a *project proposal* which would support municipal capacity support institutions in developing their ability to provide support based on the lessons of MuSPP. (See potential future programme, Chapter 8).

⁴⁶ See for example UN-Habitat's initiatives on working with universities <http://unhabitat.org/urban-initiatives-2/habitat-university-network-initiative-uni/>

Chapter 6: Sustainability

6.0 Introduction

Sustainability refers to the extent to which initiatives are able to continue to have impact without having to resort to a constant stream of the current project resources. For this to happen there needs to be a continuous input of human energy and finance. For example if the capacity developed is capable and continues to be available to municipalities, this could be described as being sustainable. If services stop when the project stops, then this would be a sustainability issue.

The issues of sustainability are seen as the following:

- Sustainability of capacity developed
- Sustainability of the support to municipalities
- Sustainability of impact of advice on laws and procedures
- Sustainability of access to experience

6.1 Sustainability of capacity

A problem for both central and local government is to be able to keep good staff once they have gained capacity which is marketable. This is because government salaries are capped at relatively low levels.

This is a significant issue if the capacity developed by MuSPP is found to be later unavailable to local government, either because staff have left Kosovo or because they have gone to private consultancies that small local governments cannot afford. To test this, the self-evaluation survey asked Municipalities if this was a problem in their cases. The distribution of responses is shown in Figure 12. Review of the responses that though it definitely is an issue for the majority of municipalities, it differs according to size of municipality and marketability of skills. For example GIS skills are in short supply. In smaller municipalities particularly minority municipalities there may be limited alternative jobs.

In the self-evaluation survey the directorates at central level responded that this was a major problem or a problem.

Yes, it is very important issue – there has to be a solution for financial support of professional staff.⁴⁷

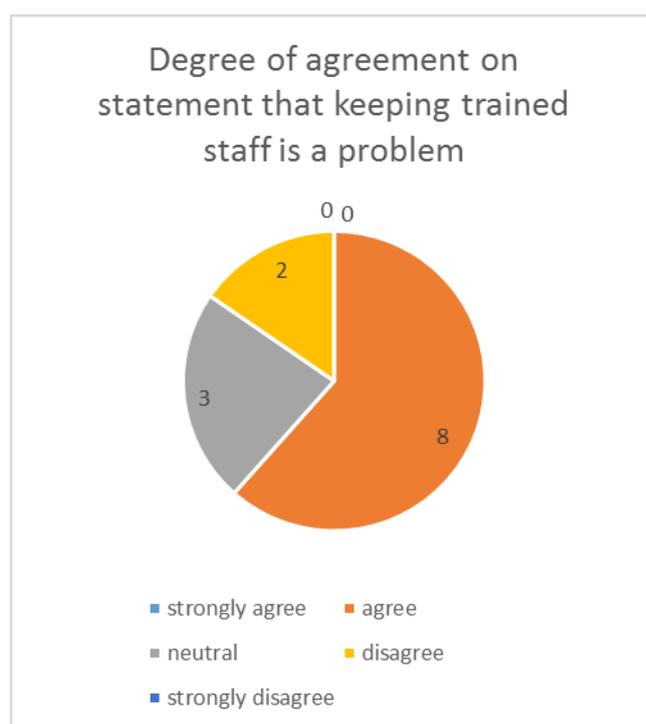


Figure 12 Extent that municipalities perceive it to be a problem to keep trained staff. Numbers represent responses. Source: self-evaluation survey March 2013

⁴⁷ Central level – from self-evaluation survey

Salary levels in both central and municipal levels were also identified as an issue affecting developing and sustaining capacity in a recent study of MESP supported by EU⁴⁸.

6.2 Sustainability of support to municipalities

The most significant aspect of sustainability related to the project is the *sustainability of the ability to provide effective support to the municipalities*. This is critical, as most municipalities do not consider that they have sufficient capacity⁴⁹ and consider that they will need support for a considerable period. They see the end of MuSPP as strongly affecting their ability to plan development and to manage projects (Figure 13). This is especially the case with the smaller municipalities which do not have the ability to hire a full range of specialists in-house. These municipalities also report having problems in being able to hire and manage consultants. Looking back at the earlier phases of MuSPP it can be seen that even with support over a considerable time period, only the strongest municipalities feel that they have approaching sufficient capacity⁵⁰. The implication of this is that an on-going support mechanism is required. This cannot be dependent on a temporary externally funded project, so the challenge is to redirect effort towards building that capacity where it can be sustainable, that is, within permanent institutions.

MuSPP has made efforts in this direction, but it has not been the main thrust of the work. What the programme has developed is a strong model of provision of well appreciated support. The challenge now is to move towards a sustainable means of provision of this type of service. The increased challenge arising from the new laws on planning and building underlines the need for ongoing and sustainable support.

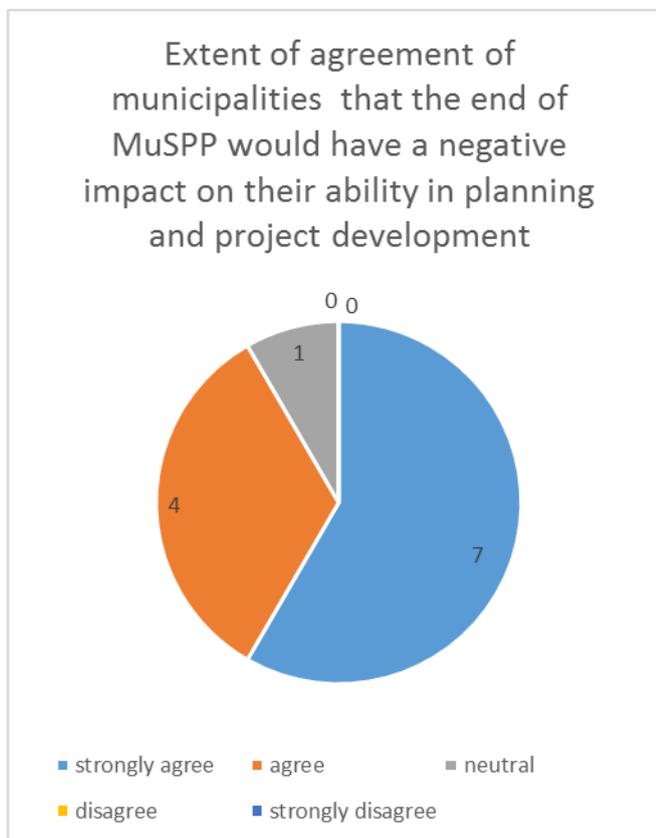


Figure 13 Degree of support of municipalities to the statement that the end of MuSPP would have a negative impact on ability to plan and manage development. Source: self-evaluation survey march 2014

6.3 Sustainability of the impact of advice

The role of MuSPP in providing expert advice on the new Law on Spatial Planning (LSP) and on working groups on implementation procedures is well appreciated by its partners⁵¹. This advice is very strategic as once procedures are agreed they will continue to have an impact for a considerable time without the need

⁴⁸ Pujo, L., Gay, D., & D, Á. G. (2013). *Institutional Support to the Ministry of Environment and Spatial Planning (MESP) for Kosovo* (p. 22 plus annexes). Pristina, Kosovo. The report assesses government salaries to be one third of private sector salaries and sees this as a major problem

⁴⁹ See the results of both the self-evaluation survey and the survey of municipal capacity

⁵⁰ Self-evaluation survey, Municipal capacity survey, 2014, evaluation interviews.

⁵¹ Based on interviews with directors of Department of Spatial Planning, Institute for Spatial Planning and the self-evaluation questionnaire.

for continued input. The value of MuSPP inputs derives partly from input from international experience, but in particular from understanding of the capacity of municipalities to implement.

6.4 Sustainability of access to experience

Projects such as MuSPP do not simply bring experience in, but they also develop experience in the process of carrying out their work. Long term access to this experience can come in two ways. One is through close working with partners who are part of a local institution which will continue to provide and further develop the service. This is very important. MuSPP has developed a strong team of professionals able to provide good support, but they are currently employed by the project. Sustainability will require that these professionals' services will be available in the future. That is a challenge.

The second way is by documentation of the experience through project materials, in particular materials developed to be of good quality and accessible and useable by third parties. That is, the quality of the materials in terms of usability is much more important than the quantity of documents produced. MuSPP has done good work in this area.

Good quality access to the materials developed is vital. The project has done well in terms of running a well-designed and maintained web site with good content in all three languages. The maintenance of this resource after the end of the current project is important and should be specifically addressed.

6.5 Assessment

Overall the criterion of sustainability has been *partially achieved*. Some of the limitation on sustainability relates to the external situation such as low governmental salaries. Within the project more attention needs to be given to helping establish an on-going capacity to undertake the work MuSPP has been undertaking.

In terms of sustainability the *strong* points are:

- A *strong team* has been developed with a substantial Kosovan component which is potentially available for future work in the area
- A good approach to municipal support has been developed
- *Good and relevant documentation* of the experience has been developed which is accessible
- *A good web site has been developed with access to quality materials in three languages*
- Advice has been given in *core areas of law and procedure*. These are likely to have a long validity.

Challenges include the following:

- The key team providing institutional support is part of a *temporary* project situation
- There is *no clear strategy for continued support* to municipalities, especially to smaller municipalities which cannot carry out all planning and implementation functions themselves
- There is *not sufficient time* in the current project to build the capacity of an agency or agencies who could take over the work of MuSPP. This appears to be because the focus of the programme has been to build up the capacity locally and insufficient focus has been given to sustainability of the support role. This is a fault partly of the design of the programme in that this aspect is not highlighted in the project and partly in implementation where this aspect has either been insufficiently recognised by either the team or the client, or both.
- The reputation of neutrality developed by the team is *valuable but will disappear* when the project ends as the UN-Habitat presence is conditional on continued project funding.

6.6 Recommendations

Main recommendations are as follows:

- Recommendations related to institutional sustainability have been made in Chapter 5

- Identify key documentation to be developed and made accessible for municipalities to facilitate their ability to work with reduced support. This should be compatible in scale with the resources available over the remaining project period.
- Identify the future home for the *MuSPP web site* and make sure that a) existing materials will continue to be available and b) if possible the site should be actively managed in future.
- The concept of the future programme needs urgent discussion as a short term goal.
- The form of a *capacity building platform* needs to be discussed. This could take the form of local platforms with support from a range of institutions including potentially ISP, DSP, and AKM, other municipalities, Universities and private consultants.
- A project could be based round the development and capacitation of the capacity development platforms.
- Key performance qualities of future support mechanisms should include:
 - Ability to link to institutions which are likely to remain accessible for municipalities to be able to access services.
 - Ideally be based on more than one institution so as to allow a certain degree of competition and to avoid too much dependence on one institution which may itself be vulnerable.
 - Ability to provide support services seen as *neutral*. For these services some capacity of UN-Habitat to provide these services as in the current MuSPP should be maintained. This would be complementary to the work in supporting a platform or platforms for municipal capacity support.
 - Ability to access experience of the present programme, ideally through using some key members of the current team.

Chapter 7: Responsiveness

Project documents are always prepared on the basis of a set of assumptions about the situation over the project period. Change, however, is normal. It is thus very important to see to what extent a project or programme has been able to adapt to the inevitable changes. In the case of MuSPP phase 3 the major changes in the external context are A: the change in the spatial planning and construction laws and B the changes after the local elections. Both of these changes had significant impacts in terms of the work and impact of the work of MuSPP.

7.1 Key external changes

The overall situation in Kosovo

Kosovo is still working towards normalisation, and with Serbian communities only recently willing to cooperate. This is a challenge for the programme to be responsive.

Change in Law on Spatial Planning

The change in the planning law had significant impact on MuSPP. It required considerable energy relating to advice on the new laws, a significant new area of work in how to operationalise the new laws and finally new work areas to help municipalities to meet the requirements of the new laws. It also means that a lot of work done on guidelines to the earlier laws became redundant. A great deal more is expected of municipalities and they will need to be equipped with competent legal GIS facilities – thus an additional challenge for GIS systems.

The programme appears to have adapted well, has engaged fully with MESP and has adjusted support towards the new needs of municipalities. The retreat organized at Ohrid was part of the process of sensitising new mayors to the implications of the new laws.

The scale of new demand, however, is beyond the capacity of the programme to meet all needs in the remaining period. It is an example of why it is necessary to develop a strong ongoing support mechanism.

Changes related to local elections

Changes arising from local elections were significant⁵². Not only were mayors changed, but also in many cases the heads of departments including urbanism were also changed. This resulted in serious problems of continuity and institutional memory. In the most extreme case the municipal files were removed and hard disk erased. Continuity was to some extent supplied through the MuSPP experts. This all takes time and sets capacity levels back. This also affects the support for CIP projects.

These issues represent a backdrop which has called for flexibility and ability to continually adjust the details of the programme.

⁵² Local elections were held in November 2013.

7.2 Assessment

The project is considered to have adapted very well to the challenges of a changing situation and to have been willing and able to modify the project in a way that maximises the meeting of the overall objectives.

What has been strong in the programme has been:

- Ability and willingness to adapt to the changing external situation by modifying programmes and working on new areas as requested by the Ministry of Environment and Spatial Planning, and the changing priorities of new local governments. This is necessary if the programme is to be responsive to local priorities. Changes were made in agreement with the Tripartite Review Committee. The ProDoc itself was not changed.

The main challenges have been:

- Limited resources to meet the new demands from the changed situations –locally and centrally
- Keeping to scheduled targets e.g. of projects and expenditure when this may be delayed due to the changes in local government priorities.

7.3 Recommendation

The project has shown itself to be responsive in the past. The recommendation is to continue showing this quality in the remaining period.

Chapter 8: Conclusions, Key Lessons and Recommendations

This chapter summarises the main conclusions from the evaluation and makes consolidated recommendations on future directions. It is structured on the basis of the main evaluation themes. For more detailed discussion the reader is referred to earlier chapters.

According to the Terms of Reference this chapter should provide:

Conclusions and recommendations

- *Summary on Programme relevance, performance and success (actual or potential)*
- *Summary on major problems previously and currently faced by the Programme that are contributing to its setback*
- *Recommendations for the future.* These are organised in two parts
 - The remainder of the programme, and
 - A potential new programme which could build on the success of MuSPP and help to make the legacy sustainable.

Lessons learned:

- *Operational Lessons: What are the major lessons learned from the Programme implementation with reference to capacity building and the sustainability of its results?*
- *List of all lessons learned from the evaluation point of view that may be applied to other programme phases or other projects / programmes*

8.1 Conclusions

This section highlights the conclusions reached relating to the main evaluation questions. It does not repeat the detailed summaries of strong and weak points – those are found in the relevant chapters. Achievement of objectives is relative – the project is not yet finished so the question is whether the project as a whole is on track and whether it should modify its direction in the remaining period.

Relevance of goals and strategy

On the basis of the review, overall the project is seen as *very relevant*. It is addressing issues seen both locally and internationally as being very important.

Effectiveness

Effectiveness relates to meeting project objectives. In terms of the overall effectiveness of the programme the assessment is that the objectives are to date *partly achieved* but on course to be largely achieved. This is mainly because the project still had 8 months to run but also partly because the major changes in the external context has caused a considerable increase in the work required.

Efficiency

Efficiency is how well the resources of the project are used. To summarise, the programme, up to the point of evaluation, is seen to be efficient. It has been well run, and has made good use of local human resources and co-funding. It could not avoid some work being redundant due to the change in planning law.

Impact

Impact represents the broader results of the programme. Overall the impacts of the project at the time of evaluation are seen to date *as partially achieved* but with a good prospect of being largely achieved. Impact related to support to Serbian majority municipalities is seen as being significant. The project is not yet complete but a lot of good work has been achieved in developing plans, in building capacity for environmental assessment and helping to institutionalise participatory approaches. It is inevitable that some of the originally planned work will not be able to be completed due to the implications of the change in the law on spatial planning. The institutional location of support capacity is, however, seen as a problem – a lot of capacity to support municipalities exists in the UN-Habitat team, but is not sustainable as the office is project based.

Institutional arrangements

Overall the relationship with both central government and municipalities has been very good. However there needs to be more focus on developing central capacities to take over the role UN-Habitat has been playing in supporting spatial planning and environment. The neutral role of UN-Habitat in working with Serbian majority municipalities is recognised as being very important. The occasional differences of opinion and thinking on the nature of memoranda of understanding can be taken as a maturing of the relationship. Broadly, the larger and stronger municipalities have less dependence on support, though they may still see a lot of value in the relationship.

Sustainability

Sustainability refers to how initiatives introduced by the project can continue to be effective after the project funding ceases. Overall the criterion of sustainability has so far been *partially achieved* with some very good work having been achieved in areas of publications and development of guidelines. Some of the limitation on sustainability relates to the external situation such as low governmental salaries. Within the project more attention needs to be given to helping establish an on-going capacity to undertake the work MuSPP has been undertaking and moving towards sustainable capacity support.

Responsiveness

Responsiveness refers to the ability of the programme to adapt to changing situations in order to meet its overall objectives. The project is considered to have adapted very well to the challenges of a difficult changing situation and to have been willing and able to modify the project in a way that maximises the potential of meeting the overall objectives.

8.2 Key Lessons

The programme has yielded a wealth of lessons. The main ones are listed below, grouped according to:

1. Form of assistance - the mode of support provided – in particular the in-house coaching approach and the use of the co-funded CIP projects
2. Focus of assistance – the target groups and subject areas
3. Management of the assistance
4. Actions to promote sustainability

1 Form of assistance

The most important lesson of MuSPP is probably the effectiveness of the form of assistance. In difficult circumstances and from a very limited starting point a significant capacity has been

developed at the municipal level. In addition locally understood and *owned* plans have been developed. This capacity is still modest and needs considerable further strengthening, but there is a base.

There is also an important lesson that connection to an overall capacity development strategy should be an integral part of a project.

The use of the co-financed Capital Investment Projects has been an excellent way to integrate participative and transparent planning, gender mainstreaming, ownership and financial responsibility in a programme that is visible and improves quality of life. The scale is small, but the projects are symbolic and very useful for capacity development.

Key contributing elements

- The *value of on-job learning*. The extended locally based coaching has been highly appreciated and has enabled significant learning and ownership of the plans.
- The detailed nature of assistance provided has *been tailored to the needs and existing capacities of the municipalities* concerned. The new small municipalities have clearly very limited capacity in terms of both experience and staff available, but ways have been developed to work effectively with them.
- The *integration of the Capital Investment Projects (CIP)* has been a very effective part of the strategy. This has had seven main benefits:
 - Improving the environment and quality of life in the settlements
 - Motivating leadership
 - Motivating staff and partner organizations including local civil society
 - Providing small scale visible and understandable examples of what participative planning means and why it can be an effective strategy
 - Ensuring the connection between priority investment and municipal budgets.
 - Building ownership – the fact that the projects need to be argued for in council and that municipal resources are committed ensures stronger ownership
 - Ensuring greater results from the donor funds invested
- The use of *training events, retreats and study visits* is important both for communicating knowledge, but also for motivating and inspiring staff and elected members who in many cases have limited salaries.

2 Focus of assistance

Target groups

MuSPP phase 3 introduced working with *Serbian majority and other special municipalities* in addition to continuing to work with municipal partners from MuSPP phase 2. At the local level it also worked with civil society in promoting participation. At the central level it worked with MESP MLGA and AKM.

- MuSPP demonstrated the ability to *build trust and work with minority municipalities*. Here the perception of UN-Habitat as a neutral organization has been very important. In addition, the resources to properly translate materials and arrange simultaneous translation when necessary have been important.
- MuSPP demonstrated that it was possible to *bring different communities and institutions* together with a well-planned and organized event in a neutral location
- Support was continued in municipalities that had already participated in earlier programmes. This was an acknowledgement that *capacity development takes a considerable length of time*, and for smaller municipalities must be considered as an ongoing process
- Work continued in support of *Central institutions*. This has been an important area of work but has focussed more on technical aspects rather than building capacity for support. Both of these are important for sustainability

Subject matter

MuSPP has always had its main focus on development planning – dealing with both spatial aspects and developmental aspects.

- The *increased focus on environment – in particular SEA development and participative project development (CIP)* fits well with the needs of municipalities and the increasing focus on environmental management.
- *Development planning* continues to be important. This is partly because it is cross-cutting and provides a framework for sectoral interventions.
- *Support to Central Government* on the implications of *changes in the planning and construction laws* and on the introduction of the use of Strategic Environmental Assessment (SEA) has been important. The detailed support helps to provide a more sustainable legal and administrative framework.
- The programme has chosen to focus on *mainstreaming cross-cutting areas such as gender and work with minorities* and to make sure that these areas of focus are an integral part in both the technical side and the participative process. This appears to have worked well. In particular gender is mainstreamed in the work of the project and the work with Serbian majority municipalities is well appreciated.

3 Management of the assistance

The way the project has been conceived and managed has provided important lessons

- *Strategy*. The strategy of working directly with municipalities has been important not only in helping the municipalities but also in building up a valuable experience.
- *Management quality and flexibility*
 - Adapting delivery mechanisms, especially for smaller municipalities. *Staff serving more than one small municipality* gives the potential for greater efficiency, more flexibility and the provision of more specialised inputs when needed. Staff sharing also facilitates inter-municipality learning and encourages the initiatives of some smaller municipalities themselves to share scarce experienced staff resources. This approach provides important *lessons that can be used in a potential future programme*.
 - Being able and willing to *adapt the programme to keep it relevant* in changing circumstances such as changes in laws and changes in local government has been important. This is not just a matter of the project management, but requires also flexibility from the partners overseeing the programme (MESPP, Sida, and UN-Habitat).
- The assistance has been *tailored* to the very different needs of different sized municipalities by having a lot of *flexibility in the way of working*.
- *Good use of local Kosovan staff* in addition to International staff has been important in maximising access to local expertise, to give better value for money and also in terms of sustainability to maximise the chance that experience stays accessible.
- *A strong professionalism* both of management and staff. This is important, not only because the work is challenging but also in helping to promote a good motivated work culture.

4 Actions to promote sustainability

A project itself, by definition is not sustainable. The impact of the project, on the other hand, should be. Lessons on sustainability from the project include:

- The *time scale* of the overall MuSPP programme has been realistic by realising that *capacity development is an ongoing activity*. However there is a point that a project starts to become a permanent institution. The project should not continue in its current form, but the need is continual and requires a sustainable institutional response.

- *Sustainability of capacity developed is vulnerable* as key staff can change with elections and better technical qualification may encourage staff to go to the private sector. In addition, competencies required change – new laws and new requirements such as SEA and ability to control development are increasingly important. Many important areas have only been lightly touched including housing and informal development management. There needs to be a continuous ability to support local government in a variety of ways.
- *Support to Central Government in areas relating to the new laws, specifically the Law on Spatial Planning (LSP) and standards* for implementation are important contributions as these approaches will last after the project finishes
- There is a need to work within a broad *capacity development strategy* to ensure that efforts are well integrated and strengthen a long terms institutional capacity to support municipalities, especially the smaller ones.
- Development of *good quality, relevant and accessible publications* is a good way of extending support within Kosovo but also making the experience available internationally.
- Maintenance of a good web site with quality materials accessible in English, Albanian and Serbian is important for dissemination and also for transparency.
- Stimulation of international connections and exposure is useful to stimulate ideas but is also valuable to motivate those involved – especially important when salaries are rather low.

8.3 Recommendations: Goals and Strategy for the remaining part of the programme and for a potential future project

Based on the conclusions and lessons summarised above, and described in greater detail in the main text, the evaluator makes broad recommendations, first for the remaining period of the project and then for a potential follow on project. The recommendations are for consideration of the present partners and for potential funders of a follow-on project.

Overview: concept

In broad terms MuSPP has done an excellent job in supporting municipalities in developing capacity for development planning and project development. However, the work is far from over and there is a need for this experience to be utilised in a Kosovan institutional framework in a manner that it can continue indefinitely.

The challenge is to use the remaining part of the project to not only finish current commitments but to do so in a manner that best facilitates the moving towards a sustainable solution. This section draws on the evaluation and the experience of the evaluator to make recommendations on how this could be achieved.

These recommendations are meant as an input to a discussion between the programme management, MESP, MLGA and other Kosovan stakeholders to determine the best way forward, and for donors who might potentially fund the suggested future project. They do not represent a fully worked out proposal.

The concept is illustrated in Figure 14

Proposed change in focus for future programme

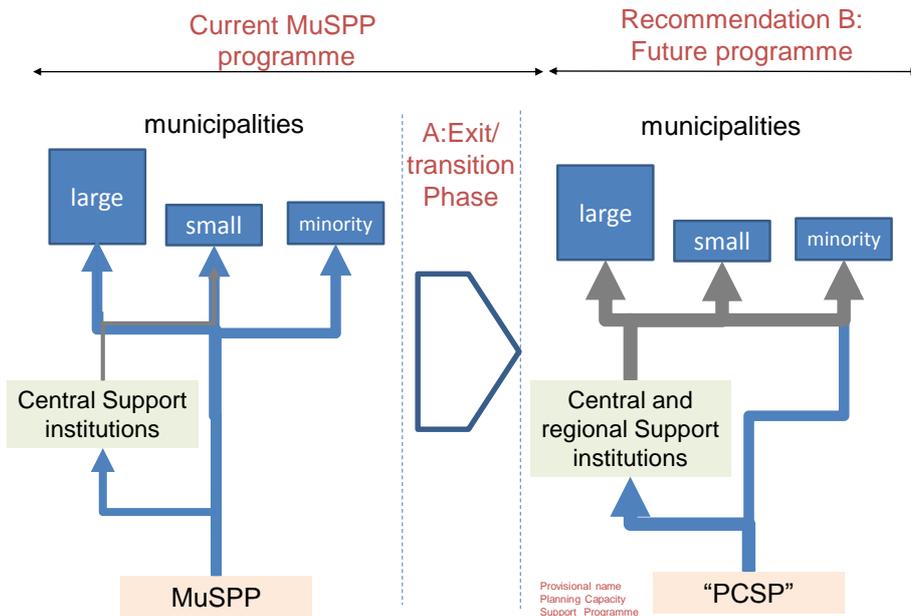


Figure 14 Concept for remainder of programme and potential new project

The illustration shows schematically on the left the current programme, with the focus being mainly on direct support to municipalities. On the right is the suggested concept for a new project tentatively called *Planning Capacity Support Programme* or PCSP?

The essence is that the new project would focus on indirect support, working through intermediary organizations who would themselves give the support to municipalities or groups of municipalities. These intermediary organizations could be coordinated through support platforms which would coordinate, facilitate and share information.

Potential inputs could be through a combination of the following organizations:

- MESP – ISP
- MESP –DSP
- MLGA
- AKM
- Universities
- Private consultants
- NGOs
- Other municipalities

Support would be organized at a regional base so that one platform could support a group of municipalities without extended travel needs. Payment for services would be by municipalities with funds (partly) supplied by central government and/or donors. This would allow smaller municipalities to be able to afford support.

On the basis of this concept, recommendations are made for the remainder of the current programme and for a potential future programme.

Recommendations for the remainder of the MuSPP3 programme

Recommendations depend on the strategy adopted for capacity development beyond the project. The following points are made based on the concept describe above.

It is recommended that in the remaining period of the project attention is given to two distinct but connected areas:

1. Make preparations for the post-MuSPP situation
2. Complete the existing programme

The work on the existing programme should be reduced if there are insufficient resources to carry out the group 1 tasks.

Tasks involved in group 1

- Work with the Ministries of Environment and Spatial Planning and Local Government Administration and also the Kosovo Association of Municipalities and other potential partner institutions to develop a support strategy for municipalities. This should be done as quickly as possible in order to provide a clear framework. Ideally a workshop should be held to facilitate the development of a broad strategy.
- On the basis of the strategy, to do the following:
 - Work with partners on developing a new project which could:
 - support the capacity development strategy in general, and
 - support the Serb-majority and other minority municipalities in particular
- Develop further accessible documentation of processes and lessons from the work developed to date and ensuring this is available with good quality translation.

Tasks involved in group 2 –completion of the existing programme:

- Adjust the currently proposed programme if necessary due to time constraints
- Prioritise work that increases sustainable impact and facilitation of the potential new project. This would include:
 - Completion of publication of current developed documents
 - Documentation of useful experiences and processes not yet documented
 - Holding of workshops on elements of the project experience with organizations who will have a stronger role in this area in the future.
 - Aiming to complete as many CIP projects as possible in order to maximise the potential benefits for supporting the participative planning process
 - Discuss with MESP the potential of institutionalising the cost sharing aspect of the CIP process (i.e. that Central Government would share costs on a 50/50 basis) so that it can be sustained beyond the project

Recommendations related to a possible new project

MuSPP has already shown some examples of how support can be organized at a regional or local area basis. Other organizations such as ISP also have experience in providing coaching for municipalities. AKM, through its *Collegia* including the collegium on spatial planning, also has experience in this area. The universities have a long term important role in building future professional staff for both central government and municipalities. Strong municipalities already provide some support to other municipalities in specialised areas.

The objectives of the new project would be:

- *Develop an institutional framework* to facilitate sustainable support to municipalities in urban and rural development planning and management.
- *Strengthen the capacity where necessary of participating organizations* to themselves provide support to municipalities using lessons from recent experience, especially MuSPP.
- *Provide neutral support to Serbian majority and other selected municipalities* using a continuation of the present MuSPP approach and mechanisms
- *Document the experience.*

The modalities need to be discussed. Possible components could include

- *Project base* to work on the development and institutionalisation of the support platform/s with international and local inputs. This would differ from the present programme in focusing on indirect support via Kosovan institutions.
- *Fellowship fund* to facilitate further education of key staff
- *Funds for training, retreats and study visits*

Last words

MuSPP has become an institution, but it is in fact a project which is in its final phase and requires a clear exit strategy. The challenge is to help to make sure that the learning from MuSPP will be accessible and feed into continuing support of local and central government.

MuSPP is a very complex programme, working with a large number of municipalities in a difficult and changing environment. Though there are, of course, criticisms included in the evaluation the overall conclusion is that it is an important and successful project that needs to focus in the remaining period on making sure that the contributions will be readily available on a sustainable basis.

Annex 1: Terms of Reference

UN HABITAT
FOR A BETTER URBAN FUTURE

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Municipal Spatial Planning Support Programme in Kosovo Phase 3

Terms of Reference

Position: Evaluation Consultant
Duty Station: Kosovo and home-based
Duration: 30 working days over February – May 2014
Starting date: As soon as possible

1. Background

UN-Habitat has been actively supporting Kosovo institutions and municipalities in the fields of governance, spatial planning and capacity building since 1999. The Municipal Spatial Planning Support Programme (MuSPP) is in its third phase, covering the period November 2011 - October 2014. The support programme is financed by the Swedish Development Cooperation, and is being implemented in twelve Kosovo municipalities, respectively in secondary cities (Peje/Pec, Prizren, Gjilan/Gnjilane, Ferizaj/Urosevac and Mitrovica) and smaller communes (Junik, Hani i Elezit, Mamusha/Mamusa, Gracanice/Gracanica, Partesh/Partes, Malisheve/Malisevo, Partesh/ Parteš and Rahovec/Orahovac). Support is also provided to the central level, primarily the Ministry of Environment and Spatial Planning and the Association of Kosovo Municipalities.

The UN-Habitat/MuSPP staff works locally with their municipal counterparts on a wide range of domains from spatial planning, capital investment projects, urban governance and development, housing and informal settlements to environmental planning, management and development control. The Prishtina Office (PO) provides similar support to the central level as well as specialized support to the MuSPP field staff.

The overall development objective of MuSPP is to contribute to a sustainable development of Kosovo cities, municipalities and neighbourhoods through participatory methods that improve living conditions of all residents of the partner municipalities and help reduce poverty.

The specific objectives of the programme during phase 3 are:

- i. Sustainable development of partner municipalities through strategic and comprehensive planning interventions with particular focus on the environment
- ii. Enhanced local democracy through participatory and transparent municipal planning processes
- iii. Improvement of the physical environment through demonstration projects identified and designed through urban planning interventions
- iv. Strengthening of capacities of central level institutions

For more general information on UN-Habitat in Kosovo, and details on MuSPP3 refer to the website - <http://www.unhabitat-kosovo.org>

These **terms of reference** concern the evaluation of the extent to which the Programme Expected Outcomes are being achieved up to now, taking into account all three phases but with a focus on the implementation period November 2011 – December 2013 and acknowledging that approximately ten months are left to consolidate results.

2. Objectives and purpose of the evaluation

The key objectives for undertaking the evaluation of the Municipal Spatial Planning Support Programme (MuSPP) are to:

- a) assess the Programme's outputs and degree to which progress has been made towards achievement of the expected outcomes/impact; Refer to MuSPP3 Logical framework (Annex 6 of the Project Document)
- b) examine the relevance, effectiveness, efficiency, stakeholders ownership, internalization and sustainability as well as the outcomes/impact of the Programme's methods and strategy and identify challenges as well as opportunities;
- c) propose priorities and recommendations for further deepening the final impact of the Programme and for widening the range of capacity building approaches and packages developed by the Programme;
- d) identify the lessons learned after the three phases of the Programme and propose recommendations and inputs for possible additional support.

The evaluation's findings and recommendations are expected to be used in future planning and decision-making processes by the concerned national and local authorities, the Swedish Development Cooperation, UN-Habitat and other MuSPP stakeholders.

3. Evaluation parameters

The evaluation ultimately seeks to gauge the overall result of the efforts invested in the whole Programme, and particularly in the four components of the current phase, and in the cross cutting / integrated activities in order to achieve the Expected Outcomes.

The following parameters are proposed to guide the evaluation mission. The main emphasis should be placed on project results, lessons learned and recommendations for the way forward. Findings in the evaluation should be exemplified with evidence based data emanating from specific contributions.

B. *Relevance:* Are the Programme's adopted strategies still valid? Does the Programme have a comparative advantage in the sector?

- Rationale of the programme and its objectives
- Changes in project context during implementation
- Institutional and partner priorities

C. *Effectiveness:* Did the activities contribute to the achievement of the expected outcomes?

- Actual or expected achievement of objectives at the time of the evaluation
- Factors and processes influencing the achievement of objectives

D. *Efficiency:* Were the activities implemented in a cost-efficient and timely manner?

- Programme Progress compared to plans, budget and overall performance
- Relevance and implementation efficiency of Capital Investments Projects

E. *Outcomes and impact:* What real difference has the Programme made to the national and local partners? What is the extent to which the Programme has contributed to positive changes? How did it influence the work of the national and local institutions?

- Outcomes/impact (positive/negative, foreseen/unforeseen) on the Kosovo Central Institutions (Ministry of Environment and Spatial Planning, Ministry of Local Government Administration, Association of Kosovo Municipalities), and on the 12 Municipalities and their related local institutions; on other MuSPP stakeholders;
- Outcomes/impact (positive/negative, foreseen/unforeseen) on local collaborating partners, consultants and professionals involved in the implementation of the Programme

F. *Institutional Arrangements:* How appropriate are the partnerships and other institutional relationships, including Memorandum of Understanding (MoUs) with the Ministry of Environment and Spatial Planning and partner municipalities, in which the operations of the Programme are engaged in?

G. *Sustainability, ownership, internalization:* To what extent are the indications that the benefits of the Programme will continue after it comes to an end? To what extent and how the Local Ownership and the Internalization of the Programme is perceived?

- Factors affecting or likely to affect sustainability of the project
- Established networks among Institutions, Local Authorities; established partnerships
- Experiences exchanged, amount of information shared
- How the “built capacities to build capacity”, starting from the Programme Team, consultants, partners have a multiplier effect, if any?
- How the new knowledge to build up confidence (or “we can do it”) is owned and further disseminated or applied?
- Implementing capacity of the cooperation partners to take the activities forward

H. *Responsiveness to Opportunity:* How responsive is the Programme to opportunities and demands that arise from partners, other local / central institutions / bodies?

I. Conclusions and recommendations

- Summary on Programme relevance, performance and success (actual or potential)
- Summary on major problems previously and currently faced by the Programme that are contributing to its setback
- Recommendations for the future.

J. Lessons learned:

- Operational Lessons: What are the major lessons learned from the Programme implementation with reference to capacity building and the sustainability of its results?
- List of all lessons learned from the evaluation point of view that may be applied to other programme phases or other projects / programmes

4. Evaluation process

The evaluation will be carried out by one Consultant with relevant professional background and with well documented experience from evaluation and assessment of projects/programmes. The Consultant shall propose a detailed approach and the methodology for conducting the evaluation.

The evaluation process shall include;

- (i) Desk review of relevant documents, including project document, work plans, progress reports, cooperation agreements, activity reports, training and capacity building reports and materials, publications, website, etc. These documents will be provided by UN-Habitat;
- (ii) *Writing of a short inception report* (incl. the proposed methodology, time plan, a list of specific questions - see sample evaluative questions in Annex 2 - , and other aspects relevant to the assignment);

- (iii) Visit to UN-Habitat Kosovo Office to hold discussions with MuSPP management and staff who are primarily involved in the different activities evaluated. A list of proposed names/titles of these officers will be provided by UN-Habitat;
- (iv) Interviews with relevant partner representatives (Ministry of Environment and Spatial Planning, Ministry of Local Government Administration, Association of Kosovo Municipalities, etc.). Field visits to conduct interviews with staff and decision-makers from partner municipalities and other relevant stakeholders. A list of proposed names/titles of these officers will be provided by UN-Habitat;
- (v) *Debriefing*: presentation of findings to the management of MuSPP3 in the end of the mission to Kosovo, and discussion on the way forward;
- (vi) *Writing of the draft evaluation report*: the draft evaluation report will contain, amongst others, draft assessment of general performance of the Programme; draft assessment of the general effectiveness, efficiency and impact of the Project.
- (vii) *Writing of the final evaluation report*: the final report should as much as possible conform to the UN-Habitat Evaluation Report Standard Format - see Annex 2.

5. Implementation Schedule

The consultancy work for the evaluation is foreseen for a total of 30 working days plus travel days during the period February - May 2014. The consultancy will include work from home office (20 working days) and one (1) mission to Kosovo (10 working days).

Activity	Location	Duration (days)	Tentative Dates
Review of MuSPP documents and inception report	Home based	6	28 February -7 March
Consultations in Kosovo and field visits, meetings with MusPP3 staff, counterparts and stakeholders, debriefing with MuSPP 3 management on the findings, presenting key points of the review	Kosovo	10	17- 28 March
Draft Evaluation Report	Home based	10	By 30 April
Final Evaluation Report	Home based	4	By 16 May
Total working days		30	

6. Deliverables

The Consultant will be responsible to deliver the following outputs in accordance with the contractual requirements:

- Inception Report at the latest by 7 March
- Draft Evaluation Report at the latest by 30 April
- Final Evaluation Report at the latest by 16 May

All reports shall be written in English, produced in an electronic version and a hard copy, and be presented in a concise format.

7. Responsibilities

Under the overall supervision of the Chief Technical Advisor at the UN-Habitat Office in Prishtina and the direct supervision of the Senior Advisor on Spatial Planning and Housing, the Consultant will be responsible for conducting the evaluation and producing the required deliverables.

UN-Habitat Kosovo will be responsible for:

- Providing all required documentation and briefings to the Consultant
- Facilitating access to key reviewers/informants
- Providing logistical support
- Providing comments, in consultation with Sida, to the draft report to be addressed in the final version
- Sharing the results with partners, donors and stakeholders

The Consultant will be responsible for:

- Conducting and delivering results of the evaluation as outlined above
 - Demonstrating professional and ethical standards in conducting the task
 - Performing the task in line with the allocated time-frame
 - Informing MuSPP3 management about progress of the assignment
- Delivering high quality final report of the evaluation

8. Competencies

Professionalism: Demonstrates professional competence and mastery of subject areas. Good research, analytical and problem-solving skills. Conscientious and efficient in meeting commitments, observing deadlines and achieving results. *Communication:* Excellent and effective written and oral skills. Ability to convince people through constructive argumentation and to present information in a concise and accurate manner. Negotiating skills and ability to enable good communication and understanding between different interest groups, organizations etc. *Planning and Organizing:* Proven ability to plan, coordinate and monitor own work and that of others. Ability to work under pressure and use time efficiently. Identifies priority activities and assignments, and adjust priorities as required. *Teamwork:* Works collaboratively with colleagues to achieve organizational goals. Solicits input by valuing ideas and expertise of others and is willing to learn from others.

9. Qualifications

Education

- At least a Master Degree in Urban and Regional Planning, Development Studies, Local Governance, Urban Geography, or other relevant discipline. The candidate should preferably be specialized in the field of capacity building and institutional change management. **Work experience and other requirements**
- A minimum of ten years professional practical experience in related fields, incl. in transition countries.
- Very good knowledge of international experience and best practices regarding institutional change management and human resource development, and/or spatial planning, sustainable development, and local governance.
- Relevant knowledge of human resource development and well documented experience in monitoring and evaluation of projects/development programmes.
- Good ability to evaluate development assistance projects/programmes in the municipal and urban development sector with the focus on capacity building.
- Understanding of and experience with demand-driven processes and methodologies of capacity building required.
- Good understanding of spatial planning, sustainable development and the associated responsibilities at municipal and national level.
- Good analytical, solution defining and creative skills.
- Knowledge of Kosovo legal, spatial and environmental conditions and/or South-East European experience is an advantage.

Language

- Excellent proficiency in spoken and written English.

Special considerations

- Familiarity with and loyalty to the goals of UN-Habitat and the UN
- Enthusiasm and willingness to share experiences and transfer knowledge
- Sensitivity to gender issues and issues of concern to vulnerable groups Flexibility and **preparedness** to pursue goals through teamwork
- Availability for the suggested project schedule

The consultant should not have been substantially involved in operations of MuSPP Programme in the past.

10. Payment Instalments

Payments will be based on deliverables over the consultancy period. The fees will be paid in instalments upon completion and acceptance of the outputs as specified in section - Deliverables- above.

Annex 1 – Sample evaluative questions

- Is MuSPP contributing to improved capacity in the area of spatial planning, sustainable development and local governance among partner municipalities, the Ministry of Environment and Spatial Planning, the Ministry of Local Government Administration and the Association of Kosovo Municipalities? If yes, how and to what extent?
- Is MuSPP contributing to improved interaction and cooperation between central and local level with regard to spatial planning, sustainable development and local governance? If yes, how and to what extent?
- Is MuSPP contributing to increased integration of different sectors e.g. environment in spatial planning and sustainable development? If yes, how and to what extent?
- Is MuSPP contributing to enhanced local democracy and to increased public participation in spatial planning? If yes, how and to what extent?
- Has the implementation of Capital Investment Projects (CIP) contributed to a better understanding of the need for spatial planning and proper implementation of spatial plans? If yes, how and to what extent?
- Do the counterparts (at national and local level) make effective use of the plans for the purpose of public investments and development control?
- Has results on outcome level contributed to the overall achievements of the Programme objectives?
- Is the Programme relevant in relation to Kosovo's EU integration process?

Annex 2 - Suggested Structure of the Evaluation Report

- (i) Table of contents
 - (ii) Acronyms
 - (iii) Executive Summary
 - 1. Evaluation Background
 - 2. Project description
 - 3. Evaluation Methodology
 - 4. Evaluation findings
 - 5. Conclusions
 - 6. Recommendations
 - 7. Lessons learned
8. Annexes

Annex 2: People met and interviewed in the course of the evaluation and list of municipalities

People interviewed in the course of the evaluation

Organization	Date	People interviewed	Position
Central level		Key people linked to the project	
UN-Habitat Pristina Office	17/3/14	Gwendoline Mennetrier Artan Rexhepi Ishaku Maitumbi Arijeta Himaduna Catarina Camarinhas Lumniye Gashi Gloriosa Hisari Adem Llabjani	CTA PMO Planning Officer Gender and Civil Society Officer Human Settlements Officer Spatial/Urban Planner Legal Officer Operations/Logistic Assistant
MESP -PS	20/3/14	Arben Citaku	General Secretary
MESP DSP	20/3/14	Adim Radoniqi	Director, Department of Spatial Planning
MESP ISP	18/3/14	Luan Nushi	Director, Institute for Spatial Planning
MLGA	18/3/14	Besnik Osmani	General Secretary
SIDA	26/3/14	Maria Melbing Fatos Mulla,	Counselor, Head of Development Cooperation , Swedish Embassy Programme Officer, Swedish Embassy
AKM		Meeting not possible	
(University of Pristina ⁵³)	25/3/14	Ilir Gjinoli	Lecturer Pristina University, former Director ISP, Head of Urban Plus consultants
MuSSP2 and 3 partner municipalities		Mayor/ head of planning/ head of finance/ head of projects/ MuSPP support staff/ civil	

⁵³ Ilir Gjinoli was the former director of ISP, Head of the consultancy Urban Plus and is a lecturer at University of Pristina on urban planning. He was the main link person in discussions on cooperation. He was not interviewed as a formal representative of the University of Pristina

Annex 2: People interviewed

Organization	Date	People interviewed	Position
		society	
Mitrovica/Mitrovica	25/3/14	Drita Nushi Sami Zeka Blerim Baruti Gani Beshiri Nexhmi Hasani Besim Shala Shemsi Bajrami Xhylazim Peci Sami Bilalli Dr. Qazim Ferizi-	UN-Habitat Spatial/ Urban Planner Director of Urbanism Department Director of Public Works Engineer-Department of Public Works Head of Planning Section Housing Officer Head Of Urbanism Section Geometer/Planning Section Mayor's Advisor Director of Department of Social Welfare
Peja	26/3/14	Hana Muhaxheri Vjollca Shala Arbnesha K. Goga Violeta Uka Ilir Cavdarbasha Modest Gashi Vlora Latifi Ylber Ruli Sahic Kandic	Planner/Architect –Urbanism Permit Unit/Department of Urbanism Officer in Department of Planning for Environmental Protection Head of Permit Unit Architect Head of Planning Unit/Department of Urbanism Coordinator/Syri Vizion Project Manager/Syri Vizion
Junik	19/3/14 26/3/14	Deputy mayor Teuta Jaha Fehmi Hoxha Abita Krasniqi Lejla Thaqi Ajna Derguti Syzana Krasniqi Saranda Isufaj Bekim Gaxherri Arton Krasniqi Hysen Ymeri Flurije Shehu Xheme Shehu Hasan Krasniqi Ferdane Tofaj Dafina Gacaferi Arian Xhuli Valon Haka	UN-Habitat Spatial/ Urban Planner Director of Urbanism Pupil/Primary School “Hamez Thaqi” Pupil/Primary School “Hamez Thaqi” Pupil/ Primary School “Hamez Thaqi” SHPPP “Gjeravica”/Propert Tax Manager Gender Officer/Junik Municipality Secretary/ SHBA “Rrasa e Zogut” Officer for AKRS Officer/Municipality of Junik Officer in Cadastre /Municipality of Junik Officer/Municipality of Junik Director of Urbanism/Municipality of Junik Planning Officer/Municipality of Junik Manager/KDC Planning Officer/Municipality of Junik Coordinator/QRT

Annex 2: People interviewed

Organization	Date	People interviewed	Position
Mamusha/Mamusa	24/3/14	Dafina Karahoda Nehat Tag Milazim Muzrek Nehat Morixha Samidin Tag Hasim Morina Yuksen Toro Serdar Tac Ilyas Bayraktar Yalksin Mazrek Esra Osi	UN-Habitat Spatial/ Urban Planner Chairman Mabed DerneziamusaDereket Derhegi MTD MABED Dernegi Chairman/MTD Chairman/MIAD Chairman/Mamusha Gonuleli Yar Der Municipality of Mamusha KVRL n/a Director/Department of Urbanism, Municipality of Mamusha Head of Sector/Municipality of Mamusha
Prizren	24/3/14	Artnet Haskuka Hasan Hasani, Laura Ukimeri, Shpresa Osmanollaj, Refki Muzbegu, Nijazi Kryeziu Hatixhe Perzhela	UN-Habitat Spatial/Urban Planner Director of Infrastructures and Public Services Department of Infrastructures and Public Services Department of Urbanism Department of Urbanism Director of Urbanism Department of Infrastructures and Public Services
Ferizaj/Urosevac	21/3/14	Klodeta Krasniqi Faik Grainca Gafurr Ilazi Mustafe Zariqi Ilir Buzhala- Arlind Andyli Granit Sadiku Jeton Hoxha Arber Ademi Bedri Pajaziti Milaim Nuhiu Alban Haliti	UN-Habitat Spatial/ Urban Planner Director of Urbanism and Environment Director of Infrastructure Head Urban Planning Unit, Directorate of Urbanism and Environment NGO Etika IRP RINON NSY -QPEA ETIKA KVRL-LYAC Programme Coordinator
Gjilan/Gnjilane		Vigan Perani Fadil Sherifi Drite Kajtazi	UN-Habitat Spatial/ Urban Planner Sector of Planning and Environmental Protection Officer in Department of Public

Annex 2: People interviewed

Organization	Date	People interviewed	Position
		Valon Shefkiu Nijazi Musmurati Valbona Kllapi	Services Head of Department of Urbanism Civil Society Civil Society
Hani I Elezit/ General Jankovic	21/3/14	Sami Stagova Miqail Vila Durim Dernjani Zekiria Krivnjeva Remzi Bushi Kujtim Dernjani Hyrijete Isufi Nazim Laci Bedrije Imishti Florijeta Dernjani	UN-Habitat Spatial/ Urban Planner Director- Project Manager/ Municipality of Hani Elezit Coordinator /Geodesy and Cadastral Unit Officer/Cadastral Unit Head of Public Services Civil Society Civil Society Civil Society Civil Society
MuSSP3 partner municipalities		Mayor/ head of planning/ head of finance/ head of projects/ MuSPP support staff	
Malisheve/Mali sevo		Not visited	
Rahovec/Orah ovac	25/3/14	Murat Kryeziu Vjollca Vuciterna Uke Gashi Asllan Kryeziu Berkam Hamdiu Bedri Hoti Istref Kryeziu Mehmet Kryeziu Ahmet Deliu Shpejtim Mustafa Habib Haxhimustafa Qerim Kadriu Kapllan Gashi Selim Metkamberi Agita Krasniqi Lejla Thaqi Ajna Derguti Alban Kadiri Mimoza Kadiri Teuta Jaha Hoxha Sylejman Daka	SHFRU SHML “Xhelal Hajda Toni” KP “ XH. Hajda Toni” KP “Hamez Thaqi Xhelal Hajda –Toni” “Hamez Thaqi” Hamez Thaqi” “Hamez Thaqi” “Xhelal Hajda-Toni” Municipality Municipality Xhelal Hajda-Toni” Municipality Department of Urbanism- Municipality -“Hamez Thaqi” “Hamez Thaqi” “Xhelal Hajda-Toni” “Xhelal hajda-Toni” “Xhelal Hajda-Toni” Spatial/Urban Planner/UN-Habitat Municipality
Gracanice/Gra canica	28/3/14	Visar Salihu Mirjana Stanojevic Suncica Trajkovic Dejan Jovanovic	UN-Habitat Spatial/ Urban Planner Officer in Planning Unit Coordinator of Project Managers Director of Urbanism

Annex 2: People interviewed

Organization	Date	People interviewed	Position
		Srdjan Pekovic Ivica Denic Milos Nacic	Deputy Mayor Department of Finance Department of Public Services
Partesh/ Partes	27/3/14	Visar Salihu Dragan Peric Stanko Trajkovic Monica Stankovic Srecko Cvetkovic Sladan Mladenovic	UN-Habitat Spatial/ Urban Planner Chief of Staff Deputy Mayor Head of Urbanism Officer in Cadastre Department Director of Urbanism and Cadastre Department

Programme of visits and interviews

UN-Habitat MuSPP Evaluation

17-28 March 2014

Monday , 17 March	Institution	Person(s)	Location
09:30-12:30	UN-Habitat	Gwendoline Mennetrier	UN-Habitat
12:30:13.30	Lunch		
14:00 – 18:00	UN-Habitat	MuSPP Staff	UN-Habitat

Tuesday, 18 March	Institution	Person(s)	Location
09:00-10:00	MESP	Luan Nushi, Director ISP	MESP
10:00-12:30	MESP	Agim Radoniqi, Director DSP	MESP
14:30-19:00	Travel to Ohrid		

Wednesday , 19 March	Institution	Person(s)	Location
Mayors retreat (all day)	Junik and Hani Elezit municipalities	Mayor of Hani Elezit and Vice-Mayor of Junik	Ohrid, FYROM

Thursday, 20 March	Institution	Person(s)	Location
Mayors retreat (all day)	MESP , General Secretary	Arben Citaku	Ohrid, FYROM
	MLGA, General	Besnik Osmani	Ohrid, FYROM

Annex 2: People interviewed

	Secretary		
Friday, 21 March	Institution	Person(s)	Location
10:30-12:30	Hani Elezit	Meetings with municipal team, civil society and field visit	Municipality
13:30-16:30	Ferizaj	Meetings with municipal team, civil society and field visit	Municipality
Monday, 24 March	Institution	Person(s)	Location
10:00-12:30	Prizren	Meetings with municipal team, civil society and field visit	Municipality
14:30-16:30	Mamusha	Meetings with municipal team, civil society and field visit	Municipality
Tuesday, 25 March	Institution	Person(s)	Location
09:30-12:00	Mitrovica	Meetings with municipal team, civil society and field visit	Municipality
14:00-17:00	Rahovec	Meetings with municipal team, civil society and field visit	Municipality
Wednesday, 26 March	Institution	Person(s)	Location
08:00-09:00	Swedish Development Cooperation	Maria Melbing, Counsellor, Head of Development Cooperation Fatos Mulla, Programme Officer	Swedish Embassy
11:00-13:30	Junik	Meetings with municipal team, civil society and field visit	Municipality
14:30-17:30	Peja	Meetings with municipal team, civil society and field visit	Municipality
Thursday, 27 March	Institution	Person(s)	Location
09:00-11:00	Partesh	Meetings with municipal team	Municipality
13:30-15:30	Gjilan	Meetings with municipal team, civil society and field visit	Municipality
Friday, 28 March	Institution	Person(s)	Location

Annex 2: People interviewed

09:00-11:00	Gracanica	Meetings with municipal team	Municipality
11:00-13:00	UN-Habitat	MuSPP management	UN-Habitat

Staff of UN-Habitat Kosovo

UN-HABITAT OFFICE IN KOSOVO/STAFF LIST

Name	Title	Contact Details
UN-HABITAT Kosovo		
UN-HABITAT Kosovo office: Phone; 038/20032611 Fax: 038/224 122 Ministries Building "Rilindja" 10 th Floor, Pristina		
Gwendoline Mennetrier	Chief Technical Advisor	Tel: 038 200 32 610 Mobile: 045/824-276 Email gwendoline.mennetrier@unhabitat-kosovo.org
Artan Rexhepi	Programme Management Officer /Head of PMU	Tel: 038/ 200 32 600 Mobile: 044/115-651 Email: artan.rexhepi@unhabitat.kosovo.org
Mirëdita Kosova	Administrative/ Finance Assistant	Tel: 038 200 32 611 Mobile: 049/490-542 Email: miredita.kosova@unhabitat-kosovo.org
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Rudina Qerimi	Communication Information/Spatial Planner	Tel: 038 200 32 604 Mobile:044/185-618 Email: rudina.qerimi@unhabitat-kosovo.org
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Gloriosa Hisari	Legal Officer	Tel: 038 200 32 605 Mobile: 044/201-430 E-mail: gloriosa.hisari@unhabitat-kosovo.org
Adem Llabjani	Operations/Logistic Assistant	Tel: 038/ 200 32 607 Mobile: 044/260-573; Email: adem.llabjani@unhabitat-kosovo.org
Pejë/Pec		
Prizren		
Artnet Haskuka	Spatial/ Urban Planner	Mobile: 044/152 840 Office: 029/41-925 Ext 200; Email: artnet.haskuka@unhabitat-kosovo.org

Annex 2: People interviewed

Mitrovicë/Mitrovica		
Drita Nushi	Spatial/ Urban Planner	Mobile: 044/148-099; Email: drita.nushi@unhabitat-kosovo.org
Gjilan/Gnjilane		
Vigan Perani	Spatial/ Urban Planner	Mobile: 044/127-294 Email: vigan.perani@unhabitat-kosovo.org
Hani i Elezit		
Sami Stagova	Spatial/ Urban Planner	Mobile:044/368-340 Email: sami.stagova@unhabitat-kosovo.org
Ferizaj/Uroševac		
Klodeta Krasniqi	Junior Spatial/ Urban Planner	Mobile: 044/690-242 Email: klodeta.krasniqi@unhabitat-kosovo.org
Gracanice/Gracanica		
Sadije Kelmendi	Spatial/ Urban Planner	Mobile:044/167-000 Email: sadije.kelmendi@unhabitat-kosovo.org
Partesh/Partes		
Visar Salihu	Spatial/ Urban Planner	Mobile:044/120-663 Email: visar.salihu@unhabitat-kosovo.org
Mamushë/Mamusa		
Dafina Karahoda	Spatial/ Urban Planner	Mobile:044/288-796 Email: dafina.karahoda@unhabitat-kosovo.org
Junik Team		
Teuta Jaha	Spatial/ Urban Planner	Mobile: 044/199-211 Email: teuta.jaha@unhabitat-kosovo.org
Malishevë/Malisevo		
Vllaznim Osmani	Spatial/ Urban Planner	Mobile: 044/255-573 Email: vllaznim.osmani@unhabitat-kosovo.org
Doruntinë Rexhepi	Environmental Officer	Mobile:044/456-614 Email: doruntine.rexhepi@unhabitat-kosovo.org

Municipalities participating in MuSPP 3

Combined	Albanian	Serbian
MuSPP 2 and 3		
Elezit/Elez	Elezit	Elez
Ferizaj/Uroševac	Ferizaj	Uroševac
Gjilan/Gnjilane	Gjilan	Gnjilane
Hani I Elezit/General Jankovic	Hani I Elezit	General Jankovic
Junik	Junik	
Mamuša/Mamushë	Mamuša	Mamushë
Mitrovica/Mitrovice	Mitrovice	Mitrovica
Peja/Pec	Peja	Pec
Prizren	Prizren	
MuSPP 3		

Annex 2: People interviewed

Gracnica/Gracanicë	Gracnica	Gracanicë
Malishevë/Mališevo	Malishevë	Mališevo
Parteš/Partesh	Parteš	Partesh
Rahovec/Orahovac	Rahovec	Orahovac

Annex 3 Documentation

Phase	Author	Date	Name
Phase 1			
01-01 MuSPP1 Project Document			MuSPP Exec Summary April
	UN-Habitat	05/10/2005	Project Document, MuSPP Project Proposal
	UN-Habitat	09/10/2005	Annex1 Logical Framework
	UN-Habitat	09/10/2005	Annex 2 Poverty and Poverty Alleviation
	UN-Habitat	2005	Memorandum of Understanding MuSPP English Draft
	UN-Habitat	2005	MoU Annex Background
	UN-Habitat	01/04/2006	List of MuSPP activities April 10
01-02 MuSPP1 Progress reports			
	UN-Habitat	03/2006	MuSPP Inception report
	UN-Habitat	2006	Progress report 1
	UN-Habitat	04/2006	2nd MuSPP progress report
	UN-Habitat	04/2006	2nd MuSPP Progress Report - Annex I Work Plan & Results
	UN-Habitat	04/2007	2nd MuSPP Progress Report - Annex II Activity schedule 6mth final
	UN-Habitat	04/2007	2nd MuSPP Progress Report - Annex III Photo annex final
	UN-Habitat	04/2007	2nd MuSPP Progress Report - Annex IV Brochure MuSPP Eng-Alb-Serb.
	UN-Habitat	04/2007	3rdMuSPP Progress Report.-Oct 06-March 07
	UN-Habitat	10/2007	4rd MuSPP Progress Report - Annex A Work Plan & Results
	UN-Habitat	10/2007	4rd MuSPP Progress Report - Matrix municipal
	UN-Habitat	16/10/2007	4rd MuSPP Progress Report April 07 –Sept 07
01-03 Final Report and Evaluation			Programme Report
	For Un-Habitat – authors not on document	2008? (date not on document)	Forward Looking evaluation MuSPP 1
Phase 2			
Project Document			
	UN-Habitat	01/2008	MuSPP2 Executive Summary
	UN-Habitat	11/01/2008	MuSPP2 Project Document
	UN-Habitat	11/01/2008	MuSPP2 Prodoc Annex A – Logical framework

Annex 3: Documentation

Phase	Author	Date	Name
	UN-Habitat	11/01/2008	MuSPP2 Prodoc Annex B - Gender approach 11jan08
	UN-Habitat	11/01/08	MuSPP2 Prodoc Annex C - Cooperation Zones 11jan08.pdf
	UN-Habitat	11/01/08	MuSPP2 Prodoc Annex D E - Plan contxt & Kos stakeh 11jan08.pdf
	UN-Habitat	11/01/08	MuSPP2 Prodoc Annex F - Budget 11Jan08.xls
	UN-Habitat	11/01/08	MuSPP2 Programme Summary 5p.pdf
Phase 2 Progress reports			
	UN-Habitat	12/2008	MuSPP May to Nov 2008 prog TPR1 Final Report.
	UN-Habitat	06/2009	TPR2 Progress Report Dec 2008 May 2009
	UN-Habitat	21/12/2009	TPR3 Progress report June to November 2009 Main Report
	UN-Habitat	02/07/2010	TPR4 Dec. 2009 may 2010 020710.pdf
	UN-Habitat	02/2011	TPR 5 Jun. to Dec. 2010 final
	UN-Habitat	28/11/2011	TPR 7 Report July to Oct. 2011
Final evaluation report MuSPP Phase 2			
	Mirosaw Warowicki and Orjan Mahlund	05/2011	Final Report Evaluation of MuSPP Phase 2
Phase 3			
Project Document			
	UN-Habitat	11/2011	MuSPP3 Project Document
	UN-Habitat	11/2011	Annex 1 Map
	UN-Habitat	11/2011	Annex 2 Brief description_ of additional municipalities in MuSPP3
	UN-Habitat	11/2011	Annex 3 Illustration of transition MuSPP2 to MuSPP3
	UN-Habitat	11/2011	Annex 4 MuSPP3 Budget
	UN-Habitat	11/2011	Annex 5 Links between Project Objectives & Components
	UN-Habitat	11/2011	Annex 6 MuSPP3 Log Frame
	UN-Habitat	11/2011	Annex 7 Organogram MuSPP3
	UN-Habitat	11/2011	Annex 8 Gender Approach
	UN-Habitat	11/2011	Annex 9 Request from MESP
	UN-Habitat	11/2011	MuSPP3 Budget Proposal. 13 Jan 3years limited
Phase 3 Progress reports			
	UN-Habitat	09/2011	MuSPP3 Interim Report July-August 2011
	UN-Habitat	04/2012	TPR 1 MuSPP3 Progress Report Nov 11 to mar 2012
	UN-Habitat	11/2012	TPR 2 MuSPP3 Progress Report Apr to Oct 2012

Annex 3: Documentation

Phase	Author	Date	Name
	UN-Habitat	04/2014	TPR-3 MuSPP3 FINAL (excluding Project Overview) Nov 2012 to Mar 2013
	UN-Habitat	04/2014	TPR-3 Project Overview 290313 FINAL
	UN-Habitat	04/2014	TPR4 Progress Report 211013 Apr- Sept 2013
	UN-Habitat	04/2014	scenario 1&2
	UN-Habitat	04/2014	TPR5 Progress report March 2014
	UN-Habitat	04/2014	Financial summary April 2014
Other documents			
	UN-Habitat		Memorandum of understanding
	Jim Newkirk Mexhide Spahija Indevelop AB For Sida	Oct 2012	Study On Results Of Cooperation Under The Swedish Strategy For Development Cooperation With Kosovo, January 2009-December 2012
	<i>Pujo, L., Gay, D. & D, A.G.,</i> European Union, Kosovo	April 2013	<i>Institutional Support to the Ministry of Environment and Spatial Planning (MESp) of Kosovo, Pristina, Kosovo.</i>
	UN-Habitat	Oct 2013	MuSPP3 – Completion or transformation: scenarios and proposals for discussion
Publications			
	UN-Habitat	2012 ⁵⁴	Turning Spaces into Places
	Frank D'Hondt	2012 ⁵⁵	Visioning As participatory planning tool Learning from Kosovo practices
	UN-Habitat	2014 (planned)	Gender Mainstreaming Guidelines for Spatial Planning

⁵⁴ Date is estimated for the soft publication – not provided in the publication

⁵⁵ Date is estimated for the soft publication – not provided in the publication

Annex 4 Self-evaluation Questionnaire and summary of results

Introduction

This questionnaire was developed to provide a systematic feedback from the partner municipalities and from other key partners. It was the basis for the evaluation, together the desk study of the reports of the project and the field visits. The main results are summarised in the report. The original returns are available with UN-Habitat, Kosovo and the evaluator.

Self-evaluation in the context of the evaluation of MuSPP Phase 3

Overview

Objectives of the self-evaluation

The aim is to involve all partners in the evaluation process and to make sure that your insights are reflected in the final report. The evaluation is to ensure that the project can be managed in such a way that the greatest benefits can be obtained in line with the objectives of the project. The process of carrying out the review is also very useful internally to organizations as it encourages reflection and communication about the programme.

In completing the form, if there are stories that illustrate your points, please add additional sheets.

Who should fill in the evaluation?

The form should be filled in by all organizations working with MuSPP. If any question is not applicable to your organization, please write not applicable (N/A). If there are any aspects you consider important and are not mentioned. Please add.

1 Key information - what has been done, what are the results?

This section summarises key information about the activities supported by MuSPP.

1.1 Name of

organization:

1.2 When did collaboration with MuSPP start?

1.3 What form of support has there been from MuSPP? Please mark the appropriate response

Form of support/ collaboration	yes	No
Partner in providing support to municipalities		
Received in-house technical support		
Received Intermittent technical support		
Received financial support to co-fund projects		
Staff received training		
Staff attended study visits or retreats		
Manuals and guidelines provided and used		
Other (please specify)		

If “yes” for financial support how much was the MuSPP support for projects?

€.....

How much was own contribution?

€.....

1.4 (for municipalities) Key activities undertaken in municipal planning

Completed

activities

Ongoing

activities

Annex 4: Self-evaluation questionnaire

Potential future

activities

1.5 (for municipalities) Key activities in project implementation (CIP)

Please describe project activities briefly

Completed projects

.....

Ongoing projects

.....

Potential future projects

.....

1.6 How many professional staff do you have who are able to work on or support *municipal planning*? (How many male, how many female?)

1.7 How many staff do you need?

1.8 What competences are needed? (For example, ability to work with GIS)

1.9 How many professional staff do you have who are able to develop and manage or support municipal *capital investment projects (CIP)*?

1.10 How many staff do you need?

1.11 Are these the same staff as would work on municipal planning?

2 Relevance?

How useful is the support from MuSPP?

2.1 How useful was the *form* of collaboration/ support?

How useful do you consider the form of support you have/had? Please tick the appropriate box	Extremely useful	Very useful	useful	Marginally useful	Not useful
Partner in providing support to municipalities					
Received in-house technical support					
Received Intermittent technical support					
Received financial support to co-fund projects					
Staff received training					
Staff attended study visits or retreats					
Manuals and guidelines provided and used					
Other (please specify)					

2.2 Were the results useful?

To what extent would you agree with the statement: The results of the collaboration have been highly useful to the municipality	Strongly agree	agree	neutral	disagree	Strongly disagree

Annex 4: Self-evaluation questionnaire

What aspects of the assistance have you found most useful?

What aspects of the assistance have you found least useful?

2.3 How do you use the Municipal Development Plan?

Please note briefly how you use the Municipal development Plan (tick as appropriate)

- a) Guide development decisions (e.g. location of new projects)
- b) Guide control (e.g. to decide whether to grant permission for development)
- c) Other

Please add comments if necessary

2.4 Do you consider the participative form of planning supported by MuSPP to be a good way of working?

To what extent would you agree with the statement: "Participative planning is the best way of working for all municipalities"	Strongly agree	agree	neutral	disagree	Strongly disagree

Please add comments if necessary

2.5 Do you consider the gender sensitive form of planning and development supported by MuSPP to be a good way of working?

To what extent would you agree with the statement: "Gender sensitivity should be an important part of planning and development"	Strongly agree	agree	neutral	disagree	Strongly disagree

Please add comments if necessary

2.6 In what areas has the support from MuSPP helped build your capacity

Please indicate the percentage of full capacity for development planning you think you will have achieved at the end of the support by MuSPP in the current project	100%	75%	50%	25%	0%

Annex 4: Self-evaluation questionnaire

Has the support from MuSPP helped build your capacity for development regulation and control ?					
Please indicate the percentage of full capacity for project development you think you will have achieved at the end of the support by MuSPP in the current project?					
To what extent has the support from MuSPP helped build your capacity for environmental assessment, planning and management ?					
To what extent has the support from MuSPP helped build your capacity for working in informal areas ?					
Any additional comments (please use extra sheets if necessary)					

3 Looking forward

3.1 Will you be able to keep your capacity?

To what extent would you agree with the statement: "It is difficult to keep staff once they have developed capacity"? (e.g. staff leave to work in private firms)	Strongly agree	agree	neutral	disagree	Strongly disagree
Please share your experience of whether this is an issue or not					

3.2 Final period and after MuSPP phase 3

MuSPP support is due to end in 2014. How will this affect your organization? Do you see it as having a negative impact on your ability in planning and project development, or do you feel that it is diverting resources from other priorities?	Large problem	Modest problem	Not a problem
Please explain your response (if you have longer comments, please add a sheet)			

3.3 If the project could continue, would you still need support from MuSPP?

To what extent will you need support for your institution after the end of the current project?	Need strong support	Need modest support	Do not need support
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Annex 4: Self-evaluation questionnaire

Please add a short explanation of why you would/ would not need support, and what sort of support you would appreciate? (if you have longer comments, please add a sheet)			

3.4 **Should** any continuation/ transformation be in the same form as at present, or be changed?

If there was an extension or transformation of the project, should it remain the same, or be modified.	Be strongly modified	Have modest changes	Have no change
What sort of change would you propose?			

4 Lessons

What do you consider the most positive lessons to have come from the support of MuSPP?

4.1 Please note down what from your view point have been the most positive aspects from the collaboration with MuSPP

4.2 What do you consider should change to make MuSPP more useful?

From the experience there may be aspects of the cooperation that could be changed or improved in the last stages of the project, or in any future extension, if that is possible... What would these be?

Annex 4: Self-evaluation questionnaire

Table 12 Summary of self-evaluation results-March 2014 (note this is a working spreadsheet but indicates the results. Findings are used in the analysis)

questions	MuSSP2 and 3 partner municipalities										MuSSP3 partner municipalities				Central level			
	Mitrovica /Mitrocei	Peja	Junik	Mamush /Mamusa	Prizren	Feriza/ Urosevac	Gjilan/Gnjilane DUEP	Gjilan/Gnjilane DPS	Hani I Elezit/ General Jankovic	Malisheves/ Malisevo	Rahovec/ Orahovac	Gracanice/Gracanica	Partesh/ Partes	DSP	AKM	ISP		
1.1 Name of organization:																		
1.2 When did collaboration with MuSPP start?	2001	2006	2007	2008	Jan-06	2003	2011	2013	2008	2012	2012	Jun-11	Jun-11	Apr-12	Jun-05	Apr-12		
1.3 What form of support has there been from MuSPP?																		
Form of support/ collaboration																		
Partner in providing support to municipalities	1	1	1	1	1	1	1	1	-	1	1	1	1	1	1	1		
Received in-house technical support	1	1	1	1	1	1	1	0	1	1	1	1	1	1	1	1		
Received Intermittent technical support	0	1	1	0	1	0	1	0	-	1	1	1	1	1	1	1		
Received financial support to co-fund projects	1	1	1	1	1	1	1	0	0	1	1	1	0	0				
Staff received training	1	1	1	1	1	1	1	1	1	1	1	1	1	1				
Staff attended study visits or retreats	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1		
Manuals and guidelines provided and used	1	1	1	1	1	1	1	1	-	1	1	1	1	1	1	1		
Other (please specify)																		
MuSPP support for projects	213,083	54,889	20,290	120,000	165,577	-	-	31,000	50000	52,816	-	-	-	-	-	-		
was own contribution	615,808	54,889	20,290	299,550	165,577	-	-	51,000	50000	52,816	-	-	-	-	-	-		
1.6 professional staff do you have who are able to work on or support municipal plan	7f2m	1f2m	1f	2f1m	2m	5f9m	2f7m	1f2m	1f2m	1f3m	4f1m	2m	2f		6m6f			
1.8 How many staff do you need?	3	3	3	2	5	6	5	?	1	4	5	4				9		
1.8 competences needed																		
1.9 professional staff do you have who are able to develop and manage or support m	6	5	0	2	1	15	7	2	3	5	2					0		
1.10 How many staff do you need?	3	7	2	2	-	5	?	1	4	5	1					3		
Are these the same staff as would work on municipal planning	0	1	0	0		1	-	1	1	1	1	1				y		
2 Relevance																		
2.1 How useful was the particular form of support?																		
Partner in providing support to municipalities	2	2	1	0	2	2	1	2	-	2	1	2	2	1	1	2		
Received in-house technical support	2	2	1	0	2	2	-	2	2	2	1	2	2	1	0			
Received Intermittent technical support	0	2	1	-	2	1	0	-	-	2	1	2	2					
Received financial support to co-fund projects	2	-	2	0	2	2	-	-	1	2	2	-	-					
Staff received training	2	2	-1	2	2	2	1	0	1	2	-1	2	2					
Staff attended study visits or retreats	0	2	1	2	2	2	1	-	1	2	1	2	2			1		
Manuals and guidelines provided and used	0	2	1	-	2	2	0	1	-	2	1	2	2			2		
Other (please specify)																2		
To what extent would you agree with the statement: <i>The results of the collaboration have been highly useful to the municipality</i>	2	2	2	2	2	2	0	2	2	2	2	2	2		1	2		
most useful																		
least useful																		
2.3 How do you use the Municipal Development Plan?																		
a) Guide development decisions (e.g. location of new projects)	0	1	1	1	1	0	1	1	1	1	1	1	1					
b) Guide control (e.g. to decide whether to grant permission for)	1	1	1	1	1	1	1	1	1	1	1	1	1					
c) Other		0	0	0	0	0	1	1	1	0	0	0	0					
Do you consider the participative form of planning supported by																		
2.4 MuSPP to be a good way of working?	2	2	2	2	2	2	2	2	2	2	2	2	2	1	1	2		
Gender sensitivity should be an important part of planning and																		
2.5 development*	2	2	2	2	2	2	2	2	2	2	2	2	2	1	1	2		
In what areas has the support from MuSPP helped build your																		
2.6 capacity?																		
development planning	0.5	0.6	0.5	0.75	0.5	0.75, 0.25	0.75	1	0.75	0.75	1	0.5	0.5					
development control	0.25	0.65	0.5	0.25	0	0.75	0.5	0.75	0.5	0.25	0.5	0.75	1	0.5	0.5	0.5		
project development	0.5	0.7	0.5	0.5	1	0.75, 0.5	0.75	0.75	0.75	0.75	1	0.5	0.5					
environmental assessment/planning management	0.25	0.7	0.5	0.25	0.25	0.75	0.75	-	0.5	0.5	0.75	0.5	1			1		
informal areas	0.25	1	0.5	-	0	0.5	0.5	-	0.5	0.25	0.5	0.75	1			1		
plus																1		
3 Looking forward																		
3.1 It is difficult to keep staff once they have developed capacity?	1	0	1	0	1	1	0	-1	1	1	1	1	-1	1		2		
3.2 Do you see end of MuSPP as having a negative impact on your ability in	1	2	1	1	2	2	0	1	2	2	1	2	2	0	0	0		
3.3 To what extent will you need support for your institution after the end	2	2	2	2	2	2	1	1	2	2	2	2	2	1	1	2		
3.4 Same form or changed?	1	1	0	1	1	1	2	2	0	0	1	0	0	1	2	1		
changes?																		
4 Lessons																		
4.1 Positive																		
Potential changes																		

key- 1=yes

key- 2=extremely useful
1=very useful
0=useful
-1 = marginally useful
-2 not useful

key- 2=strongly agree
1=agree
0=neutral
-1 = disagree
-2 =strongly disagree

key- 2=strongly agree
1=agree
0=neutral
-1 = disagree
-2 =strongly disagree

proportion of full capacity

2=strongly agree
1=agree
0=neutral
-1 = disagree
-2 =strongly disagree

2=strong

comments -selected comment

Annex 5: Log Frame for Municipal Spatial Planning Support Project (Phase 3)

Results Logical Framework and Performance Tracking Matrix.

Project Objective 1: Sustainable development of partner municipalities through strategic and comprehensive planning interventions with particular focus on the environment					
Component A – Support to smaller Serb-majority municipalities and selected other municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
A.1.1 Assist in developing MDP/UDP	MDP/UDP prepared for Gracanica and Partesh in cooperation with the municipalities	Sustainable development in the municipalities will be guided by the approved MDP's. Increased capacity and institutional strengthening of the municipalities for performing their responsibilities related to integrated spatial and urban planning.	Organised and well planned municipalities through a transparent planning process with public participation	Level of performance of municipal staff engaged in the planning process.	Performance survey Project Evaluation Report
A.1.2 Quality control of MDPs for Rahovec/Orahovac and Malisheve/Malishevo	Improvements to MDP's for Rahovec/Orahovac and Malisheve/Malishevo	Municipal staff acquired understanding of and skills to engage in the drafting of municipal and urban development plans in a participatory manner.	Improved living conditions of all residents in partner municipalities achieved through sustainable development that promotes social cohesion, sound environment and reduction of poverty	Institutional capacity in relation to spatial and urban planning. Degree to which municipality addresses environmental and planning issues in its decisions Municipal staff managing development based on	Approved MDP/UDP. Municipal reports

Project Objective 1: Sustainable development of partner municipalities through strategic and comprehensive planning interventions with particular focus on the environment					
Component A – Support to smaller Serb-majority municipalities and selected other municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
A.1.3 Assist and facilitate the municipal staff in drafting planning guidelines and standards	Local planning guidelines and standards prepared	Increased performance of the municipalities in drafting and implementing spatial and urban plans		planning documents	
A.1.4 Advice municipal executive bodies on the establishment of adequate municipal structures for drafting and implementing MDP/UDP	Advisory report concerning establishment of municipal planning structures produced and presented to the municipalities	Municipal planning structures set up for municipal and urban planning	Increased performance of the municipalities in undertaking integrated spatial and urban planning	Municipal planning structures set up for municipal and urban planning in accordance with the advisory report	Evaluation of the structure in place

Project Objective 1: Component A – Support to smaller Serb-majority municipalities and selected other municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
A.1.5 Build capacities of municipal institutions and staff through on-the-job-assistance	On-the-job-training and other capacity building activities undertaken	Enhanced capacity of the municipal staff in the application of planning methods and tools leading to sustainable development and focus on environmental issues	Municipalities able to execute drafting and implementation of spatial and urban plans	<p>Level of performance of municipal staff engaged in the planning process.</p> <p>Institutional capacity in relation to spatial and urban planning.</p> <p>Number of plans/ projects/ maps/ work plans developed by the municipal staff</p>	<p>Performance survey</p> <p>Project Evaluation Report</p> <p>Progress reports/records from the municipality approved in the Assembly</p> <p>Spatial and urban plans</p> <p>Maps</p>

Project Objective 1: Component A – Support to smaller Serb-majority municipalities and selected other municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
A.1.6 Targeted training for specific topics (e.g. planning methods, developing planning documents, project management, GIS, SEA)	Training conducted for municipal staff	Municipal staff equipped with knowledge and skills for drafting plans, execute project management, and using various planning methods and tools	Adequate performance by municipalities in undertaking their responsibilities related to integrated spatial and urban planning	Number of municipal staff trained to draft plans and monitor plan implementation using acquired knowledge from training GIS system set up by municipal staff	Performance survey Project Evaluation Report GIS database
A.1.7 Initiate / facilitate the cooperation with external donor programmes to maximise synergy	Cooperation with other stakeholders and programmes undertaken (e.g. REC/LEAP and EU funded Programmes)	Improved coordination between different development programmes and donors	Living conditions of the municipal citizens improved as a result of efficient implementation of different development programmes	Number of joint projects implemented Number of coordination meetings with representatives of different development programmes and stakeholders held	Cooperation agreement document (MoU) Joint plans or project documents Minutes of meetings and reports
A.1.8 Support to partner municipalities in addressing informal settlements	Analysis of informal settlements are prepared	Recommendations made in the analysis reports are incorporated into the development plans	Informal settlements addressed in development plans and resulting in improved living	Number of development plans addressing informal settlements	Development plans

Project Objective 1: Component A – Support to smaller Serb-majority municipalities and selected other municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
			conditions, access to services and secure tenure.		

Project Objective 1: Sustainable development of partner municipalities through strategic and comprehensive planning interventions with particular focus on the environment Component A – Support to smaller Serb-majority municipalities and selected other municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
A.1.9 Assist municipalities to prepare strategic environmental assessments (SEA) for MDP/UDP	SEA for MDP/UDP drafted	Environmental issues are addressed in spatial and urban planning The capacity of the municipalities are strengthened to address environmental issues	Development of a municipality guided by principles of sustainability	The municipalities are applying the practice of SEA in spatial and urban planning	The SEA receives consent from MESP and approval by the Assembly SEA reports Spatial and urban plans

Component B – Further support to MuSPP2 partner municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
B.1.1 Support municipalities to integrate and reinforce the spatial and urban planning with environmental and sustainability components	Environmentally oriented studies and projects undertaken.	<p>Environmental aspects will add value to spatial and urban planning</p> <p>Increased capacity of municipal staff/institutions to perform integrated spatial and urban planning</p>	Improved living conditions of all residents in partner municipalities achieved through sustainable development that promotes social cohesion, sound environment and reduction of poverty	<p>Level of performance of municipal staff engaged in integrated planning</p> <p>Institutional capacity in relation to integrated spatial and urban planning.</p> <p>Number of projects reflecting environmental issues</p>	<p>Performance survey</p> <p>Project Evaluation Report</p> <p>Approved MDP/UDP</p> <p>SEA reports</p> <p>Municipal reports</p> <p>Project documentation</p>

Component B – Further support to MuSPP2 partner municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
B.1.2 Assist municipalities in carrying out complementary sector studies for MDP/UDP	Sector studies and programmes prepared and implemented.	Reinforced planning documents guiding sustainable development and strengthened capacity of municipal staff	Sustainable development by improving the living conditions of all residents in the municipalities, by promoting social cohesion, sound environment, and reduction of the poverty	<p>Number of municipal officers that have attained knowledge on sector studies and their level of performance</p> <p>Number of sector studies to support the implementation of MDP/ UDP and/or forming basis for policy documents</p>	<p>Performance survey</p> <p>Reports from sector studies</p>
B.1.3 Development of mechanisms and tools to control urban development	Planning mechanisms and tools are established	Improved level of development control	Municipalities planned and developed in a sustainable manner	<p>Quality of decisions regarding development control</p> <p>Increased percentage of processed applications</p>	<p>Survey on development control</p> <p>Records from the sector of Building Permission and Inspectorate</p>

Annex 5: Logical Framework MuSPP3

Project Objective 1: Sustainable development of partner municipalities through strategic and comprehensive planning interventions with particular focus on the environment					
Component B – Further support to MuSPP2 partner municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
B.1.4 Finalization of the preparation of MDP for Mamusha	MDP for Mamusha completed	Sustainable development in the municipality will be guided by the approved MDP Municipal staff acquired understanding of and skills to engage in the drafting of municipal and urban development plans in a participatory manner	Sustainable development by improving the living conditions of all residents in the municipality, by promoting social cohesion, sound environment, and reduction of the poverty	Level of performance of municipal staff engaged in the planning process Institutional capacity in relation to spatial and urban planning	Approved MDP/UDP Performance survey Project Evaluation Report
B.1.5 Quality control of MDP/UDP	Quality control and support to MDP/UDP preparations provided	MDP/UDP reinforced to guide sustainable development and capacity of municipal staff strengthened		Consent regarding MDP/UDP from MESP Level of performance of municipal staff engaged in the planning process	Approved MDP/UDP Performance survey

Annex 5: Logical Framework MuSPP3

Project Objective 1: Sustainable development of partner municipalities through strategic and comprehensive planning interventions with particular focus on the environment					
Component B – Further support to MuSPP2 partner municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
B.1.6 Build capacities of municipal institutions and staff through on-the-job-assistance	On-the-job-training and other capacity building activities undertaken	Enhanced capacity of the municipal staff in application of planning methods and tools	Municipalities able to execute drafting and implementation of spatial and urban plans	Level of performance of municipal staff engaged in the planning process Institutional capacity in relation to spatial and urban planning Number of plans/ projects maps, work plans developed and revised by the municipal staff	Performance survey Project Evaluation Report Progress reports/records from the municipality approved in the Assembly Spatial and urban plans Maps
Component B – Further support to MuSPP2 partner municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification

Annex 5: Logical Framework MuSPP3

Project Objective 1: Sustainable development of partner municipalities through strategic and comprehensive planning interventions with particular focus on the environment					
Component B – Further support to MuSPP2 partner municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
B.1.7 Initiate / facilitate the cooperation with external donor programmes to maximise synergy	Cooperation with other stakeholders and programmes undertaken (e.g. REC/LEAP)	Improved coordination between different development programmes and donors	Living conditions of the municipal citizens improved as a result of efficient implementation of different development programmes	Number of joint projects implemented Number of meetings with representatives of different development programmes and stakeholders held	Cooperation agreement document (MoU) Joint plans or project documents Minutes of meetings and reports
B.1.8 Support to partner municipalities in addressing informal settlements	Analysis of informal settlements are prepared	Recommendations made in the analysis reports are incorporated into the development plans	Informal settlements addressed in development plans and resulting in improved living conditions, access to services and secure tenure.	Number of development plans addressing informal settlements	Development plans
B.1.9 Analysis regarding development/reform of municipal institutional structures geared at strategic planning and budgeting	Analysis and proposals made regarding the institutional reforms	Municipal structure is reformed	Efficient institutions contribute to sustainable development	Number of municipalities accepting the reform	Decision by municipality

Annex 5: Logical Framework MuSPP3

Project Objective 1: Sustainable development of partner municipalities through strategic and comprehensive planning interventions with particular focus on the environment					
Component B – Further support to MuSPP2 partner municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
B.1.10 Targeted training for specific topics (e.g. planning methods, developing planning documents, project management, GIS, SEA)	Training conducted for municipal staff	Municipal staff equipped with knowledge and skills for drafting plans, execute project management, and using various planning methods and tools	Adequate performance by municipalities in undertaking their responsibilities related to integrated spatial and urban planning	Number of municipal staff enable to draft plans and monitor plan implementation using acquired knowledge from training GIS system set up by municipal staff	Performance survey Project Evaluation Report GIS database
B.1.11 Assist to develop roadmap for revising MDP/ UDP	Road map in place	The MDP/UDP is revised, based on the road map	Sustainable development as result of improved MDP/ UDP	Number of revised MDP/ UDP	Approval of revised MDP

Assumptions:

- Municipalities willing to work on the planning issues and determined to allocate staff, premises and funds for plan implementation
 - Municipal strategic planning and management units become part of municipal structures
 - Cooperation between municipalities and CSO established under MuSPP2 continues and is replicated in the new partner municipalities
 - Conditions created for stakeholder participation in the planning cycle is applied in all municipalities
 - Staff capable to develop and apply planning instruments
- Municipalities accept participatory approach to plan implementation as a good governance norm
- Decision-makers in partner municipalities are interested in and committed to monitoring performance of local government bodies
 - Civil society organisations active in monitoring performance of local government bodies

Project Objective 2: Enhanced local democracy through participatory and transparent municipal planning processes Component A – Support to smaller Serb-majority municipalities and selected other municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
A.2.1 Support and stimulate inclusive public participation in the planning process and support information sharing with citizens	Increased participation of stakeholders (women and men and other vulnerable groups) and improved information sharing with citizens.	The municipal planning process is transparent and inclusive and has enhanced the local democracy.	Community representatives are part of the planning process and its implementation	Number professionals and citizens attending events related to spatial/urban development issues and governance	Information materials, agendas and attendance lists Performance survey
A.2.2 Support capacity development of the municipal staff and representatives of the community to enable them better contribute to municipal living conditions through the planning process	Increased capacities of municipal officers to engage stakeholders in the planning process	Mechanism developed for community involvement in the municipal planning process		The number of stakeholders involved in consultations regarding plans/plan implementation	List of participants, comments received Performance survey
A.2.3 Support integration of gender in participatory and transparent municipal planning process	Gender-focused area audits as part of the urban planning process and CIP development	Gender perspective integrated at all levels and in all facets of urban and spatial planning and management.		Gender mainstream applied into municipal planning process	Degree to which projects and plans address interests of men and women and boys and girls Projects, with the

Project Objective 2: Enhanced local democracy through participatory and transparent municipal planning processes Component A – Support to smaller Serb-majority municipalities and selected other municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
				focus on how women and men contribute to and gain from development planning	
A.2.4 Awareness raising concerning spatial and urban planning for local decision makers (politicians)	Increased understanding of planning among decision makers (politicians)	The planning is well perceived by the decision makers and the new developments occurred based on the approved plans	Local decision makers contribute to improving the municipal living conditions through transparent and carefully thought through decisions.	Degree to which decision makers (politicians) declare their awareness of the planning issues, impact on economy, social cohesion and environment The number of relevant comments during the Assembly debate. % of decisions in line with the approved plans	Minutes of Assembly meetings Awareness raising materials Specific survey

Project Objective 2: Enhanced local democracy through participatory and transparent municipal planning processes					
Component B – Further support to MuSPP2 partner municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
B.2.1 Support public participation in implementation of Municipal and Urban Development Plans as a vehicle of good governance, financial management and increased transparency of decision-making	Representative of the community and Civil Society participated in the spatial development and policy making process	Spatial and urban planning processes are established as a vehicle for increased transparency in decision-making processes through public participation	Increased inclusiveness and ownership in the municipal planning process	Number of plans/policies/strategies and/or other plans developed in participatory manner	Reports on process evaluation Reports from meetings Lists of participants , Minutes from workshops and reports Performance survey
B.2.2 Facilitate establishment of sustainable cooperation mechanism between civil society and local/central governments	Mechanisms of cooperation developed	Formalised mechanism for cooperation between civil society and local/central governments		Number of events to raise awareness of professionals and citizens with a focus on participatory and transparent municipal planning process	Letter of Agreement or other documents, Formal/Informal declaration of cooperation Joint project documents Performance survey

Project Objective 2: Enhanced local democracy through participatory and transparent municipal planning processes					
Component B – Further support to MuSPP2 partner municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
B.2.3 Support integration of gender in participatory and transparent municipal planning process	Gender-focused area audits as part of the urban planning process and CIP development	Gender perspective integrated at all levels and in all facets of urban and spatial planning and management.	Gender mainstream applied into municipal planning process	Degree to which projects and plans address interests of men and women and boys and girls Projects, with the focus on how women and men contribute to and gain from development planning	Specific survey
B.2.4 Awareness raising concerning spatial and urban planning for local decisionmakers (politicians)	Understanding the importance of planning is increased among decision makers (politicians)	The planning is well perceived by the decision makers and the new developments occurred based on the approved plans	Local decision makers contribute to improving the municipal living conditions through transparent and carefully thought through decisions.	The number of relevant comments during the Assembly debate. The number of planning decisions not in line with approved plans.	Minutes of Assembly meetings Specific survey

Assumptions:

Municipalities accept participatory approach to planning and plan implementation as a good governance norm

- Decision-makers in partner municipalities are committed to actively participate in the planning process
- Staff committed to apply developed mechanisms for public participation
- Civil society committed to engage in the planning process

Project Objective 3: Improvement of the physical environment through demonstration projects identified and designed through urban planning interventions					
Component A – Support to smaller Serb-majority municipalities and selected other municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
A.3.1 Support municipal institutions and staff in identifying, preparing and implementing specific demonstration projects/capital investment projects deriving from the planning processes	Priority projects selected, planned and implemented jointly by stakeholders and municipalities. Majority of projects concern environmental upgrading.	<p>The physical environment has been upgraded and improved as a result of planning processes and CIP implementation</p> <p>Methods for transparent planning and design as well as increased capacities in joint project development in place.</p> <p>Increased level of ownership by the citizens.</p>	The physical environment has continuously been upgraded and improved to the benefit of the citizen’s quality of life.	<p>Capital projects reflected in municipal budgets</p> <p>Number of capital projects implemented in line with MDP/UDP</p> <p>Number of consultation meetings, , area audits (specific for the project), held with different focus groups throughout the entire process of project development.</p> <p>Monitoring the implementation of municipal plans (MDP, UDP, URP)</p>	<p>Budget reports,</p> <p>Reports, minutes of meetings and list of participants..</p> <p>Project design documents.</p> <p>Yearly reports to the Municipal Assembly from the operation of the Municipality</p>

Project Objective 3: Improvement of the physical environment through demonstration projects identified and designed through urban planning interventions Component A – Support to smaller Serb-majority municipalities and selected other municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
A.3.2 Capacity building of municipal staff in project development and management	Municipal staff trained in Project Cycle Management	Increased capacity of municipal staff in project development and management Increased effectiveness and efficiency on the delivery of CIP tasks	Municipal staff has attained professional levels in project development and management.	Number of projects implemented in accordance with agreed implementation plan. Timely execution of activities/tasks by municipal staff.	Reports Minutes of meetings Implementation plans Performance survey Training Agenda and lists of participants
A.3.3 Documenting lessons learned / drafting a guide for CIP development and implementation	Publication of a CIP guide/narrative reports on the process of CIP development and implementation.	Increased capacities of the municipal staff on project reporting and documentation	Lessons learned and good practices applied in other projects. Exchange of experiences between institutions.	Number of project reports prepared by municipal staff with a focus on lessons learned	Project reports

Project Objective 3: Improvement of the physical environment through demonstration projects identified and designed through urban planning interventions Component B Further support to MuSPP2 partner municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
B.3.1 Support municipal institutions and staff in identifying, preparing and implementing specific demonstration/capital investment projects deriving from municipal and urban development plans	Priority projects selected, planned and implemented jointly by stakeholders and municipalities. Majority of projects concern environmental upgrading.	<p>The physical environment has been upgraded and improved as a result of planning processes and CIP implementation.</p> <p>Methods for transparent planning and design as well as increased capacities in joint project development in place.</p> <p>Increased level of ownership by the citizens.</p>	The physical environment has continuously been upgraded and improved to the benefit of the citizen's quality of life.	<p>Capital projects reflected in municipal budgets</p> <p>Number of capital projects implemented</p> <p>Number of consultation meetings, area audits (specific for the project), held with different focus groups throughout the entire process of project development.</p> <p>Monitoring of the implementation of municipal plans (MDP, UDP, URP)</p>	<p>Reports, minutes of meetings and list of participants. Training material for workshops.</p> <p>Project design documents.</p> <p>Yearly reports to the Municipal Assembly from the operation of the Municipality</p>

Project Objective 3: Improvement of the physical environment through demonstration projects identified and designed through urban planning interventions Component B Further support to MuSPP2 partner municipalities					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
B.3.2 Capacity building of municipal staff in project development and management	Municipal staff trained in Project Cycle Management	Increased capacity of municipal staff in project development and management Increased effectiveness and efficiency in the delivery of CIP tasks	Municipal staff has attained professional levels in project development and management.	Number of projects implemented in accordance with agreed implementation plan. Timely execution of activities/tasks by municipal staff.	Reports Minutes of meetings Implementation plans Training Agenda and lists of participants
B.3.3 Documenting lessons learned / drafting a guide for CIP development and implementation	Publication of a CIP guide/narrative reports on the process of CIP development and implementation.	Increased capacities of the municipal staff on joint project reporting and documentation	Lessons learned and good practices applied in other projects. Exchange of experiences between institutions.	Number of project reports prepared by municipal staff with the focus on lessons learned.	Project reports

Assumptions:

- Strategic capital projects selected in a transparent way, based on clear criteria which include impact of projects on the life of women and vulnerable groups
- Capital projects and priorities for action plans are an outcome of MDP/UDP drafting process, including citizens' consultation
- Funds for project implementation allocated in municipal budgets and linked to municipal financial plans
- Central and local level governments willing and capable to look for additional sources of funding for projects
- Municipal staff capable of developing projects and managing their implementation

- Stakeholders willing to participate in consultations on project design, implementation and impact

Project Objective 4: Strengthening of capacities of central level institutions Component C – Support to central level institutions					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
C.4.1 Assistance in the development of manuals/handbooks related to planning and development control	Manuals/handbooks drafted on planning and development control	Manuals/handbooks in place and used in support of effective/efficient spatial and urban planning services leading to sustainable development and application of good governance principles	Increased quality of service provision to citizens through application of effective and efficient spatial/urban planning processes and good governance principle	Number of Manuals/handbooks and experience sharing practices made available Number of central level staff exposed to knowledge sharing	Publications Reports Manuals and handbooks accessible for use. Materials distribution lists /availability on the web
C.4.2 Support to policy, strategy and programme formulation to address specific issues of spatial and urban development	Advisory notes and recommendation provide input to central level policies, strategies and other administrative documents that address spatial and urban planning and management issues	Specific issues of spatial/urban developments at local level are addressed through policies/strategies/programmes provided by central level institutions	Policies, strategies and other administrative documents are used and integrated into local level planning documents and resulting in improved living conditions and sustainable development	% of integrated policies, strategies and programmes addressed in municipal planning documents	Policies Strategies Programmes Municipal reports Comments from ministries

Annex 5: Logical Framework MuSPP3

Project Objective 4: Strengthening of capacities of central level institutions Component C – Support to central level institutions					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
C.4.3 Assistance in the promotion of sustainable development practices	Presentation and dissemination of publications of best practice examples	Awareness raised on best practices with regard to sustainable development amongst citizens, officials and private sector practitioners. Application of best sustainable development practices.	Changing behaviour of society and increased responsibility in relation to sustainable development	Number of projects prompted by best practices	Implemented projects influenced by best practices

Project Objective 4: Strengthening of capacities of central level institutions Component C – Support to central level institutions					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
C.4.4 Support to MESP in developing mechanisms for addressing Informal Settlements and housing needs of vulnerable groups	Framework and guidelines developed for addressing IFS and housing needs of vulnerable groups	Local level institutions are provided with a proper mechanism for addressing IFS and housing needs of vulnerable groups.	Living conditions of the vulnerable groups are improved due to implementation of municipal special housing programmes	Number of municipalities that participate in programmes/strategies for addressing IFS and needs of vulnerable groups	Municipal programmes/l strategies addressing IFS and housing needs of vulnerable groups

Project Objective 4: Strengthening of capacities of central level institutions					
Component C – Support to central level institutions					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
C.4.5 Support inter-sectoral and inter-departmental cooperation on spatial/urban planning, housing, transport, environmental issues to enhance synergies between such bodies	Enhanced synergy and improved cooperation between different sectors/departments on spatial/urban planning, housing, transport, environmental issues	Increased effectiveness in addressing spatial and urban development, natural environment issues and disaster risk reduction in an integrated and sustainable manner	Central level policies targeting potential areas of conflict and exploring ways of mitigations and increased synergies between sectors are developed.	Number of joint meetings leading to stronger cooperation between the sectors	Minutes of meetings Records of joint decisions and recommendations
C.4.6 Assist in the knowledge exchange between central and local levels in general and specifically related to the implementation of Components A and B	Knowledge exchange enhanced on spatial/urban planning activities and local democracy.	Improved dialogue and information flow between central and local government levels	Progress towards sustainable development and thereby improving the living conditions of all residents in the municipalities, promoting social cohesion, gender equity and helping to reduce poverty	The level of regular communication and interaction between central and local government bodies	Minutes and agendas of meetings List of participants Information materials and other documents.

Project Objective 4: Strengthening of capacities of central level institutions					
Component C – Support to central level institutions					
Activities	Output	Outcome	Impact	Objectively measurable and verifiable indicators of the outcome	Sources of verification
C.4.7 Cooperation with MESP (Institute for Spatial Planning, Department for Spatial Planning, Department of Housing and Construction, other relevant departments and sections) and AMK in specific areas to support smaller municipalities	Cooperation modalities established Professional support to smaller municipalities in specific planning components provided	Municipal staff capacitated to actively engage in planning processes (including drafting, implementing and monitoring of spatial and urban planning documents)	Better performance of smaller municipalities in providing services to citizens and ability to address planning activities in a more sustainable manner	Number of spatial and urban development plans prepared and substantial input to the implementation of these plans provided by municipal staff	Spatial and Urban Development Plans. Specific surveys. Action plans. Municipal records.

Assumptions:

- Central level institutions committed, capable and prepared to take a leading role to assist municipalities in the development and implementation of MDPs/UDPs ③ Central and local level institutions cooperate in transparent and constructive way
- Communication channels between central and local level planning institutions established and operational
- Decision-makers in partner municipalities are interested in and committed to monitor performance of local government bodies
- Kosovo Government and MESP support professionals’ exchange/peer learning with appropriate allocation of resources ③ Central level departments/sectors are committed to joint collaboration and information sharing.