

# **Country Programme Action Plan**

agreed between

The Government of the former Yugoslav Republic of  
Macedonia

and

United Nations Development Programme

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## Abbreviations

ALLM	Active Labour Market Measures
AWP	Annual Work Plan
CEE	Central and Eastern Europe
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CSOs	Civil Society Organizations
CSR	Corporate social responsibility
EC	European Commission
ESA	Employment Service Agency
EU	European Union
FDI	Foreign Direct Investment
GDP	Gross Domestic Product
GEF	Global Environment Facility
JIM	Memorandum on Joint Inclusion
LGU	Local Government Unit
MEA	Multilateral Environmental Agreements
MDGs	Millennium Development Goals
MDGR	Millennium Development Goals Progress Report
MLSP	Ministry of Labour and Social Policy
NDP	National Development Plan
NGO	Non-governmental organization
NMDG	Nationalized Millennium Development Goal
SBAA	Standard Basic Assistance Agreement of UNDP
SME	Small and Medium Enterprises
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDP BCPR	UNDP Bureau for Crisis Prevention and Recovery
UNDP RBEC	UNDP Regional Bureau for Europe and the CIS
UNFCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WHO	World Health Organization

## **The Framework**

The Government of the former Yugoslav Republic of Macedonia and the United Nations Development Programme (UNDP) are in mutual agreement to the content of this document and their responsibilities in the implementation of the country programme.

Furthering their mutual agreement and cooperation for the realization of the Millennium Development Goals (MDGs) and the United Nations Conventions and Summits to which the Government of the former Yugoslav Republic of Macedonia and UNDP are committed, including: Millennium Declaration, UNGASS Declaration of Commitment on HIV/AIDS, UN Framework Convention on Climate Change, Convention on Biological Diversity, UN Convention to Combat Desertification, Kyoto Protocol, Convention on Access to Information, Public Participation in Decision Making and Access to Justice in Environmental Matters etc.

Building upon the experience gained and progress made during the implementation of the previous Country Programme, from 2005 to 2009,

Entering into a new period of cooperation, from 2010 to 2015,

Declare that these responsibilities, which are further specified in this Country Programme Action Plan (CPAP) will be fulfilled in a spirit of close cooperation and have agreed as follows:

### **Part I. Basis of Relationship**

- 1.1 WHEREAS the Government of the former Yugoslav Republic of Macedonia (hereinafter referred to as “the Government”) and the United Nations Development Programme (hereinafter referred to as UNDP) have entered into a basic agreement to govern UNDP’s assistance to the country (Standard Basic Assistance Agreement (SBAA)), which was signed by both parties on 30 October 1995.
- 1.2 Based on Article I, paragraph 2 of the SBAA, UNDP’s assistance to the Government shall be made available to the Government and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UNDP organs, and subject to availability of the necessary funds to UNDP. In particular, decision 2005/1 of 28 January 2005 of UNDP’s Executive Board approved the new Financial Regulations and Rules and along with them the new definitions of 'execution' and 'implementation' enabling UNDP to fully implement the new Common Country Programming Procedures resulting from the UNDG simplification and harmonization initiative.
- 1.3 In light of this decision this CPAP together with an AWP (which shall form part of this CPAP, and is incorporated herein by reference) concluded hereunder constitute together a project document as referred to in the SBAA.

## Part II. Situation Analysis

- 2.1. Accession to the European Union (EU) is at the core of the country's development agenda. The shared common vision for joining EU generates the necessary momentum for political, economic and social reforms and contributes to building consensus on important policy issues across ethnic lines and political divides. Acceding to the EU represents tremendous opportunity, but also a challenge for the country, particularly due to the country's low socio-economic standing and capacity constraints<sup>1</sup>.
- 2.2. The country falls into the lower middle income range of countries with a per capita income of US \$2,646 (2007) and HDI of 0.817 (HDR 2007). Despite the recent improvement and the likely over-estimation due to a substantial informal sector, unemployment (31.6% as of August 2009) and poverty rates (29.4 as of 2007) remain high and stagnant. Income disparities are growing, which suggest further income segregation between different social groups and geographic areas. The depth of poverty between 1997 and 2007 was on steady rise, suggesting that the living and social standards of poor were increasingly lagging behind of the rest of the population. Also, the urban poverty in secondary i.e. middle-size towns has risen<sup>2</sup>.
- 2.3. The global economic crisis and reduced international demand has negatively affected the country's economic performance, in particular in terms of reduced export opportunities, inflow of foreign capital and budget revenues. In response, the Government has undertaken a series of anti-crises policy measures and programmes for mitigating the potential impact of the crises on corporate profits, household incomes and employment opportunities.
- 2.4. The profound regulatory reform has improved the legal and institutional environment for doing business, however, the competitiveness of the business sector and the capacity to generate new employments is lagging behind. Entrepreneurship is still under-developed and labour market expansion has not been sufficient to re-employ workers made redundant from the economic restructuring, nor to absorb new entrants into the labour force. Young people and members of vulnerable groups including the Roma, the long-term unemployed, the disabled and women, particularly from rural areas are disproportionately disadvantaged in seeking employment or re-employment, and have hence been identified as priority target groups in national employment programmes.
- 2.5. The mid-point MDG analysis showed progress made in promoting gender equality. The introduction of a 30% gender quota in 2002 contributed to improved political representation of women in the elected bodies. Yet, their participation in decision making functions is still substantially lower compared to men and the local election results of 2009 in which no women mayors were re-elected or elected means that

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<sup>1</sup> GDP per capita is equivalent to 27% of the EU-27 average), Economic Profile of the former Yugoslav Republic of Macedonia, Economic Commission, DG Enlargement

<sup>2</sup> World Bank, FYR of Macedonia. Poverty Assessment, Washington D.C. 2005.

ensuring political representation of women requires continued effort. Women's activation rate is lower compared to that of men's (28.4% and 44.1%), which increases woman's readiness to work in the informal sector<sup>3</sup>. The protection systems for victims of domestic violence are still underdeveloped, and represent a major threat to women's security. Violation of individual electoral rights, in particular among rural women has caused concerns of international community regarding the regularity of elections.

- 2.6. The decentralization process has contributed to political stability and inter-ethnic cohesion. Nonetheless, important policy measures for improving the effectiveness of the local governance system still lie ahead. The fragmentation of municipalities coupled with insufficient financial resources and capacities raise questions as to practical sustainability of the local governance system. Further efforts are also required for strengthening administrative and management capacities, improving the transparency and accountability of local administration, cooperation between the central and local governments and among municipalities themselves.
- 2.7. While, implementation of the Ohrid Framework Agreement (OFA), established the foundations for inter-ethnic stability, efforts are still needed for activating the existing national and local level mechanisms for facilitating inter-ethnic and inter-cultural dialogue, confidence building and problem-solving.
- 2.8. The country also faces considerable socio-economic disparities among the regions and between rural and urban areas. To respond to this historical problem, the country has initiated comprehensive policy and institutional reforms for promotion of equitable regional development, which is expected to address territorial disparities, underpin economic growth and enlarge capacities to absorb EU pre-accession funds.
- 2.9. In the area of environment, the alignment of national environmental legislation to international and rigorous EU standards will pose a significant policy pressure on the country. In addition, the country needs to demonstrate concrete progress in the management of environmental responsibilities, and importantly those that have been decentralised. To facilitate this process, a comprehensive capacity development action will be required, that will strengthen the knowledge base, organizational capacities and governance systems of relevant national and local authorities.
- 2.10. The country's preparedness to respond to climate change challenges will require continuous attention of policy makers but also call for the increased awareness and action by the private and public sector. Required investments in the vulnerable sectors (energy, agriculture, water and forests) will be costly, while the development of renewable and cleaner forms of energy is still in a rudimentary stage. However, opportunities for linking climate change and social inclusion imperatives are available and should be explored such as creation of so called green jobs in such sectors as energy efficient construction which will at once contribute to development of a low carbon economy and address unemployment rates by targeting government employment strategies and programmes.

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<sup>3</sup> Mid-Point MDG report, 2008, page 44

- 2.11. To protect its rich biodiversity, the country is making efforts to strengthen the management of protected areas. The envisaged network of individual protected areas is expected to contribute to developing and instituting a comprehensive planning framework and management system in designated institutions to manage the protected areas. Such a management system would be a precursor to ensuring that national tourism strategies and efforts are developed using an eco-friendly approach does not damage the natural resources on which they are based.
- 2.12. The country does not belong to the group of high-risk, disaster prone countries. However, the global analysis of the impact of climate change on environmental and disaster risks, have underscored the need to renew the attention to disaster risk reduction management and strengthen national prevention, response and recovery systems as well as to engage in cross border efforts to mitigate natural disasters in the region.

### **Part III. Past Cooperation and Lessons Learned**

- 3.1. The 2005-2009 programme focused on three thematic areas: *a) capacity-building for good governance and the rule of law; b) promotion of an enabling economic environment for poverty reduction and c) sustainable development, environmental protection and management of natural resources.* However, with the strategic review of UN activities in light of the country's EU accession undertaken in 2006, the areas of programme focus were narrowed down from poverty reduction and governance to social inclusion and decentralization respectively.
- 3.2. Work in the social inclusion area was guided by a multi-pronged approach, addressing policy, institutional and data gaps in this area. In the context of preparation of the National MDG Baseline and Mid-point Progress Report, support to local MDG-based strategies and assessments of vulnerabilities has been provided to respective national and local level authorities to strengthen socio-economic data collection. Having in mind the country's EU accession aspiration and the need for alignment of analytical instruments and policies to the European Social Agenda, national authorities have also been supported in producing Leaken Indicators, while the Early Warning Report, commissioned by UNDP was transformed into the People Centered Analyses. Support to national institutions has been provided to apply the open method of coordination (OMC) for addressing social concerns starting with two vulnerable categories - the disabled and the elderly. This initiative aimed to provide the mechanism and groundwork through which preparation of the Memorandum on Joint Inclusion (JIM) could be undertaken by the national authorities.
- 3.3. UNDP profoundly supported Government's efforts to address unemployment, both at policy and service provision level. The pilot employment generation programme, which targeted the socially excluded, has informed and contributed to designing a comprehensive national policy framework for Active Labour Market Measures (ALMMs). The external evaluation of the impact of ALMMs confirmed the value added of such measures, however it emphasized the need for more effective integration of the vulnerable groups into the scheme, and the

importance of instituting a system of national vocational qualifications and subsequent training/retraining programme as a way of supplying the labour market with the needed work-force skills. The evaluation also highlighted the importance of paying closer attention to the process of targeting, to ensure that those who are in greatest need benefit from the ALMMs, as well as to tailoring programme interventions to the existing capacities and skills of the beneficiaries, including through provision of counseling services. This specifically relates to the employment generation and entrepreneurship strengthening programmes for Roma.

- 3.4. UNDP is one of the longest supporters of the country's decentralization process. It has proven over time its capacity to quickly respond to Government's needs for designing and enforcing national policies emerging from implementation of the decentralization agenda, but also in brokering partnerships amongst stakeholders throughout the policy development process. The relationship with relevant stakeholders, both at central and local levels, and its established local networks have been instrumental for facilitating community participation and encouraging and promoting bottom-up policy and advocacy work in the country. UNDP contributed to development of some key laws, policies and studies, such as the Law on Legalization of Illegal Buildings and Informal Settlements, the Law on Inter-municipal Cooperation, Assessment of the Status of the Decentralization Process and the subsequent Fiscal Decentralization Assessment, which provided strategic expert advice to the Government with regards to the main obstacles, remaining challenges and needed policy actions for deepening and fulfilling the decentralization reform, and improving the system of local financing.
- 3.5. Having in mind the novelty, but moreover the sensitive environment in which the decentralization process commenced, a gradual, pilot-based approach has been applied for initiation of most of the local governance interventions. The lessons learned and successful models tested have been used as a platform for scaling up and implementing more comprehensive and sustainable programmes, such as the ones in the area of inter-municipal cooperation and fighting corruption at local level.
- 3.6. The focus and scope of UNDP's technical assistance in the area of environmental protection has evolved from supporting the development of national capacities to report and competently participate in the international fora on global environmental issues, towards supporting the implementation of policies and innovative schemes related to climate change adaptation measures, management and sustainable use of natural resources and trans-boundary waters. Capacity development support provided will be essential for increasing country's ability to absorb and adapt to the stringent and often costly EU and global environmental standards;
- 3.7. UNDP support has also been instrumental in helping the country access GEF resources and in particular for enhancing national capacities for better harnessing the potentials of biodiversity in economic development. The variety of programmes for strengthening national capacities to monitor vulnerability and potential socio-economic risks of climate change to different sectors laid the ground for furthering the support to relevant national institutions and other

stakeholders, thereby enabling them to effectively participate in and benefit from the global carbon market and other climate change related financing mechanisms.

#### **Part IV. Proposed Programme**

- 4.1. The Country Programme and the Country Program Action Plan cover the period 2010 – 2015. The proposed results are fully anchored in and aligned with the approved UNDAF results framework and with the country's development agenda. The Government's National Development Plan, the European Partnership Strategy and EU annual progress reports represent the main analytical building blocks of the new UNDP programme. Capacity development, human rights, aid-coordination, gender equality and creating a culture of inter-ethnic cohesion have been identified as important cross-cutting themes and principles to be integrated across the programme.
- 4.2. Based on UNDP's comparative advantage, lessons learned and capacity to act, three strategic areas for support have been identified - social inclusion, local governance and regional development and environmental protection.

#### **4.3. Programme Component 1: Social Inclusion**

- 4.3.1. The overall goal of the social inclusion programme component will be to support the country in its efforts to better target and include vulnerable individuals and groups at risk of exclusion in socio-economic processes. Moreover, targeting the poorest and the most excluded will be critical at this stage of national development and in light of repercussions from the global financial and economic crisis. The findings and key social inclusion challenges identified in a number of analytical and policy documents (National Employment Action Plan, Strategy for Roma Decade, the *NDP 2008-2013*, MDG Mid-point Progress Report) will be used as platforms for developing specific response programme interventions.
- 4.3.2. Social inclusion interventions will be pursued through implementation of integrated and multi-faceted programme approaches, aimed at capacitating vulnerable groups as well as improving the policies, systems and practices and developing capacities of the institutions responsible for provision of social services. This approach will contribute to fostering growth and more equitable distribution of development benefits among all citizens.
- 4.3.3. The first outcome of this programme component will focus on human resources development, while tackling two important dimensions a) development and implementation of active labour market policies and b) enhancing entrepreneurship capacities and private sector development for the poorest. In line with the National Employment Strategy, interventions shall contribute to preparation of targeted assessments and studies, strengthening coordination mechanisms among relevant agencies and bodies, clarifying the division of responsibilities between central and local government structures and respectively developing their institutional capacities and systems for effective implementation of employment policies. The specific labour

market measures, to be implemented throughout the CPAP cycle, will depend on the type of measures to be jointly defined with the national counterparts i.e. Ministry of Labour and Social Policy (MLSP) and the Employment Service Agency (ESA), based on external assessments of results and impact of implemented ALMMs, to be carried out on a regular basis. Increasing employability and creating opportunities for the most vulnerable, including but not limited to the disabled, victims of domestic violence, Roma, will remain a priority focus of the employment generation interventions. Focus will also be given to continuation of the training/retraining programme as a method for increasing employability of the unemployed and enlarging their chances for participation and inclusion in the labor market. This will support human capital development priorities under the EU Accession process and ensure emergence of a skilled and competitive labour force.

- 4.3.4. The programme for enhancing entrepreneurship capacities and private sector development will primarily focus on the most deprived areas and communities, such as Roma. Low education levels and exclusion of the Roma historically led to their high unemployment, which is twice higher than the national average and combined with lack of business opportunities further perpetuated the social inclusion trap this community finds itself in. Therefore, UNDP's programme for strengthening entrepreneurship will apply a multi-pronged yet step-by-step approach that could be scaled up at national level. The different dimensions of the programme will include support to increased access to counseling services; vocational training and business support for members of disadvantaged communities. Local actors (public, private and civil society) will be motivated and assisted to work together in a more structured, informed and partnership-based approach, which will ensure inclusion of all relevant stakeholders. Before designing the potential areas of employability and motivation of the long-term unemployed Roma, an in-depth assessments and analyses will be carried out including further exploration of the opportunities for development of environmentally friendly businesses.
- 4.3.4. The second outcome of this programme component aims to support national policy and institutional capacities for provision of social services to better respond to the needs of the socially excluded and the most vulnerable. Further to the national efforts in de-institutionalization of provision of social services, closer attention will be paid to the provision of support to the elderly and disabled population while piloting different forms of social service provision including private –public partnership. The set of interventions which fall under this outcome will address the existing disparities in accessing social services, but also the poor quality of services that fail to address the needs of the socially excluded and to respond to their demands within the confines of a stringent financial environment.
- 4.3.5. The support provided shall result in reformed policies and standards for provision of social services, but also strengthened governance systems. As the decentralization of social protection services is pending re-organization at national and local levels, interaction and linkages will be ensured between programme interventions in this area and the local governance and regional development programme component. The main

expected outputs in this area will be to build capacities and to set up systems for provision of social services within local government and regional development centers.

- 4.3.6. Following the development of the Social Inclusion Strategy and the recommendations provided in the area of housing, UNDP will provide support to enhancing the capacities of national policy makers in implementation of the policies aiming to combat substandard housing. Likewise at the local and regional levels, institutional support will be provided to local authorities in planning and implementing local level actions addressing the issue of informal settlements and substandard housing.
- 4.3.7. Supporting national systems to better respond to the problems of domestic violence (DV) will remain an important dimension of UNDP's support to the social service sector. The programme support will combine mobilization for action at the highest policy-making levels i.e. the Parliament and Government as well as at the grass-root community-based and other civil society actors level. For its realization, a comprehensive approach will be undertaken, such as mobilizing men as partners in ending domestic violence, the NGO community and the media to advocate for and contribute to changing structural and cultural stereotypes and conditions leading to gender inequality and gender-based violence. The main expected outputs in this area will be to set up a sustainable mechanism for preventing domestic violence as well as a system for monitoring its efficacy. The programme will also focus on ensuring effective linkages across the judicial and social services mechanisms and responses to domestic violence. To promote gender equality and the gender mainstreaming concept in local policy development, capacities of gender machinery and the established Local Government Equal Opportunities Commissions will be enhanced through a comprehensive capacity development programme and development and implementation of local action plans. Cross fertilization between the DV, gender equality and employment generation programmes will be emphasized.
- 4.3.8. In the area of electoral support, the State Election Commission will be supported to develop a *strategy for effective transfer of voter list administration duties* from the Ministry of Justice to the State Election Commission, and *effective service of voters needs throughout the election cycle* in line with international democratic standards. The strategy will also focus on capacity development needs of the members of the State Election Commission.
- 4.3.9. The third outcome in the social inclusion area will focus on promoting evidence based policy making. In partnership with UNFPA, UNICEF, UNIFEM and WHO, UNDP will support the Ministry of Labour and Social Policy and other relevant national institutions to prepare country specific analyses of the status and challenges that the socially excluded and the vulnerable groups face with. By strengthening the statistical base and sector specific analysis e.g. on employment, housing, transportation, education, health, culture, UNDP will empower the respective government authorities to prepare an *evidence-based National Strategy for Social Inclusion* and other policy documents, in line with the EU Social Agenda. Expert policy analysis and policy recommendations will continue to be provided through preparation of *People Centred Analysis report, National Human Development reports, periodic assessment of the status of MDGs or*

*other analytical studies*, which are considered important tools for policy makers in effectively pursuing inclusive policies in the country. This will also contribute to enhancement of a broader-based discussion around the socio-economic dimensions of exclusion and promotion of inclusive and people-centred development.

#### **4.4. Programme Component 2: Local Governance and Regional Development**

- 4.4.1. In the period 2010 – 2015, UNDP will continue supporting the national and local level institutions in their efforts to improve the effectiveness, accountability and transparency of the local governance system, promoting equitable and inclusive regional development, and enhancing inter-ethnic dialogue and social cohesion. Programme interventions will follow a two-pronged approach, on the one hand aiming to support the national authorities in addressing the remaining policy issues and on the other hand strengthening capacities and governance systems of sub-national level authorities responsible for implementation of decentralized competencies.
- 4.4.2. The first outcome of the local governance programme will focus on strengthening the resource base and institutional capacities of local self government units for effective and transparent provision of local public services. This will be achieved through implementation of comprehensive capacity development programmes, restructuring the system of local financing, promoting innovative institutional arrangements for efficient and quality service provision and sustainable development, forging partnerships for fighting corruption and creation of skills and resources for evidence-based management and financing of local services.
- 4.4.3. Under this programme component, UNDP will assist the Government in *re-defining the national policies* for financing the decentralized services towards a model that addresses the territorial disparities and differing fiscal capacities of Local Government Units. The policy reforms will offer models and tools for allocation of inter-governmental transfers, and capital expenditures, which should contribute towards gradual reduction of urban-rural development gaps. The reform package will incorporate accompanying measures, such as introduction of fiscal capacity measures, initiation of capital grants reform, review of the expenditure and revenue assignments, strengthening of the sub-national borrowing framework. UNDP will also partner with the relevant national institutions to *establish and monitor a set of minimum standards* for provision of local public services. Research and data collection in aid of the intergovernmental transfer system will be performed throughout the whole cycle. Through relevant measures, UNDP will assist in *strengthening the institutional capacities* for guiding and co-coordinating the complex fiscal reforms, as well as providing training at central and local level.
- 4.4.4. In parallel, inter-municipal cooperation (IMC) and other forms of partnership with the non-governmental and business sector (such as outsourcing, social enterprising, public private partnerships) will be forged to increase effectiveness and efficiency in the delivery of services, assist communities to gain from the economies of scale and harness the benefits from the latest technology. The improved access and quality of services will

contribute to citizens' satisfaction in particular of the vulnerable groups and citizens living in small and remote settlements. UNDP will support the creation of commensurate *institutional and professional capacities* for implementation of IMC and development of a sustainable financial scheme that will enable implementation of IMC on a national scale. At policy level, UNDP will work closely with the Ministry of Local Government and line ministries on further developing relevant legislative framework and operational structures that would support the operationalization of the policy measures on IMC and the other types of partnerships at local level. At the same time, UNDP will facilitate the dialogue between the central government, municipalities, donor communities, financial institutions and private sector for a coordinated strategic approach and national policies in support of development of local services and sustainable economic development.

4.4.5 Through various knowledge-sharing tools, UNDP will render a corresponding *capacity-development support* for central and local government officials to improve their analytical and policy-making skills to competently carry forward the complex reforms of the local governance system. *Various studies, local assessments, methodologies and systems for data collection and monitoring* will enable local authorities to reinforce *evidence-based management and monitoring of trends in local development*. The data and analysis of the socio-economic trends at local level will also be utilized by the relevant national institutions including the Ministry of Local Self-Government, Bureau for Regional Development and Ministry of Finance for the policy making processes. UNDP will liaise closely with the State Statistical Office to explore possibilities for institutionalization and regular monitoring of disaggregated municipal data.

4.4.6. The second outcome of this programme component will focus on *supporting national and regional development planning processes* and providing support to the relevant institutions to improve their technical, human and operational capacities for implementing regional development policies. Measures will include support *for institutional strengthening of the Bureau for Regional Development* to fulfill its mandate and integrate and consolidate the development priorities of the municipalities, as well as targeted training interventions for enhancing human resources capacities to adequately respond to the functional and development needs of the planning regions. *Horizontal and vertical institutional communication* will be ensured. By the end of the programming cycle, the Ministry of Local Self-Government is expected to adopt a sound monitoring and evaluation system that will feed into the policy making processes at national and regional levels. The municipalities will also be capacitated to access EU and other funds for financing local and regional priorities.

4.4.7. UNDP will assist the Government to enhance the *capacity of the administration at all levels for implementation of balanced regional development, harmonization of regional and sectoral policies and better synergy in public funds allocation*. This would encompass planning, design and implementation of integrated intervention schemes and projects and absorption of EU and other funds in the priority sector areas (such as tourism, rural development etc), in conformity with EU regulations and practices. This

objective will be reached by policy formulation advisory support, institutional and individual capacity building, coaching and learning by doing, forging partnerships and coordination between national-regional, local level institutions and transfer of know-how and best practices. This will also include support to designing a framework of the information system, including a methodology and a set of indicators for monitoring and evaluation of the policy impact for implementation of the National Strategy for Regional Development and the development programs of the planning regions.

- 4.4.8. Technical assistance will be provided for establishment of *an integrated planning system*, which will effectively connect *local, regional and national development priorities* and reinforce *horizontal coordination of development planning processes*. UNDP will work on development of methodologies for strategic planning that would utilize both top-down and bottom-up approaches, with due account of national, regional and local priorities and fiscal strategies. Building on the previous experiences in supporting local development planning processes, UNDP will support the *legal and institutional arrangements* necessary for effective planning processes. UNDP will design and implement relevant capacity-development measures to address the capacity gaps of local and regional level entities. In parallel policy support will be provided to national institutions in designing and implementing policies for local and regional development. Municipalities, the Bureau for Regional Development and the Ministry of Local Self-Government will remain the main partners. Urban development shall be tackled, as a complex policy that sets the basis for the overall development of the municipalities and regions. The social aspects and the vulnerable groups as specific variables in urban development shall be specially targeted in the policy and capacity building interventions.
- 4.4.9. The need for *observance of high standards and principles of professional, transparent, accountable, efficient and ethical work* by the municipal administration will entail capacity development measures for the civil servants employed within the local administration. Building on the experience from the various capacity building interventions, and the overall goals of the public administration reform, UNDP will assist the Government in introducing a sustainable training system for local civil servants and implementation of targeted capacity development interventions.
- 4.4.10. UNDP will assist the country in understanding the significance of corruption's causes and consequences and defining the measures how to *systematically and preventively address the problems*. This overall objective will be pursued through *complementary avenues of support* to the design and implementation of national and local methodologies and tools for promoting participation, transparency and accountability as the key values of local governance including through (a) streamlining of municipal procedures b) developing of (self) monitoring methodologies and tools for national and local institutions c) enhancing the civic control of the work of the local governments, including through the non-governmental sector and the media. Particular attention will be paid to raising the awareness in the area of anti-corruption.

4.4.11. UNDP will also facilitate the *establishment of a functional conflict transformation system* by strengthening capacity at the local and national levels, as well as promoting a *multi-cultural civic identity*. The set of interventions under this outcome will promote the *establishment of a systemic linkage of mechanisms among existing entities responsible at national and local levels and building conflict resolution expertise where none exist*. It will enhance the *capacity of central and local bodies* to facilitate inclusive problem-solving processes and consensus-building around community priorities. To strengthen the commitment to an inclusive civic national identity with respect to diversity, UNDP will support the longer term role of training and work with local leaders, civil society and the media to facilitate constructive civic dialogue that promotes inter-cultural awareness and values informing peaceful co-existence.

#### **4.5. Programme Component 3: Environmental Protection**

4.5.1. Over the next six-year cycle, the main objective of UNDP's assistance in the area of environmental protection will be to enhance capacities of central and local level authorities to integrate environment and disaster risk reduction into respective development frameworks, and engage communities and CSOs more effectively in environmental protection and disaster risk reduction planning, implementation and monitoring, thus laying the ground for the country's compliance with the EU environmental directives. Interventions will tackle a range of environment issues at both policy and practice levels, including climate change adaptation and mitigation, trans-boundary water management, ecosystem and biodiversity management, pollution mitigation and clean-up. Throughout the various activities, an integrated and multifaceted approach will be employed.

4.5.2. The first pillar of the environment programme will be focused on interventions that will support the country to create national policies and plans that will better address climate change mitigation and adaptation needs and challenges. UNDP will continue to assist the country to fulfill the reporting requirements to the UNFCCC through the GEF umbrella programme that supports preparation of national communications. The Third National Report will address the key areas of priorities for the country in the context of the EU accession and new obligation that might arise for the country in the changed circumstances. In the area of climate change mitigation, UNDP will strengthen the capacity of the country to change its path towards a low carbon future through ensuring better access to carbon finance, and advice on solutions for effective emission reductions and improved access to energy. In this regard assistance will be provided through promotion and implementation of projects that reduce the greenhouse gases emissions and at the same time are also favorable for the local economy and contribute to improvement of the environment. One of the mechanisms that will be utilized for broadening the access to carbon markets will be the MDG Carbon Facility. Adaptation measures will be aimed to increase the resilience of the country to the negative impact of climate change on the most vulnerable sectors in the country such as water resources, agriculture, biodiversity, forestry and human health, as well as the most vulnerable regions and communities.

- 4.5.3. One of the key programme interventions in regards to climate change will be focused on establishment of carbon neutral and climate change resilient territories. Within this framework, national authorities will be assisted to design climate friendly policies and direct investments towards low carbon and climate change-resilient local development. This approach will be piloted in two planning regions in the country, which are particularly vulnerable to climate change risks i.e. Central Vardar and the Southeast with the potential for scale up across the country. This will assist communities to build a better vision of the risks and opportunities for development that are linked to climate change mitigation and adaptation, design climate change mitigation and adaptation strategies with strong development benefits and attract financing for new policies and investment plans. A partnership, coordination and participation platform for climate change planning and programming will be established to support the development of a coherent cross-sectoral climate change policy and planning framework.
- 4.5.4. The second outcome of UNDP's programme interventions in the area of environmental protection will encompass a comprehensive set of interventions aimed at strengthening national capacities for the management of ecosystems and biodiversity conservation. A National network of protected areas will be strengthened to support the planning, financing and management practices regarding protected areas that will make a significant contribution to the country's effort to meet its obligations under the Convention on Biological Diversity and in enforcing the Law on Nature Protection. Additionally, emphasis will be put on creating an enabling environment for utilizing the economic potential of protected areas and for enhancing the services provided by the natural ecosystems.
- 4.5.5. Efforts to promote an integrated ecosystem management in the Prespa watershed will continue through the support for development of a Prespa Watershed Management Plan, protected area "Ezerani" Management Plan, as well as for improvement of important species and habitats conservation, fisheries management, sustainable tourism development, and changed practices in the agriculture and forestry sectors. Special emphasis will be put on enhancing the trans-boundary frameworks and collaborative processes of the Prespa watershed that will contribute to implementation of the EU Water Framework Directive thus helping the country to comply with the requirements of the relevant EU legislation. Experience from the Prespa process will be further utilized for expansion of the trans-boundary collaboration within the River Drim Watershed. In the same context, GEF IW: LEARN platform will be used to exchange experiences and lessons learned with other international waters projects and to foster the collaboration between international waters projects in the broader region, as well as for structured learning events on particular themes.
- 4.5.6. UNDP will also promote and support effective policies, legal and regulatory frameworks; knowledge sharing and good practices favourable to sustainable land management. The focus of the intervention will be on a system-wide change necessary to control the increasing severity and extent of land degradation and deforestation and capacity development to improve decision-making in management of production

landscapes to ensure maintenance of ecosystem services important for the global environment and for peoples' livelihoods.

- 4.5.7. Under the third pillar of the Environment Programme Component, UNDP will support the country to increase its overall ability to reduce disaster risk and respond to natural and man-made disasters. The focus of this pillar will be put on support to the country in implementing the Hyogo Framework for Action 2005 – 2015 aimed at building the resilience of nations and communities to disasters. Within this frame, the following will be priorities for action: a) strengthening the implementation of the national platform for disaster risk reduction as a mechanism to facilitate coordination across sectors and to create an enabling environment for a broad based dialogue at national, regional and local level; b) promotion of community participation in disaster risk reduction; c) supporting the development of national and local risks assessments; d) promotion of the inclusion of disaster risk reduction knowledge in relevant section of school curricula at all levels, and the implementation of local risk assessment and disaster preparedness programs in schools. The overall support aims to foster a holistic approach towards disaster risk reduction that promote and support dialogue, exchange of information and coordination among early warning, disaster risk reduction, disaster response, recovery and development at all levels, as well as to strengthen the institutions, mechanisms and capacities at all levels.
- 4.5.8. Integration of a gender perspective into all disaster risk management policies, plans and decision-making processes will be also promoted, especially through gender responsive risk assessments, early warning, information management, and education and training activities.
- 4.5.9. Disaster risk reduction is a cross-cutting issue in the context of sustainable development and therefore emphasis will be put on promotion of on integrated environmental and natural resources management approach that incorporate DRR, as well as encouragement of sustainable use and management of ecosystems. In the same context, UNDP will promote the integration of risk reduction associated with identified climate vulnerability of the country and future expected climate change impact into the strategies for reduction of disaster risks and strategies for adaptation to climate change. This will include but will not be limited to identification of climate related disaster risks, design of specific risk reduction measures and improved use of climate risk information by planners and decision-makers.
- 4.5.10. UNDP will promote enhancement of regional cooperation and assistance through the transfer of knowledge and expertise, sharing of research findings, lessons learnt and best practices with an aim to enhance capacity for disaster risk reduction. Through various regional initiatives, UNDP will also work towards strengthening of networks among disaster experts, managers and planners, promoting and improving dialogue and cooperation among practitioners working on disaster risk reduction, and encouraging partnership among different stakeholders.

- 4.5.11. Building on the positive experience in addressing the issues of both historic pollution and the mitigation of adverse environmental effects of mining practices created through collaborative public-private sector interventions for the clean-up and rehabilitation of two mining environmental hotspots, Lojane and Bucim Mines, UNDP will continue to encourage common actions with private sector and corporate social governance in dealing with environmental legacies and the “Brownfields” and in compliance with environmental standards and norms. At the same time, the CO will continue to support regional cooperation and development of capacities through exchange of best practices within the region and with the EU member states, coordinating resources at the national and regional levels leading to enhanced political dialogue on environment and reinforced regional and cross-border cooperation in the Balkans.
- 4.5.12. Under the overall umbrella of the environmental risk reduction programme, UNDP will support the Government in promoting sound management of chemicals and integration of sound management of chemicals considerations into development planning processes. In this context partnership between UNDP and UNEP will be sought on development and promotion of Strategic Approach to International Chemicals Management (SAICM). Respective authorities will be assisted to put forward a plan for addressing gaps in the national regime, and to help improve the incorporation of national sound management of chemicals into the national development planning agenda.
- 4.5.13. Through the SEED Initiative (Supporting Entrepreneurship for Sustainable Development) UNDP will promote locally-driven, entrepreneurial partnerships and build capacity to support innovative ways in which diverse groups are working together to improve livelihoods, tackle poverty and marginalization, and sustainably manage natural resources and ecosystems thus contributing towards the achievement of the Millennium Development Goals. Furthermore, possibilities to become a leading office for the SEED Balkan will be explored which will create potential for the country to have greater impact in promoting green jobs and the green economy. The SEED Initiative also offers a great opportunity to link with Global Compact Networks hence connecting innovative green business ideas/entrepreneurs to the Global Compact members in the country.
- 4.5.14. Lessons gathered from community-level interventions supported through the GEF Small Grants Programme in the country in the past will be utilized to scale up and expand the collaboration and support to the non-governmental and community-based organizations in addressing the challenges in climate change abatement, conservation of biodiversity, protection of international waters, reduction of the impact of persistent organic pollutants and prevention of land degradation. This will be also done through building partnerships and networks of stakeholders on all levels.

## **Part V. Partnership Strategy**

- 5.1. UNDP will continue its leading role in promoting the principles of the Paris Declaration and the Accra Agenda for Action on Aid Effectiveness. Through membership in the core high level group for establishment of a programme based approach, UNDP will advocate for the further strengthening of development cooperation and effective use of external resources.

With the aim to enhance synergies, avoid duplication, mobilize additional resources and build a base for programme sustainability, UNDP will actively seek partnerships with bi-lateral and multi-lateral donors, EC and the IFIs.

- 5.2. Following the further enhancement of the joint programming in 2008 and 2009, in particular related to the major Spanish MDG-F programme, and domestic violence programme funded by the UN Trust Fund and the Government of the Netherlands, UNDP will further deepen the level of cooperation with the UN sister agencies, and in the spirit of delivering as one contribute to achieving the common development priorities defined in the UNDAF. The UNCT has empowered Inter-Agency Working Groups to set the joint UN agenda to implement the UNDAF outcomes, ensuring effective coordination and complimentary. In addition, UNDP will take an active participation in a number of inter-agency forums to further the UN reform agenda towards a more unified UN, namely the joint Communications Group, the Operations Management Team, the Human Rights and Gender Theme Group etc.
- 5.3. UNDP's partnership strategy with the Government builds on established relationships based on trust<sup>4</sup>. Emphasis will be put on maintaining and reinforcing cooperation at a strategic level in order to ensure national ownership. The Government's role in designing, monitoring and evaluating will be reinforced to allow government partners to better harness and internalize the impact and potential of projects and to translate them into specific policies.
- 5.4 Strategic substantive partnerships with traditional and emerging international partners will be further enhanced, particularly in support of the country's EU agenda priorities and accession benchmarks. Chief amongst these will be continued close cooperation with the EU Delegation Mission. With regards to emerging development partners, within the framework of East-East cooperation, UNDP will partner with and seek to provide and optimize the supports and use of relevant experience of recently acceding countries.
- 5.5. In addition to strong and trusted relations with the Government the success of the new UNDP programme will also depend on establishing strategic partnerships with the 'third layer' of society, including local communities, the media, academia and civil society organizations. UNDP will continue to promote the participation of civil society forces in pursuing various policy initiatives and support mechanisms for ensuring government – civil society dialogue. Opportunities will also be created for partnering with the private sector, and encouraging various forms of public private partnerships. For strategic advocacy and policy advisory activities, strategic partnerships will be established with renowned universities and international or local think-tanks.

## **Part VI. Programme Management**

- 6.1. The proposed programme will be implemented through national implementation modality under the overall coordination of the Ministry of Foreign Affairs and in close cooperation with the Sector for European Affairs and the National Aid Coordinator thereby ensuring national ownership of all activities falling within the CPAP. In case of UNDP

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<sup>4</sup> Full list of partners is available in the Results and Resources Framework

implementation, which will be negotiated and mutual agreed between the UNDP CO and the national counterparts, UNDP rules and regulations for Direct Implementation will apply. In both cases, the country office will recover costs for services rendered, according to UNDP policy and tools such as the Universal Price List.

- 6.2. Design and implementation of the specific programmes at national and local level will be carried out in partnership with varied type of institutions, including Government ministries, national bodies and institutions, local authorities, NGOs, business sector, UN agencies including UNDP itself. The reference to “Implementing Partner(s)” shall mean “Executing Agency (ies)” as used in the SBAA.
- 6.3. Drawing on the United Nations reform principles, especially simplification and harmonization, UNDP will operate in line with harmonized country programming instruments such as the UNDAF, the CPD, the CPAP and the AWP. To the extent possible UNDP and partners will use the minimum documents necessary to implement programme initiatives namely the signed CPAP and signed AWP. The AWP, which describe the specific results to be achieved, will form the basic agreement between UNDP and each implementing partner on the use of resources to implement programmatic initiatives. However, as necessary and appropriate, project documents would be prepared using, inter alia, the relevant text from the CPAP, and AWP. UNDP will sign the project documents with partners in accordance with corporate practices and local requirements. In line with the UNDG Joint Programming Guidance Note, the scope of inter-agency cooperation is strengthened to cultivate programme convergence, increase complementarity and synergies and avoid duplication.
- 6.4. UNDP integrated financial and management system Atlas will contribute to timely, efficient delivery of activities and effective monitoring of UNDP programme as well as joint activities, administered by UNDP.
- 6.5. All cash transfers to an Implementing Partner are based on the Annual Work Plans agreed between the Implementing Partner and UNDP.
- 6.6. Cash transfers for activities detailed in AWP can be made by UNDP using the following modalities:
  - Direct payment to vendors or third parties for obligations incurred by the Implementing Partners;
  - Direct payments to vendors or third parties for obligations incurred by UN agencies in support of activities agreed with Implementing Partners
  - Cash transferred directly to the Implementing Partner:
    - Prior to the start of activities (direct cash transfer), or
    - After activities have been completed (reimbursement)
- 6.7. Direct payments by UNDP will not require a separate request or authorization of the government, which is agreed to this CPAP document and will remain valid throughout the CPAP period. Direct cash transfers shall be requested and released for programme implementation periods not exceeding three months. Reimbursements of previously authorized expenditures shall be requested and released quarterly or after the completion of

activities. The UNDP shall not be obligated to reimburse expenditure made by the Implementing Partner over and above the authorized amounts.

- 6.8. Following the completion of any activity, any balance of funds shall be reprogrammed by mutual agreement between the Implementing Partner and UNDP, or refunded.
- 6.9. Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities shall depend on the findings of a review of the public financial management capacity in the case of a Government Implementing Partner, and of an assessment of the financial management capacity of the non-UN Implementing Partner. A qualified consultant or a public accounting firm, selected by UNDP may conduct such an assessment, in which the Implementing Partner shall participate.
- 6.10. Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may be revised in the course of programme implementation based on the findings of programme monitoring, expenditure monitoring and reporting, and audits.
- 6.11. Significant resources have been already mobilized for implementation of joint programmes in the areas of domestic violence and inter-ethnic dialogue strengthening. Further resource mobilization efforts will be intensified to support the Results and Resources Framework (RRF) and ensure sustainability of the programme. A Resource Mobilization Strategy is under preparation, with an emphasis on strengthening partner systems with national counterparts for securing partial government cost-sharing or joint resource mobilization efforts from third partners. In this respect, the core resources for the new programme will be used to leverage further mobilization of non-core resources. Accountability for resources will be ensured with timely, analytical, results oriented and evidence based reports of high quality. In close cooperation with the World Bank, EC and other major bilateral donors, UNDP will continue to advocate for and support the aid effectiveness agenda and introduction of a programme based approach to aid coordination.

## **Part VII. Monitoring and Evaluation**

- 7.1 Monitoring and evaluation of the CPAP will be undertaken in line with the UNDAF results matrix and monitoring and evaluation plan. The Government and UNDP will be responsible for setting up the necessary M&E mechanisms, tools and conducting reviews, in order to ensure continuous monitoring and evaluation of the CPAP, with the view to ensuring efficient utilization of programme resources as well as accountability, transparency and integrity. The implementing partners will provide periodic reports on the progress, achievements and results of their projects, outlining the challenges faced in project implementation as well as resource utilization as articulated in the AWP. The reporting will be in accordance with the procedures and harmonized with UN agencies to the extent possible.
- 7.2 The implementing partners and UNDP shall conduct annual planning and review meetings for all programme components, usually in the last quarter of each year. The exercise will include review of the CPAP annual results and resources framework and validation and endorsement of the following year's AWPs. A comprehensive mid-term evaluation by the

Government and UNDP will be conducted at the midpoint i.e. 2013. To the extent possible, it will be synchronized with respective UNDAF mid-term review. Similarly, an end-of-cycle Assessment of Development Results (ADR) will be held in 2014 and will be used as foundation for formulation of the next programming cycle.

- 7.3 Implementing partners shall cooperate with UNDP for monitoring all activities supported by cash transfers and will facilitate access to relevant financial records and personnel responsible for the administration of cash provided by the UNDP. To that effect, Implementing partners agree to the following:
1. Periodic on-site reviews and spot checks of their financial records by UNDP or its representatives,
  2. Programmatic monitoring of activities following UNDP's standards and guidance for site visits and field monitoring,
  3. Special or scheduled audits. UNDP, in collaboration with other UN agencies will establish an annual audit plan, giving priority to audits of Implementing Partners with large amounts of cash assistance provided by UNDP, and those whose financial management capacity needs strengthening.
- 7.4 To facilitate assurance activities, Implementing partners and UNDP may use a programme monitoring and financial control tool allowing data sharing and analysis.
- 7.5 The audits will be commissioned by UNDP and undertaken by private audit services. Assessments and audits of non-government Implementing Partners will be conducted in accordance with the policies and procedures of UNDP. Audit observations will be used together with monitoring, evaluation and other independent reports to continuously improve the quality of activities and of management.

#### **Part VIII. Commitments of UNDP**

- 8.1 UNDP will ensure coherence between the National Development Plan 2009-2013, European Accession Partnership, UNDAF, CPAP/AWP, and MDGs, including M&E reporting. Through annual reviews and periodic progress reporting, responsibilities between UNDP, the Government and implementing partners will be emphasized.
- 8.2 In case of direct cash transfer or reimbursement, UNDP shall notify the Implementing Partner of the amount approved by UNDP and shall disburse funds to the Implementing Partner within 30 days of approval of the request.
- 8.3 In case of direct payment to vendors or third parties for obligations incurred by the Implementing Partners or to vendors or third parties for obligations incurred by UNDP in support of activities agreed with Implementing Partners, UNDP shall proceed with the payment within 30 days of approval of invoice.
- 8.4 UNDP shall not have any direct liability under the contractual arrangements concluded between the Implementing Partner and a third party vendor.

- 8.5 Where more than one UN agency provides cash to the same Implementing Partner, programme monitoring, financial monitoring and auditing will be undertaken jointly or coordinated with those UN agencies.
- 8.6 Upon agreement with the Government, UNDP will provide the following support services for activities in the CPAP:
- i) Identification and assistance with and/or recruitment of project and programme personnel; procurement of goods and services in accordance with the UNDP regulations, rules, policies and procedures;
  - ii) Identification and facilitation of training activities, including fellowships and study tours;
  - iii) Access to UNDP-managed global information systems, the network of UNDP country offices and specialized information systems, including rosters of consultants and providers of development services;
  - iv) Access to the support provided by the network of UN specialized agencies, funds and programmes.
- 8.7. As indicated in the Country Programme Document (CPD), the regular resources (RR) allocation for the country programme for the period 2010 – 2015 is US\$ 3.943 million. In addition, UNDP aims to mobilize US\$ 50.157 million as non-core resources, subject to interest by funding partners and donors. These resource allocations do not include emergency funds that may be mobilized in response to crisis situations.

## **Part IX. Commitments of the Government**

- 9.1 The Government will honor its commitments in accordance with the provisions of the Standard Basic Assistance Agreement (SBAA) of 30 October 1995. The Government shall apply the provisions of the Convention on the Privileges and Immunities of the United Nations agencies to UNDP's property, funds, and assets and to its officials and consultants. In addition the Government will accord to UNDP and its officials and to other persons performing services on behalf of UNDP, the privileges, immunities and facilities as set out in the SBAA.
- 9.2 Where there is government cost-sharing, the following clauses apply:.
- i. The Government and UNDP will agree on a schedule of payments and bank account details.
  - ii. The value of the payment, if made in a currency other than United States dollars, shall be determined by applying the United Nations operational rate of exchange in effect on the date of payment. Should there be a change in the United Nations operational rate of exchange prior to the full utilization by the UNDP of the payment, the value of the balance of funds still held at that time will be adjusted accordingly. If, in such a case, a loss in the value of the balance of funds is recorded, UNDP shall inform the Government with a view to determining whether any further financing could be provided by the Government.

Should such further financing not be available, the assistance to be provided through the CPAP may be reduced, suspended or terminated by UNDP.

- iii. The schedule of payments takes into account the requirement that the payments shall be made in advance of the implementation of planned activities. It may be amended to be consistent with the progress of CPAP delivery.
- iv. UNDP shall receive and administer the payment in accordance with the regulations, rules and directives of UNDP.
- v. All financial accounts and statements shall be expressed in United States dollars.
- vi. If unforeseen increases in expenditures or commitments are expected or realized (whether owing to inflationary factors, fluctuation in exchange rates or unforeseen contingencies), UNDP shall submit to the government on a timely basis a supplementary estimate showing the further financing that will be necessary. The Government shall use its best endeavors to obtain the additional funds required.
- vii. If the payments referred above are not received in accordance with the payment schedule, or if the additional financing required in accordance with paragraph [vi] above is not forthcoming from the Government or other sources, the assistance to be provided to the CPAP under this Agreement may be reduced, suspended or terminated by UNDP.
- viii. Any interest income attributable to the contribution shall be credited to UNDP Account and shall be utilized in accordance with established UNDP procedures.
- ix. In accordance with the decisions and directives of UNDP's Executive Board reflected in its Policy on Cost Recovery from Other Resources, the Contribution shall be subject to cost recovery by UNDP for two distinct cost categories related to the provision of support services, namely:
  - a. Indirect costs incurred by UNDP headquarters and country office structures in providing General Management Support (GMS) services. To cover these GMS costs, the contribution shall be charged a fee equal to 3% for government contributions and 7% for all other sources.
  - b. Direct costs incurred for implementation support services (ISS), provided by UNDP and/or executing entity or implementing partner. As long as they are unequivocally linked to the specific programme/projects, these costs are built into the project budget against a relevant budget line and, in the case of clearly identifiable transactional services, charged to the project/programme according to standard service rates.
- x. Ownership of equipment, supplies and other properties financed from the contribution shall vest in UNDP. Matters relating to the transfer of ownership by UNDP shall be determined in accordance with the relevant policies and procedures of UNDP.
- xi. The contribution shall be subject exclusively to the internal and external auditing procedures provided for in the financial regulations, rules and directives of UNDP

- 9.3 The Government is also committed to organize periodic thematic discussions with development partner groups to facilitate coordination among donors and participation of civil society, private sector and UN agencies. The Government will make available to UNDP in a timely manner any information about policy and legislative changes occurring during the implementation of the CPAP that might have an impact on co-operation.
- 9.4 In case, cash transfer modality is agreed, a standard Fund Authorization and Certificate of Expenditures (FACE) report, reflecting the activity lines of the Annual Work Plan (AWP), will be used by Implementing Partners to request the release of funds, to secure the agreement that UNDP will reimburse or directly pay for planned expenditure or to report on the utilization of cash received. The Implementing Partner shall identify the designated official(s) authorized to provide the account details, request and certify the use of cash. The FACE will be certified by the designated official(s) of the Implementing Partner.
- 9.5 Cash transferred to Implementing Partners should be spent for the purpose of activities as agreed in the AWP only.
- 9.6 Cash received by the Government and national NGO Implementing Partners shall be used in accordance with established national regulations, policies and procedures consistent with international standards, in particular ensuring that cash is expended for activities as agreed in the AWP, and ensuring that reports on the full utilization of all received cash are submitted to UNDP within three months after receipt of the funds. Where any of the national regulations, policies and procedures is not consistent with international standards, the UN agency regulations, policies and procedures will apply.
- 9.7 In the case of international NGO and IGO Implementing Partners cash received shall be used in accordance with international standards in particular ensuring that cash is expended for activities as agreed in the AWP, and ensuring that reports on the full utilization of all received cash are submitted to UNDP within six months after receipt of the funds.
- 9.8 To facilitate scheduled and special audits, each Implementing Partner receiving cash from UNDP will provide UNDP or its representative with timely access to:
- All financial records which establish the transactional record of the cash transfers provided by UNDP;
  - All relevant documentation and personnel associated with the functioning of the Implementing Partner's internal control structure through which the cash transfers have passed.
- 9.9 The findings of each audit will be reported to the Implementing Partner and UNDP. Each Implementing Partner will furthermore
- Receive and review the audit report issued by the auditors.
  - Provide a timely statement of the acceptance or rejection of any audit recommendation to the UNDP that provided cash.
  - Undertake timely actions to address the accepted audit recommendations.

- Report on the actions taken to implement accepted recommendations at minimum on annual basis.

**Part X. Other Provisions**

- 10.1 This CPAP enters into force on the date signed by both Parties and in the case the CPAP is signed on different dates, then it shall enter into force on the date of the later signature. The CPAP shall continue in force until 31 December 2015
- 10.2 This CPAP supersedes any previously signed CPAP between the Government of the former Yugoslav Republic of Macedonia and UNDP and may be modified by mutual consent of both parties on the recommendations of the joint strategy meeting.

IN WITNESS THEREOF the undersigned, being duly authorized, have signed this Country Programme Action Plan on 03 March 2010 in Skopje, former Yugoslav Republic of Macedonia.

For the Government of the  
former Yugoslav Republic of Macedonia

For the United Nations Development Programme in  
the former Yugoslav Republic of Macedonia

Signature: (letter of acceptance attached)

Signature: 

Name: Mr. Antonio Milososki

Name: Ms. Ann-Marie Ali

Title: Minister of Foreign Affairs

Title: Resident Representative a.i.



РЕПУБЛИКА МАКЕДОНИЈА  
МИНИСТЕРСТВО ЗА НАДВОРЕШНИ РАБОТИ  
REPUBLIC OF MACEDONIA  
MINISTRY OF FOREIGN AFFAIRS  
*Министар / Minister*

Skopje, 03 March, 2010

Dear Madam,

I have the honor to refer to your letter of 4 December 2009 presenting the Country Programme Action Plan (CPAP) 2010-2015 for cooperation between the Government of the Republic of Macedonia and UNDP and to hereby confirm, on behalf of the Government of the Republic of Macedonia, that the Government agrees with the provisions of the said Action Plan and accepts the goals and programme activities laid out in the document.

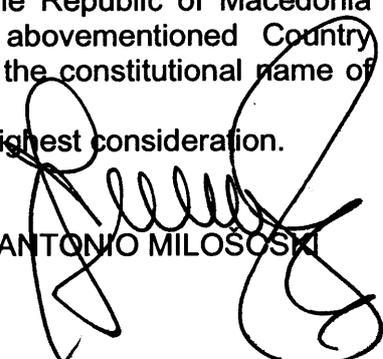
I hereby confirm that the Government of the Republic of Macedonia, on its part intends to meet its commitment as contained in the CPAP for the period 2010 – 2015.

I avail myself of this opportunity to convey my satisfaction with the ongoing fruitful cooperation between the Government of the Republic of Macedonia and UNDP and to express confidence that it will advance further in the forthcoming years through the implementation of this CPAP. This document is the result of negotiations between officials of the Ministry of Foreign Affairs, Secretariat for European Affairs, line ministries and UNDP, and it further details the Country Programme Document approved by the UNDP Executive Board for the period 2010-2015.

It is considered that with this letter of acceptance, the Country Programme Action Plan (CPAP) 2010-2015 for cooperation between the Government of the Republic of Macedonia and UNDP is hereby concluded between the two parties.

However, I declare that the Government of the Republic of Macedonia does not accept the denomination used in the abovementioned Country Programme Action Plan (CPAP), having in view that the constitutional name of my country is the Republic of Macedonia.

Please accept, Madam, the assurances of my highest consideration.

  
ANTONIO MILOŠOSKI

Ms. Ann-Marie Ali  
Resident Representative a.i.  
United Nations Development Programme  
S K O P J E





UNDAF Expected Outcomes				Expected Outputs	Annualized Output targets and indicators				Implementing Partners	Indicative Resources by programme component (per year, in thousand US\$)						
Outcome target	Indicator(s)	Baseline	Target(s)		Output targets	Indicators	Baseline	Annual stat. Targets		2010	2011	2012	2013	2014	2015	Total
<b>Expected UNDAF outcome #2:</b> By 2015, Local and regional governance enhanced to promote equitable development and inter-ethnic and social cohesion.																
<b>UNDP programme component: Democratic Governance - Fostering inclusive participation, Strengthening accountable and responsive institutions</b>																
<b>2.1. Local government units operate in a more effective and transparent manner;</b>	Ratio: local revenues/total revenues of local governments	tbd	tbd	<b>2.1.1. Capacities of national and local level institutions strengthened to design and implement a more transparent, predictable and sustainable local financing</b>	[2010]: A 4 year action plan for transformation of the local government fiscal system endorsed by the Gov't and preparatory activities rolled out designed for more equitable and sustainable local financing and short terms steps rolled out.	Central government funds for the local level designed and distributed according to equitable, transparent and predictable criteria.	Lack of a fiscal model with explicit equalization features and institutional capacities for its design and implementation	Cannot extract statistically measurable targets	Main partners: Ministry of Finance, Ministry of Local Self-Government, while consultation and collaboration will be established with all line ministries;	Track 1 & Track 2,3						
	# of local development programmes/projects, initiated and implemented by the LGUs in a given year	tbd	tbd		2011: New phase of the fiscal reforms for more equitable financing of local services rolled out, including capacity building activities.											
	% of LGUs having developed local budgets addressing needs of groups with special needs (women, children, disabled, ethnic minorities)	tbd	tbd		2013: Third phase of the fiscal reform for more equitable local financing rolled out.											
	Reduced number of illegal construction	tbd	Reduced by 50%		2014: New system of intergovernmental transfers in place											
				[by 2014]: A set of minimum standards for the provision of basic services adopted by the municipalities. This set of standards will be linked to the local financing reform in order to provide equitable funding across the municipalities for the provision of equivalent services.	Number of municipalities implementing basic services based on minimum standards	There is not an established common standard for delivery of basic services at the local level	by 2014: 52 municipalities (80% of the municipalities) work according to minimum standards	Local and International Universities and Institutes working on respective issues	Civil and business sector pertaining transparency and accountability strengthening as well as building social cohesion.							
				2010: Developing all the necessary bylaws for the IMC Law and Functional IMC support structures in place	New inter-municipal models developed (cumulative), especially in new areas such are: a) social issues, b) education, c) culture and d) environment	The new IMC law anticipates support to development of IMC arrangements, especially in areas of particular interest. Cumulative progress will be measured by the number of supported new IMC arrangements from the adoption of the law on IMC										
				2011: Extend IMC arrangements to other sectors where it has not been implemented yet												
				2012: IMC system and financial support scheme are linked in a coherent system with the other relevant policies, such as the regional development.												
				2011: Establishment of a sustainable financial scheme for IMC, corresponding to the Law on IMC has provisions for financial support	Innovative arrangements for sustainable financial scheme for inter-municipal cooperation developed		0									



UNDAF Expected Outcomes				Expected Outputs	Annualized Output targets and indicators				Implementing Partners	Indicative Resources by programme component (per year, in thousand US\$)							
Outcome target	Indicator(s)	Baseline	Target(s)		Output targets	Indicators	Baseline	Annual stat. Targets		2010	2011	2012	2013	2014	2015	Total	
				2.1.5 Mechanisms and local stakeholders' capacities for fighting corruption enhanced	<p><b>2011</b> : Regular annual application of the transparency and accountability self-monitoring methodology in one-third of municipalities, including significant improvement in civic awareness of anti-corruption; skills for investigative journalisms improved; increased role of media for awareness raising and advocacy on anti-corruption issues.</p>	Number of municipalities applying tools to reduce opportunities for corruption	Limited number of municipalities apply standardized procedures and use self-monitoring and accountability tools										
			<p><b>2012</b> : At least 60% of municipalities apply regularly (the transparency and accountability self-monitoring methodology</p>														
			<p><b>2014</b> : At least half of the municipalities are ISO certified</p>														
			<p><b>2015</b> : Significant improvement in local governments' efficiency, accountable and transparency.</p>														
						Number of anti-corruption awareness raising initiatives launched in cooperation with the municipalities, NGOs and AC Commission			[2012]: 30 [2014]: 65								
					Municipal procedures are streamlined and standardized to reduce opportunities for corruption; mechanisms in place for resolving issues and improving transparency and accountability.	Number of municipalities pertaining ISO standards		1	by [2012]: 10 by [2014]: 30 Agregated: [3 (2010), 3 (2011), 4 (2012), 10 (2013), 10 (2014)]								



UNDAF Expected Outcomes				Expected Outputs	Annualized Output targets and indicators				Implementing Partners	Indicative Resources by programme component (per year, in thousand US\$)						
Outcome target	Indicator(s)	Baseline	Target(s)		Output targets	Indicators	Baseline	Annual stat. Targets		2010	2011	2012	2013	2014	2015	Total
				<b>2.2.2 Regional development programmes reflecting sectoral policies developed and implemented in at least three planning regions</b>	<b>2010:</b> First set of Regional Development Plans developed in at least two Planning Regions and create capacities for further planning and resource mobilization	Number of Regional Development Plans developed and consulted with stakeholders (cumulative)	Regional development plans have not been synchronized with the National RD planning Methodology and the National Strategy for Regional Development		1000	1500	1000	1000	1000		5500	
					<b>2010:</b> At least two Regional Development Centers and stakeholders supported in the development of sectoral programs in accordance to the Regional Development Plans of at least two Planning Regions <b>2011:</b> A programme for capacity building of the Build the capacities of MLSG to coordinate the synchronization of the development of the sectoral programs implemented	Number (cumulative) of sectoral programs on regional level developed in partnership with stakeholders	Cumulative progress will be monitored vis a vis target value									
					<b>2.2.3 National institutions responsible for coordination of regional development policies have developed tools for monitoring and evaluation</b>	<b>2010:</b> Information system designed and regional development planning institutions able to utilize accurate information and data through the established information system	Information System for Regional Development established	0								
				<b>2011:</b> Regional development planning institutions trained to utilize accurate information and data through the established information system												
				<b>2012:</b> Cross-fertilization of lessons learnt and good practices across various levels of development planning												
				<b>2013 :</b> Regional Development Centers quarterly collect monitoring and evaluation data to feed into the development planning processes; MLSG/Bureau for Regional Development able to utilize M& E data from the regional centers and feed into the national development planning processes		A methodology and indicators for monitoring and evaluation developed and practiced	0									





UNDAF Expected Outcomes				Expected Outputs	Annualized Output targets and indicators				Implementing Partners	Indicative Resources by programme component (per year, in thousand US\$)										
Outcome target	Indicator(s)	Baseline	Target(s)		Output targets	Indicators	Baseline	Annual stat. Targets		2010	2011	2012	2013	2014	2015	Total				
<b>Expected UNDAF outcome #3:</b> By 2015 central and local level authorities have improved capacities to integrate environment and disaster risk reduction into national and local development frameworks, while communities and CSOs participate more effectively in environmental protection and disaster risk reduction planning, implementation and monitoring																				
<b>UNDP programme component: Environment and Sustainable Development</b>																				
<b>3.1. By 2015 national policies better address climate change adaptation and mitigation needs and demonstration programmes respond to climate change challenges;</b>	# of programmes addressing climate change issues implemented by the central government.	0	5	<b>3.1.1 Vulnerability assessments, impact costing, policy options, and integrated territorial plans for climate change adaptation developed</b>	2010: Report on socio-economic impact of climate change adaptation prepared	# of strategic policy documents on climate change adaptation developed and promoted			Main partners: Ministry of Environment; Ministry of Economy; Ministry of Agriculture, Forestry and Water Economy; Local Governments and Councils for Regional Development  Other partners: ZELS, NGOs, Expert organizations	Regular Resources										
					2011: Third National Communication to UNFCCC developed and submitted for approval					120	120	120	120	120		600				
					2012: An integrated territorial plan for climate change for two of the most vulnerable regions in the country prepared					Other Resources										
					2013: An integrated territorial plan for climate change for another two regions in the country prepared															
					2014: Integrated territorial plans for climate change prepared for remaining three regions in the country												1000	500	1500	2000
				2015: Climate proofing of the new CPD carried out																
				<b>3.1.2 Demonstration energy efficiency and renewables initiatives implemented and preparatory assistance for financing projects through the CDM provided</b>				2010: At least one project proponent supported to develop a CDM project and supported in securing funds for its implementation		# of energy efficiency/ renewables projects project proponents trained and supported to developed and implemented energy efficiency/renewables projects eligible as a CDM projects										
								2011: Government supported in development of NAMA (Nationally Appropriate Mitigation Actions)												
								2012: Support provided for revision of the CDM Strategy after the first commitment period												
								2013: Energy efficiency project in the industry implemented in partnership with other specialized agencies												
2014: Costing of mitigation report prepared																				
2015: Green economy supported through assistance provided to enterprises promoting green jobs																				

UNDAF Expected Outcomes				Expected Outputs	Annualized Output targets and indicators				Implementing Partners	Indicative Resources by programme component (per year, in thousand US\$)								
Outcome target	Indicator(s)	Baseline	Target(s)		Output targets	Indicators	Baseline	Annual stat. Targets		2010	2011	2012	2013	2014	2015	Total		
3.2. By 2015 national capacities for management and sustainable use of natural resources improved	# of sectoral laws and bylaws, regulating sustainable use and management of natural resources adopted	10	20	3.2.1 A National network of protected areas established, by strengthening planning, financing and management practices	2010: Management Plans for the protected areas "Ezerani", "Tikves" and "Matka" adopted	# of management plans on protected areas developed	Only one management plan in place for the National Park "Pelister"; and no network of national protected areas exist.		Regular Resources									
					2011: The outline and the key features of the national protected areas network in place				120	120	120	120	120		600			
					2012: Payment for Ecosystem Services (PES) and Total Economic Value (TEV) introduced into the national legal framework				Other Resources									
					2013: Rural development promoted through sustainable land management				1500	1500	500	1000	900		5400			
					2014: Regional development supported through assistance provided for sustainable tourism initiatives													
					2015: Cross-border collaboration on sustainable use of shared natural resources promoted through implementation of joint projects													
				3.2.2 Capacity building programmes and demonstration models for integrated watershed management are implemented in the Prespa Basin and lessons learnt utilized for development of integrated plans for other watersheds in the country				2010: Strategic Action Plan for the Prespa Lakes Watershed in place	Management tools used for an integrated ecosystem management		Principles of an integrated ecosystem management rarely included in the plans and scarcely applied							
								2011: An integrated Prespa Watershed Management Plan adopted and Watershed Management Committee functional										
								2012: An integrated plan for River Drim Watershed initiated through a cross-border collaboration among the neighboring countries										
								2013: River Drim Watershed project implemented and mechanism for trans-boundary collaboration supported										
								2014: Best practices from the Prespa project replicated in one watershed in the country										
								2015: Integrated management plan develop for one more watershed in the country										

UNDAF Expected Outcomes				Expected Outputs	Annualized Output targets and indicators				Implementing Partners	Indicative Resources by programme component (per year, in thousand US\$)						
Outcome target	Indicator(s)	Baseline	Target(s)		Output targets	Indicators	Baseline	Annual stat. Targets		2010	2011	2012	2013	2014	2015	Total
3.3: By 2015 National authorities are better able to reduce the risk of and respond to natural and man-made disasters	Multi-hazard M&E system established	Not existing	Established	3.3.1 A national framework for regular assessment and monitoring of disaster risks developed and piloted at local level;	2010: An outline for preparation of risk assessment and reduction methodologies developed	# of methodologies for risk assessment developed	No methodologies on national and local level exit; National Platform for disaster risk reduction as per Hyogo Framework for Action adopted but not implemented		Regular Resources							
					2011: Small Scale Disaster Risk Reduction measures implemented in at least three municipalities				26	26	26	26	26		130	
2012: Country Risk Assessment prepared	Other resources															
2013: Improved cross-border cooperation and coordination between the Western Balkan countries in the area of disaster risk reduction.	1000	600	660	2000	650					4910						
				3.3.2 Risk reduction practices adopted and piloted in at least two environmental hot spots	2010: Systems for prevention of air and water pollutions in place in both Bucim and Lojane resulting in significant improvement of the environment and human health	Historic pollution and the mitigation of adverse environmental effects of mining practices improved Level of environmental pollution in Bucim and Lojane Mines	High level of pollution of air, water and soil confirmed by various studies for 16 environmental hotspots in the country									

## Evaluation Plan

**Evaluation Plan for: UNDP FYR Macedonia**

**Programming Cycle: 2010 -2015**

**Date: 28 January 2009**

Evaluation Title	Partners (joint evaluation)	MYFF Goal	CPD or CPAP Outcome	Evaluation Completion Date	Key evaluation stakeholders	Resources for Evaluation and Sources of Funding	Mandatory Evaluation? (Y/N)	Evaluation Status	Reports uploaded in ERC? (Y/N)
<b>UNDAF Evaluations</b>									
Mid – term UNDAF Evaluation	UN Country Team			2012		RC Budget	N		
End of cycle UNDAF Evaluation	UN Country Team			2014		RC Budget	Y		
<b>Outcome Evaluations</b>									
Mid-term evaluation of the employment generation programme	-	Poverty Reduction and achievement of the MDGs - Promoting inclusive growth, gender equality and achievement of the MDGs	1.1 Capacities of national institutions to develop and implement human resource development policies and programmes that address the needs of the socially excluded improved;	2011	Ministry of Labour and Social Policy, Employment Service Agency and Employment Centres, Agency for promotion of Entrepreneurship, Beneficiaries of the employment programme	\$40,000 TRAC	Y		
Mid-term evaluation	-	Democratic governance - Fostering inclusive participation - Strengthening accountable and responsive institutions	2.1.Local government units operate in a more effective and transparent manner;	2013	Ministry of Local Self-Government, Ministry of Finance, ZELS, beneficiary municipalities, civil and business society	\$20 000, TRAC	Y		

Measuring the impact of UNDP's interventions in the area of eco-system management and biodiversity conservation	-	Mainstreaming environment and energy	3.2. By 2014 national capacities for management and sustainable use of natural resources improved;	2014	Ministry of Environment and Physical Planning, Municipalities of Resen, Skopje, Kavadarci  Coalition for Sustainable Prespa (NGO) Association of Farmers (NGO)	\$ 20,000 TRAC	Y		
<b>Project Evaluations</b>									
<b>Other Evaluations</b>									