

Mid Term Evaluation

The European Partnership with Municipalities – EU PROGRES –

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Mid-Term Evaluation of the Programme “The European Partnership with Municipalities – EU PROGRES”

PREFACE

This report was prepared by the independent evaluation team: Zehra Kačapor - Džihčić, Evaluation Team Leader and Dragiša Mijačić, team member that were contracted to conduct this assignment. The Serbian European Integration Office (SEIO) approved the short listing and chaired the selection committee, which also included donor representatives.

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The evaluation was undertaken during May, June and July of 2012 and the cut off date for financial analysis is 31 May 2012.

Disclaimer: The views and comments expressed in this text are the responsibility of the Evaluation team and do not necessarily reflect the opinion of EU PROGRES, the Delegation of the European Union, the Swiss Development Cooperation, the Government of Serbia and its European Integration Office.

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List of Acronyms and Abbreviations

AOR	Area of responsibility
BIC	Business Incubator Centre
BIRN	Balkan Investigative Reporting Network
CAC	Citizens Assistance Centres
CAS	Citizen Assistance Services
CfP	Call for Proposal
CIF	Citizen Involvement Fund
CSO	Civil Society Organisation
CSW	Centre for Social Work
DEU	Delegation of the European Union in the Republic of Serbia
DRP	Detailed Regulation Plan
EQ	Evaluation Question
ESSSWeSP	European South and South West Serbia Support Programme
EU	European Union
EU PROGRES	The European Partnership with Municipalities Programme
FIDIC	International Federation of Consulting Engineers
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
GRP	General Regulation Plan
HR	Human Resources
IFI	International Financial Institutions
IP	Industrial Park
IPA	Instrument for Pre-Accession Assistance
IZ	Industrial Zone
LED	Local Economic Development
LFM	Logical Framework Matrix
LSD	Local Sustainable Development
LSG	Local Self-Government
LED	Local Economic Development
LTA	Local Tax Administration
MIR	Municipal Improvement and Revival (Programme)
MSP	Municipal Support Programme (EU IPA 2007 funded project)
MISP	Municipal Infrastructure Support Programme (EU IPA 2008 funded project)
MoERD	Ministry of Economy and Regional Development
MoHMRPALSG	Ministry of Human and Minority Rights, Public Administration and Local Self-Government
MoLSP	Ministry of Labour and Social Policy
MoU	Memorandum of Understanding
MoPALSG	Ministry of Public Administration and Local Self-Government
MTE	Mid-Term Evaluation
NARD	National Agency for Regional Development
NCE	Non-cost extension
NIP	National Investment Plan
NMC	National Minority Council
OO	Overall objective

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OECD / DAC	Organisation for Economic Coordination and Development/Development Assistance Committee
OSCE	Organisation for Security and Cooperation in Europe
OSS	One stop shop
OSDUA	Office for Sustainable Development of Underdeveloped Areas
OVI	Objectively Verifiable Indicator
QMS	Quality Measurement System (<i>abbreviation used for the purpose of this MTE</i>)
PP	Programme purpose
PBILD	Peace Building and Inclusive Local Development
PRO	Program revitalizacije opština (Municipal Development in South West Serbia)
PSC	Programme Steering Committee
PUC	Public Utility Company
RDA	Regional Development Agency
ROM	Results Oriented Monitoring
RS	Republic of Serbia
QMS	Quality Management System
SCTM	Standing Conference of Towns and Municipalities
SDC	Swiss Agency for Development and Cooperation
SEDA	Sandžak Economic Development Agency
SEIO	The European Integration Office of the Republic of Serbia
SLDP	Sustainable Local Development Project (USAID-Funded project)
SMART	S-Specific, M-Measurable, A-Attainable (Achievable), R-Relevant, T-Timely
SME	Small and Medium-sized Enterprises
SWOT	S-Strengths, W-Weaknesses, O-Opportunities, T-Threats
TA	Technical Assistance
ToR	Terms of Reference
UNDP	United Nation Development Programme
UNOPS	United Nations Office for Project Services

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EXECUTIVE SUMMARY

This report covers findings, conclusions and recommendations of the Mid-term evaluation (MTE) of the European Partnership with Municipalities Programme (EU PROGRES), conducted by a team of two independent consultants.

EU PROGRES is a joint action of the European Union, the Government of Switzerland and the Government of Serbia, established with the aim to enhance stability and socio-economic development through support to enhancement of governance, municipal and inter-municipal management capacity and social, economic and physical infrastructure in a holistic, area-focused fashion. The programme intervention covers territory of 25 local self-government units (LSGs) of South and South West Serbia, working with local authorities and other public sector entities, civil society organisations and private sector. EU PROGRES budget is € 18.1 million for a timeframe of three years, starting as of mid-2010. United Nations Office for Project Services (UNOPS) implements the programme, managing operations in cooperation with Programme partners.

Overall objectives of the mid-term evaluation (MTE) are to: assess the progress towards the intended impact of the project to date; draw out the lessons learned; and identify any modifications that could improve the likelihood of greater programme impact. The evaluation methodology is based on assessing the Programme against five standard OECD-DAC criteria: relevance, efficiency, effectiveness, impact and sustainability. In addition, assessment of two dimensions: good governance as a crosscutting issue, and financial and economic impact analysis of the programme intervention was conducted. The cut off date for financial data and programme analysis is 31 May 2012, so all data presented relate to the Programme implementation from the start until that date.

KEY FINDINGS

RELEVANCE: EU PROGRES interventions are built on a systemic context, taking care development needs of target LSGs in the AoR, the government and EU priorities for Serbia. EU PROGRES supports enhancement of municipal capacities and government commitments to promote social inclusion and economic development in the Programme area, and contributes to stronger social cohesion. Programme’s flexibility to adapt its approach to suit the changing and arising needs of municipalities has been commendable and may serve as example of good practice. The programme has been developed and implemented in consensus with representatives of different stakeholders from the Government of the Republic of Serbia, participating local self-government units, donors and other development partners, except in case of MoERD. Objectives of programme intervention are aligned with the key development documents and strategies of the Republic of Serbia, and priorities of the EU accession of the country.

COHERENCE OF THE PROGRAMME DESIGN: EU PROGRES is a complex intervention, particularly if the local capacities and current political and developmental climate in Serbia is taken into account. It is envisaged as a complex three-year intervention, with four components, eight results and extensive activities contributing to an ambitious Programme objective. The Programme builds on the momentum of the two predecessor programmes (MIR 1 and MIR 2 in South Serbia and PRO 1 and PRO 2 in South West Serbia), while enriching the interventions by integrating good governance and profile building of communities into the support to building municipal capacities and enhancing the governance. The Programme design represents a holistic approach to increasing governance, municipal and inter municipal capacities through support and mentoring in

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the process of design and implementation of social, economic and physical infrastructure projects, good governance and citizen participation mechanisms as well as overall social inclusion in the Programme area. EU PROGRES has a clear logic and coherent approach towards progressing to its core development objective and ensures that good governance is integrated in majority of supported projects through insisting on procedures, legislation and good governance mechanisms in the municipalities. During the Programme implementation, the original Programme design has been modified three times in order to fit better the needs of the target groups. All applied modifications are appropriate to the changed circumstances in the Programme area and are done with the approval of the Programme Steering Committee (PSC). However, the programme’s logical framework remains overwhelmed by significant number of indicators: eight (8) impact, 23 outcome and 36 output indicators. Many of those indicators are open to interpretation since they are not SMART, which limits their potential for measuring numerous achievements the Programme.

EFFICIENCY: Using UNOPS as implementing partner ensures strong development orientation of the intervention, as well as transparency and strong accountability, particularly through well-established procedures, selection of projects through PSC, and ongoing monitoring of project performance. Insistence on applying Serbian legislation and EU standards in implementation of projects has been important good governance factor and example of best practice for municipalities and other partners. As UN agency, UNOPS also ensures impartiality and neutrality, features valuable for the work in the Programme area. The Programme has been managed and implemented by an expert team, with experience from the previous programmes implemented in South and South West Serbia. EU PROGRES has a decentralised implementation structure with four offices in Prokuplje, Vranje, Novi Pazar, Belgrade and team members as focal points in Leskovac and Priboj, which ensure high presence in the Programme area. EU PROGRES is progressing towards meeting its programme output targets thus far. The programme has so far contracted the total of 130 grants, out of which 91 are below €50,000 and 10 are over €100,000. Out of 130 contracted grants, the Programme has completed 38, while 79 projects are on track or with delays at low risk. Remaining 13 projects are either cancelled or have difficulties in implementation as of 31 May 2012. The Programme implementation has significant delays against the set timeframe in the work plan since large percentage of funds are still in the pipeline and only slightly above 30% of total funds per each of two donors utilised so far. The Programme efficiency has been primarily affected by implementation of the Grant Modality. This Modality represents a mechanism of ensuring transparency, accountability and financial security against potential misuse of grants, while at the same time bringing sense of ownership and capacity building of the involved LSGs. Such complex nature of the Modality poses an impediment, as it requires longer preparation and time for municipalities to fulfil their obligations. Nevertheless, there is a body of evidence that the Grant Modality is an instrumental exercise, which strongly contributes to achievement of the Programme’s objectives.

EFFECTIVENESS: The Programme has made significant progress towards achievement of the expected results concerning enhanced governance, municipal and inter-municipal management capacity and social, economic and physical infrastructure as well as stronger social inclusion. EU PROGRES contributes to enhanced skills, knowledge and absorption of the participating LSGs by offering space for them to compete for project grants and later to implement them according to EU standards and Serbian legislation. The Programme has put a new dimension in development interventions regarding advancement of infrastructure, supporting local self-government units in developing necessary urban plans and technical documentations, as well as incorporating good governance principles that brought added value, especially in terms of sustainability of results. At the time of finalisation of this MTE Report, EU PROGRES has supported development of technical documentation for 5 inter-municipal and 16 local infrastructure projects. Capacities of the LSGs are also enhanced through investment in strengthening the evidence on property tax payers, which

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improves foundations for property taxes collection and strengthening local LED offices. However, the Programme’s support to budgeting and introduction of Quality Management System in Municipal Administration, as well as Capital Investment planning still lags behind other interventions. The Programme has managed to create a foundation for partnerships between civil society and municipal governments in provision of social services and enhancing social inclusion, through implementation of projects through CIF. EU PROGRES contributes to empowerment of marginalised groups (such as Roma, people with disabilities, minorities) through improvement of social housing, enhanced community participation, investment in sewerage, water supply, educational, social and health facilities as well as education and training for marginalised groups. Citizens Assistance Services (CAS) complements free legal aid municipal services and support to excluded groups. Mechanisms for women participation in local decision-making processes have been strengthened through establishment and work of the Gender Equality Councils, which had impact on increased budgets for gender related activities in the AoR. Mechanisms that enhance inter-ethnic communication and collaboration have been supported by the Programme’s work with National Minority Councils.

EU PROGRES contributes to sustainability of municipal and inter-municipal interventions by creating business plans for key infrastructure development projects and other procedures that define principles in decision-making of future operations. Three key inter-municipal projects: Banjica Regional Waste Landfill, Green Zone Centre Leskovac and Agro-Business Centre Pešter incorporate good governance principles in their operations, making sure the whole process is transparent and accountable to all actors involved. Finally, the Programme’s visibility has been very good and increased the profile of the Programme, the donors, the national government and the LSGs in the AoR. The advocacy campaign on good governance and branding of regions has been initiated with a delay, yet it fits well with the progress against the Programme’s outputs and results.

GOOD GOVERNANCE AS CROSSCUTTING ISSUE: Integration of good governance mechanisms into activities of the programme contributes to strengthening impact and sustainability of achieved results. EU PROGRES has demonstrated full commitment to promote good governance, both as specific set of activities and as a crosscutting topic. Support to enhancing governance through insisting on transparency, accountability, effectiveness and efficiency of municipal operations, while ensuring participation and inclusion of citizens, brings new momentum and practices in the local governments. Encouraging first results have been achieved in linking small infrastructure projects with governance mechanisms, and serve as a tangible example of what governance means when transformed into practice.

IMPACT: It is still early to have show evidence of tangible impacts of the Programme as majority of projects are currently being implemented and/or in the pipeline. Yet, the Mid-term Evaluation research shows that impact prospects of the Programme to improvements in the life of citizens of the programme area, particularly vulnerable groups are high in terms of improved governance and service delivery in municipalities as well as increased employment and economic investment opportunities. The Programme’s investment in development of LSGs’ management capacities, developmental planning and project implementation is bringing changes in perception of municipal partners towards strategic planning and significantly contributes to future absorption capacities at municipal level. Infrastructure projects already attract investments from local and international companies worth over €7.5 million with potential for further absorption of about €90 million, and open the window of opportunity for employment of over 1,250 persons in different jobs. Investment in municipal infrastructure (25 local infrastructure projects and 6 inter-municipal projects) is expected to improve livelihoods of citizens through improved water supply, sewerage, schools, kindergartens, energy efficiency and local environmental infrastructure, etc. The Programme’s role

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as advocate and/or facilitator of communication between the municipalities and national government, and municipalities and EU is already showing positive impacts on raising municipal profiles and increasing support/response to the municipal initiatives.

ECONOMIC AND FINANCIAL ANALYSIS: The Programme brings significant (social) benefits, exceeding costs of the programme implementation. Projects implemented within the Citizen Involvement Fund and Citizen Assistance services provided opportunity for a wide range of people from the most vulnerable and marginalised groups to be included in various empowerment initiatives. The Programme support to municipalities for ensuring the quality of technical designs that were part public procurement documentation (already) contributed to municipal savings of about €375,000.

It is expected that the private investments will create spill over effects in terms of enhancing business climate and attracting other investments in the Programme area. Economic development project interventions such as the fruit cluster, business zones, support to business incubation, one-stop shop services, etc., will also contribute to economic growth and job creation. At the end, it is also important to mention that the absorption capacity of LSGs has been significantly increased by support of the Programme to preparation of technical designs and urban planning.

SUSTAINABILITY AND REPLICABILITY: Sustainability prospects of the Programme interventions are relatively satisfactory. Measure to incorporate good governance mechanisms in municipal operations and service delivery will contribute to the sustainability of the projects. Nevertheless, sustainability of these efforts depends on variety of internal and external factors (such as political, socio-economic dynamics) that affect the work of the participating local self-government units. The Programme intervention is replicable to other context as it integrates a holistic approach to strengthening local governments.

RECOMMENDATIONS: The following recommendations for the Programme have been drawn:

- Devise exit strategy;
- Continue applying Grant Modality wherever possible;
- Continue good practice of integrating good governance into all components of the Programme;
- Promote best practices from municipalities, particularly share them with underdeveloped municipalities (e.g. peer-to-peer);
- Consider applying more comprehensive two-track approach to distinguish between projects that are coming from cities and ones from municipalities, especially from the most underdeveloped ones in the next programme (if any);
- Sequence the interventions in order to enable all municipalities to prepare well for projects, and particularly those that are new to these kinds of interventions;
- Conduct Impact assessment of the MIR/PRO/EU -PROGRES at the final stage of Programme implementation;
- Improve reporting for results through revision of the logical framework, the work plan, strengthening the monitoring and evaluation framework and improvement of reporting against achieved results)

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INTRODUCTION

Scope and Objectives of the Evaluation

A team of two consultants has been commissioned to undertake a mid-term evaluation of the European Partnership with Municipalities Programme (EU PROGRES)¹. EU PROGRES is a joint action of the European Union, the Government of Switzerland and the Government of Serbia, to enhance stability and socio-economic development in the South and South West Serbia, through support to enhancement of governance, municipal and inter-municipal management capacity and social, economic and physical infrastructure in a holistic, area-focused fashion. EU PROGRES has involved 25 local self-government units in South and South West Serbia, and their respective local government, civil society and business entities. Two basic drivers underpin the EU PROGRES: the need to reduce regional disparities in Serbia, and the need to enable local institutions to better absorb current and future investment funds from a range of sources.

The United Nations Office for Project Services (UNOPS) has been granted an initial budget of €18.1 million for the Programme, which should be implemented in a timeframe of three years, starting in mid-2010. The Programme is partially funded by the EU Instrument for Pre-Accession (EU IPA) with total budget of €13,500,000 (or €14,100,000 with the funding from EU IPA PA Cross Border Cooperation programme Serbia – Former Yugoslav Republic of Macedonia), the Swiss Development Cooperation (SDC) with total budget of €2,297,778, (including 200,000 EUR for the bridging period and 330,000 EUR for the Migration project) and the Government of Serbia with minimum contribution of €1.5 million. The Programme envisages contribution by beneficiary municipalities with additional resources as co-financing to sub-projects. All three donors (EU, SDC, and Government of Serbia) are involved as funders but also as active partners who provide support and advice to EU PROGRES Programme on policy and funding issues, through participation in the Programme Steering Committee (PSC), which is chaired by Serbian European Integration Office (SEIO), and with participation of the Ministry of Environment, Mining and Spatial Planning, Ministry of Economy and Regional Development, Ministry of Human and Minority Rights, Public Administration and Local Self-Government, Coordination Body for municipalities of Preševo, Bujanovac and Medveđa, Office for Sustainable Development of Under Developed Areas.

Overall objectives of the mid-term evaluation (MTE) as set out in the Terms of Reference (ToR) are to:

- Assess the progress being made towards the intended impact of the project to date, including the impact and achievements thus far;
- Draw out the lessons learned by all stakeholders to provide guidance and recommendations for effective implementation of the remaining Programme period;
- Assess the design and planning documents of the Programme and identify any modifications that could realistically improve the likelihood of greater Programme impact.

The evaluation team understands that fulfilment of these MTE objectives is important element of the EU PROGRES development and Programme’s life cycle. That is why, careful methodology for the MTE is devised in order to provide an opportunity to look at what progress has been achieved so far and how to improve and build on elements for the second half of the Programme life. At the centre of the Evaluation is a review of whether the Programme is on track to achieve its objectives and results, looking at issues such as the quality of outputs achieved so far and the benefits and impacts of the Programmes actions. The ToR also sets out the necessity for the evaluation team to review, analyse and provide conclusions/recommendations on the following:

¹ CVs of Evaluation team members and Declarations of Impartiality are attached in Annex 15

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- The extent to which the project design and the activities implemented to date are contributing to the stated objectives;
- The likely effectiveness of the project approach in achieving stated objectives;
- Assessment of external factors affecting the project, and the extent to which the project has been able to adapt and/or mitigate the effects of such factors;
- The approach to project management, including the role of stakeholders in the steering committee and coordination with other municipal development projects in the same municipalities.

Methodology

According to the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD DAC) Evaluation Quality Standards, selection and application of adequate evaluation methodology is crucial to produce reliable data that allow for valid evaluative judgments that are useful for learning and making decisions.

Upon analysis of the Programme logic, the needs and expectations from the MTE by the donors and the Programme, the proposal for this MTE was to apply “*mixed*” methods to optimise the potential of the analysis and to reach sound evaluation. In line with that, the methodology applied for this MTE included use of qualitative and quantitative methods and instruments, such as surveys, focus groups and interviews, as well as document review, and meetings with Programme staff.

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

- **The inception phase and the document review.** The document review and the analysis of the Programme intervention were used for the development of the Evaluation matrix and design of the research methods to be applied in the main assessment stage. This process also clarified the approach and the sample of municipalities to be visited within the fieldwork, as well as the sample of partners, applicants and implementing partners to be included in the online survey (*See the List of documents reviewed and municipal sample in the Annexes 11 and 12*).
- **The fieldwork phase** comprised the field visits to the target communities of the MTE, the launch of a web survey and follow-up interviews. The purpose of fieldwork phase for this MTE was to systematically collect information required to support formulation of conclusions and answers to the evaluation questions. The fieldwork included coordination with the EU PROGRES team, contacts with stakeholders and users, and applying various data collection methods. The main data collection methods applied within this phase were the interviews with local stakeholders, focus groups, the online survey, and the follow up interviews (*See Annex 10 for the List of interviewed persons*). The evaluation team has interviewed 137 interlocutors from 69 donor agencies, international programmes, national and local institutions, including representatives of 18 municipalities from the Programme area.
- **Online survey** was developed as an important tool to complement narrative data collected during the field visit and the follow-up interviews. It was carefully designed in order to allow respondents to provide information, share views and opinions while remaining anonymous. Three sets of questionnaires (one for projects, one for unsuccessful applicants, and one for beneficiaries/users of services) were developed for the purpose of this MTE (*See the online Survey Questionnaires in Annex 14*). Table 1 below provides an overview of received responses to online survey by partners/grantees.

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Table 1. Overview of participation to the online survey

Type of assistance	No. of received filled questionnaires by grantees	No. of received filled questionnaires by unsuccessful applicants
Municipal projects	22 completed out of 29 started	11 completed out of 16 started
CIF	20 completed out of 23 started	5 completed out of 12 started
Branding	4	1
NGO partners	4	/

- **Analysis and report writing phase.** This phase was marked by two main points of consultation, the field work de-briefing meeting with the EU PROGRES team, the donors and the representatives of the government and final presentation of the report. Formulation of conclusions and recommendations was based on collected documentation and its review; responses to the online survey, discussions and interviews with a broad range of stakeholders. The ToR and the OECD/DAC Principles provided the foundation and framework for the analysis.

Limitations of the Evaluation

The Evaluation process went rather smoothly and according to the plan as set out in the Inception report. This was mainly thanks to excellent logistic support by the Programme and responsiveness of the EU PROGRES team for the needs of the evaluation process. However, certain challenges have been encountered and addressed: some were anticipated in the MTE design; others have emerged during the first period of its delivery. The most important of these have been that:

- Whilst the EU PROGRES results framework was defined in the initial Programme document and logical framework, the indicators (OVIs) to measure the Programme’s progress, particularly at the impact level are rather general and at times are not relevant for measuring Programme’s impact, so the assessment of some indicators is limited (e.g. one OVI relates to “number of businesses established” in the AoR, which does not directly relate to the Programme to a great extent).
- The evaluation has been conducted in the high time of changes in local and national governments after the elections held in May 2012; thus the evaluation team faced certain insecurity and lack of clarity of a number of local and national level interlocutors in terms of the sustainability of achievements, next steps and political climate in the municipalities, but also cooperation with higher levels of government.
- The evaluation questions provided in the ToR have been rather general, and not extensively elaborated to serve the framework for the evaluation. That is why, the evaluation framework has been developed and questions have been analysed and divided within the OECD DAC criteria to better respond to the evaluation needs. The subdivision and categorisation of EQs is presented in Annex 2.
- The online survey was used as a tool for easy and anonymous access and provision of responses. While the majority of respondents did provide extensive responses, a lot of questions have been skipped. The findings presented in the MTE Report are those filtered so to deliver only those responses that have been provided.

The response rate to the survey questionnaires and field visits has consequently been very good.

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1. PROGRAMME DESIGN

This sub-section provides a brief overview of the origins of EU PROGRES, involvement of beneficiaries and interest groups and summarises the main components of the Programme. The chapter assesses the coherence and realism of the Programme design. Evolution of the Programme design during the implementation phase was also analysed, identifying changes made against the original Programme document.

1.1. Origins of the EU PROGRES Programme

The European Partnership with Municipalities Programme (EU PROGRES) is a successor of two area-based Programmes implemented in the South and South West Serbia, namely the Municipal Improvement and Revival (MIR) and Municipal Support in South West Serbia (PRO). These two interventions achieved results in two noteworthy areas – the development of organisational capacity at municipal and regional level, and the preparation for and implementation of infrastructure projects. However, local self-government units of South and South West Serbia remain one of the most underdeveloped areas in the country. There has been a great necessity for further support in order to close the gap and continue momentum created by PRO and MIR.

The Programme was designed within the scope of IPA 2010, with a working name: European Support to South and South West Serbia Programme - ESSWeSP, and the total budget of €15 million, out of which €13.5 million was the EU contribution. The initial budget was increased with €600,000 from the EU Cross Border Cooperation (CBC) Serbia – Former Yugoslav Republic of Macedonia (FRYoM) and with about €2.3 million from the Government of Switzerland, through the Swiss Development and Cooperation Office in Serbia (SDC).

In the programming phase, EU PROGRES has taken into consideration findings from evaluations of both predecessor Programmes, based on which, the intervention was designed to have a strong area-based approach.² Area-based approach incorporates a component/sector integrative approach, aiming to tackle a broad range of concerns.

One of the key problems EU PROGRES addresses, thus continuing the momentum of PRO and MIR Programmes, is the capacity building of local and regional stakeholders to prepare a project pipeline and efficiently use funding support in a transparent manner for the benefit of all citizens. This means developing internal administrative and good governance capacities to be able to absorb EU Instrument for Pre-Accession (IPA) and other available funds (i.e. Government funds, International Financial Institutions (IFIs), etc) in the future, which is particularly important for small and medium-sized municipalities. These will be achieved through:

- a) Efforts to strengthen local governance by addressing: performance of the local authorities and management of public resources; participation of organised civil society groups and individual citizens in public sector decision making; partnerships between local authorities, civil society, and private sector units which will provide and produce local collective goods and services; and
- b) Work on strengthening financial departments and improvement of the local institutions' budgeting and financial processes and the enhancement of project management capacities in particular those concerning a systematic approach to development of environmental, economic and social infrastructure.

² An area based approach is an intervention which targets “specific geographical areas in a country, characterised by a particular complex development problem, through an integrated, inclusive, participatory and flexible approach” (UNDP/RBEC Area-Based Development Practitioners Workshop, 29-31 October 2003; Available at: http://europeandcis.undp.org/index.cfm?menu=p_search\p_result\p_documents&DocumentID=4002).

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1.2. The European Partnership with Municipalities Programme (EU PROGRES)

EU PROGRES activities are divided into four components, with Good Governance (GG) principles as a transversal theme, and the Programme is expected to deliver eight results, as follows:

Table 2. Overview of EU PROGRES Components and Programme Results

Component	Programme Results
Component 1: Good Governance (a cross cutting theme underpinning all components)	Result 1: Participatory, accountable and transparent governance, respecting human rights ³
Component 2: Municipal Management and Development Planning ⁴	Result 2: Municipal organizational effectiveness and efficiency improved and capacities to deliver services to citizens and business increased
	Result 3: Capacities for planning municipal and regional sustainable development strengthened and relevant development documents created
Component 3: Physical, Economic and Social Infrastructure	Result 4: Projects and project documentation prepared for key economic, environmental and social projects
	Result 5: Project financing facilitated through enabling contacts with ministries, donors and other projects
	Result 6: Selected projects financed and implemented through the EU PROGRES
Component 4: Public Awareness and Branding of Areas ⁵	Result 7: Awareness of the need for, the logic of, and the effects of changes communicated to a broad public
	Result 8: A plan to develop the areas' images and self-images as unique areas of Europe are established and implementation begun.

Direct beneficiaries of all activities are the twenty five municipal administrations (including city councils, and assemblies) taking part in PROGRES:

- Ivanjica, Nova Varoš, Novi Pazar, Priboj, Prijepolje, Raška, Sjenica, and Tutin in South West Serbia
- Blace, Žitorađa, Kuršumlija and Prokuplje in the Toplički district
- Bojnik, Vlasotince, Lebane, Leskovac, Medveđa, Crna Trava, Bosilegrad, Bujanovac, Vladičin Han, Vranje, Preševo, Surdulica and Trgovište in South Serbia.

Other beneficiaries include municipality-founded institutions and public utility companies, civil society organisations (CSO) and media in the participating municipalities. However, the ultimate beneficiaries are the inhabitants of the South and South West Serbia.

1.3. Budget and the Timeframe

An initial budget of €17.5 million, with subsequent €600,000 for CBC for a timeframe of three years starting in July 2010, has been assigned for the implementation of the European Partnership with Municipalities Programme – EU PROGRES:

- The European Union, through the Delegation of the European Union to the Republic of Serbia, with €14.1 million
- The Government of Switzerland, through the Swiss Development and Cooperation Office in Serbia (SDC), with €2,297,778
- The Government of Serbia, with a minimum of €1.5 million.

³ According to the PF, the result 1 was stated as: “Citizen participation, civil society and awareness of gender issues strengthened”

⁴ According to the PF, the Component 2 was titled only as “Municipal management”

⁵ According to the PF, the Component 4 was titled only as “Public Awareness”

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The Programme envisages the contribution additional resources available as part-contributions to sub-projects by 25 partner municipalities from the South and South West Serbia. These have been envisaged as in kind or as financial contributions. The chart in *Annex 8* provides the EU PROGRES organigramme, while the Programme document as well as various other reports, studies and general information can be viewed on the Programme website: www.progresprogram.org.

1.4. Implementation Modality applied by UNOPS

According to the Programme document, UNOPS has the sole responsibility for technical implementation of EU PROGRES through the contribution agreement from the EU and from SDC. There is an added value to UNOPS as the Programme implementor, as assurance of apolitical and developmental approach in implementation, as further discussed in relevance section of this MTE report.

The Programme operates on the basis of the UNOPS financial, procurement and administrative procedures, under the Financial and Administrative Framework Agreement (FAFA) with the EU and a separate contract with SDC. The Programme has initiated its work by detailing areas of cooperation with partner municipalities as agreed by the Letter of Agreement with Municipalities and more general MoUs with the co-funding ministries. These documents have the intent to stipulate more detailed agreement on a project-by-project basis. While the cooperation with municipalities has been rather positive on both sides of the partnership; cooperation with Ministries was of higher or lesser success depending on joint interests and points of contact between the two parties. The leadership and commitment by the SEIO has been of utmost importance for the Programme, particularly in terms of ownership and support to the developmental vision of the Programme.

In terms of project implementation modalities, EU PROGRES predominantly uses Grant Contract Modality, which essentially means that local and national partners have ownership over project implementation, while the Programme maintains advisory and monitoring role. When justified, EU PROGRES directly hires suppliers, consultants and other contractors. The Programme Steering Committee is the body that assesses and approves partner involvement in the project, either when applying Direct Implementation or grant modality.

Grant Modality

Grant Modality applied by the Programme is customised on project-to-project basis and represents a complex mechanism ensuring transparency, accountability and financial security against potential misuse of grants. This mechanism, reflected through a form of agreement on UNOPS grant contract⁶ form, which serves two purposes. Firstly, it enables close supervision by EU PROGRES to ensure that a) public procurement procedure is strictly applied, b) agreement on project monitoring and partners responsibilities is consistently applied and that c) payment schedules are strictly applied against milestones achieved and proof of payment to contractor is submitted to the Programme accordingly. Secondly, the grant modality as applied by the Programme serves as strong capacity building tool as it enables municipalities to apply innovative models that ensure good governance, particularly that accountability, efficiency, effectiveness and transparency elements are consistently applied. The modality as elaborated and applied by the Programme is based on the notion that public procurement and tendering process may be effectively conducted only in cases where clear elaboration of works to be implemented and final

⁶ In cooperation with local self-government units and other parties, EU PROGRES uses the UNOPS Grant contract, appropriately customised on a project-by-project basis. EU PROGRES insists that local self-government units use the FIDIC Yellow Contract for infrastructure project contracts with contractors after the public tender is conducted.

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products to be received are stipulated in the contracts between the municipalities and the companies, following the Serbian legislation and the EU standards of operations in public procurement. That is why; EU PROGRES promotes and ensures that infrastructure contracts are based on the International Federation of Consulting Engineers (FIDIC) Green Book framework (short form of contract for projects of less than €1 million and with a duration of less than 1 year) to ensure that the municipalities do not have additional re-measurements and payments upon commissioning of works in the project site.

The Grant Modality serves the purpose of protecting financial assets that are allocated for implementation of the awarded projects, by requirement for municipalities to open sub-accounts for projects supported through EU PROGRES. The purpose of the sub-account is to protect the funds from insolvency blockade but also to track and ensure that all funds utilised for the project are authorised by both parties, i.e. the respective municipalities and EU PROGRES. The Grant Modality requires that municipalities pay their financial contribution prior to receiving EU PROGRES grant, as insurance that the municipalities are partnering the EU PROGRES in the project, but also to ensure that the temporary insolvency of municipalities will not affect the financial contributions for the project.

Finally, the Grant Modality is characterised by the process by which each new instalment transferred to the municipality and/or new milestone in the project are preceded by monitoring/audit visit by the EU PROGRES team. This process enables the partners to assess the progress thus far, reflect on the implementation, challenges, lessons learnt and agree on next steps taking into account the achievements and obstacles. Besides being a strong monitoring tool, this is a strong capacity building tool as well, as it enables on-job mentoring for municipalities for implementation of the procurement, financial and project implementation procedures, thus contributing to the overall purpose of the Programme – to enhance good governance, and municipal capacities.

Direct Implementation

Direct implementation modality is primarily used for procurement of consultancies needed for provision of technical assistance to local governments and stakeholders. In addition, when there is strong justification, such as savings and economies of scale, or a strong need to complete certain action efficiently and within set timeframe, EU PROGRES contracts suppliers, consultants and other contractors. Programme Steering Committee or donors may also request direct implementation, due to delays in Programme implementation. Examples of direct implementation might be found in procurement of equipment and software for municipalities, a small number of Detailed and General Regulation Plans (DRP and GRP respectively), etc., which ensure significant savings and economies of scale by Direct Implementation. These include larger amount for a group of municipalities applying standard UNOPS procurement process and standard UNOPS contract form for works and services.⁷

⁷ See Section 2.3 Efficiency and 2.6. - Financial Analysis of the implementation modalities

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2. KEY FINDINGS

EU PROGRES is a Programme that includes a holistic approach with comprehensive set of interventions working towards enhancing good governance, municipal and inter-municipal management capacity to develop and implement developmental policies and projects, and enhancing socio-economic development. The Programme is implemented in a complex socio-economic and political context and includes a range of partners from national and local governments and CSOs, as well as a range of developmental partners active in the region. This Chapter examines EU PROGRES performance and analyses its work in terms of relevance, efficiency, effectiveness and sustainability prospects. The consideration of these criteria is based on a set of evaluation questions and related evaluation criteria and indicators as detailed in the Terms of Reference that is provided in Annex 13. For easier reference, wherever applicable, relevant Evaluation Question is highlighted to guide the analysis.

At the moment of the MTE, discussions on potential follow up programme in the EU PROGRES AoR have been initiated by the Serbian government and partners. It is hoped that findings, conclusions, recommendations and lessons learnt from this MTE will feed into the design process of the follow up Programme.

2.1. RELEVANCE⁸

The Programme intervention is relevant to the status and reality of the target groups and the Programme’s flexibility to adapt its approach to suit the changing and arising needs of municipalities has been commendable and may serve as example of good practice.

The following is the analysis of the Programme relevance from the perspective of the areas of responsibility of the Programme, the demands for reform of local self governments and the EU integration process.

EQ 8.1. To what extent EU PROGRES interventions are built on a systemic local context?

EU PROGRES interventions are built on a systemic local context. The Programme is implemented in 25 municipalities in the South and South West Serbia, areas that are historically facing slow development and high socio-economic disparities, stemming from under-investment, resulting in increasing poverty, unemployment and obsolete infrastructure that exasperate social exclusion of the local population. A range of social and economic factors affects both South and South West Serbia making them Serbia’s least developed areas.⁹ According to the Bylaw on classification of regions and local self-government units for 2011,¹⁰ one local self-government unit (City of Vranje) was classified within the second group of development (80%-100% of the national average); four local self-government units (Leskovac, Novi Pazar, Prokuplje and Raška) were

⁸ Relevance is defined as the extent to which the objectives of a development intervention are consistent with beneficiaries’ requirements, country needs, global priorities and partners’ and donors’ policies (Source: OECD DAC Glossary of Key Terms in Evaluation and Results Based Management, p. 32, available at: <http://www.oecd.org/dataoecd/29/21/2754804.pdf>, last visited on 11 June 2012).

⁹ Of the 150 municipalities in total, 46 are extremely underdeveloped, and 40 of these are classified as devastated, i.e. their development levels are lower than 50% of the national average. Most of these municipalities are located in the southern part of the Republic of Serbia, and 19 belong to only four administrative districts: Jablanički okrug (Jablanica District), Pčinjski okrug (Pčinja District), Nišavski okrug (Nišava District) and Toplički okrug (Toplica District).

¹⁰ Official Gazette of the Republic of Serbia no. 69/2011

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classified within the third group of development (60%-80% of the national average). The remaining 20 local self-government units were classified within the fourth group of development (below 60% of the national average); whereby 16 of them are classified as devastated municipalities with development level less than 50% of the national average. Figures on human development highlight the large disparities that exist between South Serbia and the rest of the country.¹¹ Although the region is home to 6.4% of Serbia’s population, it accounts for 18% of the Country’s poor.¹² Recent Report on Social inclusion in Serbia acknowledged that about 10% of modern roads of the Republic of Serbia are located in underdeveloped municipalities, while a stunning 57.7% of local road networks are unpaved.¹³ Donor assistance to the South and South West Serbia has comprised less than 3% of the total assistance in Serbia.¹⁴ The Programme addresses needs of the disadvantaged areas through support to municipalities to improve service provision and implement developmental projects that contribute to increasing local and regional economic development activities, while the Programme’s support to social services in partnership with civil society organisations (CSO) empowers citizen participation and social inclusion.

The Programme supports enhancement of municipal capacities and government commitments to promote social inclusion and economic development in the AoR. This is important investment to the regions, which are home to a number of ethnic minorities and where migration and potential inter-ethnic tensions fuelled by under-representation in the state administration and public enterprises, and absence from the police and judiciary present important obstacles to development. The Programme supports activities and cooperation with the Coordination Body for municipalities of Preševo, Bujanovac and Medveđa, CSOs and National Minority Councils to address social exclusion, tensions and polarisation between ethnic groups at local and regional level.

EQ 8.2. To what extent EU PROGRES interventions are built on a systemic stakeholder analysis taking into account municipal competences and responsibilities?

EU PROGRES interventions are built on stakeholder analysis taking into account municipal competences and responsibilities. Pace of decentralisation in Serbia is a continuous process whereby a number of competencies have been transferred to the local level. However, the transfer of competencies was not accompanied with extensive investment in capacities and resources at local level. There was limited consultation with local authorities in the decision-making process relating to the development of new legislation or amendments to existing laws that have implications at the local level.¹⁵ Local self-government units suffer from general weaknesses of the local governance structures, lack of capacities and knowledge to build on the momentum of public administration reforms and taking opportunities of the EU integration process and related reform processes. There has been support from higher levels of government in increasing local capacities, attracting investments and improving of social and development infrastructure by the government, specifically by Ministry of Economy and Regional Development and its sectors. However, the problems the LSGs face are numerous and multidimensional, so further interventions are needed in order to substantially change the situation in the LSGs, particularly those participating in the EU PROGRES. Local self-government units also struggle with investment project pipeline and lack of

¹¹ Human Development Report for Serbia (2005); Human Development Index rankings where for the total 25 Districts of Serbia Jablanica and Pcinja are ranked 21st and 25th respectively.

¹² Republic Statistical Office, Living Standard Measurement Study Serbia 2002–2007, Belgrade, 2008

¹³ Government of Serbia (2011): The First National Report on Social Inclusion and Poverty Reduction in the Republic of Serbia: The Status of Social Exclusion and Poverty Trends in the Period 2008 – 2010 and Future Priorities, Belgrade

¹⁴ Source: *Development Assistance in Southern Serbia: Has it made a difference?, an article jointly written by representatives of the Delegation of the European Union in Serbia and UNDP in Serbia*

¹⁵ Source: *European Commission 2011: Analytical Report: Commission Opinion on Serbia’s Application for Membership of the European Union, Brussels, 2011*

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clear oversight of existing documentation, particularly locally available land and property rights. At the moment, cities and municipalities on average allocate between 0.1% and 0.2% of their budgets for developing technical documentation, which is insufficient to their development needs.

The Programme intervention is intensely addressing issues of slow development through a set of comprehensive interventions, aiming at increasing local capacities and frameworks, support and mentoring in developing and implementing municipal and inter-municipal infrastructure projects and branding and profiling the areas which suffer from negative image across the country and abroad. The Programme increases management capacities of the municipalities primarily through investment in capacity building of municipal staff through on-job training and mentoring within efforts to establish and/or enhance good governance mechanisms (particularly efficiency and effectiveness of the local governments, transparency and accountability). At the same time, the Programme introduces new approaches to development of projects with respect and recognition of the Serbian legislation and EU standards of project development, public procurement and investment planning. These measures are of utmost importance for increased absorption capacities, and quality of the response to the needs of citizens. The Programme supports much-needed infrastructure development with strong insistence on good governance mechanisms for management of infrastructure projects whose aim is primarily to boost economic and social development, and to address sustainability of these projects.

EU PROGRES empowers civil society in the AoR. The level of development and status of civil society in the South and South West Serbia reflect the generally bleak situation of the two regions. Civil society organisations are rather weak and lack capacities and space to take active role in decision-making processes at local level. Participation of citizens in general is meagre, while the role of women and young people in the public sphere is scarce and not supported by the local government structures. There is an overall lack of recognition of the role civil society has in developmental policy making in the communities, and local decision-making processes are not transparent and inclusive. Status of local media is also dependent on the everyday political pressure of the municipal administrations, and insecure budgets that prevent the media to become and maintain status of independent actors in the social and political processes in the communities and at regional level. The Programme addresses the challenge of lack of support to civil society and lack of space within consultative process through supporting projects of the civil society through its Citizen Involvement Fund (CIF) and through interventions for gender mainstreaming, participatory budgeting and planning in municipalities, and service provision (such as free legal aid).

EQ 8.3. Assessment of the extent to which EU PROGRES interventions are built on the stakeholder analysis of super ordinate state levels in the respective field of intervention

The Programme has been developed and implemented with participation and leadership by Serbian government and particularly local self-governments. It aligns its objectives to the key development documents and strategies of the Republic of Serbia, such as: National Programme for Integration 2009-2012, Spatial Plan of the Republic of Serbia 2010-2021, Regional Development Strategy of the Republic of Serbia 2007-2012, National Sustainable Development Strategy 2007-2017, Strategy for Development of Competitive and Innovative SMEs 2008-2013, Needs of the Republic of Serbia for International assistance in the period (NAD) 2011-2013, etc.

EU PROGRES aligns with the strategic approach of EU in its support to EU integration of the country. The Programme’s focus on enhancing governance, municipal and inter-municipal management capacities fits with the Component I of the EU Instrument for Pre-accession (IPA),

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which aims at institution building. It complies with MIPD objectives, in particular to the Objective 4 of the Priority Axis 1: Political Requirements.¹⁶

The Programme’s overall goals and particularly investment into good governance as a crosscutting concept also reflects strategic priorities of SDC.

2.2. ANALYSIS OF COHERENCE OF THE PROGRAMME DESIGN

Programme design of EU PROGRES represents a holistic approach to increasing governance, municipal and inter municipal capacities through support and mentoring to design, implement and monitor social, economic and physical infrastructure projects, good governance and citizen participation mechanisms as well as overall social inclusion in its AoR.

Common area of concern, and thus policy priority identified in EU PROGRES, is the relative absence of what has been termed ‘good governance’. For many municipalities the lack of good governance is perceived as deterring both new donor/investor commitments and the expansion of existing infrastructure investments. Weaknesses of governance mechanisms also affect social inclusion of citizens, particularly vulnerable groups. Municipalities face difficulties in designing appropriate local economic development and infrastructure policies, which when accompanied with lack of coherent and consistent governance mechanisms, create a major deterrent to local development and investments. It is obviously important to actively address such institutional weaknesses as an integral and essential element in donor programmes promoting good governance.

The Programme has a clear logic and coherent approach towards achieving its core development objective of contributing to enhanced stability and socio-economic development in Serbia’s poorest and most conflict-potential regions. The Programme ensures that good governance is integrated in majority of supported projects through insisting on procedures, legislation and good governance mechanisms in the municipalities. Promotion of EU values and standards is important segment of the Programme, through which the Programme builds skills and raises absorption capacity of municipalities and at the same time raises knowledge and awareness of communities on EU values and benefits of EU membership for citizens.

With its four components, eight results and extensive activities, EU PROGRES is a complex intervention, particularly if the local capacities and current political and developmental climate in Serbia is taken into account. The Programme is envisaged as a three-year intervention, the period during which a number of positive changes will be achieved. These changes are a starting point for further intervention of similar kind, which should place stronger insistence on good governance and EU standards. Reform processes supported by the Programme require long term support to enable that changes in approaches, mind sets and procedures become embedded within the municipal administration. The Programme has picked up on the experiences of the previous interventions (PRO and MIR), but the analysis of the local governance capacities show that there is a significant need to continue providing this approach in the medium term. At the moment, EU PROGRES is time-framed to a three year period and has, as

¹⁶ MIPD 2008-2010: Advancing on the reform of local self-government as part of the decentralisation process. Support regional development policy and balanced territorial development by strengthening fiscal decentralisation, development planning and implementation capacities at central, regional and local level, more efficient spatial, cadastral, municipal planning, improving service delivery and introduction of statistical nomenclature of territory. MIPD 2009-2011: Progress in the reform of local self-government as part of the decentralisation process. Support local and regional development policy, which is consistent with the EU pre-accession strategy and the EU regional policy and balanced territorial development by strengthening fiscal decentralisation, development planning and implementation capacities at central, regional and local level, more efficient spatial, cadastral, municipal planning, improving service delivery and introduction of statistical nomenclature of territory.

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yet, no funding commitments from donors to cover the essential follow-up activities necessary to firmly embed the initial good governance improvements, which is a challenge for achievement of overall goal and sustainability of the action. That is why, the **follow up programme to build on the achievement of the EU PROGRES and its predecessor programmes would be important instrument for institutionalisation of new practices and mechanisms** introduced by the current programme.

2.2.1. Evolution of the Programme design during the implementation phase

EU PROGRES has been developed in close consultation and with participation of the national and local stakeholders, so it includes strong needs assessment and adequate responses to these needs. The initial results framework was an important tool for initiating the work in the field. Implementation of the Programme as well as subsequent EU Results-Oriented Monitoring (ROM) missions concluded that the Programme is relevant and important, with recommendation to modify the logical framework (LF), and particularly its Objectively Verifiable Indicators (OVIs) in order to improve measurability.

The initial intervention was designed within the IPA Programming for IPA 2010, and it was titled: European Support to South and South West Serbia Programme (ESSSWeSP), and later developed under the programme document of the Programme. The overall objective (OO) and Programme purpose (PP) remained the same as initially designed in the IPA 2010 Project Fiche. The initial design of OVIs at OO and PP levels as per the Project Fiche was considerably changed in the Programme LF, by extending the number and scope of OVIs (*See Annex 17 for comparison*). The number of OVIs at OO level doubled from PF to the Programme LF (four OVIs in the PF and eight in LFLF), while at the PP level the number of OVIs increased from eight to 24. Also, the number of OVIs increased in each result, except for the Result 3 where the number of OVIs decreased from six in the PF to four in the LF. While efforts should be invested to elaborate measurement of the results and changes at each level, it is clear that multiplication of OVIs at times does not improve the quality of the LF but makes the LF heavier and more difficult to report against. Simplifying the OVIs to provide clear measurement of the changes to be achieved by the programme would improve the chances to grasp the contribution of the programme. Changes at the level of activities are also quite significant in almost all four components and eight results (*See Annex 18 for comparison between original and current LF*).

Throughout the Programme implementation, the LF underwent three types of LF modifications as follows:

- Firstly, the EU PROGRES team has made significant progress in operationalising the core of good governance concepts, which are presented as a focus of the Component 1 (C1) but also as cross-cutting concept of the Programme. Identification of the five central elements in good governance (accountability; efficiency and effectiveness; participation; and transparency) with support from the SDC good governance back stoppers has established a framework for developing, delivering and assessing infrastructure projects from the point of view of management, the five good governance elements and sustainability structures; and it appears that these concepts are well-understood by the Programme, while the awareness of the programme partners is being raised.
- Secondly, LF modifications included improvements of the good governance mainstreaming within the hierarchy of results and relevant indicators. The LF was modified to strengthen the focus and enhance synergies.
- Thirdly, the Programme modified activities that were less relevant to the partners. For instance, instead of preparing Infrastructure Master Planning Tools/Mechanisms and revision of Local Sustainable Development Strategies, the Programme will focus on preparation of the Capital Investment Plans (Activities 3.2 and 3.3) that are more relevant to

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the beneficiaries. In addition, since municipalities did not show interest in EU PROGRES support for preparing and adopting by-laws and rule books for tax collection mechanisms, this activity has been abandoned (Activity 2.5). Some activities were adjusted to the situation, such as Activity 3.3 on Social Housing, which focuses on improving housing conditions and quality of life of Roma settlements in Vranje, Surdulica and Novi Pazar.

The EU ROM Monitoring Mission from October 2011 approved modification of the LF, even though it did not compare the Programme document with the PF. The SDC funded Back-Stoppers also agreed with changes. Nevertheless, this MTE shows that further modifications would be beneficial.

From analysis of the PF and the Programme document, is indicative that in the modified version(s) the Programme has paid significantly less attention to training activities, support to networking between businesses and public sector, support to RDAs than it was originally planned in the PF. There is also a change in the segment related to creation of mechanisms for supporting dialogue between municipalities, central government, business community and CSOs. The revised Programme focuses on activities such as programme and participatory municipal budgeting, gender equality, social housing, Quality Management System (QMS), etc, which were not envisaged in the initial Fiche. While stronger focus on activities related to budgeting, equality and QMS is commendable, continuous work with RDAs and other mechanisms for joint work of municipalities should be reinforced, particularly to contribute to success of inter-municipal projects. The Programme works with the Sandžak Economic Development Agency (SEDA) on the Pešter Agrobusiness center, as further discussed in the section 2.4 on Effectiveness. Cooperation has also been established with RDA “ORA JUG” on the Fruit Cluster project. Cooperation with other two agencies that are active in the Programme area, namely the Centre for Development from Leskovac and RDA Zlatibor from Užice, is limited. All applied changes are relevant to the changes of circumstances in the Programme area and are done with the approval from the Programme Steering Committee.

The programme purposely chose to focus more intensively on smaller infrastructure project rather than large project. This was done primarily to fulfil the programme’s aim to build institutional capacities of LSGs, and to ensure that municipalities have more opportunities to gain knowledge, experience and skills in development and implementation of projects through the experiential learning. Also, large projects have not been prepared at the time when EU PROGRES started, so the Programme focused on supporting smaller infrastructure project while at them same time preparing large ones. Small communal projects have proven to have largest impact on citizens, as also confirmed by this MTE.

2.2.2. Indicators

Analysis of OVIs was conducted within the process of evaluating the progress and impact of the EU PROGRES. The review of current suite of indicators, two main observations are made:

In general, the number of indicators is overwhelming. There are currently eight (8) impact, 23 outcome and 36 output indicators. The number of indicators is particularly excessive in terms of impact and outcome indicators, while output indicators are very much in line with the designed intervention.

Some indicators are open to interpretation. Indicators need to be clearly defined, free from ambiguity, and relevant to measure Programme’s success. This is not the case with majority of the Programme indicators. When proposing a suite of indicators a critical question to ask is whether it is possible to measure the indicator and whether it is relevant for the Programme’s intervention. Baseline information is missing for majority of indicators. In addition, there is no systematic

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procedure designed to collect data necessary for monitoring indicators, especially at impact and outcome level.

Although the above observations are made, it has to be acknowledged that it is challenging to identify indicators that are truly reflective of the impact of a Programme such as EU PROGRES.

2.3. EFFICIENCY

Overall, Programme efficiency has been affected by the Grant Modality, which is applied as both financing and capacity building mechanism. However, the efficiency challenge is strongly justified by higher impact the Programme achieves in the longer run, particularly in terms of achieving the Programme’s objectives.¹⁷

Efficiency is a measurement of project management performance with regard to achieving the goals by using available resources, so this Section provides assessment of this criterion. The section also reviews the Grant modality as it so far instigated delays. The analysis is structured as per EQs relevant for this section.

EQ 6.1. The approach to project management

EU PROGRES is implemented by United Nations Office for Project Services (UNOPS) through a Contribution Agreement. This has been a suitable choice as the UNOPS as a member of UN family has been and remains important actor that ensures impartiality in implementation of projects, but also important factor of stability. Contribution agreement with UNOPS ensures that complex implementation setting with two donors with different procedures, a comprehensive set of interventions in multi-ethnic context is organised in smooth and adequate manner.

Utilisation of funds through UNOPS ensures efficiency and effectiveness of the programme operations. UNOPS has well defined procedures and processes that ensure strong cost-efficiency in Programme implementation. Using UNOPS as implementing partner ensures strong development orientation of the intervention, as well as transparency and strong accountability, particularly through well-established procedures, selection of projects through Steering Committee, and ongoing monitoring of project performance. Insistence on applying Serbian legislation and EU standards in implementation of projects has been important good governance factor and example of best practice for municipalities and other partners. Additionally, as UN agency, UNOPS ensures impartiality and neutrality, which is extremely important and valuable for the work in the AoR.

There is room for effective partnership with Regional Development Agencies. UNOPS cooperates with Sandžak Economic Development Agency (SEDA) from Novi Pazar on Agro-Business Centre Pešter Project, and there is a prospect of cooperation with Regional Development Agency (RDA) Jug from Niš on Toplica Fruit Cluster Project. Cooperation with other RDAs in the Programme area (Centre for Development from Leskovac, RDA Kraljevo and RDA Zlatibor from Užice) is limited and could be improved. This is important for creating synergies with different development initiatives that are already in the focus of RDAs. For instance, the Centre for Development has a multiannual project that support tourism on Radan mountain, location which has recently drawn attention of EU PROGRES as well. The Centre for Development might also be included more in the Green Zone Centre Leskovac. RDA Zlatibor has a regional project on Private Sector Development that can be well integrated with the Agro-Business Centre Pešter. Cooperation with RDAs will also contribute to sustainability and impact of the Programme results.

¹⁷ The Programme’s specific objective is to enhance governance, municipal and inter-municipal management capacity, and social, economic and physical infrastructure in a holistic, area based fashion.

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EU PROGRES is a multidimensional and complex intervention and this complexity is reflected in a rather decentralised implementation structure with 2 Project Offices in Prokuplje and Novi Pazar respectively with a sub-office in Vranje. Team members operate as focal points in Leskovac and Priboj and also serve another 2 or 3 LSG units each. This type of decentralised organisational structure is seen as strength of the Programme, since it ensures permanent presence of the EU PROGRES team in the field. The presence in the field brings value not only to local self-governments that participate in the Programme, but also to other actors (Government, donors, businesses) since EU PROGRES is able to provide up-to-date information on the context and development needs in the Programme area. All development actors praise the role of EU PROGRES as being a useful information source on development needs and investment potentials in the Programme area. The next phase of the programme or the follow up programme could envisage stronger presence in Belgrade in order to strengthen cooperation with central government and also to be able to reflect the best practices and vertical dimension of good governance at national level.

The Programme has been efficiently implemented by an experienced team of local experts.

Majority of EU PROGRES team members have extensive experience from the previous Programmes implemented in South and South West Serbia (MIR and PRO), and the team is strengthened by new expertise in good governance, communications and branding. International Programme manager leads the Programme, and is the only international staff member, which is positive practice and also contributes to efficient allocation of budget. All other team members are local staff, most of them coming from the communities located in the AoR. This is a significant value added for the Programme both in terms of utilization of local skills and expertise, efficiency and as a measure to further invest in human capital in the AoR by utilising and building on the experience and expertise of local experts. UNOPS pays significant attention on career development of their staff, contributes to increased strengthening the expertise of the team. For example, two senior management staff have obtained international Programme Management Certificates, while other staff members are encouraged to join the certification process in the course of the following years.

Achievements within four complex components and eight results involve a significant management responsibility and workload, which has to large extent been met by the Programme team. EU PROGRES manages to ensure participative and open team spirit even though the Programme is decentralized into three regional offices, over a very disbursed area of responsibility (See *Map of the AoR in Annex 9*). Coordinators and focal points in cities and municipalities contribute to building EU and EU PROGRES image and build strong mentoring and cooperation links with municipalities, which contributes to stronger participation, attention and efforts of LSGs towards Programme interventions. Progressive involvement of legal and procurement advisors, various experts and consultants in advisory and delivering mentoring, guidance and follow-up activities has brought positive outputs from the Programme to date.

EQ 3.1. Efficiency of the project approach in achieving the stated objectives

EU PROGRES is progressing towards meeting its Programme output targets, even with delays. So far, the Programme has contracted the total of 130 grants, out of which 91 are below €50,000 and 10 are over €100,000, as presented in Table 4.1 in Annex 4. The first round of projects funded through Citizen Involvement Fund has been successfully completed, while 19 projects within Components 2-4 have been on track and without delays (See graph 2 below).

The Programme succeeded in ensuring co-funding for projects by the government, which in some cases exceeded the planned amounts, as presented in Table 4.2 in Annex 4. Municipal governments already provided larger funds for projects under each component than

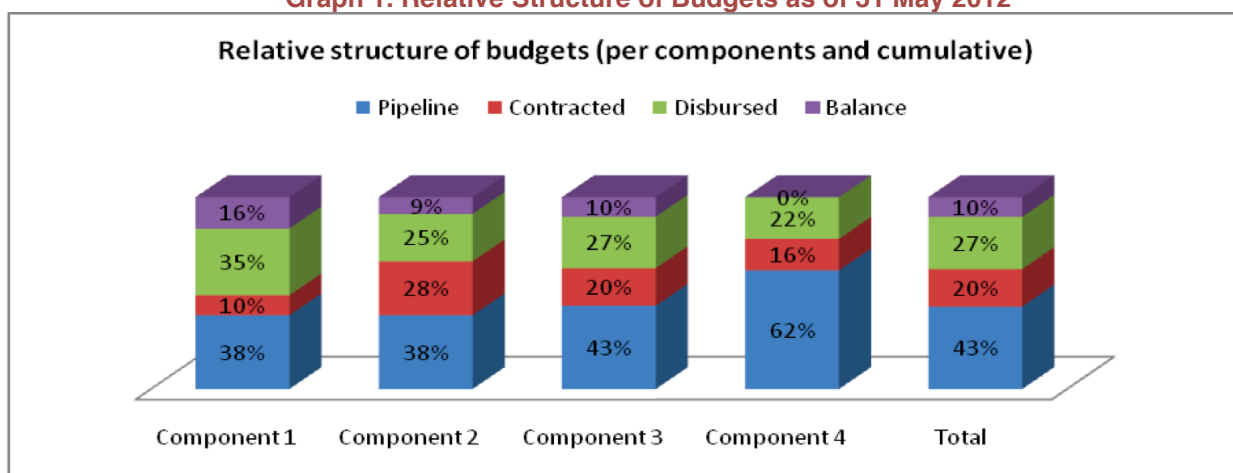
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initially planned (€1,247,801 planned vs. €1,375,110 already ensured with expectation that this figure will further increase in the remaining period of Programme implementation) which points to the fact that the Programme has, indeed, been very successful in this domain. Contribution funds are still not reaching their planned amounts on the side of national government (€1,215,000 planned vs. €470,000 ensured). The programme leverages funding from other development partners, which significantly increases efficiency and effectiveness of municipal and inter-municipal projects, but the funds have not yet reached their planned amounts (€953,850 planned vs. €344,000 ensured so far). Overview of financial contributions from different actors in regional and inter-municipal projects is presented in Table 4.2 in Annex 4.

The Programme’s municipal partners in particular are very pleased with the assistance they have been receiving from the Programme staff and the results achieved to date. **In this sense, EU PROGRES can be considered a successful Programme.**

Analysis of spending shows significant delays against the set timeframe in the work plan. Graph 1 presents the overview of expenditure as per the Programme components (as of 31 May 2012).

Graph 1. Relative Structure of Budgets as of 31 May 2012



Source: EU PROGRES financial records

As it may be seen from the Graph 1 above, large percentage of funds is still in the pipeline. This may be considered as a problematic situation from the narrow point of view of the evaluation as it is clear that the Programme has significant under-spending. However, it is expected that the implementation of infrastructure projects will gain momentum during the building season 2012 and later. Significant number of projects has been approved by Steering Committee in April 2012, and their contracting and disbursement during summer 2012 will positively affect disbursement and expenditure rates of the Programme (See Annex 5 for the List of approved projects at the last Steering Committee meeting in April 2012).

Little over 30 % of total funds per each donor are utilised so far (See Table 3 below). The low expenditure rate is mainly caused by application of the grant modality, which is analysed in sub-section related to EQ 3.2 below.

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Table 3. Overview of spending per donor (in EUR)

	DEU	SDC
Total budget:	14,100,000.00	2,297,778.00
Received so far:	7,840,343.70	1,217,778.00
Total Expenditure as of April 30, 2012:	4,719,224.59	713,893.27
Balance:	9,380,775.41	1,583,884.73
Spent of received in %:	60.19%	58.62%
Spent so far in %:	33.47%	31.07%

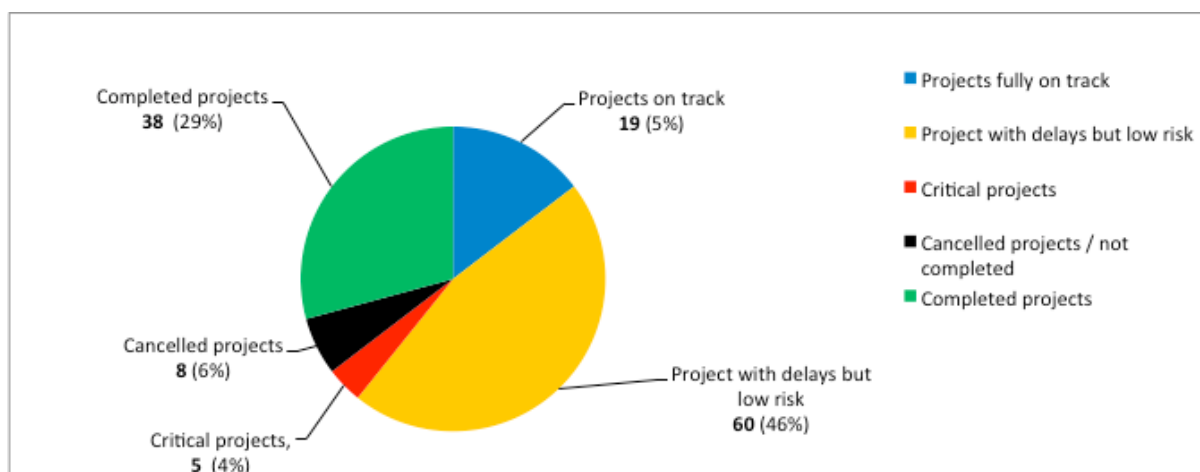
Source: EU PROGRES financial records

As described in the Section 2.2 above, the Programme applies two modalities: Direct Implementation and Grant Modality. It is clear that the Direct Implementation provides for the most straightforward and efficient manner to procurement and project implementation. However, the Direct Implementation modality differs from the Grant Modality, as it does not offer any capacity building or good governance elements as it is applied by UNOPS. So far, a total of 27 projects (out of 130) have been funded through Direct Implementation (14 within the Component 2 with amount of €271,194, and 13 within Component 3 with amount of €1,649,200) as outlined in Table 4.3 in Annex 4. Eight (8) projects have been cancelled due to problematic implementation and/or lack of support by LSGs.

The Grant Modality brings significant values to all parties involved, as it ensures achievement of the Programme purpose. It builds capacities and awareness of new approaches and standards to infrastructure projects, while at the same time ensuring that the projects are implemented and finalised with highest standards.

However, this Modality also brings most significant delays in the Programme implementation. Majority of the delays and under-spending as per Table 3 above may be accounted to the Grant Modality. Main challenge with the Grant Modality is the fact that most municipalities face a challenge of ensuring financial contribution for awarded grants. This is particularly the case with small municipalities. Paying financial contribution is either caused by difficulties in collecting revenues at the local level, or by delays in financial transfers from the National Budget. This has been recognised as a risk in the Programme document, and mitigation measures were developed. In both cases EU PROGRES and the PSC have shown necessary flexibility, providing an opportunity to municipalities to pay their contributions in several instalments, or accepting delays in payments.

Graph 2. Status of EU PROGRES grant contracts – projects as of 31 May 2012



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The Programme has so far succeeded in completing 38 out of 130 projects, while 79 projects are on track or with delays at low risk (See Graph 2 above). Critical projects and the cancelled ones make up 10% of total projects. This is assessed as not extensively problematic, as critical project may gain new momentum with new local government in place. Still, the percentage raises concerns that measures are developed to safeguard progress towards achievement of results in the second phase of Programme implementation.

While the number of completed projects would be expected to be higher at this stage of the Programme implementation, findings from the fieldwork show that the awarded projects have contributed to advancing institutional capacities of local self-government unit partners. This new set of institutional knowledge and skills that is transferred to municipalities contributed to the fulfilment of the Programme’s specific objective – to enhance good governance, municipal and inter-municipal capacities. **Gaining experience from implementation of the awarded projects by applying grant modality with close mentoring, guidance and experiential learning, even with delays, is crucial for achieving the Programme’s specific objective.** At the same time, this kind of approach has helped EU PROGRES team to develop operational relationship and trust with municipalities, without jeopardising the process of implementation of granted projects.

At the moment of finalisation of this MTE report, the Programme and the PSC are considering to apply direct contracting for a selected number of projects in the second phase of Programme implementation. **While this approach would significantly boost the expenditure rate, it would diminish the opportunities for municipalities to learn and acquire new skills and processes through implementation of projects, with guidance and mentoring by the Programme.** That is why; *this decision should be carefully weighed in order to ensure that the efficiency does not affect effectiveness and impact of the Programme.*

EQ 4. Assessment of factors affecting the project and the extent to which the project has been able to adapt and/or mitigate the effects of such factors

Delays from the initial work plan of the EU PROGRES appear to be related to:

- Programme’s niche, which is to enhance management capacities of local self-government units, is closely related to weak administrative capacities and challenges with ensuring co-funding by a number of cities and municipalities. The cities and municipalities in the Programme area struggle with weak capacity to absorb available grants, as they have an issue with availability of technical documentation for projects to be submitted for funding. Even in cases where local self-government units have available technical documentation, such documentation is not complete as per standards and regulations of the Republic of Serbia, but also the EU standards. Cities have better capacity to prepare technical documentation than small municipalities. EU PROGRES does not make a difference between cities and municipalities since all received projects are assessed in the same way.
- Complex Grant Modality mechanism ensures transparency, accountability and financial security against potential misuse of grants, but affects efficiency.
- Political instability and/or weak coalition agreements at local level. Municipalities report challenges with ensuring buy-in and support within internal governance structures for projects, in cases when different political parties run municipal departments. There are cases when delays are caused by lack of decisions of municipal assemblies. This is particularly the case in projects related to development of general/detailed regulation plans where municipal assemblies have to make decision that will initiate the process.
- Political instability and/or weak coalition agreements at national level and lack of vertical coordination and cooperation. There is reported challenge for LSGs to have responsive

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cooperation with the national government in general. This challenge is further exasperated in cities and municipalities of the EU PROGRES AoR, as most of them are very underdeveloped, far from the centre and also marginalised, which affects the responsiveness of the national counterparts in cases when their support and response is needed.

- Lack of capacity in municipal public companies (Directorate for Urban Development, Public Utilities Company, etc) and slow bureaucratic procedures in the Republican agencies / public companies (such as Cadastre, JP Srbijašume (Serbian Forestry), JP Srbijavode (Serbian Waters), JP Elektroprivreda Srbije), or National Ministries that are supposed to issue necessary permits and licences for granted projects in certain sectors.
- Unsolved property ownership issues, particularly in implementation of projects that require expropriation of private property/land or in case of using old (industrial) facilities that were subject of privatisation (e.g. case of a project in Medveđa).
- External factors that affected the Programme, such as elections, public procurement and harsh weather conditions, particularly at the beginning of 2012 (February-March). The post-election establishment of the government has still been a relevant external factor at the time of finalisation of this MTE.

These challenges caused divergences and delays from the initial work plan, but they show positive response to early Programme experience and the ability to adapt to changing realities and challenges. From that perspective, the **delays are understandable and acceptable** in the context of developing new capacity-building initiatives and approaches to good governance in LSGs. It is to be expected that the next phase of implementation will result in the full amount of allocated donor funding being utilised.

EQ 6.2. Role of stakeholders in the Programme Steering Committee and coordination with government and other partners including other EU and bi laterally funded development projects operating locally and nationally as appropriate

Roles of stakeholders are defined and understood by all partners. The fact that the SEIO chairs the PSC, while MoERD, MoEMSP, MoHMRPALSG, and the Coordination Body for municipalities of Preševo, Bujanovac and Medveđa, have the voting rights is important factor to ensure leadership of the national government over the Programme. Observer rights are granted to DEU and SDC and their participation has been a significant input both for Monitoring and Evaluation (M&E) of the Programme, but also support to Programme’s implementation and cooperation with partner local self-government units. Although the donor representatives, DEU and SDC, are classified as observers since they administer a direct contract with UNOPS, they also have **veto rights** for the allocation of investment funds they are accountable for. Observer rights are also ensured for representatives of 25 local self governments from the Programme Area, Regional Development Agencies, Agencies for Small and Medium Enterprises operating in the Programme Area, representatives of the Albanian, Bosniak, Bulgarian and Roma National Minority Councils and other local and regional development Programmes. Observer rights provide opportunity for members to comment the reports, challenge the decisions, participate at the SC meetings etc.

The Programme Steering Committee (PSC) is efficient and effective body, even though there is room for improvement in terms of more proactive role of LSGs. The PSC is an oversight body that ensures that EU PROGRES provides relevant and effective support to the social and economic development of the South and South West Serbia. Even though the body is large, it has so far succeeded to efficiently and effectively fulfil its functions, particularly decision-making regarding the overall design and content of the Programme; and reviewing and approving

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planning and projects. Besides, the PSC has had important role as a forum for all stakeholders to share information, opinions and updates on Programme’s activities, progress and results. However, in order to make a substantial link between local and national authorities with more commitment from all sides, PSC work would require more extensive elaboration of the roles and responsibilities of its members particularly the LSGs. Important factor contributing to efficiency and effectiveness of the PSC is the fact that the smaller working group consisting of SEIO as PSC Chair, donors and relevant government institutions together with UNOPS meet before each PSC and analyse all relevant documentation with more elaborated questions and answers. This process is crucial as it provides the floor for more efficient work and better presentation at the PSC itself. All interviewed stakeholders agree that the PSC is very important body that brings significant benefits for all partners, as it provides the floor to network, build links and opens opportunities for potential cooperation both horizontally (between municipalities) and vertically (local and national levels of government). Presence of SEIO is at large contributing to the maintenance of the linkages and cooperation between national and local level, yet same could not be said for other ministries and Standing Conference of Towns and Municipalities. PSC meetings are also good for visibility of achieved project results. Rotation of municipalities as venues for PSC meetings is highly welcomed by all stakeholders and increases the ownership and visibility of the project intervention.

2.4. EFFECTIVENESS

The Programme so far has made significant progress towards achievement of its objectives concerning enhanced governance, municipal and inter-municipal management capacity and social, economic and physical infrastructure. Particular contribution was made by integration of good governance elements into implementation of all activities, which strengthens the quality of outputs and contributes to results and impacts of the Programme.

Effectiveness is a criterion that measures the extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance¹⁸. Effectiveness is a qualitative measure of immediate and observable change in the target groups as a direct result of project activities and the delivery of outputs. This includes an assessment of the achievement of Objectively Verifiable Indicators (OVI) and whether planned results have been delivered and received. This section is organised in such a manner to provide responses to EQs relating to OECD DAC Effectiveness criterion. Besides, **overview and observations on progress of the Programme as per relevant OVIs is provided in Annex 6** of this MTE report.

EQ 2: The extent to which the project design and the activities implemented to date are contributing to the stated objectives of the Programme documents

The Programme intervention is designed to contribute to enhanced stability and socio-economic development in Serbia’s poorest and conflict-potential regions: the South and South West Serbia by enhancing governance, municipal and inter-municipal management capacity and social, economic and physical infrastructure in a holistic, area-focused fashion. Achievement of the Overall Objective (OO) is ensured through number of measures, such as: 1) increase of municipal capacities for participatory, responsible and transparent management with respect of

¹⁸ Also used as an aggregate measure of (or judgment about) the merit or worth of an activity, i.e. the extent to which an intervention has attained, or is expected to attain, its major relevant objectives efficiently in a sustainable fashion and with a positive institutional developmental impact.

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human rights; 2) improvement of municipal organizational effectiveness and efficiency improved and capacities to deliver services to citizens and businesses; 3) enhancing municipal and regional planning for sustainable development; 4) enhancing absorption capacities of municipalities through support to preparation of quality project documentation; 5) enhancing social, economic and physical infrastructure in communities and regions; 6) enhancing capacities of municipal structures for sustainable development; 7) awareness raising and communication, and 8) branding and developing the areas’ images and self-images as unique regions of Europe. These measures are developed and integrated in such a manner to ensure holistic approach for supporting municipalities to achieve their full socio-economic potential.

The Specific Objective (SO) of the Programme aims “to enhance governance, municipal and inter-municipal management capacity and social, economic and physical infrastructure in a holistic, area-focused fashion”. It is clear that the specific objective is complex and includes four important pillars of the Programme: 1) investment into enhancing governance; 2) investment into enhancing municipal management capacities; 3) investment into enhancing inter-municipal management capacities; and 4) investment into enhancing social, economic and physical infrastructure. The assessment of the progress towards achievement of the specific objective is, thus organised according to each of its four pillars.

First results have been achieved in enhancing good governance through integration of its principles into all EU PROGRES activities. This is evident in linking good governance to small infrastructure projects. The Programme insists on good governance elements, normative framework of the Republic of Serbia and EU standards, which contributes to enhancing the capacities of the LSGs to apply such standards in their future operations. There is evidence that cities and municipalities are increasingly aware of the good governance concept. However, it is clear that the Programme should continue to support participating local self-government units to embed these mechanisms into their internal processes and procedures, which has not been the case so far.

EU PROGRES contributes to enhanced management (and absorption) capacities of the LSGs. The Programme offers opportunities for cities and municipalities to compete for grants implement them according to EU standards, with ongoing coaching and mentoring throughout the project cycle, thus offering **strong experiential learning mechanism** in an enabling environment. This is an important investment in building municipalities, which are traditionally facing poverty and have fewer opportunities to attract investment, both by local and international donors due to weak capacities to develop quality projects.

To a lesser extent EU PROGRES supports enhancing of inter-municipal capacities. EU PROGRES rather focuses on supporting regional and inter-municipal projects that are already initiated, than on initiating new opportunities for regional cooperation. Regional projects supported by EU PROGRES have been developed in partnership with relevant ministries, which ensures stronger (financial) support of the government, and enhances sustainability. Added value of EU PROGRES intervention in those projects is its insistence on good governance principles and procedures to be respected, particularly in terms of designing management procedures and protocols, which is strong input for sustainability. The programme cooperates with the Serbian government, particularly with the Ministry of Economy and Regional Development (MERD) on a project for improvement of the communal infrastructure in Kopaonik; however, there have been different ideas on solutions for the Kopaonik communal infrastructure between EU PROGRES and MoERD. While the MoERD was aiming to solve the sewerage infrastructure only on the inner part of the Kopaonik Ski Centre, EU PROGRES (and municipality of Raška) aimed to build sewerage system in the wider area of the Resort, including nearby villages (*further discussed in Section devoted to Result 5*). The Programme cooperates with Ministry of Environment, Mining and Spatial Planning on various projects such as: building Recycling Yards in Vranje and Raška; establishment

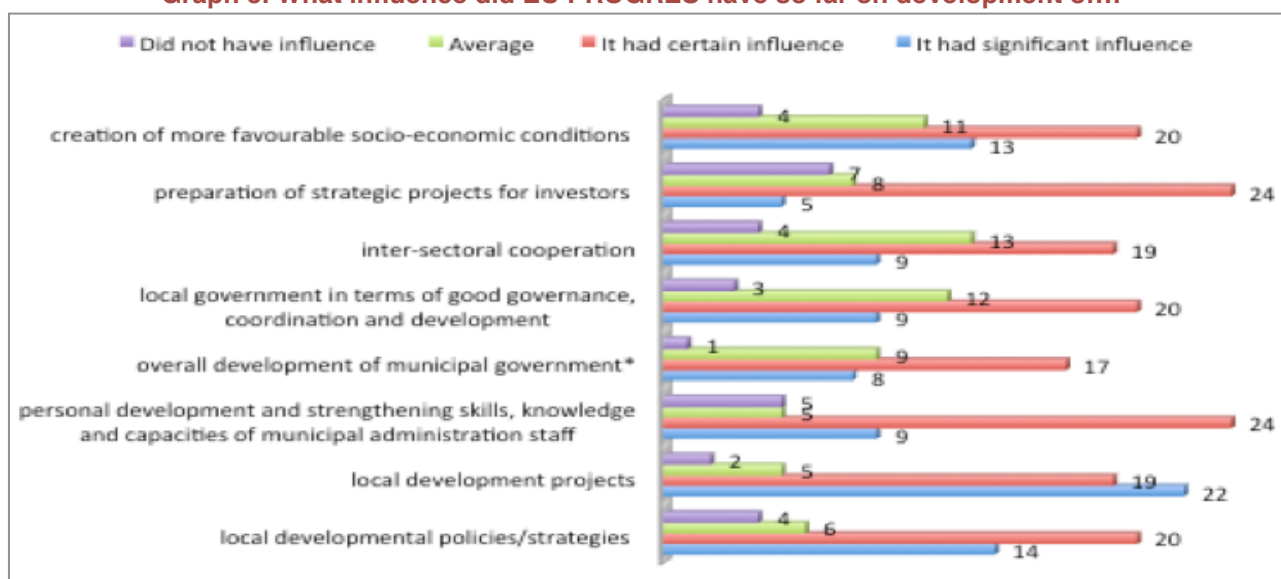
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of a joint enterprise for management of solid waste and landfill for municipalities of Nova Varoš, Priboj, Prijepolje and Sjenica; second phase of landfill Meteris in Vranje and its transformation into regional landfill; establishment of the system for solid waste collection in Bosilegrad and implementation of first phase of Leskovac Green Zone project. This Ministry contributed the total of 745.000 EUR for various projects (See Table 4.2 in Annex 4 for detailed information on co-funding). EU PROGRES cooperates with other development interventions that are present in the area, such as MISP IPA 2008 and USAID SLDP, and the Czech Development Agency (See Section devoted to Result 5).

EU PROGRES contributes to enhanced social, economic, physical and environment infrastructure. The Programme builds on momentum gained by MIR and PRO Programmes, and continues to have strong infrastructure element. These projects provide incentive for municipalities to learn new approaches by implementing the projects and in such way embrace necessary changes in strategic planning, development of projects and ensuring transparency, participation, efficiency and effectiveness of local administrations. By end of May 2012, total of 42 projects for enhancing social, economic, physical and environment infrastructure have been contracted, and are underway.

The view of survey respondents on the influence that EU PROGRES had on development of different municipal components are provided in the Graph 3 below. As per the data from the survey, the respondents believe that the most significant influence was on development of local economic projects, while other dimensions were marked as those on which EU PROGRES had certain influence.

Graph 3. What influence did EU PROGRES have so far on development of...

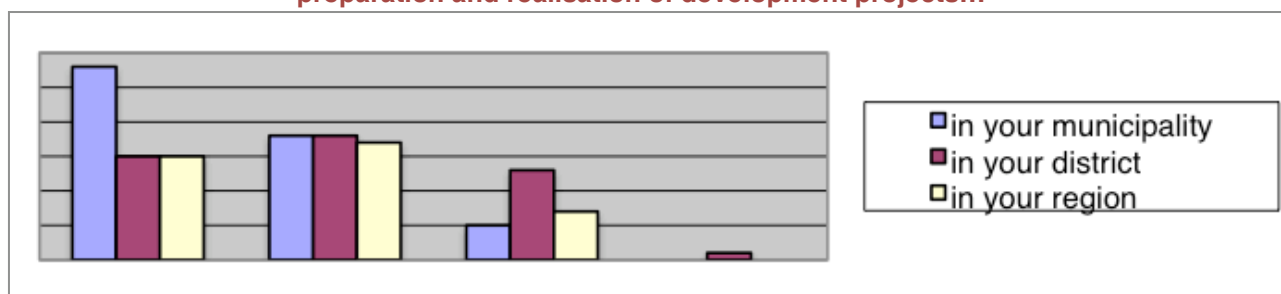


Note: Unsuccessful applicants did not respond to this question.

At the same time, the respondents believe that the approach and way of work of the Programme is useful, as presented in the Graph 4 below.

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Graph 4. Do you think that the approach and way of work EU PROGRES applies is useful for preparation and realisation of development projects...



2.4.1. Assessment of effectiveness of outputs of the Programme

Designing comprehensive development Programmes that address marginalised and excluded regions in complex political and socio-economic context is a rather challenging task. In such circumstances, constructing log frames that fulfil the SMART¹⁹ criteria is especially demanding. The assessment of the EU PROGRES results frameworks shows this struggle, particularly in terms of ensuring OVs reflect the Programme complexity and that they measure the progress and achievements. This is a constraint in the assessment of the effectiveness of the Programme at the time when this MTE is conducted.

The following is the assessment of the extent to which the individual results are expected to be achieved. This assessment is based on the review of activities implemented so far, interviews with EU PROGRES team and partners, as well as online survey conducted within the MTE process (See Annex 7 for geographical coverage of activities by components / activities).

COMPONENT I: GOOD GOVERNANCE

Good governance has been designed as a Component I of the Programme, with aim to achieve participative responsible and transparent management [of local self government units in the Programme area] with respect of human rights. In order to accomplish this result, the Programme designed seven activities, which focus on: establishing Citizens' Involvement Fund (CIF); conducting citizen satisfaction surveys; setting of Citizens' Advisory Services (CAS); organising participatory budgeting process with citizen participation; enabling municipal assembly members to better monitor Public Utility Companies (PUCs) and inter-municipal projects; developing local gender strategies; and improving inter-ethnic representation in decision-making. Analysis of effectiveness of the result is discussed as per analysis of outputs of activities in the following text.

RESULT 1: PARTICIPATIVE, RESPONSIBLE AND TRANSPARENT MANAGEMENT WITH RESPECT OF HUMAN RIGHTS

The Result 1 is expected to be largely achieved. Cooperation between civil society and local governments towards enabling access to social services, empowerment of extremely vulnerable groups (such as Roma, people with disabilities, unemployed persons and women), and strengthening mechanisms for citizen participation are already bringing results in the communities. Citizen Satisfaction surveys conducted in 2010 provided baseline for measuring the outcomes and impact of the reform processes in the AoR.

¹⁹ Specific, Measurable, Achievable, Realistic and Time bound

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The Programme has managed to create a foundation for partnerships between civil society and municipal governments in provision of social services and enhancing social inclusion.

The 39 out of 40 civil society led projects funded through the first round of Citizen Involvement Fund (CIF) are already bringing results for target groups. For example, CIF projects succeeded in opening up employment opportunities for over 15 persons with disabilities, out of which 2 persons from this group gained permanent employment. Also, socially excluded groups acquired new skills, knowledge and opportunities for economic activities through vocational training, certification and financial initiatives, while also educational workshops for Roma children have been organised. CIF projects also contributed to improved social infrastructure (particularly improvement of educational facilities) and increased opportunities for participation in local decision making processes.²⁰ It is expected that the second round of the CIF will provide for more strengthened focus and partnership on social service provision in communities.

However, at the moment when the MTE was conducted, the second round of CIF Call for Proposals (CfP) was underway. Interviews representatives of CSOs shared their concern for lower turnout of applicants in this second round, due to the requirement that the applications should be submitted in English language. The CSOs raised the issue of their overall lack of English language skills as obstacle for application and reporting on the project, particularly in small communities in the AoR. This should be taken into consideration in the potential third round of CfPs, but also in the design of the potential follow up Programme. There is a continued necessity for the Programme to advocate for and support CSOs in their work in the AoR, particularly as sustainability of CSOs in the AoR is still weak and as level of cooperation and recognition of CSOs as partner in social service provision by municipal authorities varies. Some municipalities, like Ivanjica, Vranje, Priboj support CSOs work. On a positive note, the analysis of the opportunities for continued functioning of CSO projects supported through CIF 1 shows that 24 out of 40 CSOs succeeded in attracting projects upon expiry of CIF funds (See Section 2.7 for further information). While this cannot be attributed to the Programme entirely; it is confirmed by CSOs that their experience in implementing CIF grants increased their management skills and references for projects.

Citizen Advisory Services (CAS) in three municipalities bring results in enhanced social inclusion by complementing municipal services in provision of free legal aid and support to excluded groups. CAS offices have reached out to diverse communities of people (including Roma, Internally Displaced Persons, minority groups, single mothers, etc), and have provided free legal aid for people who otherwise would not be able to access rights due to multidimensional vulnerability (lack of knowledge, awareness and power to seek and receive equal access). These free legal aid services include legal advice, provision of information and assistance in requesting and obtaining identity and other types of documents, and even legal representation of clients. More than 600 persons from the most vulnerable and marginalised groups used CAS services thus far. The support to CAS is of varying degree in LSGs, ranging from declarative support (City of Novi Pazar) to more substantial support (in Prokuplje).

Mechanisms for women participation in local decision-making processes have been strengthened through establishment and work of the Gender Equality Councils. The Programme support resulted in adoption of two (2) Local Gender Action plans, while seven (7) Action Plans have been developed and are in process of adoption. Gender Equality Councils have been established in 12 municipalities, while total of €110,000 have been allocated for gender related activities in six municipalities within the Programme’s AoR. The promotion and awareness raising of local administrations on European Charter on the Equality of Men and Women resulted in adoption of this document in six municipalities. These are important achievements, in light of the fact that women participation in decision-making processes is very low in municipalities in the AoR, and mechanisms for gender equality have not been in place until now. However, it is of utmost

²⁰ See Section 2.7 for detailed analysis of social and economic benefits and contributions of the Programme

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importance to provide ongoing support to implementation, monitoring and ensuring sustainability of results achieved by implementation of Action Plans and institutionalisation of municipal mechanisms for women participation.

Mechanisms that enhance inter ethnic representation in local-decision making in the Programme Area have been supported. EU PROGRES cooperation with National Minority councils (NMCs) has been marked by challenges in finding common ground for support in case of Albanian NMC. There has been a prolonged discussion on the project to be supported in order to find realistic scope of reconstruction of the NMC building in Bujanovac. Final agreement was made between EU PROGRES and NMC and the Project of realistic scope was agreed for human resource development and infrastructure. EU PROGRES has supported a tri-partite project that enhanced communication and partnership between Albanian, Bulgarian and Roma National Minority Councils (NMCs). The project was the first of such kind in Serbia and it assisted in opening bridges between the NMCs, ensuring exchange of culture and traditions between different ethnic groups. The Programme supported the Coordination Body for municipalities of Preševo, Bujanovac and Medveđain the process of opening the Faculty of Economy in Bujanovac. Also, EU PROGRES assigned project coordinator to assist the Directorate for Human and Minority Rights (DHMR) of the Republic of Serbia in its activities, particularly interventions in South and South West Serbia. This measure has been a positive step towards enhancing the Directorate’s capacity to coordinate support to NMCs.

Public annual budget consultations have been moderately improved within the implementation period thus far. This Programme piloted participatory budgeting in parallel with a media campaign, and in close cooperation with civil society in pilot communities (Leskovac, Vranje, Novi Pazar and Blace). Main challenge to progress in this area is general weak capacity and awareness of municipal administration on the value and purpose of participatory budgeting, despite the fact that it is also a legal obligation. Pilot municipalities have organized a more participatory process for budgeting for 2011 as a result of the support. Due to lack of ongoing support, except for Novi Pazar, other cities and municipalities did not pick up the mechanisms for annual budgeting for 2012, which indicates a threat to sustainability of such practices. Support to participatory planning of the annual budgets has been restored in 2012, by engaging a subcontractor (BIRN) that would conduct an assessment of budgets in all 25 local self-government units, and later organise participatory budgeting in those cities and municipalities showing willingness to get engaged in this process. In that regard, EU PROGRES has designed participatory budgeting methodology, which is in line with principles developed by MSP IPA 2007 and approved by the Ministry of Finance of the Republic of Serbia.

COMPONENT 2: MUNICIPAL MANAGEMENT AND DEVELOPMENT PLANNING

Component 2 of the Programme aims at increasing municipal management capacities, particularly in terms of strengthened efficiency and accessibility in service provision for citizens and businesses and efficiency in collecting taxes and increasing revenues. The Component 2 also tackles important issues of increased developmental planning and improved financial management capacities. The support is offered in development of local economic and sustainable development policies, through assistance to Local Economic Development Offices (LED), policy making and project development.

RESULT 2: MUNICIPAL ORGANIZATIONAL EFFECTIVENESS AND EFFICIENCY IMPROVED AND CAPACITIES TO DELIVER SERVICES TO CITIZENS AND BUSINESS INCREASED

The Result 2 is expected to be largely achieved. The Programme builds on the achievements of the previous Programmes (PRO and MIR) in the AoR, and ensures further improvements of established services and facilitation of development of new ones (such as those relevant to

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economic development, and institutionalisation of quality standards for services).

Citizen Assistance Centres (CAC) enhance efficiency, effectiveness and accessibility of services to citizens. The Programme is supporting infrastructure improvement of facilities in Trgovište, Crna Trava i Bosilegrad, while also supporting opening of seven (7) branch offices of the CAC in local community offices (Mesna zajednica - MZ) of Novi Pazar. The Programme provided technical equipment to a number of CACs across the AoR with aim to enhance efficiency, and provided training to the staff responsible for the delivery of services. These measures have been of value to municipalities, particularly those who otherwise would not be able to modernize their service provision to citizens due to limited budgets (e.g. Trgovište and Novi Pazar MZ).

Capacities of the LED offices are increasing in target municipalities through active participation in projects funded by EU PROGRES. In most cases LED offices coordinate with other municipal departments in order to successfully implement projects that are granted through EU PROGRES. LED officers also benefit from trainings and workshops organised by the Programme, such as workshops related to branding. The Programme has not yet started supporting the establishment of One Stop Shops (OSS), mainly due to election related delays, which are envisaged to simplify and shorten administrative procedures for small and medium enterprises (SMEs) and support inflow of inward investments. The support to LED offices complements other interventions in the field, particularly the PBILD Programme but also USAID SLDP.

There is significant progress in establishing sound evidence on property tax payers, which improves foundations for property taxes collection. EU PROGRES support to eleven (11) selected municipalities to improve collection of property taxes and strengthen their financial management capacities is already bringing results, particularly in terms of establishment and update of database on property tax payers. This activity also contributes to temporary employment for people engaged on these assignments. Žitorađa completed activities by the end of May 2012, while ten other will do so by the end of 2012. This activity will contribute significantly to increased revenues for municipality from property tax but will also serve as an important input for monitoring migration in the communities. For example, Žitorađa database was updated with 980 new taxpayers in five villages and it is expected that municipal income will increase by 1.5 million RSD. The measure of the Programme to set up baseline for the rate of collected tax has been positive, as it is useful for measurement of the increase and immediate effects of this action. Interviews with relevant local self-government representatives point towards the fact that the data collection on property has brought unexpected result of identifying in- and out-migration from their respective communities.

There is moderate progress towards increasing awareness and skills of LSGs for programme-oriented budgeting. The re-conceptualization of the Activity 2.5 to move the focus from support to LSGs in strengthening financial management capacities towards focus on programme-oriented budgeting in five (5) pilot municipalities was a good decision. This change is in line with the new legislation, which prescribe that LSG has to adopt programme-oriented budgets by 2015. However, more focus and efforts to support building capacities of municipalities for financial management are needed.

There is moderate progress towards introduction of Quality Management System (QMS) in Municipal Administration as a model to standardise efficient, transparent and accountable service delivery. The Programme identified municipalities that will participate in this process; however the procurement of technical assistance services has been delayed due to tender procedures in procurement of necessary software.

RESULT 3: CAPACITIES FOR PLANNING MUNICIPAL AND REGIONAL SUSTAINABLE DEVELOPMENT STRENGTHENED AND RELEVANT DEVELOPMENT DOCUMENTS CREATED

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The Result 3 is expected to be achieved. The Programme contributes to local capacities increase for sustainable development planning and capital investments, through supporting the local urban planning documentation and urban planning directorates operations.

There is significant progress in strengthening municipal capacities for local urban planning. EU PROGRES has provided support to local self-government units in preparation of local urban planning documents such as General Regulation Plans (GRP) and Detail Regulation Plans (DRPs). At the time of the MTE process, four (4) GRPs and 26 DRPs were on-going, while one DRP was adopted (in Sjenica). Due to high interest of local self-government units for receiving grants for DRPs, the number of supported DRPs is much higher than originally planned by the Programme document.²¹ In addition to those, EU PROGRES supports development of two elaborates for special purposes and three (3) cadastre-topographic surveys, which are also on-going activities. Furthermore, the Programme purchased specialised equipment to Urban Planning Directorates in Leskovac, Vranje and Novi Pazar, which included computers, plotters, licensed software and geodetic survey sets. The GRP/DRPs and specialised equipment significantly improve municipal capacities and strengthen efficiency and effectiveness of the local planning and project development.

There is moderate progress towards strengthening Capital Investment Planning. Intervention in infrastructure master planning tools and local/regional sustainable development documents has been reconceptualised, and a new focus has been given to the Capital Investment Planning in five (5) local self-government units. The change has been applied due to a shift in development needs of the Programme area, as well as with EU PROGRES intention to introduce an integrative approach that encompasses infrastructure development, capital investment planning and Programme budgets. This measure is closely linked to the activities related to support to Programme budgeting.

EU PROGRES contributes to improved social housing in Roma settlements in Novi Pazar and Vranje. According to the Programme document, EU PROGRES should develop one social housing plan and at least one social housing pilot project. This activity has been relatively problematic due to Programme’s efforts to find space to leverage other donors’ investment and the Strategy for social housing. EU PROGRES focuses on implementation of two social housing projects in Vranje and Leskovac. The projects will invest on improvement in water supply system in two Roma settlements, contributing to goals of the Roma Decade.

COMPONENT 3: PHYSICAL, ECONOMIC AND SOCIAL INFRASTRUCTURE

The Component 3 aims at increasing the quality of physical, economic and social infrastructure in the Programme area. The component focuses on preparation of necessary project designs and technical documentations for key infrastructure projects; support to inter-municipal initiatives; and organising the grant scheme for financing and implementation of the small infrastructure projects. The grant modality assumes partnership with municipal planning and public procurement departments, LED offices, and other relevant local and regional institutions such as Urban Planning Institutes, Regional Development Agencies, etc.

RESULT 4: PROJECTS AND PROJECT DOCUMENTATION PREPARED FOR KEY ECONOMIC, ENVIRONMENTAL AND SOCIAL PROJECTS

The Result 4 is expected to be fully achieved. The Programme contributes to preparation of planning technical documentation for key economic, environmental and social infrastructure projects. Vast majority of local self-government units do not have internal capacity to prepare

²¹ The Programme document stipulated support of eight (8) DRPs while by so far intervention 27 DRPs have been supported across the Programme area.

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technical documentation for infrastructure projects. Only three cities (Leskovac, Vranje and Novi Pazar) have Urban Planning Directorates, while other 23 municipalities have to purchase projects design and urban planning documents on the market. Municipalities currently allocate between 0.1% and 0.2% of their budgets for developing technical documentation, which is insufficient to cover their development needs. Lack of proper project documentations directly reflects on negative absorption capacity of the partners since is the key precondition for accessing funding. These challenges have been raised in the document produced by the Programme and titled “Barriers to Infrastructure Development”. EU PROGRES fills the planning gap by partnering with local self-government units in developing technical documentation for key infrastructure projects. At the moment of finalisation of the MTE Report, EU PROGRES has supported development of technical documentation for four (4) inter-municipal and 16 local infrastructure projects.

RESULT 5: SELECTED PROJECTS FINANCED AND IMPLEMENTED THROUGH PROGRES SUBPROJECTS

The Result 5 is expected to be achieved. EU PROGRES contributes to sustainability of municipal and inter-municipal interventions by complementing the development interventions by creating business plans for key infrastructure development projects and applying good governance principles in decision-making. Activities in this result are linked to and stem from interventions within other results of the Programme. Local self-government units, based on their strategic priorities, propose infrastructure projects, prioritised according to availability of necessary technical documentation. The Programme Steering Committee has authority to approve submitted projects.

Within this Result, the Programme supports three key inter-municipal projects: Banjica Regional Waste Landfill, Green Zone Centre Leskovac and Agro-Business Centre Pešter. In all three cases, the Programme supports business plan development, which provides legal modality for legal entities with appropriate management and operational structures. In the Green Zone Centre Leskovac, 970 jobs will be created within the next three years, while at least 200 entrepreneurs will be engaged for logistic support to large investors. At least 4,000 agriculture manufacturers/registered farms will be able to increase their economic activity by cooperating with major manufacturers in the Zone. Agro-business centre Pešter will directly benefit 12 SMEs and three (3) agriculture associations that gather more than 1,500 people. Besides, some 55,000 people living in Sjenica and Tutin will directly benefit from this intervention. In Radan Mountain cluster, 20 SMEs and three (3) associations with 60 members will benefit in the first stage. In the South Serbia Fruit Cluster, 25 SMEs and three (3) associations with 90 members will be covered in the initial stage. Sustainability of these interventions will be secured by incorporation of good governance principles in management and operational structures of these entities, as well as by continuous mentoring support from EU PROGRES.

The programme cooperates with the Office for Sustainable Development of Underdeveloped communities on priority infrastructure projects, whereby the Office co-financed project documentation with the amount of 50,000 EUR. The Office also got involved in preparation of planning documentation for the Meteris Project (with 70,000 EUR directed to DRP and Environmental Impact Assessment Study), and support to construction of the Centre for rural development within the Pešter project in amount of 20,000 EUR, which will be followed by further 50,000 EUR.

EU PROGRES incorporates good governance principles in these operations, making sure the whole process is transparent and accountable to all actors involved. In order to successfully implement these rather large-scale interventions, EU PROGRES uses its resources to mobilise and find synergies with other internationally funded projects such as USAID SLDP and MISP IPA 2008. Cooperation with USAID SLDP is ongoing on sequencing Agro-Business Centre Pešter and Green Zone Centre Leskovac, where two programmes joined efforts to increase development results of their interventions. The Programme also cooperates with the Czech Development Agency for the Agro-Business Centre Pešter. EU PROGRES has successfully cooperated with

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MISP IPA 2008 on several infrastructure projects in Raška (including Kopaonik), Novi Pazar and Vladičin Han. The Programme liaised with the Ministry of Economy and Regional Development regarding the Kopaonik project even though the agreement was not reached (See analysis of the Kopaonik Project in Section 2.5 on Good Governance). Besides, MISP 2008 uses technical documentation produced by EU PROGRES in developing infrastructure feasibility studies (See Table 4.2 in Annex 4 for overview of co-funding).

RESULT 6: CAPACITIES FOR PLANNING MUNICIPAL AND REGIONAL SUSTAINABLE DEVELOPMENT STRENGTHENED AND RELEVANT DEVELOPMENT DOCUMENTS CREATED

The Result 6 is expected to be achieved. EU PROGRES intervention contributed to infrastructure development of municipalities of Toplica District (Prokuplje, Blace, Kuršumlija and Žitorađa). Unlike with other local self-government units that participate in the Programme, municipalities of Toplica Districts were excluded from similar area-based development interventions in the past.²² In order to balance the level of investments and to increase local capacities, EU PROGRES prepared direct grants for small infrastructure projects in these municipalities. These were the first donor-funded interventions in infrastructure development in those four municipalities.

Investments in small infrastructure development bring first results towards improvement of the quality of life of citizens in the Programme area. EU PROGRES organised a competitive grant scheme for small infrastructure projects, available to all local self-government units of the Programme area. After assessment of received applications, 25 local infrastructure projects were selected and currently they are at different stages of implementation. In addition to local projects, EU PROGRES supports development of six (6) inter-municipal projects (Banjica Regional Landfill, Agro-Business Centre Pešter, Raška River Flood Protection, Centre of Novi Pazar, Protection of Vlasina River and Roma Water Supply), while one project is currently under consideration for funding (protection of Pčinja River by building a waste water treatment plant in Trgovište). Investment in reconstruction of schools and kindergartens, through improvement of heating systems and sanitary conditions, as well as rebuilding of the school building (Kumarevo school) improve educational infrastructure and increase energy efficiency, while investment in markets and communal infrastructure improves sanitary conditions and quality of drinking water. Local environmental infrastructure projects, such as recycling yards, landfills, projects for improving energy efficiency (heating systems) are expected to improve sanitary conditions and reduce health hazards for citizens living in the AoR.

COMPONENT 4: PUBLIC AWARENESS AND BRANDING OF AREAS

The Component 4 aims at promoting achieved results of the Programme, raise a public awareness on important socio-economic development challenges and good governance, and improve the overall image of the Programme area through promoting investments, tourism and economic development. The component has been implemented in cooperation with municipalities and service providers that are selected on competitive tenders.

RESULT 7: AWARENESS OF THE NEED FOR THE LOGIC OF AND THE EFFECTS OF CHANGES COMMUNICATED TO A BROAD PUBLIC

Result 7 is expected to be largely achieved. The Programme developed Communication strategy, which was reviewed in January 2012, jointly with the DEU, SDC and SEIO, with the aim of successful interaction with the stakeholders. EU PROGRES monitors project outputs and present them to stakeholders on direct meetings, through the Steering Committee meetings or via newsletter and the Programme’s website. Since the start of the Programme, there have been

²² Other municipalities participated either in PRO or in MIR.

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seventeen high profile functions, involving Serbian Government highest representatives and, in eleven cases, ambassadors. These activities served as advocacy tool through sharing messages of importance and effects of change; cultivated relationship with local stakeholders and raised profile both of the Programme and donors. Quality of preparations and especially of briefing materials has been highly praised by the donors. A lot of effort have been invested in the quality of published articles on the website, newsletter or media. A number of interlocutors have praised the quality of the website and information provided therein, and especially the quality of the newsletter.

Not all local authorities are aware of all EU PROGRES activities and achievements in their local self-government, units or in their regions. Justification to this might be found in the scale of the Programme intervention, where different municipal departments are engaged in different project activities, This also depends on the extent to which LSGs are ready to follow the programme achievements, particularly when confronted with every day political and socio-economic challenges in their municipalities and regions; as well as general awareness and knowledge of developmental concepts. EU PROGRES has been successful in sharing its results, but should continue to devise a model of communicating and presenting its achievements, whereby municipalities’ best practices, lessons learnt and outcomes. Solution might be found in presenting projects or outputs per municipality on the website, newsletter and other promotional materials.

The advocacy campaign will achieve its goals, despite being late. The Programme intends to organise three campaigns: first one on promotion of good governance, second one with the working title “Bringing Europe Closer”. Third campaign is in an early stage of preparation - its launch is expected in March 2013. Although the campaign on good governance was launched rather late in terms of the Programme life cycle, its start matches very well with the timing of achieved results within the Component I but also other components.

EQ 10. How has the issue of EU, Serbian Government and Swiss visibility been handled?

The visibility of the Programme is very good. The Programme is active in promoting achieved results across the AoR, both by the programme and other national and international stakeholders. Throughout the Programme implementation, there was at least one media report for each of 40 CIF projects and half of them produced printed material: 1,700 posters, 14,150 leaflets, 1,750 brochures, 850 T-shirts, 2,500 postcards, 7,000 flyers, 350 bags and 280 folders all clearly displaying EU PROGRES and donors’ logos according to the prescribed visibility rules. The Programme has been actively promoted through its website (almost 30,000 hits, 7 blogs in the field of EU PROGRES operations) and Facebook pages. The Programme also promotes results through the newsletter that is sent to all relevant local, national and international actors in Serbia. All interviewed parties praise the quality of the visibility material and tools.

The Programme complies with the visibility rules of the EU, SDC, the Government of Serbia and UNOPS. Logotypes of those four entities are presented in all publications, promotion materials and other documents produced by the Programme. With the approval from partners, the Programme has changed the name from PROGRES to EU PROGRES.

Visibility of the EU has been strong, not only thanks to the promotion activities of the Programme but also thanks to the frequent presence of the Ambassador/Head of the Delegation of the European Union in the Republic of Serbia, H.E: Vincent Degert in the events organised by the Programme and presence of DEU officials at PSC meetings and other programme events.²³ Throughout the programme, over 1,000 affirmative media reports about EU supported initiatives have been recorded, contributing to communicating EU commitment to the development of the

²³ Four visits of the Ambassador were organised to the Programme so far.

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AoR. While the EU visibility rules require all information to be in English language, there has been a joint recognition that – in order to transfer the message of EU support to citizens in AoR, the Programme uses Serbian language to bring this message to the citizens. This decision was made in liaison with the donors and SEIO. This is highly justified particularly due to the fact that citizens in AoR do not have extensive knowledge and use of English language (*See Section 2.6 on Impact for analysis of impact regarding EU visibility, p. 52*).

Visibility of the Swiss Development Cooperation is good. The Programme takes a good care of equal representation of all donors, therefore the visibility of SDC has been ensured to the fullest possible extent. Besides, SDC representatives are present at the PSC meetings, which contribute to their visibility in the Programme area. At the beginning of the Programme, SDC back stoppers were presented in the field, which has also contributed to the SDC visibility.

Visibility of Government of Serbia is also good. The Programme understands the need to promote the value of Government of Serbia support for the AoR through the Programme, particularly as the image of the Government with some municipalities in the AoR is not very positive. That is why; the Programme invests efforts to change image of the state government in the AoR through promotion of the Government support to development of the municipalities in the AoR. The PSC is chaired by SEIO and interlocutors consider this as a very positive measure. This is particularly thanks to the fact that SEIO is very proactive and puts efforts to act as a “go-between” the local self-governments and national government Ministries and institutions.

Although UNOPS is an implementing partner, visibility of this organisation is not emphasised over other partners. On contrary, UNOPS visibility is limited to presentation of the logotype on the Programme’s documents, while there are no other signs that reflect importance of this organisation in the Programme implementation. This may be improved as the role of UNOPS as implementing partner has been beneficial for achievements of the programme and this should be promoted.

RESULT 8: A PLAN TO DEVELOP THE AREAS’ IMAGES AND SELF IMAGES AS UNIQUE REGIONS OF EUROPE ARE ESTABLISHED AND IMPLEMENTATION BEGUN

Activities related to the Result 8 are expected to be achieved by the end of the Programme intervention, despite being late. The Programme stipulated the design of image-building plans by 2011 for at least three selected areas and to implement at least four projects from the plans by 2012. At this stage, the Programme designs five branding plans, whereby seven projects have been selected for funding. Their implementation is expected to finish by autumn 2012. The overall impression with selected projects is that some of them focus on development of small-scale infrastructure rather than on marketing of the area for attraction of economic investments. However, there are also projects that cover branding of territory (i.e. projects in Blace, Novi Pazar or Vlasina Lake), or branding investment potentials (i.e. project related to the Green Zone Centre Leskovac), which may bring positive results in branding these areas.

EQ 7. To what extent in cooperation agreements (Grant contracts) between EU PROGRES and Partners the division of labour as well as roles and responsibilities are agreed in such a way that partners are truly enabled and empowered to carry out tasks independently later on?

Division of labour between EU PROGRES and its partners is well elaborated in the Grant Modality. Roles and responsibilities are clearly presented to all partners. The grant recipient institutions have a leading role in implementation of cooperation agreements while EU PROGRES monitors and audits the process, while also providing technical assistance, backstopping and

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advice. This kind of division of tasks has advanced capacities of partners to carry out their responsibilities independently.

Nevertheless, capacity to perform tasks varies among partners and Local Economic Development Offices are usually the main actor in mobilizing other departments in project implementation. The strongest capacity is in local self-government units with active local economic development offices such as Vranje, Leskovac, Novi Pazar, Prijepolje, Bujanovac, Bojnik, Nova Varoš, Surdulica and Tutin. On contrary, the weakest capacity in implementation of projects is within local self-government units with limited track record in cooperation with external Actors such as municipalities of Toplica District (Prokuplje, Kuršumlija, Blace and Žitorađa). The reason for this is found in the fact that these LSGs have not had extensive opportunities to participate in such kind of developmental intervention offered by the Programme.

Grant Modality increases internal capacity of local self-government units to perform similar tasks in the future independently. Although all infrastructure projects have had delays in implementation, these delays will not significantly affect the final outcome of finished infrastructure projects. But – by applying Grant Modality LSGs significantly increase strategic thinking and management capacities for future development projects. Therefore, it might be concluded that delays in infrastructure development are justifiable.

EQ 5.1. The importance of local and inter municipal infrastructure projects their effects and factors causing delays

Even with delays, EU PROGRES significantly contributes to the improvement of local and inter-municipal infrastructure in the Programme area. Capacity of local self-government units to enhance the quality of infrastructure is limited. Besides lack of finances, infrastructure development is hampered by a lack of technical documentation and limited operational capacity of local self-government units to perform these operations. In some cases, delays in infrastructure development are caused by unclear separation of duties between different tiers of government and by non-responsiveness of de-concentrated national institutions such as cadastre and public enterprises, etc. Lack of middle-tier government structures and weak history of inter-municipal cooperation are among reasons that obstruct regional (inter-municipal) projects. EU PROGRES serves as a reliable partner and mentor for increasing capacities of municipalities, while also ensuring that donor funds are leveraged for relevant projects that will improve socio-economic context in the AoR.

EU PROGRES has put a new dimension in development interventions regarding advancement of infrastructure. Namely, in addition to providing financial grants to local self-government units, EU PROGRES provides support in developing necessary urban plans and technical documentations that increase ability of partners to attract more significant investments in the future. EU PROGRES also incorporated good government principles to infrastructure development projects that brought added value, especially in terms of sustainability of results and increase of operational capacities of the partners. In terms of inter-municipal projects, in cooperation with regional development agencies, EU PROGRES acts as a mobilizing actor that brings together local self-government units to work on their joint interest.

2.5. GOOD GOVERNANCE AS A CROSS-CUTTING ISSUE

Integration of good governance mechanisms into activities of other components is contributing to strengthening impact and sustainability of achieved results. EU PROGRES has demonstrated commitment to promote good governance, both as specific set of activities and also as a crosscutting topic. Support to enhancing governance through insisting on transparency, accountability, effectiveness and efficiency of municipal operations, while ensuring participation and inclusion of citizens, brings new momentum and practices in the local governments. Encouraging first results have been achieved in linking small infrastructure projects with governance, and serve as a tangible example of what governance means when transformed into practice and what benefits it brings for sustainability of achieved results.

This section provides assessment of the extent to which the Programme is able to relate good governance principles in a cross cutting manner with all relevant Programme activities. The section assesses Programme capacities in performing on good governance agenda with the municipalities beyond the stated results in the Component 1. It also summarises results achieved so far from the work with stakeholders.

EQ 9.1. To what extent has the Good Governance cross-cutting concept taken hold through Programme?

Good governance²⁴ is a pillar of the Programme, which creates an added value and distinguishes EU PROGRES from any other similar intervention that has been implemented in Serbia. As such, good governance is organised both as a specific component (C1) and as a crosscutting issue, being integrated into all relevant project activities, particularly those focusing on the process from project idea to implementation and monitoring and evaluation.²⁵ The Programme initially did not integrate extensive budget allocations for good governance. Upon recognised need and momentum for integration of good governance principles as a cross cutting issue, more substantial financial assets have been secured within the budget revision in 2011.

EU PROGRES works on vertical dimension of good governance, trying to emphasise the importance of cooperation and separation of competencies between different tiers of government. Construction of a sewerage system in Kopaonik Mountain presents an example on the nature of EU PROGRES involvement in mobilizing actors from different government tiers and trying to find a solution that fits within the legal framework of the Republic of Serbia and reconcile different interests of all parties involved. The Programme works closely with the Municipality of Raška to assess the needs regarding the Project. It also liaises with the Ministry of Economy and Regional Development on this project. This relationship has been marked by differences in opinions on the nature, scope and approach to the project, which caused delays in its initiation. Most important difference between the MoERD and the EU PROGRES and Raška Municipality is the scope of the project. While MoERD advocates for solution of the sewerage infrastructure only on the inner part of the Kopaonik Ski Centre, EU PROGRES and municipality of Raška propose building sewerage system in the wider area of the Resort, including nearby villages. This Project is

²⁴ In the development literature, good governance is used as a term that describes how public institutions conduct public affairs and manage public resources in order to guarantee the realization of human rights. Good governance has 8 major characteristics; it is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society.

²⁵ See Section 2.4 on Effectiveness for detailed analysis

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of great importance not only for Kopaonik but also for the entire region around this mountain, as currently, the unresolved sewerage issues cause significant ecological problems. Such project would secure protection of nature, the enhance water and sewerage systems and improve access to clean water to municipalities surrounding the mountain. It will also improve tourist and socio-economic potential for the region. That is why, joint agreement, based on good governance principles, should be found to ensure the best possible solution that would not only solve the Kopaonik resort's sewerage, but of the larger Kopaonik area. So far, the EU PROGRES and the MoERD have not concluded the Memorandum of Understanding (MoU) even though such document was the subject of a long period of discussion and negotiations.

Besides, the programme is in process of establishment of the institutional knowledge base of good and bad governance practices, presented in a form of booklet of best/worst governance practices, examples from vertical cooperation between government units, and explanation of relevant legislation and procedures. This will be an important contribution of the Programme. In the forthcoming period EU PROGRES should continue to emphasise the importance of strengthening vertical dimension of good governance, especially in supporting coordination between local self-government units and de-concentrated institutions such as the Cadastre, National Employment Service, Srbijašume, Srbijavode, etc.

Having good governance as a separate component has shown to be good for PR and marketing of the Programme. As a result, EU PROGRES is widely recognised among different national and international stakeholders as being a promoter of good governance principles at the local and regional level.

Role of SDC supported good governance back-stoppers

The support by the SDC back-stoppers has been important for integrating good governance into impetus for advancement of municipal management capacities, economic, social and physical infrastructure.²⁶ In order to properly support good governance principles at local and regional level, Swiss Development Cooperation has provided a support of back stoppers from Switzerland. The back-stoppers have worked closely with EU PROGRES team, contributing to their increased internal capacity to work on these issues. Back-stoppers have been very useful in raising awareness and knowledge on good governance principles, sharing good practices and models from Switzerland and in creating mechanisms for their application within EU PROGRES development intervention. The EU PROGRES team has shown great flexibility and willingness to learn and advance in this field, as well as to apply the knowledge in practice by constant integration of good governance principles in the Programme area. This was also recognised by the latest positive report of the SDC back-stoppers from May 2012.

EQ 9.2. Are perceptions of local stakeholders changing?

Matching good governance principles with infrastructure projects has put a new dimension in perceiving development interventions within the local self-government units of the Programme area. While good governance by its nature is a long-term process, which depends on a number of factors (such as political, social and elite capture factors), local authorities in the AoR to a large extent welcome this approach and put efforts to operationalize its principles. Good examples of incorporating good governance principles might be found in regional or inter-municipal projects such as Banjica Regional Landfill, Green Zone Leskovac and Agro-Business Centre Pešter. In the case of Banjica Regional Landfill, EU PROGRES works on supporting the four LSG units involved in establishing a public enterprise that will run all operations of this regional landfill.

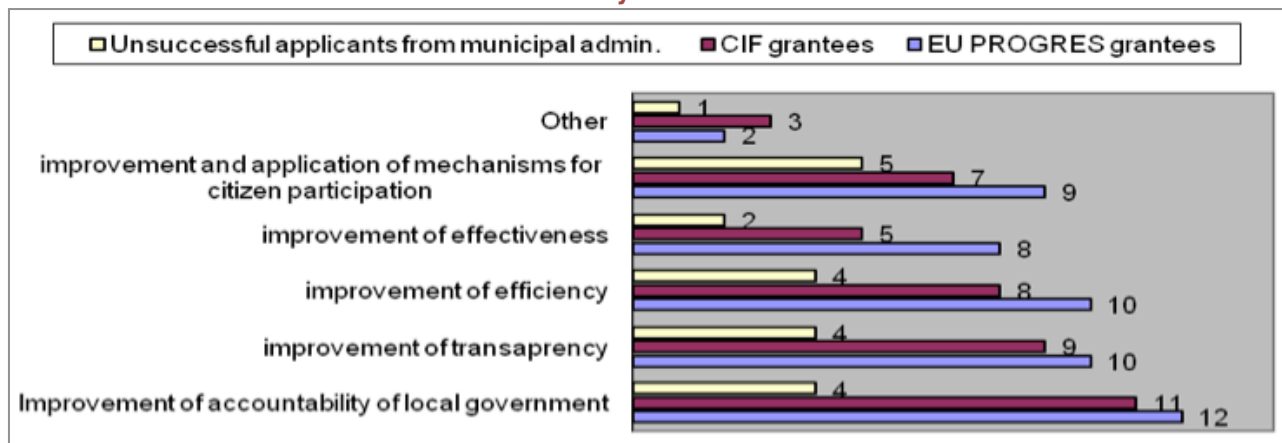
²⁶ The Programme initially did not have budget allocations for good governance. The financial assets have been secured last year after the budget revision.

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EU PROGRES initiated and insisted on establishment of facility with clear management structure for the Banjica Regional Landfill. To support the process, EU PROGRES has started assisting LSGs to prepare necessary documents and procedures for establishing a joint venture between four municipalities that participate in this project. Similar to Banjica Regional Landfill, EU PROGRES works with its partners on establishing legal entities with adequate management and operation procedures for Green Zone Leskovac, Market in Bojnik and Agro-Business Centre Pešter. EU PROGRES will also be engaged in establishing a legal entity for a briquette Factory in Medveđa. In all these cases, EU PROGRES intervention in good governance is combined with infrastructure development interventions.

The online survey among grantees of EU PROGRES (municipal administration and CIF grantees) and relevant municipal officials in charge of projects that were not successful on the CfP, consider that there has been a change and improvement of mechanisms and principles of good governance in municipalities, as seen in Graph 5 below. As outlined in the Graph 5, biggest improvement is perceived to be in accountability of local administrations.

Graph 5. What are the most significant changes and improvements of mechanisms and principles of good governance created in your municipality with assistance of new skills and knowledge transferred by EU PROGRES?



Embedding good governance in the local government’s operations is a long developmental process, and ongoing support and insistence on integration of its principles in local procedures is of continued importance. The on-going EU PROGRES campaign on promotion of good governance has been a timely endeavour since it matches very well with the so-far achievement of the Programme in this field. However, this campaign will be successful only if it is clearly supported by the relevant political authorities, especially mayors, and other influential political and administrative leaders. In that regard, EU PROGRES may consider including mayors as promoters of best practices in integration of good governance principles, whereby they could present the achievements in their respective local self-government units so far.

Besides, there is a shared understanding by Programme partners that, in order to sustain good practices and mechanisms for good governance initiated by the Programme, extended focus and support to the LSGs to institutionalise good governance mechanisms is needed. In case the follow up Programme is approved, it should maintain strong focus on good governance, which should be further expanded and intensified throughout its implementation.

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2.6. IMPACT

The Programme already shows contribution to improvements in the life of citizens of the Programme area, particularly vulnerable groups through improved governance and service delivery in municipalities, as well as increased employment and economic investment opportunities. The Programme’s investment in development of LSG’s management capacities, developmental planning and project implementation is bringing changes in perception of municipal partners towards strategic planning and significantly contributes to future absorption capacities at municipal level. Infrastructure projects also attract further investment by local and international businesses.

Formally, impact (and sustainability) can only be fully assessed after the end of the project since, as a development measure, it tries to give a judgement on the positive and negative, primary and secondary long-term effects produced by a development intervention, either directly or indirectly, intended or unintended. Impact measures the effect of the project in meeting the overall objective. A positive impact results if the project purpose is achieved, thereby contributing to the realisation of the overall objective.

The Mid-Term Evaluation does not attempt to assess impacts of the Programme at this point in time primarily due to the fact that the Programme is finalizing its second year of implementation at time of this MTE (May – July 2012). At the moment of finalisation of the MTE report, only 39 (CIF projects) out of 130 projects have been finalised. The Programme Logical Framework stipulated eight indicators to measure impact, as enlisted in Table 3 below.

Table 3. Units of analysis of OVIs to measure impact of the programme

Unit of analysis	OVI to measure Programme impact
Contribution to enhancement of socio-economic conditions through job creation, improved social infrastructure, improvement of equal representation of men and women and ethnic minorities in the EU PROGRES area of responsibility	<ol style="list-style-type: none"> 1. Contribute to job creation in the EU PROGRES AoR 2. Contribute to improvement of equal representation of men and women and ethnic minorities in the EU PROGRES area of responsibility
Contribution to enhancement of economic conditions through Increased capacity of municipalities for integrated infrastructure development, improved infrastructure, increased investments and new companies	<ol style="list-style-type: none"> 3. Level of improvement of infrastructure conditions in municipalities 4. Increased capacity of municipalities for integrated infrastructure development expected 5. Increases in the level of investments expected through PROGRES 6. Increased number of new companies expected
Contribution to enhancement of support of citizens in the EU PROGRES area to accession to the European Union.	<ol style="list-style-type: none"> 7. Contribute to majority support of citizens in the PROGRES area to accession to the European Union.
Contribution to improvement of environmental indicators	<ol style="list-style-type: none"> 8. Contribute to improvement of environmental indicators

This section provides analysis of programme impact (prospects) as per units of analysis of indicators, as proposed in the Table 3. The analysis also provides responses to EQ 1²⁷ and EQ 5.2²⁸ respectively. Further analysis per each OVI is provided in Annex 6.

CONTRIBUTION TO ENHANCEMENT OF SOCIO ECONOMIC CONDITIONS THROUGH JOB CREATION, IMPROVED SOCIAL INFRASTRUCTURE, IMPROVEMENT OF EQUAL REPRESENTATION OF MEN AND WOMEN AND ETHNIC MINORITIES IN THE EU PROGRES AREA OF RESPONSIBILITY

²⁷ EQ 1. Likelihood of contributing to the improvements in the life of citizens of the Programme area including vulnerable groups

²⁸ EQ 5.2. Changes in perception of any of Grantees towards how projects are developed and implemented and therefore LSG contributing to future absorption rates of Donor funding

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As discussed in the section 2.1 on Relevance (under EQ 8.1), municipalities covered by EU PROGRES are the most disadvantaged ones in Serbia, most of them belonging to the fourth group of municipalities (below 60% of the national average). Besides, global economic crisis that heavily hit Serbia has its strongest impact on these areas, due many factors, including untransformed economy, defragmented labour force, lack of developed human resources, yet also poor infrastructure and connectivity to the global market. The challenges of the economic crisis but also overall transformation of economy have not brought linear effects to all municipalities in the Programme area, and official statistics show that majority of local self-government units in the Programme area have reduced rates of employment in the private sector comparing to the period before the EU PROGRES was initiated (*see Table 16.1 in Annex 16*). These challenges have also brought visible effects in cities and former industrial centres such as Priboj and its surrounding municipalities of Prijepolje and Nova Varoš; Novi Pazar, together with Tutin; and Vranje and its surrounding municipalities: Bujanovac, Vladičin Han, Preševo, Surdulica.

However, in a certain number of cities and municipalities the employment rate in the private sector has increased. The most significant regional increase in employment is in Leskovac and surrounding municipalities (Vlasotince, Lebane, Medveđa and Crna Trava). Sjenica is a single centre where rate of employment has increased significantly as well.²⁹

When those figures are analysed, it might be seen that increase in employment has been created by boosted entrepreneurship and self-employment, especially in Leskovac (with increase of 3,056 employees since March 2009) and Sjenica (1297), but also in Lebane (827 employees), Vranje (786 employees) and Vlasotince (574 employees). On the other side, entrepreneurship faces significant difficulties in Novi Pazar (1980 jobs lost since March 2009), Prokuplje (1364 jobs lost) and Bujanovac (1145 jobs lost).

Increase in employment within enterprises is less significant and occurred only in a few municipalities that benefited from inward investments, such as Vlasotince, Medveđa, Crna Trava, Trgovište, Kuršumlija and Prokuplje. Prokuplje itself gained 1089 employees, mostly upon arrival of Leoni wiring company. All other cities and municipalities face decrease in employment within enterprises, leading by Leskovac (with 2,052 jobs lost since March 2009), Vranje (1358 jobs lost) and Vladičin Han (1072 jobs lost).

There is a question how EU PROGRES contributes to these figures. EU PROGRES has not been designed to be an employment generation programme intervention. However, the Programme contributes to improvement of business climate and responsiveness of the local administration to the needs of the private sector, which support job creation and socio-economic development in general. The following is the overview of prospects for socio-economic impacts that the Programme is contributing to.

Investment in various activities for socio-economic development and job generation through various projects has positive impact prospect on job creation in the EU PROGRES participating municipalities. Over **1,250 job opportunities** are expected in the next three to five years, which will result from investment in enhanced business opportunities in the AoR. It is also worth mentioning that during the construction activities for all infrastructure projects some **380 temporary jobs** have been created. At least **34 temporary jobs and 9 permanent jobs** were created through projects funded by CIF. Importantly, most these jobs were ensured for vulnerable groups, such as persons with disabilities and women. Besides, the work on property tax data collection generated dozens of temporary employment opportunities as well.

Projects implemented within the CIF improved livelihoods of their beneficiaries, in particular, of vulnerable groups such as people with disabilities, women and youth. Twelve (12)

²⁹ One should be very careful in making conclusions upon these figures since the increase in employment could occur due to legalisation of employees that previously worked in a “gray” zone.

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Citizens’ Involvement Fund projects supported **social inclusion of approximately 600 people** so far, including the job generation mentioned in previous paragraph.

There is a high likelihood that local social and communal infrastructure projects will contribute to positive socio-economic impact in the Programme area. Investment in local social infrastructure projects (schools, kindergartens, health centres and sport halls) should create 48 new jobs and accommodate 680 children. Project will have positive impact on about 4,500 pupils and employees in the schools and kindergartens. Investments in local communal infrastructure projects (i.e. green and dairy markets, water supply and sewerage systems, etc) will benefit 160 sellers of agro and dairy products, improve the quality of drinking water for 3,500 households across, reduce health hazards for 5,000 citizens in the Programme area. Investments of EU PROGRES will also create savings on energy bills of up to 15% in Novi Pazar and Prokuplje.

Women are increasingly included in the decision-making processes in the LSGs in the AoR. Even though it cannot be exclusively attributed to the Programme, investment into raising awareness of public and empowerment of women were positive factors that contributed to increase in women representation. The latest elections in May 2012 showed increase in women representation, the total percentage for the four South West municipalities increased from 18.35% to 29.35%. In Toplica District, representation of women has increased from 17.76% to 29.61% in 2012.

Citizen Advisory Services have provided opportunity for more than 600 people from the most vulnerable and marginalised groups to be included in the social protection system of the Republic of Serbia. CAS provided support and guidance to their clients in obtaining personal documents and access to basic services such as health protection, social protection and pension, which improved livelihoods and improved social inclusion of vulnerable groups. This has particularly been important for Roma, who faces significant challenges in obtaining personal documents and access to social protection.

Even though Kraljevo is not in the Programme’s AoR, **the Programme team has contributed to the revitalisation of the aftermaths from Kraljevo earthquake.** Programme’s civil engineers assisted the Government to assess the scale of damage on public and private property in this city. The engineers have assessed the conditions of 20 public and private buildings, including the City Hall. Based on this assessment, 6 million RSD were invested in reconstruction of nine schools and additional 3 million RSD in other public buildings such as PUC premises, Cultural Centre, recreational facilities on Goč mountain, etc.

CONTRIBUTION TO ENHANCEMENT OF ECONOMIC CONDITIONS THROUGH INCREASED CAPACITY OF MUNICIPALITIES FOR INTEGRATED INFRASTRUCTURE DEVELOPMENT, IMPROVED INFRASTRUCTURE, INCREASED INVESTMENTS AND NEW COMPANIES

Increased capacity of municipalities for integrated infrastructure development

Long-term investment of the EU supported Programmes (MIR, PRO and EU PROGRES) in building management and financial capacities, services and mechanisms for improved access for citizens, has made noteworthy shift in improved governance and service delivery of municipal partners. Indeed, the success of individual partners varies. However, there is a number of municipalities that have increased their profile and capacities to tackle socio-economic development through attracting investments and strategic development measures. Cities and municipalities that participated in predecessor Programmes (so-called “old municipalities”) show positive trends in applying Project Cycle Management principles, they recognise importance to invest in human and financial resources in order to increase their absorption capacity of the external funds and they are enthusiastic to establish and work on projects. On contrary,

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municipalities of Toplica District have not had similar experience with project management in the past, thus their capacity to work on development issues clearly lags behind.

The Programme has brought about some positive changes in the way in which municipalities operate, and particularly their better understanding of EU operations, procedures and project guidelines. Experiences in designing and implementing projects in line with Serbian legislation and EU standards is expected to have an impact on increased absorption capacities of municipalities. Also, municipalities are increasingly aware and skilled to adopt comprehensive and evidence based development strategies and to develop projects that may attract investments.

The Programme’s role as advocate and/or facilitator of communication between the municipalities and national government, and municipalities and EU is already showing positive impacts on raising municipal profiles and increasing support/response to the municipal initiatives. For example, municipal projects are increasingly being supported by the national government in various forms. As per feedback received by both the local stakeholders and representatives of the government, this is an outcome of Programme’s encouragement of links and partnerships between local partners and national government and the EU. These efforts, if maintained well, will contribute to significant level of input in the state government policy making towards each of the regions, but also increased absorption capacities.

Improved infrastructure, increased investments and new companies

The Leskovac Green Zone should facilitate investments of €5.5 million and create about 970 jobs within the next three years, while at least 200 entrepreneurs will be engaged for logistic support to large investors and at least 4,000 agriculture manufacturers/registered farms will be able to increase their economic activity by cooperating with major manufacturers in the Zone.

The Briquette Factory in Medveđa will create about 40-50 jobs and will increase business potentials for about 20 suppliers from the area.

The Agro-Business Centre Pešter will directly or indirectly benefit 55,000 citizens of Novi Pazar, Tutin and Sjenica, but also other municipalities in the neighbourhood.

CONTRIBUTION TO ENHANCEMENT OF SUPPORT OF CITIZENS IN THE EU PROGRES AREA TO ACCESSION TO THE EUROPEAN UNION.

General support of Serbian citizens to EU accession has stagnated in the last few years, as per Gallup Balkan Monitor polls, showing decrease of support from 61% in 2006³⁰ to 44% in 2011³¹, while latest data from SEIO in December 2011 show that 51% of citizens would vote “yes” in case of referendum for EU accession.³² While there is no disaggregated data available from the EU PROGRES AOR to assess the enhancement of support of citizens to EU accession, the online survey confirms that EU PROGRES is seen as a contributor to improvement of livelihood of citizens. According to results of the Survey, 40 respondents believe that EU PROGRES contributes to improvement of efficiency of local administration, out of which 16 believe this contribution is large. EU PROGRES contributes to improvement of quality of services to citizens as per 46 respondents, of whom 20 believe this contribution is large. Also, 42 respondents think that the EU PROGRES contributes to improvement of socio-economic conditions in municipality. The Graph 6 below presents the opinions of the respondents to the survey.

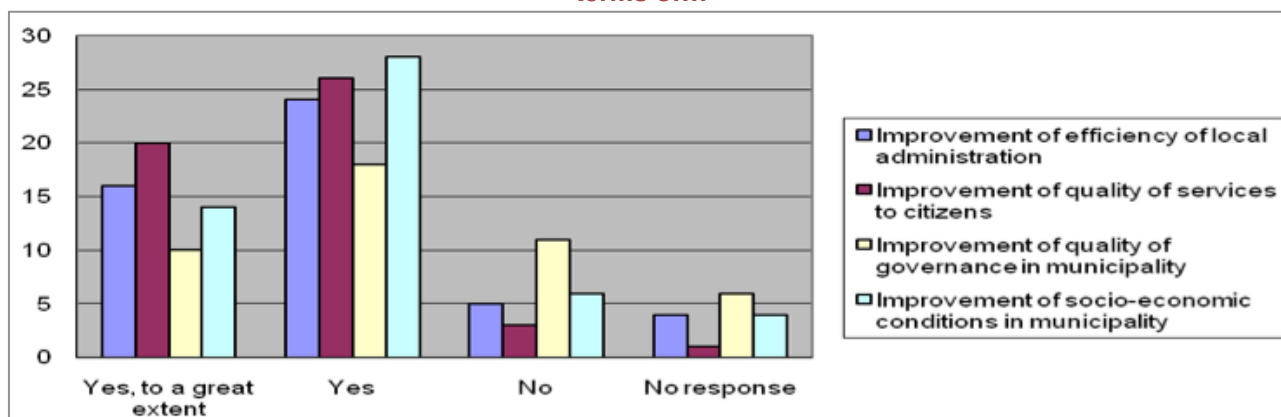
³⁰ http://www.enotes.com/topic/Accession_of_Serbia_to_the_European_Union

³¹ Gallup Balkan Monitor (2011); Insides and Perceptions: Voices of the Balkans, Brussels

³² SEIO (2011); Evropska orijentacija gradjana Srbije: trendovi; Beograd

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Graph 6. Do you think that EU PROGRES contributes to improvement of livelihood of citizens in terms of...



The Programme contributes to positive publicity of the EU, through taking concerted efforts to communicate good practices and results of the EU support implemented through the Programme to citizens. The Programme’s planned campaign to “bring closer” European values and support to citizens is expected to contribute to this initiative. During Communications Strategy revision, EU PROGRES stakeholders recognised/appreciated EU support to the area through EU PROGRES.

CONTRIBUTION TO IMPROVEMENT OF ENVIRONMENTAL INDICATORS

Funding support for 30 municipal infrastructure projects are expected to contribute to improvement health protection, contribute to cleaner environment, enhance energy efficiency, expand capacities for sports activities, enrich cultural life etc. For example, once Meteris Landfill project is finalised, this effort will have a positive effect on environment and on lives of some 170,000 people. Recycling centres in Vranje, Nova Varoš and Raška will benefit a total of 110,000 inhabitants, employ 37 people and are expected to have a profit of almost €600,000 by 2033.³³ Local environmental infrastructure projects are expected to improve sanitary conditions and reduce health hazards for 5,000 citizens living in the vicinity of unregulated rivers and save on energy bills of up to 15% (Novi Pazar and Prijepolje). The Banjica Landfill project will improve the waste management in the region and significantly increase the number of people covered by the waste collection: from current 48%, by the end of the Landfill construction, planned for 2016, the coverage will be 80%³⁴ of inhabitants of the four municipalities³⁵.

2.7. ECONOMIC AND FINANCIAL ANALYSIS

The Programme brings significant economic benefits that exceed the costs of the Programme implementation.

Analysis of socio-economic impacts on the citizens in the Programme AoR has been presented in Section 2.6 on Impact. While the Section on Impact (2.6) presented a range of socio-economic benefits of the Programme, this section supplements the findings with providing additional analysis and comparison of different benefits and costs across different types of projects.

CIF was an important investment in further sustainability of CSOs. Within the first Call, the Programme’s has invested €588,141.26 in CSOs active in the AoR. CSOs that participated in the

³³ Cumulative figure for all three centres

³⁴ Source: Regional Waste Management Plan

³⁵ Nova Varoš, Priboj, Prijepolje and Sjenica

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first CIF Call reported that they succeeded in attracting further funding: 24 out of 40 CSOs succeeded in attracting projects with total value of €430,500 (€175,000 in the Toplica and the South Serbia and €255,000 in the South West). These figures show high return of investments in CSOs in a short period of time.

Investment into enhancing gender equality increased awareness but, importantly, increased the investment in gender-related activities in the AoR. Budget lines for the work of gender equality related activities were allocated for the first time in Novi Pazar, Sjenica, Tutin, Raška, Ivanjica and Priboj, with total amount of €90,000.

By using competitive public procurement procedures, the Programme has succeeded to produce savings in municipal co-financing of (already) about €375,000. The saving is a result of EU PROGRES insistence on using FIDIC type of contract, which requires clear technical specifications that prevent additional works and unforeseen costs.

The Programme investments improve socio-economic conditions and business environment in the AoR.³⁶ Programme support already contributes to further investments worth over €7.5 million, and increases potential for further absorption of about €90 million.³⁷ This contribution is even more important when it is considered that the EU PROGRES Programme area is comprised of 25 local self-government units, out of which 20 are categorized as the most underdeveloped in Serbia. Here is the list of the most significant investments whose influx was initiated by EU PROGRES interventions:

- The Green Zone Centre Leskovac should facilitate investments of €5.5 million from different investors (German LEMEX (€1.5 million and 120 new jobs), USA’s PEDIMENT Holdings (estimated 700 jobs), Healthy Fruit from Serbia (€2 million and 50 new jobs), Italian Matielo (€1 million and 50 new jobs) and Strela Klajić (€1 million and 50 new jobs).
- Medveđa local infrastructure project should facilitate donation and investment in Termovent Factory of €1.5 million from Slovenian partners. Partners from Germany also expressed interest to invest.
- The Agro-Business Centre Pešter will generate benefit for 45 households/farms from three participating local self-governments (Sjenica, Tutin and Novi Pazar).

It is expected that the private investments will create spill over effects in terms of enhancing business climate and attracting other investments in the Programme area. Besides, other economic development project interventions such as the Toplica Fruit Cluster, support to business incubation, one-stop shop services, etc., will also contribute to economic growth and job creation.

It is important to mention that the absorption capacity of LSGs has been increased by support of the Programme to preparation of technical designs and urban planning.

2.8. SUSTAINABILITY AND REPLICABILITY

2.8.1. Sustainability

Sustainability prospects of the Programme interventions are relatively satisfactory.

As with impact, sustainability is usually assessed after project intervention since it measures whether the positive outcomes of the project at purpose level are likely to continue after major

³⁶ The social impacts of the Programme investments amounting to €1,785,076 in municipal and inter-municipal infrastructure have already been mentioned in the Section 2.6.

³⁷ According to the Programme estimates

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development assistance has been completed. On the other hand, assessment of replicability and exchange of best practices focus on the existence of institutional mechanisms and operational models for multiplication of the Programme action in the near future. Nonetheless, as in the case with impact, the ToR requested from the mid-term evaluation to anticipate sustainability in the short- and medium-term, following the current stage of the project implementation. The sustainability prospect is assessed against the Programme purpose, i.e. enhancing governance, municipal and inter-municipal management capacity and social, economic and physical infrastructure in a holistic, area-focused fashion. This section also provides assessment of potential for replicability of the Programme models.

Sustainability prospect of the good governance measures in municipalities is relatively satisfactory. Programme investment in strengthening good governance mechanisms in municipal operations and service delivery has been at commendable level. The insistence on transparent, efficient, effective, accountable and participatory processes for development planning and financial management, and service delivery has brought a range of positive changes at local level, as discussed in the Section 2.4 on Effectiveness. However, strengthening good governance is a process, which depends on a range of external factors (e.g. political and socio economic, potential for local elite/state capture, etc.) and a longer-term committed support by such Programme continues to be necessary. The importance of providing opportunities to municipalities to “learn by doing” by implementing investment projects while at the same time insisting on and strengthening good governance mechanisms already makes difference between municipalities which participated in EU PROGRES predecessor Programmes and the so-called “new municipalities” in the Toplica district.

Sustainability prospects of enhanced municipal and inter-municipal capacities is relatively satisfactory. While the Programme investments in increased municipal and inter-municipal capacities have already shown results in municipalities’ improved operations (e.g. urban directorates, CACs, municipal planning, etc.), the sustainability of these efforts depends on variety of external factors as explained above. Surely, capacity building brings strong and long-term effects at personal level, and as such is sustainable. At institutional level, it also brings significant effects in short and medium term, but these to a great extent depend on political changes in Serbia, which have significant effects on changes and fluctuation of staff.

Sustainability prospects of enhanced social, economic and physical infrastructure are satisfactory. While infrastructure projects presuppose sustainability, the Programme has gone one step ahead and integrates good governance mechanisms into the projects. The good governance measures introduced enhance sustainability of results and ownership of municipalities.

Also, application of the Grant modality is very important connecting pillar for all relevant components assessed for sustainability in this section as it increases capacities; strengthens good governance and builds ownership of municipalities, which is crucial sustainability measure of the Programme. It is true that at short term it brings significant delays, but positive effects it brings will surpass these delays.

2.8.2 Replicability

The Programme intervention is replicable to other context as it integrates a holistic approach to strengthening local governments. At the time of its design but also today, the Programme is a very innovative, strong and fresh approach to utilisation of opportunities provided by the EU accession process. The approach the Programme applies is holistic and tackles important dimensions of municipal governance, and offers opportunities for experiential learning for implementation of comprehensive development projects. Such approach, with integration of lessons learnt from the process so far, is replicable in other context, particularly in areas where high regional disparities, bleak socio-economic conditions are present. Nevertheless, the

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Programme intervention would also bring significant benefits for better off local governments too as it supports the reform processes and on-going reforms of local governance.

2.9 LESSONS LEARNT

The Programme implementation thus far generated important lessons learnt that are relevant for the next phase of the implementation, but also for potential successor Programme. The lessons learnt are:

- The Programme implementation proves the relevance of this type of interventions selected in the AoR. The Programme fits well within the strategic framework of the Serbian government and the EU, particularly the IPA Component I – institution building. The Programme responds to developmental context and challenges in its AoR.
- UNOPS is a practical implementing partner, as it provides neutral and apolitical venue for supporting reforms and development of the municipalities in the AoR. The UN flag helps responsiveness of the local governments, particularly in municipalities inhabited by ethnic minorities. Particularly important is the fact that the EU PROGRES team is composed of experienced expert staff, with extensive familiarity with the regions in which the EU PROGRES works, which enhances efficiency and effectiveness of the Programme.
- Integration of good governance principles and mechanisms has been a painful process both internally (within EU PROGRES) and externally with partners. Strategic decision to promote good governance both as a separate component and as crosscutting pillar of the Programme has brought significant value added to the Programme intervention. Further investment in integration of good governance in (preferably all) projects supported through EU PROGRES and/or its successor Programme will be of utmost importance for improved outcomes and impacts of the Programme.
- Grant Modality has been an excellent capacity building mechanism, which introduced new approaches and ways of thinking for municipalities through experiential learning. However, the application of the Grant Modality requires more time, thus more realistic sequencing should be developed to reflect the time frame within which it is possible to organize and implement projects applying this modality.
- Monitoring and audits of all projects prior to transferring each instalment has been an excellent good (governance) practice. It ensured important accountability of utilization of funds. At the same time, it proved to be strong capacity building tool, as each monitoring visit was an excellent opportunity for municipalities and the Programme to share lessons learnt, advise on improvements and changes in approach and strengthen the projects.
- Green zone Centre Leskovac and Agro-Business Centre Pešter are projects of strategic importance for their respective territories. Sequencing these interventions and creating synergy effects with other programmes such as USAID SLDP, Czech Development Agency, present best practice in implementation of large-scale development operations.
- Toplica district has had no previous support by similar Programmes, so the municipalities from this district struggle more in following the guidelines and milestones of the Programme. Enhanced effectiveness may be achieved if individual/mentor-based approach is applied by sequencing assistance to prepare those municipalities for infrastructure and other projects.
- Some of the Programme’s CfPs have coincided with those of other Programmes active in the AoR (i.e. UN PBILD, EU IPA CBC, and others). Also, municipalities at some instances have not been well prepared to respond to the CfP, justifying it by short notice. Announcing CfPs and deadlines should be done in advance (at the beginning of the Programme) to avoid

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overlaps with CfPs of other Programmes and to provide space for municipalities to adequately plan the activities to be taken as response to the Programme.

- Although CIF projects will continue to provide positive impact on a short-term basis, other approaches should be explored as well. For instance, measure by which CSOs (e.g. DamaD) are tasked by implementing activities across the AOR should be further explored, as well as inter-municipal cooperation projects within CIF grant scheme are worth further consideration.
- CIF 1 has gathered large number of applications and approved projects across the AoR. However, the second round of CfP recorded lower number of applications, due to the requirement of submitting the application in English language, and stricter criteria. While devising strict criteria is an important segment of the programme, English language represents a barrier for CSOs (and other partners) in the AoR, particularly small communities.
- There are local self-government units in which CSOs are actively involved in social service provision. Other cities and municipalities might learn from these examples and EU PROGRES should actively help them in that regard.
- Insisting on good governance, legislation and EU principles proved to have significant positive impact on the profile of the Programme and changes in the mind-sets of partners.
- The PSC has proven to be a good decision-making body and a problem-solving instrument for the large-scale multi-stakeholder Programme interventions as EU PROGRES is. The PSC is also a good mechanism for establishing vertical cooperation between different tiers of government, which includes advocacy for fundraising in projects of local and inter-municipal interest.
- Co-financing from LSGs has proven to be a challenge due to reasons such as budget limitations, political interests, and lack of strategic approach in development work. Flexibility of EU PROGRES in finding different mechanisms for co-financing of granted projects has been welcomed by all LSGs.
- It has been proved that continuous presence of donors and other development actors, either national or international is the most important element for achieving sustainability and impact at the local and regional level. The prospective follow up programme would be extremely beneficial for the participating local self-government units since vast majority of them are still struggling to address their development needs without assistance that is provided by external actors.

CONCLUSIONS AND RECOMMENDATIONS

3.1. CONCLUSIONS

EU PROGRES is a joint action of the European Union, the Government of Switzerland and the Government of Serbia, to enhance stability and socio-economic development of Serbia's two most underdeveloped areas and is implemented by United Nations Office for Project Services (UNOPS) through a Contribution Agreement. Target LSGs see UNOPS as factor of stability, equal status and as additional connecting line between the Serbian government and these areas, which promotes confidence building in central government and ultimately steps forward in peace building efforts.

The Programme builds on the momentum of the two predecessor Programmes (MIR 1 and MIR 2 in South Serbia and PRO 1 and PRO 2 in South-West Serbia), while enriching the interventions by integrating good governance and profile building of communities into the support to building municipal capacities and enhancing governance. Analysis of interventions undertaken by EU PROGRES shows that the Programme complies with the IPA purpose, i.e. to support the reforms undertaken as part of the European integration process, particularly with focus on institution building, sustainable economic and social development, and support to civil society.

The Programme is conceptually a very relevant vehicle for promoting and utilising opportunities provided by the EU accession process, particularly in terms of institution building and preparation of the government for undertaking measures to comply with *EU Acquis*. It is also very timely and appropriate to the current stage of development of the country. Its strengths are that it adopts a holistic approach to enhanced governance and municipal and inter-municipal management, and addresses the issue of sustainable development and inclusion both horizontally (within and among LSGs in the region), and vertically (between the local and state government institutions).

The Programme has made progress towards achieving its ambitious set of objectives. It is stimulating an inclusive process of municipal planning and service delivery with enhanced good governance mechanisms. It also enhances access to social services, improves livelihoods and increases economic prospects by investing in social, economic and physical infrastructure.

The Programme has also opened the way for productive civil society – municipal government dialogue in social service provision. Some partner organisations also took proactive role in ensuring sustainability of their interventions that were initially supported by the Programme through financing by municipalities or other donors. This is very important both for ensuring that rights of citizens, particularly the vulnerable groups, but also that the credibility and role of the partner organisations are recognised.

EU PROGRES continues supporting municipalities participating in the two predecessor Programmes, while it also includes municipalities in the Toplica district, which are granted preferential status as per the Programme document. However, implementation has not reflected sufficiently preferential status of these municipalities, which in turn affects absorption capacities of these municipalities and their lagging behind the other LSGs in achievement of results. Lessons learnt from this approach should provide for important input for programming for the potential new Programme, which may include new municipalities.

Development interventions involving many partners, covering multiple municipalities and targeting different groups are by their nature complex and difficult to present in the generally rigid results framework. Also, such Programmes struggle with explaining clearly the link between the concrete activities with general changes, especially connecting them with the objectively verifiable

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indicators. The revision of the Programme’s results framework indicates this struggle. The Programme log-frame contains weak OVIs at OO and SO level, which are not clearly defined, not SMART and not linked to each other. OVIs at output levels are much better defined even though they are mostly process indicators. Also, some activities across the results could have been better connected to make up for integrated intervention. Such example may be found in distributing activities aiming at increased financial management capacity of the municipal governments into Results 1, 2 and 3.

3.2. RECOMMENDATIONS

In light of the assessment conducted for the purpose of this Mid Term Evaluation, recommendations for the Programme have been drawn. The presentation of recommendations is addressed to partner institutions involved in the programme:

RECOMMENDATION FOR DEU, SDC, GOVERNMENT OF SERBIA AND THE IMPLEMENTING PARTNER: **DEVISE EXIT STRATEGT WITHIN THREE MONTHS OF THE MTE (UNTIL OCTOBER 2012)**

Careful analysis of the EU PROGRES intervention, its achievements, obstacles and external factors influencing the effectiveness and impact of the results points towards urgent need to devise an Exit strategy of the Programme. There are four options for the Exit Strategy that have been identified within the MTE process. These depend to a large extent on the readiness (or lack thereof) of donors to invest in increasing governance and management capacities of municipalities. The options are the following:

Option 1: Cost-extension of nine (9) months - to 1 (one) year to ensure smooth finalisation of the Programme with use of grant modality, but also preparation for the new Programme.

If selected, this option will first of all, ensure that the Grant Modality fulfils its purpose as both financing and capacity-building tool. Secondly, the cost-extension would also contribute to finalisation of all activities in best possible manner, thus ensuring enhanced effectiveness and impacts. Finally, the cost-extension could enable the Programme team to carefully design new intervention with full participation of all relevant stakeholders and would enable integration of lessons learnt and new knowledge from the current Programme upon its finalisation.

Option 2: Non-cost extension of nine (9) months to ensure finalisation of the Programme with use of the Grant Modality, preparation for the new Programme.

Similarly to the Option 1, this option would ensure finalisation of the current Programme and coherent preparation of the new successor Programme. Discussion with the Programme’s financial and management team indicates potential ability of the Programme to work with reduced capacities during the non-cost extension period. However, applying this option will cause reduction of the team, as some team members whose services would be of extreme importance in the follow up intervention would need to leave. If this option is accepted, further analysis of the budgetary ceilings and possibilities for non-cost extension of nine months should be carefully conducted, based on which necessary reallocations will be made.

Option 3: Non-cost extension of six (6) months to finalise the Programme and to prepare for new Programme.

If selected, this option would contribute to finalisation of the Programme only if the Direct Implementation Modality is applied, to enable efficiency of Programme delivery. Six-month extension may not be sufficient to develop the new Programme in participatory manner.

Option 4: Exit strategy to finalise the Programme (with non-cost extension of 6 months).

If selected, this option would enable finalisation of the Programme as it is planned now, with application of the Direct Implementation Modality. However, the failure to ensure funds for the successor Programme would be a missed opportunity, as the municipalities still need support to

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truly embed good governance and strategic planning in their operations. This would have significant impact on the initiated reform in LSGs in the Programme AoR.

RECOMMENDATION FOR DEU, SDC, GOVERNMENT OF SERBIA AND THE IMPLEMENTING PARTNER (IP): DEVISE EXIT STRATEGY WITHIN THREE MONTHS OF THE MTE (UNTIL OCTOBER 2012)

Careful analysis of the EU PROGRES intervention, its achievements, obstacles and external factors influencing the effectiveness and impact of the results points towards urgent need to devise an Exit strategy of the Programme. There are four options for the Exit Strategy that have been identified within the MTE process. These depend to a large extent on the readiness (or lack thereof) of donors to invest in increasing governance and management capacities of municipalities. The options are the following:

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If selected, this option would enable finalisation of the Programme as it is planned now, with application of the Direct Implementation Modality. However, the failure to ensure funds for the successor Programme would be a missed opportunity, as the municipalities still need support to truly embed good governance and strategic planning in their operations. This would have significant impact on the initiated reform in LSGs in the Programme AoR.

RECOMMENDATION FOR THE IMPLEMENTING PARTNER:

CONTINUE APPLYING GRANT MODALITY WHEREVER POSSIBLE THROUGHOUT THE DURATION OF THE PROGRAMME

The Contractor, with approval from donors and SEIO, should continue applying Grant Modality wherever possible. As discussed in the previous sections, the Grant modality brings

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significant positive effects on the way in which municipalities perceive and approach development of projects (particularly investment ones). The dual role this Modality entails, financial security and accountability measures (of both the Programme and LSGs), and capacity building dimension bring added value of the Programme and its interventions.

The Programme should continue applying Direct Implementation in cases where economies of scale can produce significant savings, or in small-scale projects that are implemented across municipalities (e.g. Detailed Regulation Plans).

RECOMMENDATION FOR THE IMPLEMENTING PARTNER:

CONTINUE GOOD PRACTICE OF INTEGRATING GOOD GOVERNANCE INTO ALL COMPONENTS OF THE PROGRAMME THROUGHOUT THE DURATION OF THE PROGRAMME

The Contractor should continue integrating good governance principles. Integration of good governance in Programme activities is already bringing positive results. Further on-going efforts to continue such practice will enhance the benefits, impacts on improvement of livelihoods. Also, it will contribute to improvement of socio-economic prospects of municipalities, as they will contribute to better competitiveness in the target municipalities. The future impact and long term sustainability can be guaranteed by focusing on good governance elements.

RECOMMENDATION FOR THE IMPLEMENTING PARTNER:

PROMOTE BEST PRACTICES FROM MUNICIPALITIES, PARTICULARLY SHARE THEM WITH UNDERDEVELOPED MUNICIPALITIES (E.G. PEER-TO-PEER) THROUGHOUT THE DURATION OF THE PROGRAMME

Implementation of MIR/PRO and EU PROGRES has brought significant changes in ways municipalities operate. Some municipalities have advanced significantly during the period of interventions (e.g. Tutin and Ivanjica). Lessons learnt and best practices from these municipalities would offer valuable lessons and/or models for other municipalities, which would help them to improve their focus and operations.

RECOMMENDATION FOR DEU, SDC, GOVERNMENT OF SERBIA AND THE IMPLEMENTING PARTNER:

CONSIDER APPLYING MORE COMPREHENSIVE TWO-TRACK APPROACH TO DISTINGUISH BETWEEN PROJECTS THAT ARE COMING FROM CITIES AND ONES FROM MUNICIPALITIES, ESPECIALLY FROM THE MOST UNDERDEVELOPED ONES IN THE NEXT PROGRAMME (IF ANY).

Regional centres and cities have differing needs and potential than the small municipalities, particularly underdeveloped ones. That is why different project modalities and activities may contribute to increasing the quality of results. The Programme is already doing this by supporting larger investment projects (such as the Green Zone in Leskovac) in cities and regional centres, and small infrastructure and local projects in smaller municipalities. Nevertheless, the approach should also create mechanisms for spill over and best practice sharing between projects of different modalities. The Programme should also be inclusive to other cities and municipalities that are not covered by EU PROGRES, yet have interest to participate in this development action. This practice should be institutionalised through devised and elaborated activities and applied in the next Programme (if any).

RECOMMENDATION FOR THE IMPLEMENTING PARTNER:

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SEQUENCE THE INTERVENTIONS IN ORDER TO ENABLE ALL MUNICIPALITIES TO PREPARE WELL FOR PROJECTS, AND PARTICULARLY THOSE THAT ARE NEW TO THESE KINDS OF INTERVENTIONS IN THE NEXT PROGRAMME

Local self-government units benefit extensively from all interventions of the Programme. Nevertheless, better quality results would be achieved if sequencing of interventions would be coherently applied. Sequencing implies the provision of support to development of project-technical documentation to enable municipalities to have sufficient time to carefully select projects for financing. Based on the prepared documentation, CfPs for infrastructure projects should be organised and projects could start implementation.

RECOMMENDATION FOR DEU, SDC, GOVERNMENT OF SERBIA AND THE IMPLEMENTING PARTNER: CONDUCT IMPACT ASSESSMENT OF THE PRO/MIR-PROGRES AT THE FINAL STAGE OF PROGRAMME IMPLEMENTATION (WITHIN THE SIX MONTHS TOWARDS THE END OF THE PROGRAMME)

Impact assessment of the MIR/PRO/EU PROGRES is seen as an important process to gain knowledge on effects and impacts of these interventions in the Programme area. Such assessment will be used for designing better development policies at national and local level, as well as for creating new project interventions that will better suit the needs of local self-government units not only in the Programme area, but across Serbia. It is recommended that the potential successor Programme is designed based on a comprehensive impact assessment, which would serve as a baseline study for Programme’s results (and indicators).

RECOMMENDATION FOR THE IMPLEMENTING PARTNER: IMPROVE REPORTING FOR RESULTS THROUGHOUT THE DURATION OF THE PROGRAMME

This recommendation encompasses proposals for improving instruments for M&E of the Programme results and objectives, which will lead to improved reporting for results. It is proposed to revise the logical framework and the work plan, to strengthen monitoring and evaluation framework and to improve reporting against the achieved results, as follows:

Revise the logical framework, particularly the OVIs: The Programme’s log frame has already been modified to incorporate good governance and SMART criteria. Still efforts should be invested to develop SMART logical framework, particularly in the area of OVI, with greater regard to external context and project adaptations. This will have multiple benefits: the intervention will be clearer to the donor, partners and other involved stakeholders; it will facilitate implementation, and it will be easier to reflect on achievements and provide evidence for them. Revision of the LF should be done through participation of all Programme staff and key partners from the Government and donors. **It is recommended that such revision be conducted in a form of a workshop**, to enable space for analysis of results framework as per the Project Fiche, current LF and the context in which the programme is implemented. Based on the discussion, targeted OVIs may be developed. TO start the discussion, the Annex 6 provides some recommendations for changes, but the MTE does not go into further elaboration as such exercise would require participation and focused exchange between all parties.

Adopt a revised Work-plan: It will be of utmost importance to revise the Work plan based on mapping of remaining activities to be implemented and finalised and reality/context in the target communities. Also, it will provide significant input for decision making on the exit strategy as per the recommendation 1 above.

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Strengthen Monitoring and Evaluation framework: The EU PROGRES should create consistent mechanisms for monitoring indicators as set out in the LF (such as direct job creation through project intervention; number of companies that have been created in the Programme area as a result of the intervention; implementation of local mechanisms for gender equality and minority inclusion; perceptions of municipalities in regard to good governance, municipal reforms, sustainable development and EU accession; scale and scope of local governments’ support to CSOs, monitoring of investments in the Programme area). These would be a great source of information to local, national and regional authorities, research community and academia, besides their value as internal monitoring document.

Improve reporting of achieved results: Reporting conducted by the Programme so far has been rather activity than impact related until the last Annual report (June 2012), which shows improvements. Improvement of reporting mechanisms should continue in order to ensure that the reports provide cumulative synthesis of results achieved throughout the programme in a concise and clear manner.

ANNEXES

Annex 1: Logical Framework

	Intervention Logic	Verifiable Indicator	Means of Verification	Assumptions
Overall Objective	To contribute to enhanced stability and socio-economic development in Serbia's poorest and most conflict-prone regions: the South and South West Serbia	<ul style="list-style-type: none"> - Contribute to job creation in the PROGRES AoR - Contribute to improvement of equal representation of men and women and ethnic minorities in the PROGRES area of responsibility - Level of improvement of infrastructure conditions in municipalities - Increased capacity of municipalities for integrated infrastructure development expected - Increases in the level of investments expected through PROGRES - Increased number of new companies expected - Contribute to majority support of citizens in the PROGRES area to accession to the European Union. - Contribute to improvement of environmental indicators 	<ul style="list-style-type: none"> • Socio economic analysis; PROGRES reports • Municipal documentation; international organizations' reports; CSOs reports; media reports • Evaluation reports of infrastructure projects • Municipal documentation • Municipal documentation; Government documentation; SIEPA annual reports; • Business registries • SEIO surveys on citizens' support to Serbia's EU Accession. • Statistical Office of the Republic of Serbia, Institute for Public Health, Ministry of Environment and Spatial Planning 	
Project Purpose	To enhance governance, municipal and inter-municipal management capacity and social, economic and physical infrastructure in a holistic, area-focused fashion	<ul style="list-style-type: none"> - Increased satisfaction of citizens with public services over three years of PROGRES implementation - Improved partnerships between CSOs and local governments; increased municipal budget allocations for CSOs - Number of municipalities organising effective budgetary public hearings increased until the end of the Programme 	<ul style="list-style-type: none"> • Citizens' Satisfaction Surveys year 1 and year 3 of Programme • CIF reports; municipal reports; municipal budgets; CSO reports • Municipal documentation; budgets; PROGRES reports from public hearings • Municipal documentation; budgets; reports from CASs • Municipal documentation; PROGRES reports; NMCs reports; Government reports; international organisations 	<p>Overall political stability is maintained, and relations with the EU are consolidated and strengthened</p> <p>The Government of Serbia remains committed to implement the Strategy for Public Administration Reform, with emphasis on accelerating and completing the decentralization process</p> <p>The impact of the current global</p>

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	Intervention Logic	Verifiable Indicator	Means of Verification	Assumptions
		<ul style="list-style-type: none"> - Citizens Advisory Services continue in at least 2 municipalities after the Programme finishes - Local mechanisms for gender equality and minority inclusion in place - Increased level of tax collection on local level by the end of the Programme - Increased execution of the planned budgets in at least 10 municipalities by the end of the Programme - Increased level of services for businesses in at least two municipalities, existing plans for economic development, increased number of enterprises involved in clustering - Urban planning documents in place in all municipalities within the time frame envisaged by the Law - Infrastructure Master Planning continuous activity in at least 3 municipalities until the end of the Programme - Increased level of implementation of Local Sustainable Development Strategies in at least 8 municipalities until the end of the Programme - Increased number of projects (up to 40) from SS and SWS on the SLAP data base - third level until the end of the Programme - Increased municipal potential for gaining financial sources for implementation of infrastructure projects 	<p>reports</p> <ul style="list-style-type: none"> • Reports from the local tax offices; PROGRES reports • Municipal annual audit reports • Local economic development plans, municipal administration systematization documents, portfolio of OSSs, cluster documentation • General and detailed regulation plans • Municipal documentation; PUCs documentation • Final evaluation; municipal reports • SLAP database • Projects technical documentation, contracts with financial organizations and donors • "Municipal reports • Reports from National Employment Service" • "APR reports, • Municipal reports, • Local PUC reports, • Statistics from the Ministry of Education • Reports from local health centres • Statistics from the Ministry of Health • Inter-municipal and inter-ethnic agreements and projects; partnership projects of national and local governments; PROGRES reports. • Municipal documentation; CSOs reports; media reports; research on awareness change; PROGRES reports. • Media reports; tourism organizations reports; PROGRES reports. 	<p>financial crisis will not have further impact upon municipal finances.</p> <p>Key stakeholders, especially towns and municipalities, willingly participate in activities under the Programme</p> <p>LSGs have sufficient financial capacities to finance their own contribution to the grants awarded by the PROGRES grant scheme</p> <p>Line Ministries have outreach and capacity to efficiently deal with planned common activities and projects</p> <p>Elections. National and local elections must be held by 2012 at the latest. Elections have proved disruptive for previous Programmes, because elected officials focus on election campaigns at the expense of municipal management. At least one set of elections will be held during the Programme period, possibly more.</p> <p>Financial viability of municipalities. In 2009 transfers from central government to municipalities were drastically cut, putting a number of poorer municipalities at risk of bankruptcy. Bankruptcy would require central government intervention and renewed elections, at a minimum. They would prove highly disruptive for</p>

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	Intervention Logic	Verifiable Indicator	Means of Verification	Assumptions
		<ul style="list-style-type: none"> - Number of permanent and temporary jobs created (M/F) through implementation of infrastructure projects increased during second and third year of project implementation. - Number of newly formed companies increased by the end of the Programme. - Number of building permits issued, and number of projects ready for financing increased by the end of Programme implementation - Percentage (number, statistics?) of citizens (M/F) covered by regular waste disposal services increased by the end of Programme implementation - Percentage of separated and recycled waste increased during second and third year of project implementation. - Percentage of citizens (M/F) covered with quality-controlled water supply increased by the end of Programme implementation. - Number of children (M/F, vulnerable groups, minorities...) covered by pre-school education increased by the end of second and third year of Programme implementation. - Percentage of citizens (M/F, vulnerable groups, minorities...) with access to direct health protection services increased during second and third year of Programme implementation. 		<p>processes of municipal development and investment plans.</p> <p>Lack of cooperation between PROGRES and other donor interventions in the field</p> <p>LSGs have insufficient financial capacities to finance their own contribution to the grants awarded by the PROGRES</p> <p>Ethnic tensions in the South and South West Serbia.</p> <p>Possible changes in municipal managements before elections</p> <p>Severe weather and other natural disasters. Much of the territory covered by the PROGRES is subject to severe weather conditions: snowfall, droughts and floods.</p> <p>Slow administration procedures on local level</p> <p>Modality of PROGRES implementation through grant contracts to beneficiaries has shown that due to inefficiency of municipal administration implementation of the contracts is delayed. This creates high commitment of PROGRES funds but a low cash flow. This can also affect timing of implementation of certain actions. PROGRES is instigating strict rules with clear timeframes for implementation, and keeps the right to cancel the grant contract if implementation plan</p>

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	Intervention Logic	Verifiable Indicator	Means of Verification	Assumptions
		<ul style="list-style-type: none"> - Enhanced inter-municipal and inter-ethnic cooperation and stronger relationship between national and local governments. - Increased understanding of municipalities, CSOs and citizens of good governance, municipal reforms, sustainable development and EU values. At least half of Programme events facilitate affirmative statements from municipal officials about reforms. Increased number of citizens' initiatives tackling good governance and reform issues. - Improved image of the selected destinations within PROGRES area of responsibilities. 		<p>is not followed by beneficiary. Adequate Programme staff. Experience has shown that it can be difficult to recruit adequately qualified people to work in the more rural areas. Bringing people from outside risks the Programme being seen as not investing in the local communities, while recruiting under-qualified people risks slowing or harming Programme implementation.</p>

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Annex 2. Categorisation of EQs as per the OECD DAC criteria and their disaggregation

OECD DAC Criteria	Original EQ	Subdivision of EQs	Comment
Relevance	EQ 8. To what extent EU PROGRES interventions are built on a systemic local context and stakeholder analysis taking into account municipal competences and responsibilities and those of super ordinate state levels in the respective field of intervention	EQ 8.1. Assessment of the extent to which EU PROGRES interventions are built on a systemic local context	
		EQ 8.2. Assessment of the extent to which EU PROGRES interventions are built on stakeholder analysis taking into account municipal competences and responsibilities	
		EQ 8.3. Assessment of the extent to which EU PROGRES interventions are built on those of super ordinate state levels in the respective field of intervention.	
Efficiency	EQ 3. The efficiency and effectiveness of the project approach in achieving the stated objectives including an over view of the Programme disbursements rates vis-à-vis Grant Modality especially.	EQ 3.1. The efficiency of the project approach in achieving the stated objective	The EQ 3 contains requirement to assess efficiency and effectiveness, except for the overview of the Grant modality. That is why, the EQ 3.1. is also addressed in the section on effectiveness.
		EQ 3.2. Overview of the Programme disbursements rates vis-à-vis Grant Modality especially	
	EQ 6. The approach to project management, including the role of stakeholders in the steering committee and coordination with government and other partners including other EU and bi laterally funded development projects operating locally and nationally as appropriate.	EQ 6.1. The approach to project management	
		EQ 6.2. The role of stakeholders in the steering committee	
		EQ 6.3. Coordination with government and other partners including other EU and bi laterally funded development projects operating locally and nationally as appropriate	
EQ 4. Assessment of external factors affecting the project, and the extent to which the project has been able to adapt and/or mitigate the effects of such factors			
Effectiveness	EQ 3.1. The efficiency and effectiveness of the project approach in achieving the stated objectives	EQ 3.1. The effectiveness of the project approach in achieving the stated objectives	These EQs are very related and similar; therefore, the analysis of the Effectiveness will tackle all these relevant segments in the discussion

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OECD DAC Criteria	Original EQ	Subdivision of EQs	Comment
	EQ 2: The extent to which the project design and the activities implemented to date are contributing to the stated objectives of the Programme documents	EQ 2: The extent to which the project design and the activities implemented to date are contributing to the stated objectives of the Programme documents	under EQ 2 in the main text.
	EQ 5.1. The importance of local and inter municipal infrastructure projects, their effects and factors causing delays	EQ 5.1. The importance of local and inter municipal infrastructure projects, their effects and factors causing delays	
	EQ 7. To what extent in cooperation agreements (Grant contracts) between EU PROGRES and Partners the division of labour as well as roles and responsibilities are agreed in such a way that partners are truly enabled and empowered to carry out tasks independently later on		No sub-divisions.
	EQ 5. The importance of local and inter municipal infrastructure projects, their effects and factors causing delays as well as any changes in perception of any of Grantees towards how projects are developed and implemented and therefore LSG contributing to future absorption rates of Donor funding	EQ 5.1. The importance of local and inter municipal infrastructure projects, their effects and factors causing delays	This question is divided into two parts, and 5.2. is addressed in section on Impact.
Impact	EQ 1: Likelihood of contributing to the improvements in the life of citizens of the Programme area including vulnerable groups		
	EQ 5.2. Changes in perception of any of Grantees towards how projects are developed and implemented and therefore LSG contributing to future absorption rates of Donor funding		
Good governance	EQ 9. To what extent has the Good Governance cross-cutting concept taken hold through Programme and are perceptions of local stakeholders changing	EQ 9.1. To what extent has the Good Governance cross-cutting concept taken hold through Programme	
		EQ 9.2. Are perceptions of local stakeholders changing?	
Visibility	EQ 10. How has the issue of EU, Serbian Government and Swiss visibility been handled		

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Annex 3. Evaluation matrix

No.	Evaluation question	Judgment criteria	Indicator	Sources of information	EQ Specific Methodology
1.	Likelihood of contributing to the improvements in the life of citizens of the Programme area including vulnerable groups	Life of the citizens in the Programme area of responsibility are improved Life of the citizens, members of vulnerable groups, in the Programme area of responsibility are improved	<ul style="list-style-type: none"> ▪ % projects judged likely to achieve results & immediate impacts ▪ Number of services/goods provided by projects per municipality ▪ Number of projects focusing on vulnerable groups funded ▪ Number of civil society organisations involved ▪ Perception of ownership among project implementers (online survey/interview responses) 	<ul style="list-style-type: none"> ▪ Programme Reports ▪ Implementing partners' Reports ▪ Media releases and other relevant studies ▪ Interviews, online survey results, etc. 	<p>Desk study of internal and external information sources</p> <p>The fieldwork will encompass a number of sampled municipalities, beneficiaries and partners of the Program within different components, as well as external stakeholders and boundary partners.</p> <p>The work on this EQ will be based on the following methods:</p> <ul style="list-style-type: none"> <input checked="" type="checkbox"/> Interviews with direct and non-direct stakeholders <input checked="" type="checkbox"/> Focus groups <input checked="" type="checkbox"/> Online survey <input checked="" type="checkbox"/> Follow up interviews
2.	The extent to which the project design and the activities implemented to date are contributing to the stated objectives of the Programme documents	Stated objectives of the Programme are successfully achieved.	<ul style="list-style-type: none"> ▪ % of planned projects/activities successfully implemented ▪ % of output & results indicators achieved of the Programme intervention ▪ % of results and activities correctly sequenced and scoped in objectives hierarchy ▪ % of results likely achievable ▪ Assumptions taken into 	<ul style="list-style-type: none"> ▪ Programme documentation ▪ Programme Reports ▪ Interviews with direct and non-direct project stakeholders ▪ Interviews with relevant stakeholders, online survey results, etc. 	<p>Judgment will be based on the performance of the Programme and assessment whether the Programme is making identifiable impacts so far in its implementation. The judgment differentiates two levels of sources of evidence and analysis:</p> <ul style="list-style-type: none"> <input checked="" type="checkbox"/> At programming level, based mainly on the assessment as per specific objectives, <input checked="" type="checkbox"/> At implementing level, based on sources and indicators related to timely execution of activities & delivery of outputs; likelihood of achieving Programme purpose

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No.	Evaluation question	Judgment criteria	Indicator	Sources of information	EQ Specific Methodology
			consideration		<p>The investigation of these will focus on a number of sampled municipalities, beneficiaries and partners of the Program within different components, in accordance with the evaluation methodology.</p> <p>The work on this EQ will be based on the following methods:</p> <p><input checked="" type="checkbox"/> Interviews with direct stakeholders</p>
3.	<p>The efficiency and effectiveness of the project approach in achieving the stated objectives including an over view of the Programme disbursements rates vis-à-vis Grant Modality especially</p>	<p>Stated objectives of the Programme are achieved in efficient and effective manner.</p> <p>The Grant modality contributes to efficient and effective achievement of stated objectives.</p>	<ul style="list-style-type: none"> ▪ Number of projects funded/ year ▪ Average size of projects (in €) ▪ % of annual budget allocations (2011, 2012) contracted & disbursed within the set timeframe ▪ Grant modality and its efficiency ▪ % internal Programme deadlines met ▪ No. of planned results produced on time ▪ % project /Programme budget requests based on itemised cost estimates and agreed time-frames ▪ % of outputs /results produced by projects per specific thematic areas ▪ % of projects which are assessed in Audit Reports as acceptable ▪ Number of projects monitored and feedback integrated ▪ Performance by 	<ul style="list-style-type: none"> ▪ Audit Reports ▪ Regular Progress Reports ▪ Project proposals and awarded projects, 2010-12 ▪ Monitoring Reports (quarterly, annual, final reports of implementing partners) ▪ Interviews, online survey results, etc. 	<p>Judgment will be based on the performance of the Programme.</p> <p>The judgment differentiates two levels of sources of evidence and analysis:</p> <p><input checked="" type="checkbox"/> At programming level, based mainly on the assessment as per specific objectives,</p> <p><input checked="" type="checkbox"/> At implementing level, namely based on sources and indicators, including status of contracting, institutional setting, monitoring reports and structures, timely execution of activities & delivery of outputs, likelihood of achieving Programme purpose in the set time-frame</p> <p>The assessment will be done through review of the Programme implementation process through analysis of monitoring and audit reports, etc. Besides, interviews with the Programme team, donors and (implementing) partners will be organized.</p>

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No.	Evaluation question	Judgment criteria	Indicator	Sources of information	EQ Specific Methodology
			administrative and organizational structures vis-à-vis agreed targets <ul style="list-style-type: none"> ▪ Flexibility of administrative and organizational structures to adapt to changing external conditions 		
4.	Assessment of external factors affecting the project, and the extent to which the project has been able to adapt and/or mitigate the effects of such factors	The Programme is structured to respond to changing external factors The Programme is able to mitigate to changing external factors	<ul style="list-style-type: none"> ▪ Evidence of developed risks/assumptions framework and mitigation measures in the Programme document. ▪ The Programme collects, analyses and integrates evidence on the political and socio-cultural problems in the target region and wider context and responds accordingly ▪ Level of flexibility of the Programme to adapt to changing situation and to mitigate the effects of external factors ▪ Identification of problems and causal relationships is clear. 	<ul style="list-style-type: none"> ▪ The Programme documents ▪ Country/sector reports. ▪ Third party evaluations and studies ▪ Interviews, online survey results, etc. 	To be judged that the Programme is able to adapt and/or mitigate the effects of external factors, the assessment should: <ul style="list-style-type: none"> <input checked="" type="checkbox"/> Include problem analysis <input checked="" type="checkbox"/> Assess whether Programme develops strong partnerships and mitigation actions to respond to obstacles that may arise. <input checked="" type="checkbox"/> Assess whether the Programme builds on evidence on the political and socio-cultural problems in the target region and wider context <input checked="" type="checkbox"/> Review of the Programme implementation process in order to determine if and to what extent the Programme ensures quality needs assessment, on-going monitoring of the external factors, etc. This will be done through desk review of available internal and external information sources, analysis of Programme monitoring reports, etc.
5.	The importance of local and inter municipal infrastructure projects, their effects and factors causing delays as well as any changes in perception of any of Grantees	Local and inter-municipal infrastructure projects contribute to changing perceptions of the grantees towards the project preparation process Increase in financial and	<ul style="list-style-type: none"> ▪ % projects prepared on basis of problem analyses or needs assessment ▪ No. of projects progressing without significant delays ▪ % projects judged likely to achieve results & 	<ul style="list-style-type: none"> ▪ Project budgets ▪ Programme financial and narrative reports ▪ Interviews with relevant Programme team, grantees, stakeholders 	To be judged as being adequate, needs assessments should: <ul style="list-style-type: none"> <input checked="" type="checkbox"/> Include problem analyses of the potential grantee absorption capacity <input checked="" type="checkbox"/> Costs for beneficiaries (co-financing, compliance costs stemming from administrative burden) <input checked="" type="checkbox"/> Assess whether needs are analysed within a realistic and adequate timeframe

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No.	Evaluation question	Judgment criteria	Indicator	Sources of information	EQ Specific Methodology
	towards how projects are developed and implemented and therefore LSG contributing to future absorption rates of Donor funding	in-kind contribution rates by LSGs/national government in the Programme area of intervention	<p>immediate impacts within set timeframe</p> <ul style="list-style-type: none"> ▪ Number of other developmental projects of partner municipalities awarded grants from sources other than EU PROGRES ▪ Number of projects where future maintenance costs are ensured from other sources of funding 		<p>The complexity of the Programme approach vis-à-vis the differences between the efficiency of the Programme and the need to build capacities of the partners requires assessment that provides information on the status of the projects supported and the progress towards achievement of results in the area of good governance. The investigation of this will focus on a number of sampled municipalities, beneficiaries and partners of the Program within different components, in accordance with the evaluation methodology.</p> <p>The work on this EQ will be based on the following methods:</p> <ul style="list-style-type: none"> <input checked="" type="checkbox"/> Interviews with direct and non-direct stakeholders <input checked="" type="checkbox"/> Focus groups <input checked="" type="checkbox"/> Online survey
6.	The approach to project management, including the role of stakeholders in the steering committee and coordination with government and other partners including other EU and bi laterally funded development projects operating locally and nationally as appropriate	Regular consultations and coordination with local and national government, civil society, donors and other bilaterally funded development projects operating nationally and locally	<ul style="list-style-type: none"> ▪ Number & type of inputs provided by beneficiaries during the Programme implementation ▪ Level of coordination and cooperation between partners in Programmes focusing on South and South West Serbia ▪ Programme contains strong reference to coordination mechanisms between partners ▪ Programme document contains reference to other interventions promoted by government, civil society and donors 	<ul style="list-style-type: none"> ▪ Programme Reports ▪ Meeting minutes ▪ Government and donor Reports (interviews with partners) ▪ Project reports ▪ Interviews, online survey results, etc. 	Review of the Programme implementation process in order to determine if and to what extent the Programme ensures participation of the stakeholders through interviews with relevant donors, partners and other external stakeholders.

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No.	Evaluation question	Judgment criteria	Indicator	Sources of information	EQ Specific Methodology
7.	To what extent in cooperation (Grant agreements) between EU PROGRES and Partners the division of labour as well as roles and responsibilities are agreed in such a way that partners are truly enabled and empowered to carry out tasks independently later on	Partners are truly enabled and empowered to carry out tasks as stipulated in the cooperation agreements Partners are truly enabled and empowered to prepare and implement quality projects upon the end of EU PROGRES support	<ul style="list-style-type: none"> ▪ Number & type of inputs provided by the Programme to the grantees during project preparation and implementation ▪ The division of labour, roles and responsibilities between the grantees and the EU PROGRES are clear ▪ The tendering, contracting and project implementation procedures are clear to all grantees (online survey) ▪ Number of staff in potential beneficiary municipalities trained for project implementation (PCM, procurement, etc.) ▪ Number of training /information events provided for potential beneficiaries ▪ Number of internal quality control checks in preparing projects and their implementation ▪ % project budget requests based on itemised cost estimates ▪ % projects with realistic procurement schedules (re PRAG) ▪ % projects with 	<ul style="list-style-type: none"> ▪ Project documents ▪ Internal Procedures/ Manuals /Guidelines /Documents ▪ Reports ▪ Interviews, online survey results, etc. 	<p>To be judged appropriate, the project selection mechanism should ensure that:</p> <ul style="list-style-type: none"> <input checked="" type="checkbox"/> Projects are consistent with the Programme documents & clearly aimed at the achievement of Programme related objectives. <input checked="" type="checkbox"/> projects are focused on improving the existing situation, project identification should include analyses of (i) problems/needs; (ii) stakeholders; (iii) likely target groups; (iv) potential beneficiaries <input checked="" type="checkbox"/> Project preparation is subject to internal and external quality control procedures focused on project (i) <u>relevance</u> (justification on problems/needs & impact); (ii) <u>efficiency</u> (project design & readiness re. activity/task definition, contract identification & contracting timetables, budgetary analysis, procurement documentation, output-result schedules); (iii) <u>effectiveness</u> (likelihood that results will achieve project purpose & benefits to target groups) <input checked="" type="checkbox"/> Projects are selected on the basis of quality & accession priority <p><u>Institutional framework for project selection in place:</u></p> <ul style="list-style-type: none"> <input checked="" type="checkbox"/> Adequate human and material resources <input checked="" type="checkbox"/> Efficient involvement of stakeholders <p><u>Analysis of unnecessary steps in the process</u></p> <p>The investigation of these will focus on a number of sampled municipalities, beneficiaries and partners of the Program within different components, in accordance with the evaluation methodology.</p> <p>The work on this EQ will be based on the</p>

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No.	Evaluation question	Judgment criteria	Indicator	Sources of information	EQ Specific Methodology
			supporting procurement documentation <ul style="list-style-type: none"> ▪ % of financial contribution for projects by grantees ▪ Number of other developmental projects of partner municipalities awarded grants from sources other than EU PROGRES ▪ Number of projects where future maintenance costs are ensured from other sources of funding 		following methods: <ul style="list-style-type: none"> <input checked="" type="checkbox"/> Interviews with direct and non-direct stakeholders <input checked="" type="checkbox"/> Focus groups <input checked="" type="checkbox"/> Online survey
8.	To what extent EU PROGRES interventions are built on a systemic local context and stakeholder analysis taking into account municipal competences and responsibilities and those of super ordinate state levels in the respective field of intervention	The Programme is based on strong and systemic analysis of local context and capacities of stakeholders Programme documents contain appropriate & up to date references to national/local policies, competencies and responsibilities	<ul style="list-style-type: none"> ▪ Level & type of inputs provided by beneficiaries to the preparation of the Programme ▪ The Programme is based on strong logical framework. ▪ The Programme allows for accurate and timely participation of a range of partners from different sectors and other key stakeholders in: <ul style="list-style-type: none"> - Needs assessment - Strategy selection - Other key steps of the programming cycle ▪ Programme intervention is in line with local and national legislation (building regulations, municipal competencies), spatial and development 	<ul style="list-style-type: none"> ▪ EC Progress Reports ▪ Government Documents /Reports, Studies and analyses ▪ Programme documents and reports ▪ Interviews, online survey results, etc. 	To be judged as being adequate: <ul style="list-style-type: none"> <input checked="" type="checkbox"/> The Programme implementation should include, & incorporate, regular consultations with national/local authorities responsible for policy, reform & strategic planning <input checked="" type="checkbox"/> Programme documents should contain appropriate & up to date references to national/local policies /strategies /reforms The approach to this specific EQ will include the review of the Programme documents and studies produced, the assessment of the level of inclusion of partners in preparation and implementation of the Programme, through: desk review, focus groups and interviews.

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No.	Evaluation question	Judgment criteria	Indicator	Sources of information	EQ Specific Methodology
			planning documentation, etc.		
9.	To what extent has the Good Governance cross-cutting concept taken hold through Programme and are perceptions of local stakeholders changing	<p>Good governance principles and mechanisms are incorporated in the Programme and its work with national/local authorities responsible for policy, reform & strategic planning</p> <p>Local stakeholders have increased knowledge and positive perceptions of the good governance principles</p>	<ul style="list-style-type: none"> • The Programme is line with good governance principles. • The Programme incorporates good governance mechanisms in: <ul style="list-style-type: none"> - Needs assessment - Project identification and selection - Other key steps of the programming cycle • Number of projects funded by EU PROGRES that incorporate good governance principles • Number of municipalities that apply good governance principles in delivering upon local affairs 	<p>Reports of the good governance back stopper missions</p> <p>Programme documents</p> <p>Programme reports</p> <p>Interviews, online survey results, etc.</p>	<p>Review of the Programme implementation process in order to determine if and to what extent the Programme ensures good governance principles are incorporated in its activities and results through desk review of the Programme documents, tenders criteria, etc., The findings will be validated through interviews with relevant donors, partners and other external stakeholders, the online survey and focus groups.</p>

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No.	Evaluation question	Judgment criteria	Indicator	Sources of information	EQ Specific Methodology
10.	How has the issue of EU, Serbian Government and Swiss visibility been handled	<p>The EU visibility has been strong</p> <p>The Swiss government visibility has been strong</p> <p>The Serbian government visibility has been strong</p>	<ul style="list-style-type: none"> ▪ Number of visibility & public awareness events ▪ Number of events where EU, Swiss and Serbian Government were present 	Programme Website Programme documents and reports, etc.	<p>To be judged as being appropriate:</p> <p><input checked="" type="checkbox"/> The Programme implementation should include, & incorporate, and enhance the visibility of the EU, the SDC and the Serbian Government support</p> <p>This will be assessed through review of the Programme documents, the Programme visibility tools and events</p>
11.	What are the lessons learnt from the implementation modality chosen i.e. that of providing Grants to partners and how has it affected outcomes/impacts and what recommendations can be made to improve the methodology	The review of the Programme’s knowledge management evidence of good practices, success stories, lessons learnt or transferable examples for wider use and institutional memory as well as findings from the field work.			
12.	Recommendations for input to the Programme Exit Strategy				

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Annex 4. Efficiency

Table 4.1. Overview of contracted projects

Total number of contracted projects	122
Projects value above 100.000 €	10
Projects value between 50 - 100.000 €	21
Projects value below 50.000 €	91
Note: Cancelled projects / not completed	8

Table 4.2. Overview of financial contribution to EU PROGRES activities as of 31 May 2012

Activity	EU PROGRES (distributed grants)	Agreed Co-funding (EUR)			Paid Co-funding (EUR)		
		Municipal	Serbian Government	Other Donors	Municipal	Serbian Government	Other Donors
Component 1: Good Governance							
1.1 Citizens Involvement Fund	333,330	108,588	n/a	n/a	137,832	n/a	n/a
1.3 Citizens Advisory Services	89,170	11,250	n/a	8,900	5,050	n/a	0
1.4 Conducting Participatory Budgeting process	99,631	n/a	n/a	n/a	n/a	n/a	n/a
1.6 Gender Equality in Service of Development	26,572	n/a	n/a	n/a	n/a	n/a	n/a
1.7 Together Towards Interculturalism (3 NMCs)	39,820	n/a	n/a	n/a	n/a	n/a	n/a
Subtotal	588,523	119,838	0	8,900	142,882	0	0

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Activity	EU PROGRES (distributed grants)	Agreed Co-funding (EUR)			Paid Co-funding (EUR)		
		Municipal	Serbian Government	Other Donors	Municipal	Serbian Government	Other Donors
Component 2: Municipal Management and Development Planning							
2.1 Citizens Assistance Centres	136,000	19,500	n/a	n/a	37,216	n/a	n/a
2.2 Business incubator centers	67,000	n/a	n/a	18,000	n/a	n/a	18,000
2.4 Support to Local Tax Administration	86,463	15,301	n/a	n/a	13,641	n/a	n/a
3.1 Preparation of spatial and urban plans	477,882	80,619	n/a	n/a	78,061	n/a	n/a
Subtotal	767,345	115,421	0	18,000	128,918	0	18,000
Component 3: Infrastructure							
4.2 Design of projects documentation	234,476	32,541	745,000	n/a	29,557	0	n/a
6.1 Infrastructure projects Toplica	723,645	145,119	20,000	n/a	83,397	20,000	n/a
6.2 Municipal infrastructure projects	1,643,435	663,633	n/a	830,950	832,204	n/a	150,000
6.3 Inter municipal and national projects	506,384	171,250	450,000	96,000	171,250	450,000	176,000
Subtotal	3,107,940	1,012,543	1,215,000	926,950	1,116,408	470,000	326,000
Component 4: Public Awareness and Branding of Areas							
7.1 Media partnership projects	5,435	n/a	n/a	n/a	n/a	n/a	n/a
Subtotal	5,435	0	0	0	0	0	0
Total	4,469,243	1,247,801	1,215,000	953,850	1,388,208	470,000	344,000
Grand Total	4,469,243	3,416,651			2,202,208		

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Table 4.3 Overview of projects funded through Direct Implementation modality

	Project Name	Value in EUR			Implementation Modality
		EU PROGRES	Municipality/ies	Total	
	COMPONENT 3				
1	Centre for People with Disabilities	21,600.00	2,400.00	24,000.00	EU PROGRES procurement of works
2	Effluent Metres for Pcinja District Municipalities	25,000.00	0.00	25,000.00	EU PROGRES procurement of goods
3	Environmental Protection of Vlasina River	198,000.00	22,000.00	220,000.00	Vlasotince - EU PROGRES procurement of goods Crna Trava - grant
4	Flood Protection in the Raska river basin	396,900.00	44,100.00	441,000.00	EU PROGRES procurement of services for design EU PROGRES procurement of works
5	Implementation of RWMP for NV, PR, PB, SJ	220,000.00	22,000.00	242,000.00	EU PROGRES procurement of goods for Prijepolje and Priboj EU PROGRES procurement of works/equipment for Nova Varos RY for Sjenica Transfer station - EU PROGRES procurement of works
6	Technical Docs for Meteris Landfill	125,000.00	25,000.00	150,000.00	EU PROGRES procurement of services for design
7	Vranje bypass road to Industrial Zone	106,200.00	11,800.00	118,000.00	EU PROGRES procurement of services for design
8	Technical Docs for Waste water system Kopaonik	195,500.00	5,000.00	200,500.00	EU PROGRES procurement of services for design
9	Establishment of Pcinjski District Regional Fruit Production Centre	289,000.00	32,000.00	321,000.00	EU PROGRES procurement of goods, services and works

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	Project Name	Value in EUR			Implementation Modality
	COMPONENT 3	EU PROGRES	Municipality/ies	Total	
10	Technical design for Josanicka Banja waste water pipeline	19,800.00	2,200.00	22,000.00	EU PROGRES procurement of services for design
11	Technical design for Nova Varos Mahala and Petlovac waste water pipeline	13,500.00	1,500.00	15,000.00	EU PROGRES procurement of services for design
12	Technical design for Prokuplje green market	31,500.00	3,500.00	35,000.00	EU PROGRES procurement of services for design
13	Technical design for water supply Trgoviste - Donji Stajevac	7,200.00	800.00	8,000.00	EU PROGRES procurement of services for design
	TOTAL	1,649,200.00	172,300.00	1,821,500.00	
	Project Name	Value in EUR			Implementation Modality
	COMPONENT 2	EU PROGRES	Municipality	Total	
1	DRP sewage collector Raska - Rvati	18,000.00	2,000.00	20,000.00	EU PROGRES procurement of services (planning process)
2	DRP sewage collector for TC Kopaonik and Treska - Glog settlement	14,727.00	1,636.33	16,363.33	EU PROGRES procurement of services (planning process)
3	DRP for border crossing Lesnica (with Macedonian border)	4,500.00	500.00	5,000.00	EU PROGRES procurement of services (planning process)
4	Geodetic layers for DRP "Mala Guba"	2,945.00	327.22	3,272.22	EU PROGRES procurement of services (planning process)
5	DRP for border crossing Ribarici	6,136.00	681.78	6,817.78	EU PROGRES procurement of services (planning process)
8	Purchase the complete set for Geodetic survey - Instrument with GPS	13,636.00	0.00	13,636.00	EU PROGRES procurement of goods
9	GRP for Sijarinska banja and modification of DRP for Sijarinska banja	37,616.00	4,179.56	41,795.56	EU PROGRES procurement of services (planning process)

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	Project Name	Value in EUR			Implementation Modality
		EU PROGRES	Municipality/ies	Total	
	COMPONENT 3				
10	Zone of sanitary protection of water supply for the city of Novi Pazar - a study of the Raska River source protection	30,000.00	0.00	30,000.00	EU PROGRES procurement of services (planning process)
11	DRP for Stara čaršija Novi Pazar	9,090.00	1,010.00	10,100.00	EU PROGRES procurement of services (planning process)
12	DRP for Industrial Zone JUG - sector B and C	57,272.00	6,363.56	63,635.56	EU PROGRES procurement of services (planning process)
13	Purchase the complete set for Geodetic survey - Instrument with GPS	27,272.00	3,030.22	30,302.22	EU PROGRES procurement of goods
14	GRP for Kursumlijska banja	50,000.00	5,555.56	55,555.56	EU PROGRES procurement of services (planning process)
	TOTAL	271,194.00	25,284.22	296,478.22	

Annex 5. List of approved projects by the Steering Committee in April 2012

- 14 grants for planning documentation and instruments for geodetic surveys, up to €300,000
- Modernisation of CAC Novi Pazar, up to €26,500
- Main design for the bypass road to industrial zone in Vranje, up to €106,200
- Development of technical documentation for the regional landfill Meteris, up to €125,000
- Main technical designs for five projects, up to €65,000
- Construction of water supply system in Džepnica village, Blace municipality, up to €76,353
- Reserve projects list from CfP2:
 - Regulation of vegetable market in Kuršumlija up to €69,821
 - Restoring of national library “Desanka Maksimović“ in Vlasotince, up to €66,000
 - Installation of heating in sports hall of the recreation centre in Novi Pazar, up to €89,631
- Implementation of the Regional Waste Management Plan for Nova Varoš, Prijepolje, Priboj and Sjenica, up to €220,000
- Regional Centre for Day Care and Vocational Training for People with Disabilities, up to €21,600
- Improvement of the sanitary conditions of the water intake and protection of the Vlasina River basin, up to €198,000
- Flood protection in the Raška River watercourse, up to €398,000
- Improvement of accessibility to water supply system in Roma settlements in South and South West Serbia, up to €456,000
- Effluent metres for Pčinja District municipalities – part of the South Morava waste water management project, up to €25,000
- The Steering Committee supported in principle funding of seven suggested branding projects, up to the €200,000.

Annex 6. Status of Programme Indicators as of 31 May 2012

Level	Indicator	Current Status	Means of Verification	Comments
Impact Indicators				
	Contribute to job creation in the PROGRES AoR	EU PROGRES supported several economic development projects, which are expected to directly contribute to creation of about 1,500 jobs. Some smaller projects (e.g. CIF) created dozen jobs and 34 temporary employments (i.e. LTO database engagements). Intervention in other areas (e.g. design of planning documentation, improving local government performance etc.) should enhance preparedness of the area for investments/jobs.	Contracts, CSOs' reports; EU PROGRES' reports; Municipal reports;	Although EU PROGRES is not designed as a job generating Programme intervention, it contributes to this issue either directly, through supporting in interventions that generate jobs (i.e. Briquette Factory in Medveđa), or indirectly, through support of projects that will have an impact on economic growth and job creation (support to Agro-Business Centre Pešter, Green Zone Leskovac, Cluster of fruit production in Prokuplje, Market-place in Bojnik and many others)
	Contribute to improvement of equal representation of men and women and ethnic minorities in the PROGRES area of responsibility	Programme contributed to establishment of gender equality mechanisms and policies at the local level and advocates for further progress. Through CIF, several gender equality projects also supported. There are indicators of positive change: Novi Pazar, Tutin, Ivanjica, Raska and Sjenica for the first time established budget lines for gender issues. Gender awareness raising campaign will be launched in July that might also contribute to this incubator.	Municipal decisions; Local Gender Equality Mechanisms reports; Copies of Local Gender Action Plans; Implementing partner's reports;	Programme conducted research in March 2011 on women employment in LSGs. Recommendations from the research will be included in future EU PROGRES activities. Their implementation might contribute to the impact on this issue.
	Level of improvement of infrastructure conditions in municipalities	EU PROGRES contributed to the improvement of communal and socio-economic infrastructure in the Programme areas. Each local self-government unit has received a grant to implement at least one communal infrastructure project on their own choice.	Copies of infrastructure Grant Contracts/Project Proposals; Copy of the Analysis "Obstacles to Infrastructure Development";	EU PROGRES supports implementation of 25 local infrastructure projects and 6 projects of inter-municipal importance that will directly improve conditions. These projects include water supply, sewerage, schools, kindergartens etc. They are expected to positively impact living conditions in the area.
	Increased capacity of municipalities for integrated infrastructure	EU PROGRES contributes to this indicator through advancement of urban planning documents (General Urban Plans and Detailed Urban Plans), preparation of technical documentation for infrastructure projects,	EU PROGRES reports; Grant contracts-projects documentation; Copy of the Analysis	Programme tackles infrastructure development issue on several levels: through design of planning and technical documentation, implementation of small and large infrastructure projects, through

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		PROGRES has increased local self-government abilities to increase the quality of their interventions in the field of integrated municipal development.		ownership over projects to LSGs, and Programme assists), through analysing “Obstacles to Infrastructure Development”, and through strong communication. Initial indicators: enhanced effectiveness of procurement processes (e.g. savings made), LSGs appreciate more technical and planning documentation, FIDIC contract modality etc.
	Increases in the level of investments expected through PROGRES	<p>EU PROGRES contributed to sequencing of a medium-, and large-scale infrastructure projects (i.e. regional or local water supplies and sewerage systems, regional landfills and recycling parks, etc.) that attracted attention for external funding from various national and international sources.</p> <p>It is also expected that development of planning and technical documentation, and supported reforms in local governments (e.g. establishment of One Stop Shops within local administrations) would contribute to the attraction of investments in the AoR.</p>	Grant contracts; Projects documentation; Investors’ letters of interest	Although EU PROGRES is not designed to enhance the level of investments in the Programme area, the results produced by its intervention are likely to contribute to the increased investments, either by private sector by also by the public sector as well.
	Increased number of new companies expected	<p>EU PROGRES supports Green Zone project that should in the short run facilitate investments by five companies. Medveđa local infrastructure project should facilitate donation and investment in Termovent Factory of 1.5 EUR million from Slovenian partners, and German partners also expressed interest to invest.</p> <p>There are other projects that might also contribute to increasing the number of local companies such as Agro-Business Centre Pešter, Green Zone Leskovac, Market place Bojnik, Fruit Production Cluster Prokuplje and others.</p>		<p>Too early to give an assessment, especially having in mind effects of global economic crisis. Some Programme activities should contribute to establishment of several companies, new investors.</p> <p>EU PROGRES should pay more attention to monitoring of investments in the Programme area, which could be a great source of information to local, national and regional authorities, research community and academia.</p>
	Contribute to majority support of citizens in the PROGRES area to	Programme contributes to positive publicity of the EU and Swiss in the area. Over 1,000 affirmative media reports about EU supported initiatives achieved. During Communications Strategy revision, EU PROGRES	Media clipping; Media coverage reports; Communications Strategy Revision Report;	Together with baseline studies or other surveys, EU PROGRES should include a survey on perception of citizens towards accession to the European Union

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	Contribute to improvement of environmental indicators	EU PROGRES might firmly contribute to environmental indicators, especially in domain of waste collection and waste management.	EU PROGRES reports	EU PROGRES supports numerous projects directly contributing to Serbia’s efforts to address the issue of waste management, including: work on landfills, recycling parks, transfer stations, Kopaonik waters, Novi Pazar area floods, preparing awareness rising campaign etc.
Outcome Indicators				
	Increased satisfaction of citizens with public services over three years of PROGRES implementation	The Programme supports activities that might generate an increase in citizens’ satisfaction with public services. Examples of those projects are improvements in Citizens Assistance Centres, provision of free legal aid, infrastructure projects often tackle public services etc.	CSS reports for each of 25 municipalities; EU PROGRES Reports;	EU PROGRES conducted Citizens Satisfaction Survey (CSS) that provides baseline indicators. The second satisfaction survey will be conducted towards the end of intervention.
	Improved partnerships between CSOs and local governments; increased municipal budget allocations for CSOs	There are examples in which projects funded by CIF contributed to the improvement of partnership between CSOs and local governments. The Programme facilitated through CIF and CAS 41 partnership projects between CSOs and LSGs. The second call for CIF projects will increase the number of partnerships for 40 new initiatives. Identified number of municipalities has a budget allocation that is available to CSOs.	Partnership documents; CIF Grantees’ reports;	The Programme has initiated partnership between CSOs and local self-government units through CIF and CAS. The quality of those partnerships varies from being completely formal to being substantial. There are examples that those partnerships continued after CIF interventions. At the moment EU PROGRES does not monitor the scale and scope of local governments’ support to CSOs.
	Number of municipalities organising effective budgetary public hearings increased until the end of the Programme	Assessment for provision of support for the conduct of effective budgetary public hearings in all 25 municipalities in progress.	Contract with BIRN regarding organisation of participatory planning in local self-government units.	The assessment is done as part of activity 1.4 Support the municipalities to conduct appropriate consultation on annual budgets, involving representatives of civil society and media.
	Citizens Advisory Services continue in at least 2 municipalities after the Programme finishes	EU PROGRES supported establishment and work of three CAS Offices. There are clear agreements for their incorporation into local administrations, which should ensure continuation of their work.	Partnerships agreements signed; Letters of intent between the implementing partners and LSGs.	The CAS offices provide significant administrative and legal support to socially vulnerable groups, including Roma, illiterate, elderly, people with disabilities, etc.
	Local mechanisms for gender equality	Gender equality mechanisms established in all 25 municipalities. Two Local Gender Action plans adopted	Municipal decisions; Project documentation;	Although gender equality mechanisms are established in all local self-government units, their

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Increased level of tax collection on local level by the end of the Programme	<p>The current status of the indicator is hard to measure at this moment, yet EU PROGRES intervention in this field will certainly positively reflect to the indicator</p> <p>The baseline data for tax collected exist and will be measured against data for collected tax in 2012.</p>	<p>Official municipal LTA records; EU PROGRES baseline data; EU PROGRES reports.</p>	<p>EU PROGRES supports number of municipalities in updating their records on property tax, which will later contribute to the increased level of local tax collection.</p>
Increased level of services for businesses in at least two municipalities, existing plans for economic development, increased number of enterprises involved in clustering	<p>Level of business services would be increased as a part of modernisation of CACs and establishment of One-Stop Shop services in municipalities. Activities in this regard are currently on going.</p> <p>Creation of Capital Investment & FDI Attraction Plans and Clusters would also contribute to this indicator.</p>	<p>Municipal records; EU PROGRES reports</p>	<p>Since some parts of this indicator are hardly measurable. Revision of this indicator is suggested.</p> <p><u>Suggested revision: Increased level of services for businesses in at least two municipalities, increased number of enterprises involved in clustering.</u></p>
Urban planning documents in place in all municipalities within the time frame envisaged by the Law	<p>Although not quite in the time frame envisaged by the Law, the urban planning documents are being produced and will be in place by the end of 2012.</p>	<p>Municipal records; EU PROGRES reports</p>	<p>Having in mind that this indicator has been set ambitiously, revision is suggested in order to better reflect the changes.</p> <p><u>Suggested revision: Urban and development planning documents in place according to Law in at least 15 municipalities by end of Programme.</u></p>
Infrastructure Master Planning continuous activity in at least 3 municipalities until the end of the Programme	<p>Re-conceptualized.</p>	<p>EU PROGRES reports</p>	<p>The log frame should be revised to capture changes on this output.</p> <p><u>Suggested revision: Capital Investment Planning in place in at least 5 municipalities until the end of the Programme</u></p>
Increased level of implementation of Local Sustainable Development Strategies in at least 8 municipalities until	<p>Re-conceptualized.</p>	<p>EU PROGRES reports</p>	<p>The changes will focus on integrative planning encompassing LSDS, infrastructure planning, capital investment planning and Programme budgeting.</p> <p><u>The log frame should be revised to capture changes on this output</u></p>
Increased level of implementation of Local Sustainable Development Strategies in at least 8	<p>Re-conceptualized.</p>	<p>EU PROGRES reports</p>	<p>The changes will focus on integrative planning encompassing LSDS, infrastructure planning, capital investment planning and Programme budgeting.</p>

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	Increased number of projects (up to 40) from SS and SWS on the SLAP data base - third level until the end of the Programme	The number of projects from the area on SLAP was 147 in May 2010 and it is 342 in May 2012. Increase of over 100%. 61 on projects included in SLAP after May 2010 are linked to EU PROGRES.	SLAP system; EU PROGRES reports	SLAP system shows a clear progress on this indicator.
	Increased municipal potential for gaining financial sources for implementation of infrastructure projects	EU PROGRES supports the development of 5 technical designs for regional projects and 20 designs for local infrastructure to the stage of building permits. Doubtless, when designs completed, municipalities potential to gain finding will be enhanced – absorption capacity of prepared projects is 40 EUR million.	Grant contracts for the development of designs; Municipal reports- documentation.	EU PROGRES contribute to the sequencing of infrastructure projects, which will contribute to the attraction of various national or international financial sources for their implementation.
	Number of permanent and temporary jobs created (M/F) through implementation of infrastructure projects increased during second and third year of project implementation.	Green Zone Leskovac, a few small infrastructure projects, projects on updating databases of taxpayers and other “soft” projects will directly create about 500 jobs in the first year after completion of works, and additional 1,000 jobs in the next three years.		EU PROGRES should create mechanisms for monitoring indicators on direct job creation through project intervention
	Number of newly formed companies increased by the end of the Programme.	The project will contribute to establishing of the following companies: 5 companies in the Green Zone Leskovac, Banjica PUC; Agro-Business Centre Pester; Fruit Development Centre.	Founding documents; Assemblies decisions	Similar as above, EU PROGRES should create mechanisms for monitoring how many companies have been created in the Programme area as a result of the intervention
	Number of building permits issued, and number of projects ready for financing increased by the end of Programme implementation	Until now, EU PROGRES has been working on 16 local master technical designs out of 21 and 5 inter-municipal (Meteris, Kopaonik, Banjica, fruit Clusters and Bypass road Vranje).	Building permits	It is expected that EU PROGRES will positively contribute to the achievement of this indicator.
	Percentage of			
	Percentage of citizens (M/F) covered by regular waste disposal services increased by the end of	The baseline has been established. Measuring against this indicator will be possible at the end of the Programme.	Municipal PUCs - records The baseline	Positive outcome expected through environmental projects supported through EU PROGRES.

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	Percentage of separated and recycled waste increased during second and third year of project implementation.	The baseline has been established. Measuring against this indicator will be possible at the end of the Programme.	Municipal PUCs - records The baseline data The final survey data	Positive outcome expected through environmental projects supported through EU PROGRES.
	Percentage of citizens (M/F) covered with quality-controlled water supply increased by the end of Programme implementation.	Establishing the baseline. Positive outcome expected through water projects supported through EU PROGRES.	Municipal PUCs - records The baseline data The final survey data	Positive outcome expected through environmental projects supported through EU PROGRES.
	Number of children (M/F, vulnerable groups, minorities...) covered by pre-school education increased by the end of second and third year of Programme implementation.	The baseline has been established. Measuring against this indicator will be possible at the end of the Programme.	Municipal records (from schools); The baseline data The final survey data	Positive outcome expected through kindergarten and schools infrastructure projects supported through EU PROGRES.
	Percentage of citizens (M/F, vulnerable groups, minorities...) with access to direct health protection services increased during second and third year of Programme implementation.	The baseline has been established. Measuring against this indicator will be possible at the end of the Programme.	Municipal records from clinics; The baseline data The final survey data	Positive albeit limited outcome expected through health local infrastructure projects supported through EU PROGRES.
	Enhanced inter-municipal and inter-ethnic cooperation	EU PROGRES has contributed to this indicator through the following outputs: Inter-ethnic tolerance and cooperation between 40 Serbian and 40 Albanian		It is expected that EU PROGRES will positively contribute to the achievement of this indicator.
	Enhanced inter-municipal and inter-ethnic cooperation and stronger relationship between national	EU PROGRES has contributed to this indicator through the following outputs: Inter-ethnic tolerance and cooperation between 40 Serbian and 40 Albanian children from two schools in Serbian and Albanian language in Bujanovac through project of in pupil's	CSO's reports;	It is expected that EU PROGRES will positively contribute to the achievement of this indicator. However, there is a need to enhance relationship within national and local governments, where so

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	Increased understanding of municipalities, CSOs and citizens of good governance, municipal reforms, and sustainable development and EU values. At least half of Programme events facilitate affirmative statements from municipal officials about reforms. Increased number of citizens' initiatives tackling good governance and reform issues.	Seventeen municipalities in the process of re-defining existing local regulations or drafting new	Reports; Submitted draft documents;	This indicator is rather presented as a process than as an outcome. Therefore, indicator should be revised in order to better measure the targeted achievements.
	Improved image of the selected destinations within PROGRES area of responsibilities.	Funding of 7 projects that will contribute to development of more positive images of the area approved. Launch of projects expected in June/July 2012.	PSC Minutes; Initial project concepts	Image of the selected destination either could be measured by satisfaction survey or by increased number of visitors. EU PROGRES should organise a proper measurement of this indicator using one (or both) of those two measures.

Output Indicators

Result 1	Two calls for proposals within CIF implemented with 80 projects supported during the Programme implementation, expected to bring along increased participation of different communities in the work of local government. First CIF in year 1 with 40 projects and CIF 2 with additional 40 projects in year 2	40 projects funded within the First CIF Call, 38 finished, 111 audits were conducted. Second call for proposals published and closed with 43 received applications.	Grant Agreements; Grantees and EU PROGRES reports; Advertising of the Second Call; Confirmation of Reception of the Projects within CIF-2; List of submitted applications	Changes of the application procedures for CIF-2 have resulted in significant decrease of received application. In case the quality of received application is not adequate, it is recommended to organise the third call for CSOs - CIF 3. The third call should focus on targeted interventions that will enhance the achievement of other project results such as good governance, branding of Programme areas, social housing, etc.
	Citizens' Satisfaction Surveys conducted in year 1 and year 3 of the Programme serve municipalities to improve their efficiency and	CSS in Year 1 conducted.	Reports from the implementing partner; CSS reports for each of 25 municipalities,	Citizens' Satisfaction Surveys are important to measure impact of EU PROGRES intervention in the Programme area. However, other sources of citizens' satisfaction (i.e. media reports) should be also monitored in regard to measuring impact of the Programme

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<p>Improved access of vulnerable and marginalized groups to municipal services in up to four targeted municipalities during Programme implementation.</p>	<p>At least 20 more elderly households included in the service of assistance and care of elderly people in Priboj; Roma from Lebane, Medvedja and Bojnik can listen Programme in Roma language from Radio Leskovac; 46 children with disabilities and their families are included in weekend support Programme in Ivanjica Around 150 Roma children included in Programme for providing support to education aiming children’s better inclusion in educational system Opening of specially designed class-room for children with disabilities within the school in Prokuplje sult.1: Three Office for free legal assistance founded in three municipalities;</p>	<p>Centre for Social Work Priboj’s documentation Radio Leskovac’s documentation and reports CSO’s lists, reports and other documentation CSO’s lists, reports and other documentation, schools’ documentation Schools’ documentation, EU PROGRES’ reports CAS providers reports; Data bases on the beneficiaries;</p>	<p>It is true that the access of vulnerable and marginalised groups to municipal services have been improved by CIF projects or by CAS support. Some of projects have ensured sustainability. However, sustainability of many of the interventions might be hampered by the fact that most of those services are project-based since they have not been integrated into regular municipal activities.</p>
<p>Transparent and efficient preparation and monitoring of budget realization in three pilot municipalities during the first year of Programme implementation.</p>	<p>Completed. Participatory budgeting piloted in three municipalities (Leskovac, Novi Pazar and Blace)</p>	<p>Reports from the implementing partners; Municipal/city decision on local budgets for next fiscal year</p>	<p>Indeed, participatory budgeting in three pilot municipalities for fiscal 2011 was implemented. However, the Programme did not take over the achieved results in organising the campaign for participatory budgeting for fiscal 2012. This happened due to the failure of the tendering procedure for choosing a subcontractor who will organise those activities in the partnering local self-government units. Activities on organising participatory planning were re-launched in 2012 for participatory budgeting of fiscal 2013. This activity is currently on going.</p>
<p>The same process conducted in twelve municipalities during the second year of the Programme. During the third year in remaining municipalities.</p>	<p>This phase was re-organised as a process for all municipalities. The process has two parts – the assessment part, where all municipalities are (currently) participating and the implementation of the PB activities part that will be implemented according to the assessment findings.</p>	<p>Contract/ToR for the provision of support for participatory budgeting.</p>	<p>See the above comment.</p>
<p>Improvement of transparency and efficiency</p>	<p>This phase was re-organised as a process for all municipalities. The process has two parts –</p>		<p>Due to the changed activities on participatory</p>
<p>Improvement of transparency and efficiency of local governments which reflects the needs of all communities through introduction of participatory</p>	<p>This phase was re-organised as a process for all municipalities. The process has two parts – the assessment part, where all municipalities are (currently) participating and the implementation of the PB activities part that will be implemented according to the</p>		<p>Due to the changed activities on participatory budgeting, this indicator should be revised together with the previous one, merging them in a single indicator that will reflect the outputs of the revised intervention.</p>

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	Three anti-corruption seminars for local government (one per each Programme year) CSOs and media representatives held, expected to result in increased awareness of corruption issues on the local level	One anti-corruption seminar conducted in Y-1. EU PROGRES and OSCE are working on development of event for the second half of 2012.	Reports from the event; Concept for the event in 2012	Anti-corruption seminars should be well incorporated with other activities on Good Governance, including the on-going campaign on this topic.
	One pilot project linked with one of the key regional infrastructure projects aims at developing a set of performance improvement measures for LSG/PUC/institutions in Year 2.	Reconceptualised		The log frame should be revised to capture changes on this output.
	Up to ten trainings on political reporting for media, media literacy for politicians and local media awareness on government responsibilities conducted during the Year 2.	Reconceptualised		The log frame should be revised to capture changes on this output.
	Local Gender Equality Mechanisms established and operational in all municipalities until the end of the Programme, thus increasing the levels of non-discrimination and inclusion	sult.2: Local Gender Equality Mechanisms established and operational in 25 municipalities; sult.3: sult.4: Baseline on women participation in the public sector established. Result.5:	Municipal decisions; The implementing partner's reports; Baseline report	EU PROGRES should establish mechanisms for monitoring the implementation of Local Gender Equality Mechanisms
	Action Plans produced with the aim of increasing non-discrimination and encouraging participation and inclusion	Local Action Plan for Gender Equality adopted in 2 municipalities. Local Action Plan for Gender Equality developed for 7 municipalities. Budget lines for improvement gender equality allocated in 6 municipalities	Municipal decisions, Local Gender Equality Mechanisms report, the implementing partner's reports	EU PROGRES should establish mechanisms for monitoring the implementation of the local action plans for Gender Equality
	European Charter on Gender Equality adopted or	European Charter on Gender Equality adopted	Municipal decisions, Local Gender Equality	EU PROGRES should establish mechanisms for
	European Charter on Gender Equality adopted or National Gender Equality Strategy localised	European Charter on Gender Equality adopted in 6 municipalities	Municipal decisions, Local Gender Equality Mechanisms report, the implementing partner's reports	EU PROGRES should establish mechanisms for monitoring the implementation of the European Charter on Gender Equality in 6 municipalities.

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	Three public awareness campaigns implemented (two campaigns in Southwest and Toplica District in Year 2, and one campaign in South Serbia in Year 3), contribute to increased tolerance and decreased discrimination	Re-conceptualised In order to enhance the effects, instead of three small EU PROGRES to support one gender awareness campaign. ToR approved, tender completed, negotiations with contractor on-going,		The log frame should be revised to capture changes in this output.
	Projects developed with Coordination Body - youth, cultural exchanges, study tours. Projects were developed in consultation with the National Minority Councils and they contributed to increased participation of all communities in a local environment.	Result 6: Cultural exchange project implemented by three NMCs; Result 7: Thirty persons trained to become trainers on inter-culturalism; Result 8: Round tables on the topic organised;	Reports from the implementing partner	EU PROGRES should monitor better the outcomes and impact of activities related to this indicator.
	3 Citizen Assistance Centres formed and functional in municipalities where they didn't exist. Eight municipalities supported in technical renewal of CACs by end of 2012.	One new CAC in Trgoviste opened (not yet 100% functional, software needs to be installed), 2 more in Bosilegrad and Crna Trava under construction. 9 CACs supported in modernization as of May 2012.	Reports, delivery notifications, handover notes.	The indicator is likely to be achieved by the end of the project intervention.
	At least 2 IP/IZ mngmt plans developed and at least 5 FDI attraction plans developed by end of Programme	5 municipalities identified for FDI planning. No information on development of IP/IZ management plans	LED Expert report	Activity to start immediately upon formation of newly elected local self-government authorities.
	At least two BIC received financial and technical support by end of Programme	One BIC Grant in Prokuplje completed as of 30 April. Second in Vranje still ongoing till end of 2012.	Reports, Grant Agreements, etc.	EU PROGRES should better promote results of cooperation with BICs in Vranje and Prokuplje.
	Three clusters formed and functional; Clusters received support from MoERD; 3 promotional campaigns regarding innovativeness	Three clusters identified for establishment and formal registration is expected by end August 2012. Campaigns are to be conducted after	LED Expert report and w/plans	Establishing clusters does not make them sustainable. EU PROGRES needs to create mechanisms for continuous support to newly formed cluster initiatives.
	Three clusters formed and functional; Clusters received support from MoERD; 3 promotional campaigns regarding innovativeness and competitiveness	Three clusters identified for establishment and formal registration is expected by end August 2012. Campaigns are to be conducted after formation of clusters	LED Expert report and w/plans	Establishing clusters does not make them sustainable. EU PROGRES needs to create mechanisms for continuous support to newly formed cluster initiatives. Prospective successful application to MoERD call

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Two One Stop Shops formed and functional by end of Programme	Assessment and recommendation completed. Formation will start during summer 2012.	First milestone report – OSS selection, EU PROGRES reports	Activity to start immediately upon formation of newly elected local self-government authorities.
2 new LTA Joint IT centres established by June 2012.	Abandoned due to low interest by municipalities.	EU PROGRES reports, SCTM reports, “Mihajlo Pupin” pricelists, etc.	Due to changes in prices for purchase and maintenance by the software supplier, Institute “Mihajlo Pupin” the municipalities did not express interest for the implementation of the Joint IT Centres. The log frame should be revised to capture changes on this output.
At least 10 municipalities have updated taxpayers’ databases by end of 2012.	On-going in 11 municipalities.	EU PROGRES reports, Municipal reports	The indicator is expected to achieve by end of August 2012.
At least 10 municipalities adopted by-laws and rulebooks for tax collection mechanisms by end of 2012.	Abandoned due to low interest by municipalities.	Municipal questionnaires, EU PROGRES Assessment analysis and reports	Due to very low interest expressed by municipal LTAs, the activity was abandoned. The log frame should be revised to capture changes in this output.
Methodology for Programme budgeting adopted in at least 15 municipalities by end of 2012.	The identification of the 5 municipalities for PB introduction is on-going and will be finalized upon establishment (formation) of newly elected municipal authorities.	EU PROGRES reports, municipal expressions of interest...	As the Annual Budget Memorandum (issued by the Government usually in June for next fiscal year) will be most probably late due to elections, the start of this activity is planned for August 2012 and should be completed by end of 2012. <u>Suggested revision: Programme budgeting adopted in at least 5 municipalities by end of 2012 for the 2013 budget cycle.</u>
5 municipalities are QMS certified by end of Programme	5 municipalities identified and QMS/EMS implementation will start immediately upon establishment (formation) of newly elected municipal authorities.	QMS/EMS selection and recommendation report, EU PROGRES reports...	Activity to start immediately upon formation of newly elected local self-government authorities and should be completed by April 2013 latest. In addition, due to low price obtained on tender, EU PROGRES will most probably seek approval from the PSC to cover the costs of certification at the end of the process.
At least 4 general and at least 8 detailed regulatory plans developed and adopted by end of	1 Detailed Regulation Plan (DRP) already adopted in Sjenica. In addition, 4 General Regulation Plans (GRPs), 26 DRPs, 2 elaborates for special purposes, and 3 cadastre-topographic surveys are ongoing. Further, specialized equipment (computers,	EU PROGRES records and reports.	The related activity will exceed by far the planned indicators, as the prices obtained in the public procurement process are much lower than budgeted due to market conditions. In addition, the capacity building of the local Urbanism Institutes in LE, VR and NP were not planned originally, but have been
At least 4 general and at least 8 detailed regulatory plans developed and adopted by end of	1 Detailed Regulation Plan (DRP) already adopted in Sjenica. In addition, 4 General Regulation Plans (GRPs), 26 DRPs, 2 elaborates for special purposes, and 3 cadastre-topographic surveys are ongoing. Further, specialized equipment (computers,	EU PROGRES records and reports.	The related activity will exceed by far the planned indicators, as the prices obtained in the public procurement process are much lower than budgeted due to market conditions. In addition, the capacity building of the local Urbanism Institutes in LE, VR and NP were not planned originally, but have been

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Result 3	At least 2 municipalities in South Serbia have implemented Infrastructure Master Planning tools/mechanisms by June 2012.	Abandoned and merged with Capital Investment planning. Incorporated into the next, revised activity.		The log frame should be revised to capture changes in this output.
	At least 8 municipalities have revised LSDS and established monitoring/reporting mechanisms by end of 2012.	The identification of the 5 municipalities for Capital Investment Planning introduction is ongoing and will be finalized upon establishment (formation) of newly elected municipal authorities.	EU PROGRES reports	This activity has been re-conceptualized along with the Programme budgeting and is part of the integrative approach, encompassing infrastructure planning, capital investment planning, creation of budget Programmes and reflection of all those in the Programme budgets. <u>Suggested revision: At least 5 municipalities have completed Capital Investment plans by end of Programme</u>
	At least 1 Social housing plan developed or at least one social housing pilot project implemented	2 pilot projects identified in Vranje and Novi Pazar Roma settlements.	EU PROGRES reports	The two pilot projects are both aiming at improving living conditions in two Roma settlements through provision of drinking water. The projects should start immediately upon finalization of complete technical design.
	At least 3 inter municipal and 6 local infrastructure projects developed up to the built-ready stage by the end of second year of Programme implementation.	4 inter-municipal and 16 local infrastructure projects supported by the Programme.	Project proposals, tenders, contracts	Achievement on this indicator is highly welcomed by local authorities of the Programme area.
Result 4	Financial sources for up to 3 inter municipal and up to 6 local infrastructure projects secured during Programme implementation.	Business plans for Banjica, Green Zone, Pester		This indicator is rather outcome that output one since securing financial sources from external donors is beyond EU PROGRES intervention. Therefore it is advised to change this indicator to be more measurable at the output level.
Result 5	3 Inter-municipal project proposals identified and timely implemented by the end of Programme. At least 2 projects in Jablanicki and Pjinski Districts funded from new	6 inter municipal (Pešter, Banjica RWMP, Raška River Flood Protection, Centre in NP, Protection of Vlasina River, Roma Water Supply) approved, implementation ongoing for Pester. Programme considering 1 project for Jablanički	Project proposals, tenders, contracts	The achieved results go beyond the planned indicator.
Result 5	3 Inter-municipal project proposals identified and timely implemented by the end of Programme. At least 2 projects in Jablanicki and Pjinski	6 inter municipal (Pešter, Banjica RWMP, Raška River Flood Protection, Centre in NP, Protection of Vlasina River, Roma Water Supply) approved, implementation ongoing for Pester. Programme considering 1 project for Jablanički	Project proposals, tenders, contracts	The achieved results go beyond the planned indicator.

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	<p>At least 25 small-scale municipal infrastructure projects developed and implemented by the end of PROGRES Programme.</p>	<p>25 small-scale projects on-going – tendering and construction.</p>	<p>Grant contracts, projects documentation, EU PROGRES documentation</p>	<p>It is likely this indicator to be achieved by the end of the Programme</p>
	<p>Communication Strategy developed and implemented, contributing to increased awareness of target audiences about logic and effects of the Programme. Per each of three Programme years: organized at least 3 high profile visits/events promoting PROGRES intervention; at least 10 press releases, 10 interviews and 2 press conferences resulting in minimum 200 media reports annually about the Programme; at least 6 blogs prepared by key stakeholders promoting good governance, municipal reform and sustainable development. Website created by the end of 2010 and attracts minimum 10,000 visitors in 2011 and 2012 and 5,000 in 2013. Produced 10 issues of newsletter in three years and circulated quarterly to a minimum of 1,000 recipients. At least 3 media projects and 5 community initiatives promoting good governance developed and</p>	<p>Communications Strategy developed strong implementation. Strategy revision completed in Dec 2011-Jan 2012 indicated EU PROGRES is successful in communications: awareness of donors support raised, good governance is becoming increasingly recognised, EU PROGRES seen as development stakeholder. Key outputs exceeded. EU PROGRES achieved on an annual level: dozen events, over 500 media reports, over 20,000 website visits, quarterly newsletter established, regular, and distributed to about 1,000 recipients.</p>	<p>Copies of Communication Strategy; Communication Strategy Revision Report; Media clipping; Media coverage table; Website presentation and (external) statistics on hits; Copies of newsletters; Events/visit reports and briefings; Copies of visual materials</p>	<p>Interest for the Programme exceeded expectations/plans. This opened up significant room for Programme to demonstrate relevance, conduct advocacy efforts and generate visibility. However, this caused delays to Activity 7.2 and 8.1.</p>
	<p>Communication Strategy developed and implemented, contributing to increased awareness of target audiences about logic and effects of the</p>			

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	<p>Three campaigns addressing different social challenges in the Programme area developed and implemented: first in 2011, second in 2012 and third in 2012-2013. Enhanced citizens and other stakeholders' understanding and action on issues tackled by the campaigns. At least one national and two local stakeholders involved in each of three campaigns.</p>	<p>Campaign 1, promoting good governance being implemented and in the final implementation phase, Campaign 2, approved by the PSC, ToR developed and ready to be advertised/launched in September 2012. Theme for Campaign 3 identified, preparations started, expected implementation start – March 2013.</p>	<p>Campaign documents and materials, campaign reports, implementing partner's reports, EU PROGRES reports, media reports.</p>	<p>Delivery of three campaigns possible by June 2013, for maximising the impacts, additional time would be beneficial</p>
<p>Result 7</p>	<p>Image building plans for at least 3 selected areas within the Programme territory developed by the end of 2011. At least 4 projects deriving from the plans implemented by the end of 2012, of which at least one contributed to increased economic activity (products sale, employment, manufacturing capacity utilisation, entry into new markets). At least 5 positive media reports generated by each supported project.</p>	<p>Programme works on the design of five branding umbrella plans. 7 branding projects, identified in the branding plan concepts as the most mature, obtained in principle support for funding by the PSC. Projects being developed and first four contracts expected by the end of June.</p>	<p>EU PROGRES reports, copies of branding applications, branding evaluation score tables, implementing partner's reports, media coverage reports and clippings.</p>	<p>Some projects should build on some ongoing activities in C2 and C3, for example Green Zone, Pešter interventions, Fruit Cluster etc. Possible completion by June 2013, but room for risks in implementation/delay limited and this could reduce impacts.</p>
<p>Result 8</p>				

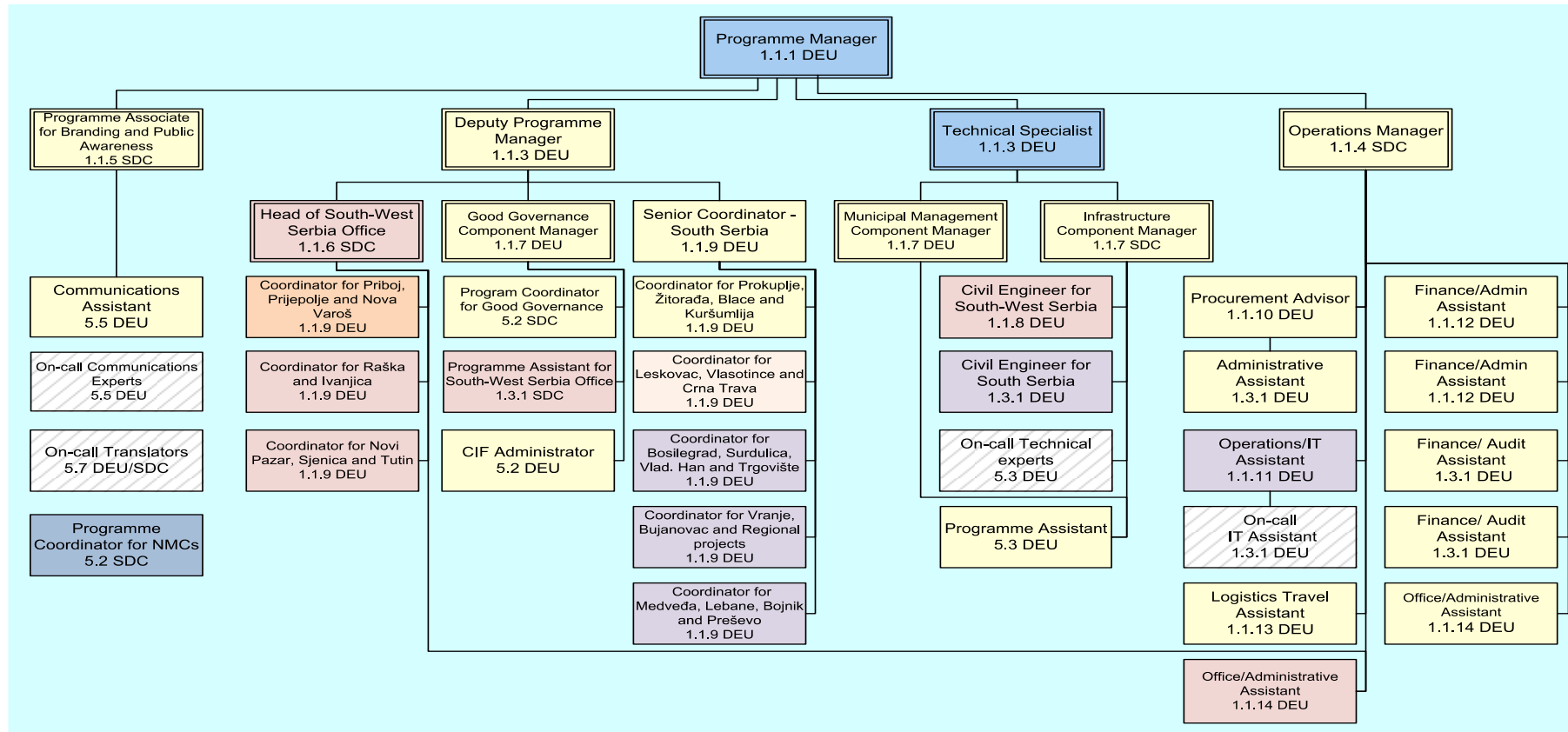
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Annex 7. EU PROGRES Programme - activities by components / activities

COMPONENTS	C - 1							C - 2							C - 3						C - 4						
	Activity 1.1.	Activity 1.2.	Activity 1.3.	Activity 1.4.	Activity 1.5.	Activity 1.6.	Activity 1.7.	Activity 2.1.	Activity 2.2.	Activity 2.3.	Activity 2.4.	Activity 2.5.	Activity 2.6.	Activity 3.1.	Activity 3.2.	Activity 3.3.	Activity 4.1.	Activity 4.2.	Activity 5.1.	Activity 6.1.	Activity 6.2.	Activity 6.3.	Activity 6.4.	Activity 7.1.	Activity 7.2.	Activity 8.1.	
Bosilegrad	x	x		x			x	x						x				x			x			x			
Žitorada	x	x	x	x		x					x									x					x		
Blace	x	x		x		x					x							x		x					x		x
Bojnik	x	x		x				x			x										x				x		
Crna Trava	x	x		x				x														x			x		
Kursumlija	x	x		x		x		x												x					x	x	
Lebane	x	x		x				x			x										x				x		
Leskovac	x	x		x					x	x									x		x	x			x	x	x
Medvedja	x	x		x															x		x				x		
Prokuplje	x	x	x	x		x	x		x		x		x	x				x		x					x		
Surdulica	x	x		x							x		x	x							x	x			x		x
Vlasotince	x	x		x																		x			x		
Vladicin Han	x	x		x				x													x		x		x		
Vranje	x	x		x					x	x	x					x	x	x	x		x				x	x	
Presevo	x	x		x				x			x							x			x				x		
Bujanovac	x	x		x			x				x		x	x				x							x	x	
Trgoviste	x	x		x				x										x			x				x		
Ivanjica	x	x		x		x			x	x?			x	x				x			x				x		x
Raska	x	x		x		x		x									x	x			x				x		
Novi Pazar	x	x	x	x		x		x	x	x?			x	x				x	x		x	x			x	x	x
Nova Varos	x	x		x		x											x	x	x		x	x			x		
Priboj	x	x		x		x					x										x				x		
Prijepolje	x	x		x		x															x				x		
Sjenica	x	x		x		x					x										x				x		
Tutin	x	x		x		x															x				x		x

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Annex 8. EU PROGRES Programme Organigram



Annex 9. Map of the EU PROGRES AoR



Programmi Funded by EU



Schweizerische Eidgenossenschaft
Confédération suisse
Confederazione Svizzera
Confederaziun svizra

Swiss Agency for Development
and Cooperation SDC



Implementing Partner

eu progres ▶▶

European Partnership with Municipalities Programme



The Programme is funded by the European Union, the Government of Switzerland and the Government of Serbia and it is implemented by the UNOPS, in partnership with 25 municipalities of the South and South West Serbia.

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Annex 10: List of Interviewed people

Name	Institution	Town
Graeme Tyndall Venelin Rangelov Dragan Mladenović Marko Vujačić Dušan Čukić Dobrivoje Stančić Jasmina Ilic Nermin Hasanovic Dejan Drobnjak Slobodan Derikonjic	EU Progress Team	Prokuplje/Novi Pazar/ Priboj
Ana Stankovic	DEU	Belgrade
Aleksandar Djordjevic		
Ognjen Miric	SEIO	Belgrade
Branko Budimir		Belgrade
Miloš Panjković	Clean Up Serbia Action, Ministry of Environment, Mining and Spatial Planning	Belgrade
Petar Vasilev	SDC	
Danijela Nenadić	Coordination Body for municipalities of Preševo, Bujanovac and Medveđa	Belgrade
Milica Rodić		
Edib Kajević	Office for Sustainable Development of Underdeveloped Areas	Belgrade
Nenad Đurđević,	Directorate for Human and Minority Rights	Belgrade
Susan Kutor Nenad Moslavac	USAID Serbia and Montenegro	Belgrade
Luboš Joza	Embassy of the Czech Republic	Belgrade
Dejan Ždrale	Embassy of the Czech Republic	Belgrade
Radenko Cvetić	Municipality of Raška	Raška
Mila Rosić Zupanjac Ljubinko Ruznjanjin Srdjan Puzovic	LER Office LER Office PUC	Raška
Zlatan Vukosavljević Zoran Simović Tanja Raković	MNRO Association NGO “Eko Klub” NGO “Centar Golija”	Raška
Samir Kačapor	Sandzak Economic Development Agency	Novi Pazar
Zibija Dh-Šarenkapić	Kulturni Centar “DAMAD”	Novi Pazar
Ivan Esquiva	OSCE Office in Novi Pazar	Novi Pazar
Faruk Suljević Malića Plojović Amela Eminović Penda Džaković	Municipality of Novi Pazar	Novi Pazar
Semiha Kacar	Sandzacki odbor za zastitu ljudskih prava i sloboda	Novi Pazar
Munir Šabotić Đorđe Božović Borka Jovanović Ismet Suljović Ismet Azemović	OŠ “Desanka Maksimović” Centar za decu i omladinu “Duga” Novi Pazar Municipal Assembly “Merhamet” Sandžak Paraplegics’ Association	Novi Pazar
Bajram Aljagić	Municipality of Tutin	Tutin
Hazbo Mujović Ismet Mahmutović Sead Bukvić	Municipality of Sjenica	Sjenica
Sedat Vrčić	NGO “Flores”	Sjenica
Indira Kurbatović	NGO “Sandžački ćilim”	Sjenica
Muriz Turković	Municipality of Sjenica	Sjenica

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Name	Institution	Town
Miroslav Bukvić Jelena Prijović	Municipality of Priboj	Priboj
Zoran Polić Milanka Jeftović Zora Čelović	Centre for Social Welfare Priboj Centre for Social Welfare Priboj Women’s Initiative Priboj	Priboj
Dragiša Rakonjac	Municipality of Prijepolje	Prijepolje
Mersid Mekic	Municipal Council	Prijepolje
Svetlana Slović	LED Office, Municipality of Prijepolje	Prijepolje
Mileva Malešić	NGO “Women Forum President”	Prijepolje
Milomir Zoric	Municipality of Ivanjica	Ivanjica
Svetlana Glavinić	Association of Poliomyelitis and Cerebral Paralysis Patients of Ivanjica	Ivanjica
Živko Kolašinac	Municipality of Nova Varoš	Nova Varoš
Aleksandar Marinković	SKGO	Belgrade
William Infante	UN Resident Representative	Belgrade
Dragana Vasić Jean Claude Ahman	EU MISP IPA 2008	Belgrade
Dragana Obradović - Žarković	BIRN	Belgrade
Dr. Klaus Richter Mirjana Knežević Jelena Mihajlović - Tanasijević	GIZ MSP IPA2007	Belgrade
Mirjam Strecker	SDC Backstopper	Belgrade
Patrick O’Mahony Nebojša Rančić Ivana Teodorović Nebojša Nikolić	USAID Sustainable Local Development Programme	Belgrade
Slobodan Kocić Milorad Mladenović	Municipality of Leskovac	Leskovac
Dragana Stošić Ljiljana Trajković Starinac Ljiljana Mihajlović Maja Kocić Saša Mladenović	Directorate for Development Directorate for Development Directorate for Development LER Agency LER Agency	Leskovac
Dobrila Sudimac Mratinković	Centre for Development of Jablanica and Pčinja	Leskovac
Violeta Stanković	Edukacioni Centar	Leskovac
Zoran Živković Olivera Jović Milorad Stojanović Ašim Saitović Ljiljana Stojanović	NVO “Porečje” Vučje Opšte udruženje preduzetnika Leskovca JP Radio Leskovac NGO “Rosa” Leskovac Centar za demokratizaciju i razvoj juga Srbije	Leskovac
Slobodan Drašković	Municipality of Medveđa	Medveđa
Dejan Simić Svetlana Četković Đorđe Cvetković Marina Radenković Jadranka Čirić	LER Office Public Procurement Department Directorate for Development Municipal Department Municipal Department	Medveđa
Dragiša Nikolić Danijela Demirović Mujo Ademović	NGO “Kulturni centar” NGO “Udruženje kvaliteta života Roma - ELAN”	Medveđa
Goran Stojković Bojan Milčev	Municipality of Žitorađa	Žitorađa
Miloš Kostić Jasmina Božilović Vlada Vlajković Oliver Stajić	Citizens’ Assistance Service	Žitorađa
Ivica Arandjelovic	Dom kulture Bojnik	Bojnik
Jovana Spasic	Municipality of Bojnik	
Jelena Stankovic	Directorate for Urban planning	
Sasa Dodic	Municipality of Bojnik	

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Name	Institution	Town
Toplica Ristic	Directorate for Urban planning	
Renata Pindzo	Ministry of Economy and Regional Development	Belgrade
Goran Petkovic		
Marija Jovicic		
Nicolas Hercules Tatjana Strahinjic Nikolic	PBILD	Vranje
Miroљub Stojicic	Municipality of Vranje	Vranje
Boban Stankovic Nataša Trajkovic Jasmina Petrovic Danijela Bandovic Dragan Simic Nebojša Savić	LER Office LER Office LER office PE Institute for Urban Planning Advisor to the Mayor Department of Finance	Vranje
Dragan Tomić Tanja Simonović Saša Stevanović	Municipality of Trgovište	Trgovište
Branislav Marinković Goran Spiridonov	Tourism Organisation Surdulica	Surdulica
Fesnik Behuli Bojkica Stojanović Zugefli Sherihi	LER Office Department for Urban Planning Local Tax Office	Bujanovac
Miroslav Ristic	Basketball Association “Junior”	Bujanovac
Zoran Dimitrijević Nikola Bulajić	Municipality of Prokuplje	Prokuplje
Zorica Durnišević Jelena Milovanović Dejan Živković	Citizens' Assistance Service	Prokuplje
Gordana Kitanović	Municipality of Blace	Blace

Annex 11: List of Documents Reviewed

The Project Documentation:

- The Project Proposal;
- The Logical Framework:
 - Initial Logical Framework: June 2010;
 - First Revised Logical Framework: October 2010;
 - Second Revised Logical Framework: June 2011;
 - Third Revision of Logical Framework: May 2012;
- Work Plan;
 - Work plan developed during the Inception Period;
 - Revised work plan
- Communication Strategy:
 - Review of the Communication Strategy - January 2012;
- Criteria for Calls for Proposals:
 - Component 1 criteria (CIF 1, CIF 2, Citizens Advisory Services ToR)
 - Component 2 criteria (OSS criteria, QMS/EMS Criteria, LTA Support Analysis)
 - Component 3 criteria (1st call guidelines, 2nd call guidelines, EU PROGRESS Questionnaire for technical documentation)
 - Component 4 criteria (EU PROGRES branding application template)
- Financial and contractual procedures;
- Grant Methodology
- Programme Organigram

The Project Reports:

- Inception Report
- Programme Annual Report 2010-2011
- The Interim Reports:
 - Interim Report #1 (1 December 2008 - 31 May 2009)
 - Interim Report #2 (1 June 2009 - 31 December 2009)
- Quarterly Reports
 - Quarterly Report No. 1 (October - December 2010)
 - Quarterly Report No. 2 (January - March 2011)
 - Quarterly Report No. 5 (January - March 2012)
- The Monthly Reports
 - October 2010
 - November 2010
 - January 2011
 - February 2011
 - April 2011
 - May 2011
 - Jul 2011
 - August 2011
 - October 2011
 - November 2011
 - January 2012
 - February 2012
 - April 2012
- The Steering Committee Meetings (minutes)

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- First Programme Steering Committee Meeting, held in Novi Pazar on 22 October 2010
- Second Programme Steering Committee Meeting, held in Prokuplje on 9 February 2011
- Third Programme Steering Committee Meeting, held in Bujanovac on 19 April 2011
- First Extraordinary Programme Steering Committee Meetings, held in Belgrade on 30 May 2011
- First Annual Programme Steering Committee Meetings, held in Bosilegrad on 27 July 2011
- Fifth Programme Steering Committee Meeting, held in Sjenica on 26 October 2011
- Sixth Programme Steering Committee Meeting, held in Leskovac on 23 February 2012
- Seventh Programme Steering Committee Meeting, held in Trgovište on 18 April 2012

ROM Reports:

- Monitoring Report: date: 12-09-2011

Laws and Bylaws:

- Bylaw on classification of regions and local self-government units for 2011 (Official Gazette of the Republic of Serbia no. 69/2011)

Other:

- *Development Assistance in Southern Serbia: Has it made a difference?*, an article jointly written by representatives of the Delegation of the European Union in Serbia and UNDP in Serbia
- *Barriers to Infrastructure Development that Obstruct Economic Growth by EU PROGRES*
- *SEMI-ANNUAL PROGRESS REPORT*, USAID Sustainable Local Development Project October 1, 2011 - March 31, 2012

Annex 12. Municipal Sample

Total of 18 municipalities have been visited during the MTE process. Also, a number of stakeholders from National government, donor community and international organisations have been visited in Belgrade (*See List of interviewed people in Annex 10*). Also, the online survey was distributed to all applicants (both successful and unsuccessful) to EU PROGRES for various grants. Municipalities covered by the fieldwork during the MTE process have been the following:

SOUTH WEST SERBIA – ALL MUNICIPALITIES

- | | |
|---------------|---------------|
| 1. Raška | 5. Ivanjica |
| 2. Novi Pazar | 6. Nova Varoš |
| 3. Tutin | 7. Prijepolje |
| 4. Sjenica | 8. Priboj |

SOUTH SERBIA

1. Bujanovac
2. Vranje
3. Leskovac
4. Blace
5. Prokuplje
6. Medveđa
7. Žitorađa
8. Bojnik
9. Trgovište
10. Surdulica

Annex 13: Terms of Reference

Title:	Consultancy for mid-term Evaluation - 2 positions
Project:	European Partnership with Municipalities Programme – EU PROGRES
Duty station:	Prokuplje, the Consultant is expected to travel extensively in South and South West Serbia
Section/Unit:	UNOPS/EU PROGRES
Contract/Level:	LICA 6
Duration:	Maximum 25 working days (commencing mid April 2012)
Supervisor:	Programme Steering Committee through SEIO Evaluation Manager

1. General Background of Project / Assignment

The European Partnership with Municipalities Programme (PROGRES) is a joint action of the European Union, the Government of Switzerland and the Government of Serbia, to enhance stability and socio-economic development in the South and South West Serbia. PROGRES will endeavour to support economic growth and work to improve the overall socio-economic conditions in the Programme Area. The United Nations Office for Project Services (UNOPS) as Implementing Partner, has been granted an initial budget of €17,5 million for the Programme, which should be implemented in a timeframe of three years, starting in mid- 2010.

The Programme produced its first annual report at the end of June 2011, and this document as well as various other reports, studies and general information can be viewed on the Programme website: <http://www.progresprogram.org/>.

Direct beneficiaries of all activities are the twenty five municipal administrations (including city councils, and assemblies) taking part in EU PROGRES:

- Ivanjica, Nova Varoš, Novi Pazar, Priboj, Prijepolje, Raška, Sjenica, and Tutin in South West Serbia
- Blace, Žitorađa, Kuršumlija and Prokuplje in the Toplički district
- Bojnik, Vlasotince, Lebane, Leskovac, Medveđa, Crna Trava, Bosilegrad, Bujanovac, Vladičin Han, Vranje, Preševo, Surdulica and Trgovište in South Serbia.

Other beneficiaries include municipality-founded institutions and public utility companies, civil society organisations (CSO) and media in the participating municipalities. However, the ultimate beneficiaries are the inhabitants of the South and South West Serbia.

EU PROGRES also aims to strengthen local governance by addressing both the performance of the local governments and institutions and by encouraging participation of civil society organisations in public sector decision making. It will also support partnerships between stakeholders on the local, regional and national levels, to produce local collective goods and services. Furthermore, the Programme works on strengthening financial departments and improvement of the budgeting and financial processes and the enhancement of project management capacities within local institutions, in particular those concerning a systematic approach to development of environmental, economic and social infrastructure.

EU PROGRES activities are divided into four components, with Good Governance (GG) principles as a transversal theme, and the Programme is expected to deliver eight results, as follows:

Component 1: Good Governance (a cross cutting theme underpinning all components)

Result 1: Participatory, accountable and transparent governance, respecting human rights

Component 2: Municipal Management and Development Planning

Result 2: Municipal organizational effectiveness and efficiency improved and capacities to deliver services to citizens and business increased

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Result 3: Capacities for planning municipal and regional sustainable development strengthened and relevant development documents created

Component 3: Physical, Economic and Social infrastructure

Result 4: Projects and project documentation prepared for key economic, environmental and social projects

Result 5: Project financing facilitated through enabling contacts with ministries, donors and other projects

Result 6: Selected projects financed and implemented through the ESSWeSP

Component 4: Public Awareness and Branding of Areas

Result 7: Awareness of the need for, the logic of, and the effects of changes communicated to a broad public

Result 8: A plan to develop the areas' images and self-images as unique areas of Europe are established and implementation begun.

2. Purpose and scope of Assignment

Objectives of the Evaluation

The EU PROGRES completes on 30 June 2013 and findings of this evaluation will be used to steer the balance of Programme activities towards fulfilling intended outcomes.

There are three main objectives of the evaluation. First, it will assess the progress being made towards the intended impact of the Programme to date, including the impact and achievements thus far. Second, it will draw out the lessons learned by all stakeholders to provide guidance and recommendations for effective implementation of the remaining Programme period. Third, in the light of the experience so far, it will assess the design and planning documents of the Programme and identify any modifications that could realistically improve the likelihood of greater Programme impact.

The main stakeholders of the evaluation are:

- 25 municipalities identified above;
- The Government of Serbia represented by the Serbian European Integration Office (SEIO) (Chair of the Programme Steering Committee), Ministries of Environment, Mining and Spatial Planning; Economy and Regional Development; Human and Minority Rights, Public Administration and Local Self Government as well as the Coordination Body for municipalities of Preševo, Bujanovac and Medveđa, National Minority Councils, (certified) Regional Development Agencies, Standing Conference of Towns and Municipalities etc;
- Donor Representatives: European Union, Swiss Development Cooperation Agency (SDC) and the Czech Development Agency;
- Local and some national CSOs;
- UNOPS (implementing agency).

The role of the Mid-Term Evaluation Team (consisted of one international Team Leader and one national Team member) will be to design and carry out the entire process of evaluation, ensuring that the Government, Donor Representatives and Programme Steering Committee benefit fully from the learning and experience of the evaluation process. The Mid-Term Evaluation Team will be responsible for smooth and effective functioning of the process and for completing the Final Mid Term Evaluation Report in accordance with guidelines and general format outlined in the Annex.

In particular, the Mid-Term Evaluation Team is expected to:

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- Prepare an inception report detailing proposed evaluation methodology, based on a review of documentation, and briefings with key donor representatives and other stakeholders - 5 days after appointment
- (Suggested) use of the following methods:
 - Document review
 - Interviews/group discussions with key personnel in a selection of municipalities
 - Interviews/group discussions with partners/stakeholders
 - Interviews with donors
 - Other methods as the experts in consultation with PSC/SEIO appropriate
- Carry out the evaluation, with the logistics support of EU PROGRES team members – 12 days, excluding weekends
- Make a presentation of, and discuss, interim findings and recommendations
- Formulate practical and helpful recommendations for the way ahead to Programme completion;
- Prepare a final report in English, to a maximum of 30 pages, excluding annexes.

3. Monitoring and Progress Controls

Scope of the Evaluation, Methodology and Plan of Work

As stated, the EU PROGRES team will provide logistics and organizational support and will form a team with the EU PROGRES DPM as the focal point, to assist/expedite the evaluation mission.

The Mid-Term Evaluation Team will review, analyze and provide conclusions/recommendations on but not limited to the following areas of impact, sustainability, efficiency and effectiveness:

- Likelihood of contributing to the improvements in the life of citizens of the Programme area including vulnerable groups;
- The extent to which the project design and the activities implemented to date are contributing to the stated objectives of the Programme documents;
- The efficiency and effectiveness of the project approach in achieving the stated objectives including an over view of the Programme disbursements rates vis a vis Grant Modality especially;
- Assessment of external factors affecting the project, and the extent to which the project has been able to adapt and/or mitigate the effects of such factors;
- The importance of local and inter municipal infrastructure projects, their effects and factors causing delays as well as any changes in perception if any of Grantees towards how projects are developed and implemented and therefore LSG contributing to future absorption rates of Donor funding;
- The approach to project management, including the role of stakeholders in the steering committee and coordination with government and other partners including other EU and bi laterally funded development projects operating locally and nationally as appropriate;
- To what extent in cooperation agreements (Grant contracts) between EU PROGRES and Partners the division of labour as well as roles and responsibilities are agreed in such a way that partners are truly enabled and empowered to carry out tasks independently later on;

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- To what extent EU PROGRES interventions are built on a systemic local context and stakeholder analysis taking into account municipal competences and responsibilities and those of super ordinate state levels in the respective field of intervention;
- What are the lessons learnt from the implementation modality chosen i.e. that of providing Grants to partners and how has it affected outcomes/impacts and what recommendations can be made to improve the methodology;
- To what extent has the Good Governance cross-cutting concept taken hold through Programme and are perceptions of local stakeholders changing;
- How has the issue of EU, Serbian Government and Swiss visibility been handled;
- Recommendations for input to the Programme Exit Strategy;

The Inception Report should outline any further issues that should be addressed.

Given the time constraints and large amount of work as well as geographical area that need to be covered the evaluation will be based upon review of documentation and discussion with key stakeholders, complemented with field visits to a selected number of projects sites. It is proposed as a guide that the work plan outline should be as follows:

- Initial meeting with SEIO and donor representatives (and EU PROGRES staff to agree the logistics support process);
- Review of project documentation and monitoring records, as well as the Inception, Annual, Quarterly Reports and relevant briefing documents. All Programme documentation will be made available; with much already being located on the Programme website;
- Interviews with key staff of the implementing partner including the Programme Manager, Deputy Programme Manager, Component Managers, and Operations Manager, others as required;
- Review of the records on the strategic planning process and the sub projects selected;
- Meetings with other key stakeholders including several of the municipal presidents, key municipal staff, the Heads of District if necessary etc
- A presentation of the Draft Report and Recommendations at a workshop with Programme Steering Committee members in Belgrade at the end of the field mission and before leaving the country (in the case of an International).
- After feedback received; preparation of the Final Report

Mid-Term Evaluation Team

The Mid-Term Evaluation Team will be carried out by two independent consultants, one international and one national. Neither consultant should have participated substantively during Programme preparation and/or implementation and should have no conflict of interest with any proposed follow-up phases.

International Consultant will act as the Team Leader and national as Team Member.

The Team Leader will be responsible for finalizing the evaluation report in English in accordance with EU/SEIO guidelines. Both evaluators should be a professionals with outstanding analytical and evaluation skills, experience in conducting evaluation missions, excellent drafting skills in English (and Serbian in the case of the National).

EU PROGRES office will organize all in-country meetings, and will provide logistical support for translation/interpretation, office space and other support as is reasonable.

4. Qualifications and Experience

NOTE: the focus will be on recruiting professionals with demonstrable evaluation experience of large and complex Programmes and a deep knowledge of the socio economic conditions in the South and South west of Serbia

a. Education

University degree (preferably Masters or higher) in social science, public administration, economics, finance or other relevant subject

b. Work Experience

- Prior experience and/or evaluations on EU/other Donor funded Programmes in Serbia is essential – at least 7 years experience in Evaluations;
- Experienced evaluator with knowledge of organizational processes and management techniques;
- Knowledge of public administration, institutional development concepts, reform at the local government level and experience in transitional countries in the region;
- Knowledge of current public administration, political, economic and social issues in the western Balkans region and more specifically in Serbia;
- Experience in Good Governance projects and full understanding of the principles involved;
- Experience with local and regional economic development and the role of local authorities;
- Understanding of citizen participation in decision making at the local level and the role of CSOs in the Western Balkans;
- Experience in EU funded Programmes an advantage including direct knowledge of financial and administrative procedures
- Excellent report writing skills.

c. Language Requirements:

- Excellent written and spoken English required.
- A native Serbian speaker.

5. Proposed tentative work break up with deadlines:

- Inception Report 5 days;
- Field work 10 days;
- Final (draft) report 10 days;
- Presentation of findings
- Please do not apply unless you are available to commence mid April 2012 (and to attend the April PSC at Trgoviste)
- The report must be completed by end June 2012.

Annex: Proposed Report Layout

Note: work to be in accordance with the OECD-DAC Criteria: Relevance, Effectiveness, Efficiency, Sustainability, and Impact.

0. Preamble (max 2 pages)

- i) The principal features of the project/Programme as at the time of the midterm review (incl. objectives, components, location commitments/disbursements, important dates, and timetable).
- ii) The objectives and plan of work of the review itself (names of the evaluators, dates and principal methods used).

Summary (approx. 3 pages)

The summary should be self-contained and cover the contents of chapters 2-9

2. Project Preparation and Design

This chapter assesses the planning and design phases of the Programme (origin of project

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proposals, involvement of beneficiaries and interest groups etc.) and the coherence and realism of the Programme design.

3. Relevance of the Programme

This chapter assesses the problems to be solved and the project objectives against their physical and policy environment.

4. Efficiency

This chapter relates to what is known as the relationship between the activities and the results of the Programme in the (revised) logical framework terminology, (this will require an assessment of the following factors that affect efficiency: means and costs; organisation, management and monitoring; intervention methods; monitoring and evaluation by project supervisor)

5. Effectiveness

This chapter relates to the relationship between the results of the project and the project purpose referred to in the “logical framework” terminology. It gives an assessment of the extent to which the project results have contributed towards the achievement of the project purpose.

6. Impact

This chapter assesses the contribution of the project in a broader context (relationship between the project purpose and the overall objectives).

7. Economic and Financial Analysis

Where relevant and possible the consultants should present their findings from the economic and financial analysis in terms to be nominated in the Inception Report and agreed by EU/SEIO. The consultants should at least present an analysis of the cost-effectiveness of the Grant Modality and its efficiency.

8. Sustainability/Replicability

This chapter assesses the sustainability/replicability of the Programme. The evaluators should present an analysis for all supported projects under the Programme in terms of their sustainability prospects.

9. Conclusions and Recommendations

Under this heading the evaluators should draw on the conclusions, summarize the overall outcome and formulate recommendations for the remaining period of the contract of the Programme.

Annex 14. CVs of Evaluators and Declarations of Impartiality

Note: CVs and Declarations are pdf format. Therefore, they are submitted separately from the integral

Annex 15. Socio-economic indicators in the AoR

Table 16.1. Number of private sector employees in the AoR³⁸

Local Self-government	Private Sector Total			Enterprises			Entrepreneurs		
	Mart 2009	Mart 2012	Difference	Mart 2009	Mart 2012	Difference	Mart 2009	Mart 2012	Difference
Nova Varoš	2937	2375	-562	1940	1656	-284	997	719	-278
Priboj	5685	4486	-1199	4148	3402	-746	1537	1084	-453
Prijepolje	5851	5644	-207	4299	3927	-372	1553	1717	164
Sjenica	3253	4391	1138	2803	2643	-160	451	1748	1297
Ivanjica	7647	6925	-722	5696	4923	-773	1950	2002	52
Novi Pazar	17935	15108	-2827	10647	9800	-847	7288	5308	-1980
Raška	5376	4754	-622	3623	3231	-392	1753	1523	-230
Tutin	3297	3016	-281	2197	2034	-163	1100	982	-118
Bojnik	1569	1278	-291	1031	788	-243	539	490	-49
Vlasotince	4833	5692	859	2695	2980	285	2138	2712	574
Lebane	1943	2508	565	1594	1332	-262	349	1176	827
Leskovac	23675	24679	1004	18153	16101	-2052	5522	8578	3056
Medveđa	1108	1341	233	956	1110	154	152	231	79
Crna Trava	521	733	212	248	363	115	272	370	98
Bosilegrad	1394	1217	-177	857	812	-45	538	405	-133
Bujanovac	6824	4965	-1859	4745	4031	-714	2079	934	-1145
Vladičin Han	3847	2987	-860	2883	1811	-1072	964	1176	212
Vranje	19465	18893	-572	17204	15846	-1358	2261	3047	786
Preševo	3378	2798	-580	2431	2098	-333	946	700	-246
Surdulica	4356	3526	-830	2833	2324	-509	1522	1202	-320
Trgovište	1010	934	-76	689	712	23	320	222	-98
Blace	1725	1758	33	1434	1271	-163	291	487	196
Žitorađa	1781	1190	-591	881	867	-14	900	323	-577
Kuršumlija	3035	3352	317	2359	2520	161	676	832	156
Prokuplje	8952	8677	-275	6057	7146	1089	2895	1531	-1364
Total	141397	133227	-8170	102403	93728	-8675	38993	39499	506

³⁸ Source: Statistical Office of the Republic of Serbia

Annex 16. Comparative review of Indicators in Project fiche and LF

Level	OVI in the PF	OVI in the Programme’s LF
OO	<p>Improvement of all relevant municipal socio-economic development indices such as:</p> <ul style="list-style-type: none"> – Unemployment rate, particularly among youth, women and minorities/ vulnerable groups; – Levels of foreign and local investment; – Competitiveness of local companies; – Environmental health indicators 	<ul style="list-style-type: none"> – Contribute to job creation in the PROGRES AoR – Contribute to improvement of equal representation of men and women and ethnic minorities in the PROGRES area of responsibility – Level of improvement of infrastructure conditions in municipalities – Increased capacity of municipalities for integrated infrastructure development expected – Increases in the level of investments expected through PROGRES – Increased number of new companies expected – Contribute to majority support of citizens in the PROGRES area to accession to the European Union. – Contribute to improvement of environmental indicators
PP	<ul style="list-style-type: none"> – Increased investment opportunities – Number of business start-ups – Number of jobs created – Municipal response times to citizen requests – Improvements in infrastructure conditions – Improvements in environmental conditions – Citizen satisfaction/awareness ratings – Business satisfaction ratings 	<ul style="list-style-type: none"> - Increased satisfaction of citizens with public services over three years of PROGRES implementation - Improved partnerships between CSOs and local governments; increased municipal budget allocations for CSOs - Number of municipalities organising effective budgetary public hearings increased until the end of the Programme - Citizens Advisory Services continue in at least 2 municipalities after the Programme finishes - Local mechanisms for gender equality and minority inclusion in place - Increased level of tax collection on local level by the end of the Programme - Increased execution of the planned budgets in at least 10 municipalities by the end of the Programme - Increased level of services for businesses in at least two municipalities, existing plans for economic development, increased number of enterprises involved in clustering - Urban planning documents in place in all municipalities within the time frame envisaged by the Law - Infrastructure Master Planning continuous activity in at least 3 municipalities until the end of the Programme - Increased level of implementation of Local Sustainable Development Strategies in at least 8 municipalities until the end of the Programme - Increased number of projects (up to 40) from SS and SWS on the SLAP data base - third level until the end of the Programme - Increased municipal potential for gaining financial sources for implementation of infrastructure projects - Number of permanent and temporary jobs created (M/F) through implementation of infrastructure projects increased during second and third year of project

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Level	OVI in the PF	OVI in the Programme’s LF
		<ul style="list-style-type: none"> implementation. - Number of newly formed companies increased by the end of the Programme. - Number of building permits issued, and number of projects ready for financing increased by the end of Programme implementation - Percentage (number, statistics?) of citizens (M/F) covered by regular waste disposal services increased by the end of Programme implementation - Percentage of separated and recycled waste increased during second and third year of project implementation. - Percentage of citizens (M/F) covered with quality-controlled water supply increased by the end of Programme implementation. - Number of children (M/F, vulnerable groups, minorities...) covered by pre-school education increased by the end of second and third year of Programme implementation. - Percentage of citizens (M/F, vulnerable groups, minorities...) with access to direct health protection services increased during second and third year of Programme implementation. - Enhanced inter-municipal and inter-ethnic cooperation and stronger relationship between national and local governments. - Increased understanding of municipalities, CSOs and citizens of good governance, municipal reforms, sustainable development and EU values. At least half of Programme events facilitate affirmative statements from municipal officials about reforms. Increased number of citizens' initiatives tackling good governance and reform issues. - Improved image of the selected destinations within PROGRES area of responsibilities
Result 1	<ul style="list-style-type: none"> - Awareness of public on specific issues such as gender, environment etc. - Level of civil society activity (events, town hall meetings held, campaigns organised, etc) 	<ul style="list-style-type: none"> - Two calls for proposals within CIF implemented with 80 projects supported during the Programme implementation, expected to bring along increased participation of different communities in the work of local government. First CIF in year 1 with 40 projects and CIF 2 with additional 40 projects in year 2 - Citizens' Satisfaction Surveys conducted in year 1 and year 3 of the Programme serve municipalities to improve their efficiency and accountability - Improved access of vulnerable and marginalized groups to municipal services in up to four targeted municipalities during Programme implementation - Transparent and efficient preparation and monitoring of budget realization in three pilot municipalities during the first year of Programme implementation. - The same process conducted in twelve municipalities during the second year of the Programme. During the third year in remaining municipalities. - Improvement of transparency and efficiency of local governments which reflects the needs of all communities through introduction of participatory budget mechanisms in up to 5 municipalities

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Level	OVI in the PF	OVI in the Programme’s LF
		<ul style="list-style-type: none"> – Three anti-corruption seminars for local government (one per each Programme year) CSOs and media representatives held, expected to result in increased awareness of corruption issues on the local level – One pilot project linked with one of the key regional infrastructure projects aims at developing a set of performance improvement measures for LSG/PUC/institutions in Year 2. – Up to ten trainings on political reporting for media, media literacy for politicians and local media awareness on government responsibilities conducted during the Year 2. – Local Gender Equality Mechanisms established and operational in all municipalities until the end of the Programme, thus increasing the levels of non-discrimination and inclusion – Action Plans produced with the aim of increasing non-discrimination and encouraging participation and inclusion – European Charter on Gender Equality adopted or National Gender Equality Strategy localised – Three public awareness campaigns implemented (two campaigns in Southwest and Toplica District in Year 2, and one campaign in South Serbia in Year 3), contribute to increased tolerance and decreased discrimination – Projects developed with Coordination Body - youth, cultural exchanges, study tours. These projects are foreseen for funding under prospective continuation of EU PROGRES. Projects were developed in consultation with the National Minority Councils and they contributed to increased participation of all communities in a local environment.
Result 2	<ul style="list-style-type: none"> – Number of municipal One-Stop-Shops for businesses prepared for establishment, and established – Number of CACs prepared for establishment and established where none existed – Number of OSSs and CACs included in municipal organizational structure with full systematization of work posts – Service level of CACs – No. and type of IZs and Industrial Parks established – Service level of IZs / IPs – Number of businesses established in IZs – No. of decentralised tax administrations functioning, and revenue perceived – Number of measures for enhancement of business competitiveness adopted and implemented by municipalities 	<ul style="list-style-type: none"> – 3 Citizen Assistance Centres formed and functional in municipalities where they didn't exist. Eight municipalities supported in technical renewal of CACs by end of 2012. – At least 2 IP/IZ mngmt plans developed and at least 5 FDI attraction plans developed by end of Programme – At least two BIC received financial and technical support by end of Programme – Three clusters formed and functional; Clusters received support from MoERD; 3 promotional campaigns regarding innovativeness and competitiveness conducted by end of Programme – Two One Stop Shops formed and functional by end of Programme – 2 new LTA Joint IT centres established by June 2012. – At least 10 municipalities have updated taxpayers' databases by end of 2012. – At least 10 municipalities adopted by-laws and rulebooks for tax collection mechanisms by end of 2012 – Methodology for Programme budgeting adopted in at least 15 municipalities by end of 2012. – 5 municipalities are QMS certified by end of Programme

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Level	OVI in the PF	OVI in the Programme’s LF
Result 3	<ul style="list-style-type: none"> – No. of municipalities with complete mapping of potential IZs – No. of municipalities approving sound Strategic Sustainable Development Plans – No. of municipalities with action Plans and M&E procedures developed – No. of municipalities with completed assessment on planning documents – No. of municipalities with a full set of planning documents (spatial plan, sustainable development plan, general urban plan, regulatory plans for urban areas, infrastructure master plans) – No. of sectoral integrated development plans on regional level developed 	<ul style="list-style-type: none"> – At least 4 general and at least 8 detailed regulatory plans developed and adopted by end of Programme. – At least 2 municipalities in South Serbia have implemented Infrastructure Master Planning tools/mechanisms by June 2012. – At least 8 municipalities have revised LSDS and established monitoring/reporting mechanisms by end of 2012. – At least 1 Social housing plan developed or at least one social housing pilot project implemented
Result 4	<ul style="list-style-type: none"> – Number and value of municipal and inter-municipal projects developed to funding maturity 	<ul style="list-style-type: none"> – At least 3 inter municipal and 6 local infrastructure projects developed up to the built-ready stage by the end of second year of Programme implementation.
Result 5	<ul style="list-style-type: none"> – Number and value of projects entered in SLAP database – Number of projects financed by third parties 	<ul style="list-style-type: none"> – Financial sources for up to 3 inter municipal and up to 6 local infrastructure projects secured during Programme implementation.
Result 6	<ul style="list-style-type: none"> – Number of municipalities in which a project has been selected for financing – Value of projects – Number and value of municipal and inter-municipal infrastructure projects financed and implemented 	<ul style="list-style-type: none"> – 3 Inter-municipal project proposals identified and timely implemented by the end of Programme. – At least 2 projects in Jablanicki and Pjinski Districts funded from new funding source by the end of the Programme. – At least 25 small-scale municipal infrastructure projects developed and implemented by the end of PROGRES Programme

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Level	OVI in the PF	OVI in the Programme’s LF
Result 7	<ul style="list-style-type: none"> - No. and quality of awareness campaign elements conducted - No. of articles / programmes appearing in local / regional media - Quality of web site and number of hits 	<ul style="list-style-type: none"> - Communication Strategy developed and implemented, contributing to increased awareness of target audiences about logic and effects of the Programme. Per each of three Programme years: organized at least 3 high profile visits/events promoting PROGRES intervention; at least 10 press releases, 10 interviews and 2 press conferences resulting in minimum 200 media reports annually about the Programme; at least 6 blogs prepared by key stakeholders promoting good governance, municipal reform and sustainable development. Website created by the end of 2010 and attracts minimum 10,000 visitors in 2011 and 2012 and 5,000 in 2013. Produced 10 issues of newsletter in three years and circulated quarterly to a minimum of 1,000 recipients. At least 3 media projects and 5 community initiatives promoting good governance developed and implemented. At least 5 different media reported on good governance, public administration reform and sustainable development in at least 20 different articles in each of the Programme year - Three campaigns addressing different social challenges in the Programme area developed and implemented: first in 2011, second in 2012 and third in 2012-2013. Enhanced citizens and other stakeholders' understanding and action on issues tackled by the campaigns. At least one national and two local stakeholders involved in each of three campaigns.
Result 8	<ul style="list-style-type: none"> - Stakeholder meetings / workshop held - Plan elements drafted - Actions launched 	<ul style="list-style-type: none"> - Image building plans for at least 3 selected areas within the Programme territory developed by the end of 2011. - At least 4 projects deriving from the plans implemented by the end of 2012, of which at least one contributed to increased economic activity (products sale, employment, manufacturing capacity utilisation, entry into new markets). - At least 5 positive media reports generated by each supported project

Annex 17. Comparative Review of Activities between the Project Fiche and the LF

Result No.	Project Fiche	Latest LF
Result 1	2 grant schemes carried out in each of 2 regions: S and SW Serbia. Grants of up to 100,000 EUR (criteria of social inclusion of marginalized population to be considered in selection)	Citizens' Involvement Fund supports projects that have resulted from partnerships of civil society organisations and local government institutions
	Support to the established 'Citizens Involvement Fund' in SW Serbia and establishment of a similar fund in S Serbia	Conduct 2 Citizen Satisfaction Surveys
		Citizens' Advisory Services provide practical assistance and information to citizens, enabling them to access their rights and entitlements
		Support the municipalities to conduct appropriate consultation on annual budgets, involving representatives of civil society and media
		Provide Assembly members and City Councils from the municipalities participating in inter-municipal project with information and resources which enable them to better monitor the performance of local institutions, including PUCs
		Support municipalities to develop and adopt Local Gender Strategies and Action Plans, with the aim of strengthening women participation in policy making processes
		Improve inter ethnic representation of local-decision making in the Programme Area through inter ethnic cooperation
	Assist municipalities in re-designing their departments and (re-) training officials to ensure success of existing and new CACs and OSSs.	Establishment of new Citizens' Assistance Centres in municipalities where they do not exist through participatory approach, and further improvement of efficient and non-discriminatory service delivery in existing CACs
	Analyse workflows and prepare for introduction of IT support applications for standardised procedures	Strengthening of LED offices in their abilities to provide efficient, coherent and strategic support to business growth in their municipalities
	Examine the status of fiscal decentralisation and assist municipalities improve their institutions and revenues through training and coaching.	Technical Assistance to municipalities in establishing 'One Stop Shops' and simplifying administrative procedures for small and medium sized businesses in order to increase efficiency and transparency in service delivery
	Provide financial training and training in tax administration	Support to municipalities to improve the rates of efficient, transparent and accountable collection of property taxes
	Facilitate dialogue between host municipalities and the business community (round tables, meetings etc) on the priorities to be addressed	Support municipalities to strengthen accountable and transparent financial management capacity
	Provide training on LED policy and opportunities for improving the business environment (mixed trainees – local officials and business activists)	Introduce Quality Management System in Municipal Administration and standardise efficient, transparent and accountable service delivery

Mid-Term Evaluation of the Programme “The European Partnership with Municipalities – EU PROGRES”

Result No.	Project Fiche	Latest LF
	Provide expertise to advise on business planning and start-up, clustering etc. Provide expertise to incubators according to demand Identify (re-)training needs and provide training to unemployed focused on the needs of the labour market. Organise other training on the basis of evolving needs throughout the programme	
Activity 3	Provide expert support to the process of preparing spatial plans, urban plans, regulatory plans, sustainable development plans Assist municipalities formulate strategies and action plans Design and provide training as required	Support to municipalities in efficient preparation of local urban planning documents through participatory approach Assistance to municipalities to establish effective, sustainable and accountable mechanisms for implementing their development strategies, and reporting on progress to the municipal assemblies Support to municipalities in development of social housing plans and implementation of efficient, transparent and non-discriminatory social housing pilot projects
Activity 4	Facilitate dialogue between municipalities, central government, environmental activists, the business community, CSOs, citizens etc. (round tables, meetings etc) on the priorities to be addressed Perform mapping and needs analysis Prepare technical and tender docs for OSSs, CACs, Industrial Zones and Parks, business incubators, waste water treatment at the source pilot projects, water supplies, tourism development etc. as appropriate	Support to prepare documentation for inter-municipal economic, environmental and social infrastructure projects <ul style="list-style-type: none"> - Identify inter municipal interests through the transparent process with participation of relevant stakeholders in non discriminatory manner - Analyse existing situation - Define project concept with clearly indicated roles and responsibilities - Develop project proposal - Project approval - Implement project in a transparent and efficient manner - Accountable Project monitoring and reporting - Project evaluation Support selected municipalities to prepare documentation for municipal economic, environmental and social infrastructure projects <ul style="list-style-type: none"> - Identify municipal needs through questionnaires with participation of relevant stakeholders in non discriminatory manner - Select projects in transparent and non discriminative manner - Develop project proposal - Project Approval - Implement project in a transparent and efficient manner - Accountable Project monitoring and reporting - Project Evaluation

Mid-Term Evaluation of the Programme “The European Partnership with Municipalities – EU PROGRES”

Result No.	Project Fiche	Latest LF
	Finalise ongoing FSs and perform others as required	
	Develop management system and institutional frame for managing of Industrial Parks	
	Support RDAs where appropriate in facilitating inter-municipal cooperation	
	Provide training to RDAs	
	Provide networking assistance to RDAs	
	Prepare technical and tender docs for inter-municipal projects, at least one for each of the 2 regions	
	Provide support to local stakeholders in border areas for preparation of project proposals for CBC in the area of environmental protection	
	Cooperate with CSOs and donors on identifying, designing and implementing socially-oriented projects that are related to the other measures taken in this project.	
Result 5	Facilitate contacts between municipalities and central government institutions and donors to identify funds	Support inter-municipal partnerships to develop project finance plans - Identification of inter-municipal partnerships in a transparent manner
	Ensure that projects are inserted in the SLAP database	
Result 6	Identify selection criteria, giving inter-municipal projects priority.	Implementation of small municipal infrastructure projects in Blace, Kuršumlija, Prokuplje and Žitorađa municipalities - Identify municipal needs through questionnaires with participation of relevant stakeholders in non discriminatory manner - Select projects in transparent and non discriminative manner - Develop project proposal - Project Approval - Implement project in a transparent and efficient manner - Accountable Project monitoring and reporting - Project Evaluation
	Select appropriate projects from those prepared for tender or other contracting form under Result 4.	Call for proposals for small scale municipal or inter-municipal projects - Preparation of CfP1 package documentation - Advertisement and presentation of CfP1 with participation of potential applicants. - Providing consultations to applicants in an efficient and non-discriminative manner. - Closing the CfP1 - Evaluation of projects in transparent and non discriminative procedure - Approval of recommended projects - Implement project in a transparent and efficient manner

Mid-Term Evaluation of the Programme “The European Partnership with Municipalities – EU PROGRES”

Result No.	Project Fiche	Latest LF
		<ul style="list-style-type: none"> - Accountable Project monitoring and reporting - Project evaluation - Preparation of CfP2 package documentation - Advertisement and presentation of CfP2 with participation of potential applicants. - Providing consultations to applicants in an efficient and non-discriminative manner. - Closing the CfP2 - Evaluation of projects in transparent and non discriminative procedure - Approval of recommended projects - Implement project in a transparent and efficient manner - Accountable Project monitoring and reporting - Project evaluation
	Agree on co-funding with municipalities.	Financially and technically support the implementation of the projects of inter-municipal or national importance <ul style="list-style-type: none"> - Identify inter municipal interests through the transparent process with participation of relevant stakeholders in non discriminatory manner - Analyse existing situation - Define project concept with clearly indicated roles and responsibilities - Develop project proposal - Project Approval - Implement project in a transparent and efficient manner - Accountable Project monitoring and reporting - Project Evaluation
	Execute tendering and contracting	Implementation of municipal infrastructure projects in Pcinjski and Jablanicki District municipalities <ul style="list-style-type: none"> - Identify projects with potential cross border effect from the Municipality/ies through transparent and participative procedure - Identification of appropriate implementing partner - Finalise criteria based on NUTS 111 and distance from Macedonia border calculations - Agree co-funding - Implement project in a transparent and efficient manner - Accountable Project monitoring and reporting - Project Evaluation
	Supervise the realisation of projects	
Common to results 7 and 8	Establish a communications strategy including before-and-after public surveys, a complete analysis of objectives, target groups and key messages, means and costs.	
Result 7	Organise public awareness-raising campaigns, and	Communicate Achievements of Governance, Municipal Management,

Mid-Term Evaluation of the Programme “The European Partnership with Municipalities – EU PROGRES”

Result No.	Project Fiche	Latest LF
	participatory events	Development Planning, and Infrastructure Components
	Develop and disseminate high-quality communication material	Information-education and/or advocacy campaigns are implemented in partnership with civil society
	Hold surveys to measure the effects of communications and of the project	
Result 8	Hold initial meetings with stakeholders	Design of plans and implementation of projects for image building in partnerships with relevant organizations
	Run a series of stakeholder workshops in each AoR	
	Identify or constitute a suitable regional body that will be assisted by the project.	
	Develop a strategy and action plan	
	Commence implementation of the plan	
	Produce publicity materials for all types of media	

Annex 18. Survey Questionnaires (in Serbian language)

Uvod

Poštovana/i,

U toku je proces Mid-Term evaluacije EU PROGRES-a koji se realizuje u 25 opština i gradova u južnoj i jugozapadnoj Srbiji.

Ova anketa je napravljena radi prikupljanja informacija, utisaka i preporuka predstavnika institucija koji su dobili finansijska sredstva od Evropske unije i Vlade Švajcarske preko EU PROGRES-a za podršku projektu. Molimo Vas, popunite upitnik za svaki uspešan projekt koji ste dobili od EU PROGRES-a. Ovo je anonimna anketa i Vaše mišljenje i sugestije će biti od velike koristi.

Unapred zahvalni na saradnji,

EU PROGRES

Kako koristiti ovaj instrument

Upitnik je napravljen na način da dopusti učesnicima u anketi da sami popunjavaju odgovore na pitanja. Popunjavanje ankete neće uzeti više od 15 minuta Vašeg vremena.

Pitanja/sugestije/komentari

Sva pitanja, komentari i/ili sugestije za poboljšanje ovog instrumenta se mogu poslati Zehri Kačapor-Džihić na: zkacapor@gmail.com

Hvala!

1. Pol

- Muški
- Ženski

2. Da li predstavljate instituciju lokalne samouprave ili organizaciju civilnog društva (OCD)?

- Institucija lokalne samouprave
- Organizacija civilnog društva
- Ostalo (navedite)

3. Koliko dugo ste na funkciji koju trenutno obavljate?

- Manje od godinu dana
- Jedna godina
- Dve godine
- Tri godine
- Više od tri godine
- Ostalo (navedite)

4. Označite kom domenu pripada Vaše trenutno zaposlenje?

- Rukovodilac u opštini
- Rukovodilac Kancelarije za lokalni ekonomski razvoj
- Ekonomski savetnik
- Socijalni radnik
- Rukovodilac u organizaciji civilnog društva
- Urbanist
- Pravnik
- Aktivista u nevladinom sektoru
- Administrativna podrška u opštinskim vlastima
- Ostalo (navedite)

Priprema projektne aplikacije

5. Kojoj kategoriji pripada Vaš projekat koji je odobren za finansiranje u okviru EU PROGRES-a?

- Opštinski projekt
- Medjuopštinski projekt
- Projekt podrške partnerstva između civilnog društva i lokalne samouprave
- Brendiranje opština
- Ostalo (navedite)

6. Koliko ste puta aplicirali kod EU PROGRES-a sa ovim projektom?

- Jedanput
- Dva puta
- Tri puta
- Više od tri puta
- Ostalo (navedite)

7. U proseku, koliko ste predloga projekata predali po Pozivu?

- Jedan
- Dva
- Više od dva
- Ostalo (navedite)

8. U toku konsultacija vezanih za pripremu predloga projekta:

	Da, u potpunosti	Da, do izvesne mere	Ne	Ne znam
Da li ste dobili adekvatne tehničke informacije od strane osoblja EU PROGRES-a?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Da li ste dobili adekvatne informacije o vrsti projekata koji mogu biti podržani od strane EU PROGRES-a?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Da li ste dobili adekvatne informacije o kriterijima za odabir predloga projekata od EU PROGRES-a?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

9. Da li su Vam bile jasne procedure koje se tiču poziva za podnošenje predloga projekata, potpisivanja ugovora i realizacije projekata?

- Da
- Ne. Molim Vas, obrazložite

10. Kako ocenjujete kompleksnost uslova za apliciranje na Poziv za projekte EU PROGRES-a?

	Jednostavan	Adekvatan	Komplikovan	Jako komplikovan
Kompleksnost projektnog obrasca	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za upotrebu engleskog jezika u aplikaciji	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za obavezno partnerstvo	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za sufinansiranje	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za dostavljanje sve projektno-tehničke dokumentacije	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

11. Da li je kompleksnost zahteva opravdana?

- Da, EU PROGRES insistira na poštovanju relevantnih zakona i kriterijuma koji osiguravaju poboljšanje kvaliteta projekata.
- Delimično, EU PROGRES insistira previše na detaljima.
- Ne, EU PROGRES postavlja neopravdane zahteve. Molim vas obrazložite.

12. Da li smatrate da priprema, obezbeđivanje potrebne dokumentacije i ispunjavanje uslova za dobijanje projekata oduzima previše vremena?

- Ne oduzima previše vremena
- Prihvatljivo je
- Oduzima puno vremena
- Ostalo (navedite)

13. Da li ste uspeali da uspostavite dobru saradnju sa partnerima prilikom podnošenja predloga projekta na Pozivu za projekte u okviru EU PROGRES programa?

- Da
- Ne

Komentar

14. Kako ocenjujete brzinu procesa odabira predloga projekata?

- Proces odabira predloga projekata je bio prihvatljivog trajanja.
- Proces odabira predloga projekata je dugo trajao.

Komentar

15. Koliki je bio iznos i % sufinansiranja projekta iz Vašeg budžeta?

16. Kako ste obezbedili sredstva za sufinansiranje?

17. Da li smatrate da je proces za potpisivanje ugovora bio...

- Kratak
- Ne tako dugačak
- Spor, dugo sam čekala/o
- Ostalo (navedite)

18. Posmatrajući celokupan proces pripreme projekta, do koje mere ste zadovoljni podrškom osoblja EU PROGRES-a u toj fazi?

- Potpuno zadovoljna/n
- Zadovoljna/n
- Onako
- Nezadovoljna/n
- Potpuno nezadovoljna/n

Komentar

Realizacija projekta

19. Koliko često komunicirate sa osobljem EU PROGRES-a vezano za Vaš projekt?

- Veoma često
- Često
- Dovoljno
- Ne tako često
- Jako retko

Komentar

20. Da li ste zadovoljni komunikacijom s osobljem EU PROGRES-a?

- Da, puno nam pomažu saveti i podrška osoblja EU PROGRES-a
- Da, korisno je, mada podrška osoblja EU PROGRES-a nije presudna u realizaciji projekta
- Komunikacija sa EU PROGRES-om je zadovoljavajuća
- Ne, informacije dobijene od EU PROGRES-a nisu korisne
- Ne, jako je teško komunicirati sa osobljem EU PROGRES-a
- Ostalo (navedite)

21. Da li ste imali poteškoća tokom realizacije projekta?

- Nisam imala/o poteškoća tokom realizacije projekta;
- Da, imala/o sam poteškoća sa procedurama javnih nabavki;
- Da, imala/o sam poteškoća sa osiguravanjem sredstava za sufinansiranje projekta
- Da, imala/o sam poteškoća sa realizacijom projekta u vremenski zadatom roku
- Ostalo (navedite)

22. Da li ste imali poteškoća/kašnjenja sa uplatama od strane EU PROGRES-a?

Da. Molim Vas,
obrazložite.

Ne. Molim Vas,
obrazložite.

23. Da li ste imali poteškoća/kašnjenja sa uplatama iz budžeta vlade?

Da. Molim Vas, obrazložite.

Ne. Molim Vas, obrazložite.

24. Da li ste imali poteškoća/kašnjenja sa uplatama iz budžeta vlade?

Da. Molim Vas, obrazložite.

Ne. Molim Vas, obrazložite.

25. Ukoliko su je bilo poteškoća/kašnjenja sa uplatama iz budžeta vlade, kako ste rešili te poteškoće/kašnjenje?

26. Ukoliko ste imali poteškoće u bilo kojem momentu realizacije projekta, da li Vam je osoblje EU PROGRES-a pomoglo u njihovom otklanjanju?

- Da, jako su nam pomogli
- Da, njihova podrška je bila korisna
- Ne, osoblje EU PROGRES-a nije želelo da pomogne
- Ne, nije imalo potrebe da osoblje EU PROGRES-a pomogne jer smo sami rešili problem

Komentar

27. Ukoliko Vam je EU PROGRES pomogao da otklonite probleme, na koji način je to učinjeno?

28. Koji su najvažniji rezultati Vašeg projekta do sada? Molim Vas, obrazložite:

29. U kom domenu je život gradjana poboljšan u Vašoj opštini zahvaljujući ovom projektu? Molim Vas, obrazložite:

30. Kako ste obezbedili održivost Vašeg projekta? Molim Vas, obrazložite.

31. Da li ste zadovoljni saradnjom sa ostalim partnerima tokom realizacije Vašeg projekta?

- Da
- Ne
- Ostalo (navedite)

32. Da li imate nameru da ponovo aplicirate na nekom Pozivu sa istim partnerima?

- Da
- Ne
- Ostalo (navedite)

33. Da li biste saradjivali sa ovim partnerima da nije bilo EU PROGRES-a?

- Da
- Ne

Komentar

Mišljenje o ukupnom radu EU PROGRES-a

34. Da li saradjujete sa EU PROGRES-om van projektnih aktivnosti?

- Da, učestvujem na njihovim edukativnim događajima
- Da, prisustvujem na koordinacijskim sastancima
- Ne
- Ostalo (navedite)

35. Da li ste zadovoljni saradnjom s EU PROGRES-om (van Vaših projektnih aktivnosti)?

- Da, puno nam pomažu njihovi saveti i podrška
- Da, korisno je sarađivati
- Saradnja sa EU PROGRES-om je zadovoljavajuća
- Ne, saradnja sa osobljem EU PROGRES-om nije korisna
- Ne, jako je teško sarađivati sa osobljem EU PROGRES-a
- Ostalo (navedite)

36. Da li je pristup i način rada EU PROGRES-a koristan pripremu i realizaciju razvojnih projekata...

	Da, u velikoj meri	Da	Onako	Ne	Bez odgovora
u Vašoj opštini?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
u Vašem okrugu?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
u Vašem regionu?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

37. Da li smatrate da EU PROGRES doprinosi unapredjenju kvaliteta života gradjana u smislu...

	Da, u velikoj meri	Da	Ne	Bez odgovora
Poboljšanja efikasnosti opštinske uprave	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Poboljšanja kvaliteta usluga za gradjane	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Poboljšanja kvaliteta upravljanja u opštini	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Poboljšanja socio-ekonomskih prilika u opštini	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

38. Koje su najznačajnije promene i poboljšanja mehanizama i principa dobrog upravljanja napravljena u Vašoj opštini uz pomoć novih veština i znanja prenesenih od strane EU PROGRES-a?

Poboljšanje odgovornosti lokalne uprave. Molim Vas, obrazložite.

Poboljšanje transparentnosti. Molim Vas, obrazložite

Poboljšanje efikasnosti. Molim Vas, obrazložite

Poboljšanje efektivnosti. Molim Vas, obrazložite

Poboljšanje i upotreba mehanizama za učešće gradjana. Molim Vas, obrazložite

Ostalo. Molim Vas, obrazložite

39. Koji je uticaj EU PROGRES-a do sada na razvoj:

	Imao je značajan uticaj	Imao je određeni uticaj	Onako	Nije imao uticaj
Lokalnih politika/strategija za razvoj	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lokalnih razvojnih projekata	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lični razvoj i razvoj kapaciteta, znanja i veština osoblja lokalne uprave	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Ukupnog razvoja lokalne uprave	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lokalne uprave u smislu dobrog upravljanja, koordinacije i razvoja	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Medjusektorske saradnje	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Pripreme strateških projekata za investitore	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Stvaranje povoljnijih socio-ekonomskih uslova u opštini	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

40. Da li smatrate da imate mogućnost da osoblju EU PROGRES-a date sugestije za unapredjenje njihovog rada?

- Da, u velikoj meri. Molim Vas, obrazložite
- Dovoljno. Molim Vas, obrazložite
- Do određene mere. Molim Vas, obrazložite
- Ne. Molim Vas, obrazložite

41. Da li ste učestvovali u sličnim Pozivima za projekte koje su organizovali drugi donatori?

- Da, učestvovali smo i dobili smo najmanje jedan projekat od drugih donatora
- Da, učestvujemo ali do sada nismo dobili ni jedan projekat od drugih donatora
- Ne
- Ostalo (navedite)

42. Da li su znanje i veštine koje ste dobili u okviru aktivnosti EU PROGRES-a pomoglo da uspešno aplicirate sa nekim projektom kod drugih međunarodnih ili domaćih donatora?

- Da
- Ne
- Ostalo (navedite)

43. Da li Vam je znanje i veštine koje ste dobili saradnjom sa EU PROGRES-om pomoglo da uspešno aplicirate za neki drugi projekt podržan od strane vladinih institucija?

- Da
- Ne
- Ostalo (navedite)

44. Da li biste opet aplicirali za neki drugi Poziv za projekte od strane EU PROGRES-a?

- Da
- Ne

Komentar

45. Kako biste ocenili Vaš nivo zadovoljstva radom EU PROGRES-a?

- Potpuno zadovoljna/an
- Zadovoljna/an
- Onako
- Nezadovoljna/an
- Potpuno nezadovoljna/an

Komentar

46. Koje su Vaše sugestije za unapređenje kvaliteta realizacije EU PROGRES programa?

47. Ostali komentari

Uvod

Poštovana/i,

U toku je proces Mid-Term evaluacije EU PROGRES-a koji se realizuje u 25 opština i gradova u južnoj i jugozapadnoj Srbiji.

Ova anketa je napravljena radi prikupljanja informacija, utisaka i preporuka predstavnika institucija čiji projekti nisu dobili finansijska sredstva od Evropske unije i Vlade Švajcarske preko EU PROGRES za podršku projektu. Razlog za ovu anketu je poboljšanje uslova za buduće Pozive za projekte kao i spoznaja o doprinosu EU PROGRES-a jačanju kapaciteta i šansi za uspešno apliciranje kod drugih donatora ili nekih drugih Poziva za projekte kod EU PROGRES-a.

Molimo Vas, popunite upitnik za svaki neuspešan projekt za koji ste aplicirali u EU PROGRES-u. Ovo je anonimna anketa i Vaše mišljenje i sugestije će biti od velike koristi.

Unapred zahvalni na saradnji,

EU PROGRES

Kako koristiti ovaj instrument

Upitnik je napravljen na način da dopusti učesnicima u anketi da sami popunjavaju odgovore na pitanja. Popunjavanje ankete neće uzeti više od 15 minuta Vašeg vremena.

Pitanja/sugestije/komentari

Sva pitanja, komentari i/ili sugestije za poboljšanje ovog instrumenta se mogu poslati Zehri Kačapor-Džihić na: zkacapor@gmail.com

Hvala!

1. Pol

- Muški
- Ženski

2. Da li predstavljate instituciju lokalne samouprave ili organizaciju civilnog društva (OCD)?

- Instituciju lokalne samouprave
- Organizaciju civilnog društva
- Ostalo (navedite)

3. Koliko dugo ste na funkciji koju trenutno obavljate?

- Manje od godinu dana
- Jedna godina
- Dve godine
- Tri godine
- Više od tri godine
- Ostalo (navedite)

4. Kom domenu pripada Vaše trenutno zaposlenje?

- Rukovodilac u organizaciji civilnog društva
- Aktivista u nevladinom sektoru
- Pravnik
- Socijalni radnik
- Ekonomski savetnik
- Rukovodilac Kancelarije za lokalni ekonomski razvoj
- Rukovodilac u opštini
- Urbanist
- Administrativna podrška u opštinskim vlastima
- Drugo, molim Vas, obrazložite

Priprema projektne aplikacije

5. Kojoj kategoriji pripada Vaš projekat koji nije odobren za finansiranje u okviru EU PROGRES-a?

- Opštinski projekt
- Medjuopštinski projekt
- Podršku partnerstva između civilnog društva i lokalne samouprave
- Brendiranje opština
- Ostalo (navedite)

6. Koliko ste puta aplicirali kod EU PROGRES-a sa ovim projektom?

- Jedanput
- Dva puta
- Tri puta
- Više od tri puta
- Ostalo (navedite)

7. U proseku, koliko ste predloga projekata predali po Pozivu?

- Jedan
- Dva
- Više od dva
- Ostalo (navedite)

8. Da li ste uspeali da uspostavite dobru saradnju sa partnerima prilikom podnošenja aplikacije na Pozivu za projekte u okviru EU PROGRES programa?

- Da
- Ne
- Ostalo (navedite)

9. Koliki je bio iznos i % sufinansiranja projekta iz Vašeg budžeta?

10. U toku konsultacija vezanih za pripremu predloga projekata:

	Da, u potpunosti	Da, do izvesne mere	Ne	Ne znam
Da li ste dobili adekvatne tehničke informacije od strane osoblja EU PROGRES-a?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Da li ste dobili adekvatne informacije o vrsti projekata koji mogu biti podržani od strane EU PROGRES-a?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Da li ste dobili adekvatne informacije o kriterijima za odabir predloga projekata od EU PROGRES-a?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Da li ste dobili adekvatnu podršku od osoblja EU PROGRES-a tokom pripreme predloga projekta?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

11. Da li su Vam bile jasne sve procedure Poziva za projekte?

- Da
- Ne. Molim Vas, obrazložite

12. Kako ocenjujete ukupnu kompleksnost uslova za odabir predloga projekata?

- Jednostavni
- Adekvatni
- Komplikovani
- Jako komplikovani
- Ostalo (navedite)

13. Kako ocenjujete kompleksnost uslova za apliciranje:

	Jako jednostavan	Adekvatan	Komplikovan	Jako komplikovan
Kompleksnost projektnog obrasca	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za upotrebu engleskog jezika	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za obavezno partnerstvo	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za obavezno sufinansiranje	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za dostavljanje sve projektno/tehničke dokumentacije	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

14. Da li je kompleksnost opravdana?

- Da, EU PROGRES insistira na poštovanju relevantnih zakona i kriterijuma koji osiguravaju poboljšanje kvaliteta projekata
- Delimično, EU PROGRES insistira previše na detaljima
- Ne, EU PROGRES postavlja neopravdane zahteve. Molim vas obrazložite.

15. Da li smatrate da priprema, obezbeđivanje potrebne dokumentacije i ispunjavanje uslova za dobijanje projekata oduzima previše vremena?

- Ne oduzima previše vremena
- Prihvatljivo je
- Oduzima puno vremena

Komentar

16. Kako ocenjujete brzinu procesa odabira predloga projekta?

- Proces odabira predloga projekata je kratko trajao.
- Proces odabira predloga projekata je bio prihvatljivog trajanja.
- Proces odabira predloga projekata je dugo trajao.
- Ostalo (navedite)

EU PROGRES - unsuccessful applications

17. Da li ste zadovoljni obrazloženjem razloga zbog kojih Vaš projekat nije odobren za finansiranje?

- Da
 Ne

Komentar

18. Da li smatrate da Vaš projekt nije adekvatno i korektno ocenjen?

Da. Molim Vas, obrazložite

Ne. Molim Vas, obrazložite

Ostalo. Molim Vas,
obrazložite

19. Posmatrajući celokupan proces pripreme predloga projekta, kako biste ocenili podršku od strane osoblja EU PROGRES-a?

- Potpuno zadovoljna/n
 Zadovoljna/n
 Onako
 Nezadovoljna/n
 Potpuno nezadovoljna/n

Komentar

20. Da li ste predali isti projekt na nekom od sledećih Poziva za projekte?

- Da
 Ne

Komentar

Mišljenje o ukupnom radu EU PROGRES-a

21. Da li saradjujete sa EU PROGRES-om van aktivnosti vezanih za dodelu grantova?

- Da, učestvujem na njihovim edukativnim događajima
- Da, prisustvujem na koordinacijskim sastancima
- Ne
- Ostalo (navedite)

22. Da li ste zadovoljni saradnjom s EU PROGRES-om (van aktivnosti vezanih za dodelu grantova)?

- Da, puno nam pomažu njihovi saveti i podrška
- Da, korisno je sarađivati
- Saradnja sa EU PROGRES-om je zadovoljavajuća
- Ne, saradnja sa osobljem EU PROGRES-om nije korisna
- Ne, jako je teško sarađivati sa osobljem EU PROGRES-a
- Ostalo (navedite)

23. Bez obzira na rezultate odabira projekata, da li smatrate da je pristup i način rada EU PROGRES-a koristan za pripremu i realizaciju razvojnih projekata....

	Da, u velikoj meri	Da	Onako	Ne
Vašoj opštini?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Vašem okrugu?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Vašem regionu?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

24. Bez obzira na rezultate odabira projekta, da li smatrate da EU PROGRES doprinosi unapređenju kvaliteta života građana u smislu...

	Da, u velikoj meri	Da	Onako	Ne
Poboljšanja efikasnosti opštinske uprave	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Poboljšanja kvaliteta usluga za građane	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Poboljšanja kvaliteta upravljanja u opštini	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Poboljšanja socio-ekonomskih prilika u opštini	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

25. Koje su najznačajnije promene i poboljšanja mehanizama i principa dobrog upravljanja napravljena u Vašoj opštini uz pomoć novih veština i znanja prenesenih od strane EU PROGRES-a?

Poboljšanje odgovornosti lokalne uprave. Molim Vas, obrazložite.

Poboljšanje transparentnosti. Molim Vas, obrazložite.

Poboljšanje efikasnosti. Molim Vas, obrazložite.

Poboljšanje efektivnosti. Molim Vas, obrazložite.

Poboljšanje i upotreba mehanizama za učešće građana. Molim Vas, obrazložite.

Ostalo. Molim Vas, obrazložite.

EU PROGRES - unsuccessful applications

26. Koji je uticaj EU PROGRES-a do sada na razvoj:

	Imao je značajan uticaj	Imao je određeni uticaj	Onako	Nije imao uticaj
Lokalnih politika/strategija za razvoj	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lokalnih razvojnih projekata	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lični razvoj i razvoj kapaciteta, znanja i veština osoblja lokalne uprave	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lokalne uprave u smislu dobrog upravljanja, koordinacije i razvoja	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Medjusektorske saradnje	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Pripreme strateških projekata za investitore	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Stvaranje povoljnijih socio-ekonomskih uslova u opštini	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

27. Da li učestvujete na sličnim Pozivima za projekte koje su organizovali drugi donatori?

- Da, učestvovali smo i dobili smo najmanje jedan projekat od drugih donatora
- Da, učestvujemo ali do sada nismo dobili ni jedan projekat od drugih donatora
- Ne
- Ostalo (navedite)

28. Da li imate nameru da ponovo aplicirate na nekom Pozivu sa istim partnerima?

- Da
- Ne
- Ostalo (navedite)

29. Da li biste opet aplicirali za neki drugi Poziv za projekte organizovan od strane EU PROGRES-a?

- Da
- Ne
- Ostalo (navedite)

30. Kako biste ocenili Vaš nivo zadovoljstva radom EU PROGRES-a?

- Potpuno zadovoljna/n
- Zadovoljna/n
- Onako
- Nezadovoljna/n
- Potpuno nezadovoljna/n

Komentar

31. Koje su Vaše sugestije za unapređenje kvaliteta realizacije EU PROGRES programa?

32. Ostali komentari

Uvod

Poštovana/i,

U toku je proces Mid-Term evaluacije EU PROGRES-a koji se realizuje u 25 opština i gradova u južnoj i jugozapadnoj Srbiji.

Ova anketa je napravljena radi prikupljanja informacija, utisaka i preporuka predstavnika institucija koji su dobili finansijska sredstva od Evropske unije i Vlade Švajcarske preko EU PROGRES-a za podršku projektu. Molimo Vas, popunite upitnik za svaki uspešan projekt koji ste dobili od EU PROGRES-a. Ovo je anonimna anketa i Vaše mišljenje i sugestije će biti od velike koristi.

Unapred zahvalni na saradnji,

EU PROGRES

Kako koristiti ovaj instrument

Upitnik je napravljen na način da dopusti učesnicima u anketi da sami popunjavaju odgovore na pitanja. Popunjavanje ankete neće uzeti više od 15 minuta Vašeg vremena.

Pitanja/sugestije/komentari

Sva pitanja, komentari i/ili sugestije za poboljšanje ovog instrumenta se mogu poslati Zehri Kačapor-Džihić na: zkacapor@gmail.com

Hvala!

1. Pol

- Muški
- Ženski

2. Da li predstavljate instituciju lokalne samouprave ili organizaciju civilnog društva (OCD)?

- Institucija lokalne samouprave
- Organizacija civilnog društva
- Ostalo (navedite)

3. Koliko dugo ste na funkciji koju trenutno obavljate?

- Manje od jedne godine
- 1 godina
- 2 godine
- 3 godine
- Više od 3 godine
- Ostalo (navedite)

4. Označite kom domenu pripada Vaše trenutno zaposlenje?

- Urbanist
- Rukovodilac u organizaciji civilnog društva
- Rukovodilac u opštini
- Ekonomski savetnik
- Pravnik
- Rukovodilac Kancelarije za lokalni ekonomski razvoj
- Socijalni radnik
- Aktivista u nevladinom sektoru
- Administrativna podrška u opštinskim vlastima
- Ostalo (navedite)

Priprema projektne aplikacije

5. Kojoj kategoriji pripada Vaš projekat koji je odobren za finansiranje u okviru EU PROGRES-a?

- Opštinski projekt
- Medjuopštinski projekt
- Projekt podrške partnerstva između civilnog društva i lokalne samouprave
- Brendiranje opština
- Ostalo (navedite)

6. Koliko ste puta aplicirali kod EU PROGRES-a sa ovim projektom?

- Jedanput
- Dva puta
- Tri puta
- Više od tri puta
- Ostalo (navedite)

7. U proseku, koliko ste predloga projekata predali po Pozivu?

- Jedan
- Dva
- Više od dva
- Ostalo (navedite)

8. U toku konsultacija vezanih za pripremu predloga projekta:

	Da, u potpunosti	Da, do izvesne mere	Ne	Ne znam
Da li ste dobili adekvatne tehničke informacije od strane osoblja EU PROGRES-a?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Da li ste dobili adekvatne informacije o vrsti projekata koji mogu biti podržani od strane EU PROGRES-a?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Da li ste dobili adekvatne informacije o kriterijima za odabir predloga projekata od EU PROGRES-a?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

9. Da li su Vam bile jasne procedure koje se tiču poziva za podnošenje predloga projekata, potpisivanja ugovora i realizacije projekata?

- Da
- Ne. Molim Vas, obrazložite

10. Kako ocenjujete kompleksnost uslova za apliciranje na Poziv za projekte EU PROGRES-a?

	Jednostavan	Adekvatan	Komplikovan	Jako komplikovan
Kompleksnost projektnog obrasca	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za upotrebu engleskog jezika u aplikaciji	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za obavezno partnerstvo	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za sufinansiranje	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za dostavljanje sve projektno-tehničke dokumentacije	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

11. Da li je kompleksnost zahteva opravdana?

- Da, EU PROGRES insistira na poštovanju relevantnih zakona i kriterijuma koji osiguravaju poboljšanje kvaliteta projekata.
- Delimično, EU PROGRES insistira previše na detaljima.
- Ne, EU PROGRES postavlja neopravdane zahteve. Molim vas obrazložite.

12. Da li smatrate da priprema, obezbedjivanje potrebne dokumentacije i ispunjavanje uslova za dobijanje projekata oduzima previše vremena?

- Ne oduzima previše vremena
- Prihvatljivo je
- Oduzima puno vremena
- Ostalo (navedite)

13. Da li ste uspeali da uspostavite dobru saradnju sa partnerima prilikom podnošenja predloga projekta na Pozivu za projekte u okviru EU PROGRES programa?

- Da
- Ne

Komentar

14. Kako ocenjujete brzinu procesa odabira predloga projekata?

- Proces odabira predloga projekata je bio prihvatljivog trajanja.
- Proces odabira predloga projekata je dugo trajao.

Komentar

15. Koliki je bio iznos i % sufinansiranja projekta iz Vašeg budžeta?

16. Kako ste obezbedili sredstva za sufinansiranje?

17. Da li smatrate da je proces za potpisivanje ugovora bio...

- Kratak
- Ne tako dugačak
- Spor, dugo sam čekala/o
- Ostalo (navedite)

18. Posmatrajući celokupan proces pripreme projekta, do koje mere ste zadovoljni podrškom osoblja EU PROGRES-a u toj fazi?

- Potpuno zadovoljna/n
- Zadovoljna/n
- Onako
- Nezadovoljna/n
- Potpuno nezadovoljna/n

Komentar

Realizacija projekta

19. Koliko često komunicirate sa osobljem EU PROGRES-a vezano za Vaš projekt?

- Veoma često
- Često
- Dovoljno
- Ne tako često
- Jako retko

Komentar

20. Da li ste zadovoljni komunikacijom s osobljem EU PROGRES-a?

- Da, puno nam pomažu saveti i podrška osoblja EU PROGRES-a
- Da, korisno je, mada podrška osoblja EU PROGRES-a nije presudna u realizaciji projekta
- Komunikacija sa EU PROGRES-om je zadovoljavajuća
- Ne, informacije dobijene od EU PROGRES-a nisu korisne
- Ne, jako je teško komunicirati sa osobljem EU PROGRES-a
- Ostalo (navedite)

21. Da li ste imali poteškoća tokom realizacije projekta?

- Nisam imala/o poteškoća tokom realizacije projekta;
- Da, imala/o sam poteškoća sa procedurama javnih nabavki;
- Da, imala/o sam poteškoća sa osiguravanjem sredstava za sufinansiranje projekta
- Da, imala/o sam poteškoća sa realizacijom projekta u vremenski zadatom roku
- Ostalo (navedite)

22. Da li ste imali poteškoća/kašnjenja sa uplatama od strane EU PROGRES-a?

Da. Molim Vas,
obrazložite.

Ne. Molim Vas,
obrazložite.

23. Da li ste imali poteškoća/kašnjenja sa uplatama iz budžeta vlade?

Da. Molim Vas,
obrazložite.

Ne. Molim Vas,
obrazložite.

24. Da li ste imali poteškoća/kašnjenja sa uplatama iz budžeta vlade?

Da. Molim Vas,
obrazložite.

Ne. Molim Vas,
obrazložite.

25. Ukoliko su je bilo poteškoća/kašnjenja sa uplatama iz budžeta vlade, kako ste rešili te poteškoće/kašnjenje?

26. Ukoliko ste imali poteškoće u bilo kojem momentu realizacije projekta, da li Vam je osoblje EU PROGRES-a pomoglo u njihovom otklanjanju?

- Da, jako su nam pomogli
- Da, njihova podrška je bila korisna
- Ne, osoblje EU PROGRES-a nije želelo da pomogne
- Ne, nije imalo potrebe da osoblje EU PROGRES-a pomogne jer smo sami rešili problem

Komentar

27. Ukoliko Vam je EU PROGRES pomogao da otklonite probleme, na koji način je to učinjeno?

28. Koji su najvažniji rezultati Vašeg projekta do sada? Molim Vas, obrazložite:

29. U kom domenu je život građana poboljšan u Vašoj opštini zahvaljujući ovom projektu? Molim Vas, obrazložite:

30. Kako ste obezbedili održivost Vašeg projekta? Molim Vas, obrazložite.

31. Da li ste zadovoljni saradnjom sa ostalim partnerima tokom realizacije Vašeg projekta?

- Da
- Ne
- Ostalo (navedite)

32. Da li imate nameru da ponovo aplicirate na nekom Pozivu sa istim partnerima?

- Da
- Ne
- Ostalo (navedite)

33. Da li biste saradjivali sa ovim partnerima da nije bilo EU PROGRES-a?

- Da
- Ne

Komentar

Mišljenje o ukupnom radu EU PROGRES-a

34. Da li saradjujete sa EU PROGRES-om van projektnih aktivnosti?

- Da, učestvujem na njihovim edukativnim događajima
- Da, prisustvujem na koordinacijskim sastancima
- Ne
- Ostalo (navedite)

35. Da li ste zadovoljni saradnjom s EU PROGRES-om (van Vaših projektnih aktivnosti)?

- Da, puno nam pomažu njihovi saveti i podrška
- Da, korisno je sarađivati
- Saradnja sa EU PROGRES-om je zadovoljavajuća
- Ne, saradnja sa osobljem EU PROGRES-om nije korisna
- Ne, jako je teško sarađivati sa osobljem EU PROGRES-a
- Ostalo (navedite)

36. Da li je pristup i način rada EU PROGRES-a koristan pripremu i realizaciju razvojnih projekata...

	Da, u velikoj meri	Da	Onako	Ne	Bez odgovora
u Vašoj opštini?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
u Vašem okrugu?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
u Vašem regionu?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

37. Da li smatrate da EU PROGRES doprinosi unapredjenju kvaliteta života gradjana u smislu...

	Da, u velikoj meri	Da	Ne	Bez odgovora
Poboljšanja efikasnosti opštinske uprave	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Poboljšanja kvaliteta usluga za gradjane	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Poboljšanja kvaliteta upravljanja u opštini	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Poboljšanja socio-ekonomskih prilika u opštini	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

38. Koje su najznačajnije promene i poboljšanja mehanizama i principa dobrog upravljanja napravljena u Vašoj opštini uz pomoć novih veština i znanja prenesenih od strane EU PROGRES-a?

Poboljšanje odgovornosti lokalne uprave. Molim Vas, obrazložite.

Poboljšanje transparentnosti. Molim Vas, obrazložite

Poboljšanje efikasnosti. Molim Vas, obrazložite

Poboljšanje efektivnosti. Molim Vas, obrazložite

Poboljšanje i upotreba mehanizama za učešće gradjana. Molim Vas, obrazložite

Ostalo. Molim Vas, obrazložite

39. Koji je uticaj EU PROGRES-a do sada na razvoj:

	Imao je značajan uticaj	Imao je određeni uticaj	Onako	Nije imao uticaj
Lokalnih politika/strategija za razvoj	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lokalnih razvojnih projekata	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lični razvoj i razvoj kapaciteta, znanja i veština osoblja lokalne uprave	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Ukupnog razvoja lokalne uprave	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lokalne uprave u smislu dobrog upravljanja, koordinacije i razvoja	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Medjusektorske saradnje	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Pripreme strateških projekata za investitore	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Stvaranje povoljnijih socio-ekonomskih uslova u opštini	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

40. Da li smatrate da imate mogućnost da osoblju EU PROGRES-a date sugestije za unapredjenje njihovog rada?

Da, u velikoj meri. Molim Vas, obrazložite

Dovoljno. Molim Vas, obrazložite

Do određene mere. Molim Vas, obrazložite

Ne. Molim Vas, obrazložite

41. Da li ste učestvovali u sličnim Pozivima za projekte koje su organizovali drugi donatori?

- Da, učestvovali smo i dobili smo najmanje jedan projekat od drugih donatora
- Da, učestvujemo ali do sada nismo dobili ni jedan projekat od drugih donatora
- Ne
- Ostalo (navedite)

42. Da li su znanje i veštine koje ste dobili u okviru aktivnosti EU PROGRES-a pomoglo da uspešno aplicirate sa nekim projektom kod drugih međunarodnih ili domaćih donatora?

- Da
- Ne
- Ostalo (navedite)

43. Da li Vam je znanje i veštine koje ste dobili saradnjom sa EU PROGRES-om pomoglo da uspešno aplicirate za neki drugi projekt podržan od strane vladinih institucija?

- Da
- Ne
- Ostalo (navedite)

44. Da li biste opet aplicirali za neki drugi Poziv za projekte od strane EU PROGRES-a?

- Da
- Ne

Komentar

45. Kako biste ocenili Vaš nivo zadovoljstva radom EU PROGRES-a?

- Potpuno zadovoljna/an
- Zadovoljna/an
- Onako
- Nezadovoljna/an
- Potpuno nezadovoljna/an

Komentar

46. Koje su Vaše sugestije za unapređenje kvaliteta realizacije EU PROGRES programa?

47. Ostali komentari

Uvod

Poštovana/i,

U toku je proces Mid-Term evaluacije EU PROGRES-a koji se realizuje u 25 opština i gradova u južnoj i jugozapadnoj Srbiji.

Ova anketa je napravljena radi prikupljanja informacija, utisaka i preporuka predstavnika institucija čiji projekti nisu dobili finansijska sredstva od Evropske unije i Vlade Švajcarske preko EU PROGRES za podršku projektu. Razlog za ovu anketu je poboljšanje uslova za buduće Pozive za projekte kao i spoznaja o doprinosu EU PROGRES-a jačanju kapaciteta i šansi za uspešno apliciranje kod drugih donatora ili nekih drugih Poziva za projekte kod EU PROGRES-a.

Molimo Vas, popunite upitnik za svaki neuspešan projekt za koji ste aplicirali u EU PROGRES-u. Ovo je anonimna anketa i Vaše mišljenje i sugestije će biti od velike koristi.

Unapred zahvalni na saradnji,

EU PROGRES

Kako koristiti ovaj instrument

Upitnik je napravljen na način da dopusti učesnicima u anketi da sami popunjavaju odgovore na pitanja. Popunjavanje ankete neće uzeti više od 15 minuta Vašeg vremena.

Pitanja/sugestije/komentari

Sva pitanja, komentari i/ili sugestije za poboljšanje ovog instrumenta se mogu poslati Zehri Kačapor-Džihić na: zkacapor@gmail.com

Hvala!

1. Pol

- Muški
- Ženski

2. Da li predstavljate instituciju lokalne samouprave ili organizaciju civilnog društva (OCD)?

- Instituciju lokalne samouprave
- Organizaciju civilnog društva
- Ostalo (navedite)

3. Koliko dugo ste na funkciji koju trenutno obavljate?

- Manje od godinu dana
- 1 godinu
- 2 godine
- 3 godine
- Više od 3 godine
- Ostalo (navedite)

4. Kom domenu pripada Vaše trenutno zaposlenje?

- Urbanist
- Socijalni radnik
- Pravnik
- Ekonomski savetnik
- Rukovodilac u opštini
- Aktivista u nevladinom sektoru
- Rukovodilac u organizaciji civilnog društva
- Rukovodilac Kancelarije za lokalni ekonomski razvoj
- Administrativna podrška u opštinskim vlastima
- Drugo, molim Vas, obrazložite

Priprema projektne aplikacije

5. Kojoj kategoriji pripada Vaš projekat koji nije odobren za finansiranje u okviru EU PROGRES-a?

- Opštinski projekt
- Medjuopštinski projekt
- Podršku partnerstva između civilnog društva i lokalne samouprave
- Brendiranje opština
- Ostalo (navedite)

6. Koliko ste puta aplicirali kod EU PROGRES-a sa ovim projektom?

- Jedanput
- Dva puta
- Tri puta
- Više od tri puta
- Ostalo (navedite)

7. U proseku, koliko ste predloga projekata predali po Pozivu?

- Jedan
- Dva
- Više od dva
- Ostalo (navedite)

8. Da li ste uspeali da uspostavite dobru saradnju sa partnerima prilikom podnošenja aplikacije na Pozivu za projekte u okviru EU PROGRES programa?

- Da
- Ne
- Ostalo (navedite)

9. Koliki je bio iznos i % sufinansiranja projekta iz Vašeg budžeta?

10. U toku konsultacija vezanih za pripremu predloga projekata:

	Da, u potpunosti	Da, do izvesne mere	Ne	Ne znam
Da li ste dobili adekvatne tehničke informacije od strane osoblja EU PROGRES-a?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Da li ste dobili adekvatne informacije o vrsti projekata koji mogu biti podržani od strane EU PROGRES-a?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Da li ste dobili adekvatne informacije o kriterijima za odabir predloga projekata od EU PROGRES-a?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Da li ste dobili adekvatnu podršku od osoblja EU PROGRES-a tokom pripreme predloga projekta?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

11. Da li su Vam bile jasne sve procedure Poziva za projekte?

- Da
- Ne. Molim Vas, obrazložite

12. Kako ocenjujete ukupnu kompleksnost uslova za odabir predloga projekata?

- Jednostavni
- Adekvatni
- Komplikovani
- Jako komplikovani
- Ostalo (navedite)

13. Kako ocenjujete kompleksnost uslova za apliciranje:

	Jako jednostavan	Adekvatan	Komplikovan	Jako komplikovan
Kompleksnost projektnog obrasca	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za upotrebu engleskog jezika	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za obavezno partnerstvo	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za obavezno sufinansiranje	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za dostavljanje sve projektno/tehničke dokumentacije	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

14. Da li je kompleksnost opravdana?

- Da, EU PROGRES insistira na poštovanju relevantnih zakona i kriterijuma koji osiguravaju poboljšanje kvaliteta projekata
- Delimično, EU PROGRES insistira previše na detaljima
- Ne, EU PROGRES postavlja neopravdane zahteve. Molim vas obrazložite.

15. Da li smatrate da priprema, obezbedjivanje potrebne dokumentacije i ispunjavanje uslova za dobijanje projekata oduzima previše vremena?

- Ne oduzima previše vremena
- Prihvatljivo je
- Oduzima puno vremena

Komentar

16. Kako ocenjujete brzinu procesa odabira predloga projekta?

- Proces odabira predloga projekata je kratko trajao.
- Proces odabira predloga projekata je bio prihvatljivog trajanja.
- Proces odabira predloga projekata je dugo trajao.
- Ostalo (navedite)

CIF-neuspesne aplikacije

17. Da li ste zadovoljni obrazloženjem razloga zbog kojih Vaš projekat nije odobren za finansiranje?

Da

Ne

Komentar

18. Da li smatrate da Vaš projekt nije adekvatno i korektno ocenjen?

Da. Molim Vas, obrazložite

Ne. Molim Vas, obrazložite

Ostalo. Molim Vas,
obrazložite

19. Posmatrajući celokupan proces pripreme predloga projekta, kako biste ocenili podršku od strane osoblja EU PROGRES-a?

Potpuno zadovoljna/n

Zadovoljna/n

Onako

Nezadovoljna/n

Potpuno nezadovoljna/n

Komentar

20. Da li ste predali isti projekt na nekom od sledećih Poziva za projekte?

Da

Ne

Komentar

Mišljenje o ukupnom radu EU PROGRES-a

21. Da li saradjujete sa EU PROGRES-om van aktivnosti vezanih za dodelu grantova?

- Da, učestvujem na njihovim edukativnim događajima
- Da, prisustvujem na koordinacijskim sastancima
- Ne
- Ostalo (navedite)

22. Da li ste zadovoljni saradnjom s EU PROGRES-om (van aktivnosti vezanih za dodelu grantova)?

- Da, puno nam pomažu njihovi saveti i podrška
- Da, korisno je saradivati
- Saradnja sa EU PROGRES-om je zadovoljavajuća
- Ne, saradnja sa osobljem EU PROGRES-om nije korisna
- Ne, jako je teško saradivati sa osobljem EU PROGRES-a
- Ostalo (navedite)

23. Bez obzira na rezultate odabira projekata, da li smatrate da je pristup i način rada EU PROGRES-a koristan za pripremu i realizaciju razvojnih projekata....

	Da, u velikoj meri	Da	Onako	Ne
Vašoj opštini?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Vašem okrugu?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Vašem regionu?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

24. Bez obzira na rezultate odabira projekta, da li smatrate da EU PROGRES doprinosi unapređenju kvaliteta života gradjana u smislu...

	Da, u velikoj meri	Da	Onako	Ne
Poboljšanja efikasnosti opštinske uprave	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Poboljšanja kvaliteta usluga za gradjane	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Poboljšanja kvaliteta upravljanja u opštini	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Poboljšanja socio-ekonomskih prilika u opštini	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

25. Koje su najznačajnije promene i poboljšanja mehanizama i principa dobrog upravljanja napravljena u Vašoj opštini uz pomoć novih veština i znanja prenesenih od strane EU PROGRES-a?

Poboljšanje odgovornosti lokalne uprave. Molim Vas, obrazložite.

Poboljšanje transparentnosti. Molim Vas, obrazložite.

Poboljšanje efikasnosti. Molim Vas, obrazložite.

Poboljšanje efektivnosti. Molim Vas, obrazložite.

Poboljšanje i upotreba mehanizama za učešće gradjana. Molim Vas, obrazložite.

Ostalo. Molim Vas, obrazložite.

CIF-neuspesne aplikacije

26. Koji je uticaj EU PROGRES-a do sada na razvoj:

	Imao je značajan uticaj	Imao je određeni uticaj	Onako	Nije imao uticaj
Lokalnih politika/strategija za razvoj	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lokalnih razvojnih projekata	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lični razvoj i razvoj kapaciteta, znanja i veština osoblja lokalne uprave	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lokalne uprave u smislu dobrog upravljanja, koordinacije i razvoja	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Medjusektorske saradnje	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Pripreme strateških projekata za investitore	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Stvaranje povoljnijih socio-ekonomskih uslova u opštini	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

27. Da li učestvujete na sličnim Pozivima za projekte koje su organizovali drugi donatori?

- Da, učestvovali smo i dobili smo najmanje jedan projekat od drugih donatora
- Da, učestvujemo ali do sada nismo dobili ni jedan projekat od drugih donatora
- Ne
- Ostalo (navedite)

28. Da li imate nameru da ponovo aplicirate na nekom Pozivu sa istim partnerima?

- Da
- Ne
- Ostalo (navedite)

29. Da li biste opet aplicirali za neki drugi Poziv za projekte organizovan od strane EU PROGRES-a?

- Da
- Ne
- Ostalo (navedite)

30. Kako biste ocenili Vaš nivo zadovoljstva radom EU PROGRES-a?

- Potpuno zadovoljna/n
- Zadovoljna/n
- Onako
- Nezadovoljna/n
- Potpuno nezadovoljna/n

Komentar

31. Koje su Vaše sugestije za unapređenje kvaliteta realizacije EU PROGRES programa?

32. Ostali komentari

Uvod

Poštovana/i,

U toku je proces Mid-Term evaluacije EU PROGRES-a koji se realizuje u 25 opština i gradova u južnoj i jugozapadnoj Srbiji.

Ova anketa je napravljena radi prikupljanja informacija, utisaka i preporuka predstavnika institucija koji su dobili finansijska sredstva od Evropske unije i Vlade Švajcarske preko EU PROGRES-a za podršku projektu. Molimo Vas, popunite upitnik za svaki uspešan projekt koji ste dobili od EU PROGRES-a. Ovo je anonimna anketa i Vaše mišljenje i sugestije će biti od velike koristi.

Unapred zahvalni na saradnji,

EU PROGRES

Kako koristiti ovaj instrument

Upitnik je napravljen na način da dopusti učesnicima u anketi da sami popunjavaju odgovore na pitanja. Popunjavanje ankete neće uzeti više od 15 minuta Vašeg vremena.

Pitanja/sugestije/komentari

Sva pitanja, komentari i/ili sugestije za poboljšanje ovog instrumenta se mogu poslati Zehri Kačapor-Džihić na: zkacapor@gmail.com

Hvala!

1. Pol

- Muški
- Ženski

2. Da li predstavljate instituciju lokalne samouprave ili organizaciju civilnog društva (OCD)?

- Institucija lokalne samouprave
- Organizacija civilnog društva
- Ostalo (navedite)

3. Koliko dugo ste na funkciji koju trenutno obavljate?

- Manje od godinu dana
- Jedna godina
- Dve godine
- Tri godine
- Više od tri godine
- Ostalo (navedite)

4. Označite kom domenu pripada Vaše trenutno zaposlenje?

- Rukovodilac u opštini
- Pravnik
- Aktivista u nevladinom sektoru
- Ekonomski savetnik
- Rukovodilac u organizaciji civilnog društva
- Socijalni radnik
- Urbanist
- Rukovodilac Kancelarije za lokalni ekonomski razvoj
- Administrativna podrška u opštinskim vlastima
- Ostalo (navedite)

Priprema projektne aplikacije

5. Kojoj kategoriji pripada Vaš projekat koji je odobren za finansiranje u okviru EU PROGRES-a?

- Opštinski projekt
- Medjuopštinski projekt
- Projekt podrške partnerstva između civilnog društva i lokalne samouprave
- Brendiranje opština
- Ostalo (navedite)

6. Koliko ste puta aplicirali kod EU PROGRES-a sa ovim projektom?

- Jedanput
- Dva puta
- Tri puta
- Više od tri puta
- Ostalo (navedite)

7. U proseku, koliko ste predloga projekata predali po Pozivu?

- Jedan
- Dva
- Više od dva
- Ostalo (navedite)

8. U toku konsultacija vezanih za pripremu predloga projekta:

	Da, u potpunosti	Da, do izvesne mere	Ne	Ne znam
Da li ste dobili adekvatne tehničke informacije od strane osoblja EU PROGRES-a?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Da li ste dobili adekvatne informacije o vrsti projekata koji mogu biti podržani od strane EU PROGRES-a?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Da li ste dobili adekvatne informacije o kriterijima za odabir predloga projekata od EU PROGRES-a?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

9. Da li su Vam bile jasne procedure koje se tiču poziva za podnošenje predloga projekata, potpisivanja ugovora i realizacije projekata?

- Da
- Ne. Molim Vas, obrazložite

10. Kako ocenjujete kompleksnost uslova za apliciranje na Poziv za projekte EU PROGRES-a?

	Jednostavan	Adekvatan	Komplikovan	Jako komplikovan
Kompleksnost projektnog obrasca	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za upotrebu engleskog jezika u aplikaciji	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za obavezno partnerstvo	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za sufinansiranje	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za dostavljanje sve projektno-tehničke dokumentacije	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

11. Da li je kompleksnost zahteva opravdana?

- Da, EU PROGRES insistira na poštovanju relevantnih zakona i kriterijuma koji osiguravaju poboljšanje kvaliteta projekata.
- Delimično, EU PROGRES insistira previše na detaljima.
- Ne, EU PROGRES postavlja neopravdane zahteve. Molim vas obrazložite.

12. Da li smatrate da priprema, obezbeđivanje potrebne dokumentacije i ispunjavanje uslova za dobijanje projekata oduzima previše vremena?

- Ne oduzima previše vremena
- Prihvatljivo je
- Oduzima puno vremena
- Ostalo (navedite)

13. Da li ste uspeali da uspostavite dobru saradnju sa partnerima prilikom podnošenja predloga projekta na Pozivu za projekte u okviru EU PROGRES programa?

- Da
- Ne

Komentar

14. Kako ocenjujete brzinu procesa odabira predloga projekata?

- Proces odabira predloga projekata je bio prihvatljivog trajanja.
- Proces odabira predloga projekata je dugo trajao.

Komentar

15. Koliki je bio iznos i % sufinansiranja projekta iz Vašeg budžeta?

16. Kako ste obezbedili sredstva za sufinansiranje?

17. Posmatrajući celokupan proces pripreme projekta, do koje mere ste zadovoljni podrškom osoblja EU PROGRES-a u toj fazi?

- Potpuno zadovoljna/n
- Zadovoljna/n
- Onako
- Nezadovoljna/n
- Potpuno nezadovoljna/n

Komentar

Realizacija projekta

18. Koliko često komunicirate sa osobljem EU PROGRES-a vezano za Vaš projekt?

- Veoma često
- Često
- Dovoljno
- Ne tako često
- Jako retko

Komentar

19. Da li ste zadovoljni komunikacijom s osobljem EU PROGRES-a?

- Da, puno nam pomažu saveti i podrška osoblja EU PROGRES-a
- Da, korisno je, mada podrška osoblja EU PROGRES-a nije presudna u realizaciji projekta
- Komunikacija sa EU PROGRES-om je zadovoljavajuća
- Ne, informacije dobijene od EU PROGRES-a nisu korisne
- Ne, jako je teško komunicirati sa osobljem EU PROGRES-a
- Ostalo (navedite)

20. U kom domenu će život građana biti poboljšan u Vašoj opštini zahvaljujući ovom projektu? Molim Vas, obrazložite:

21. Kako ste obezbedili održivost Vašeg projekta? Molim Vas, obrazložite.

Mišljenje o ukupnom radu EU PROGRES-a

22. Da li saradjujete sa EU PROGRES-om van projektnih aktivnosti?

- Da, učestvujem na njihovim edukativnim događajima
- Da, prisustvujem na koordinacijskim sastancima
- Ne
- Ostalo (navedite)

23. Da li ste zadovoljni saradnjom s EU PROGRES-om (van Vaših projektnih aktivnosti)?

- Da, puno nam pomažu njihovi saveti i podrška
- Da, korisno je sarađivati
- Saradnja sa EU PROGRES-om je zadovoljavajuća
- Ne, saradnja sa osobljem EU PROGRES-om nije korisna
- Ne, jako je teško sarađivati sa osobljem EU PROGRES-a
- Ostalo (navedite)

24. Da li je pristup i način rada EU PROGRES-a koristan pripremu i realizaciju razvojnih projekata...

	Da, u velikoj meri	Da	Onako	Ne	Bez odgovora
u Vašoj opštini?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
u Vašem okrugu?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
u Vašem regionu?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

25. Da li smatrate da EU PROGRES doprinosi unapredjenju kvaliteta života gradjana u smislu...

	Da, u velikoj meri	Da	Ne	Bez odgovora
Poboljšanja efikasnosti opštinske uprave	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Poboljšanja kvaliteta usluga za gradjane	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Poboljšanja kvaliteta upravljanja u opštini	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Poboljšanja socio-ekonomskih prilika u opštini	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

26. Koje su najznačajnije promene i poboljšanja mehanizama i principa dobrog upravljanja napravljena u Vašoj opštini uz pomoć novih veština i znanja prenesenih od strane EU PROGRES-a?

Poboljšanje odgovornosti lokalne uprave. Molim Vas, obrazložite.

Poboljšanje transparentnosti. Molim Vas, obrazložite

Poboljšanje efikasnosti. Molim Vas, obrazložite

Poboljšanje efektivnosti. Molim Vas, obrazložite

Poboljšanje i upotreba mehanizama za učešće gradjana. Molim Vas, obrazložite

Ostalo. Molim Vas, obrazložite

27. Koji je uticaj EU PROGRES-a do sada na razvoj:

	Imao je značajan uticaj	Imao je određeni uticaj	Onako	Nije imao uticaj
Lokalnih politika/strategija za razvoj	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lokalnih razvojnih projekata	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lični razvoj i razvoj kapaciteta, znanja i veština osoblja lokalne uprave	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Ukupnog razvoja lokalne uprave	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lokalne uprave u smislu dobrog upravljanja, koordinacije i razvoja	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Medjusektorske saradnje	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Pripreme strateških projekata za investitore	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Stvaranje povoljnijih socio-ekonomskih uslova u opštini	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

28. Da li smatrate da imate mogućnost da osoblju EU PROGRES-a date sugestije za unapredjenje njihovog rada?

Da, u velikoj meri. Molim Vas, obrazložite

Dovoljno. Molim Vas, obrazložite

Do određene mere. Molim Vas, obrazložite

Ne. Molim Vas, obrazložite

29. Da li ste učestvovali u sličnim Pozivima za projekte koje su organizovali drugi donatori?

- Da, učestvovali smo i dobili smo najmanje jedan projekat od drugih donatora
- Da, učestvujemo ali do sada nismo dobili ni jedan projekat od drugih donatora
- Ne
- Ostalo (navedite)

30. Da li su znanje i veštine koje ste dobili u okviru aktivnosti EU PROGRES-a pomoglo da uspešno aplicirate sa nekim projektom kod drugih međunarodnih ili domaćih donatora?

- Da
- Ne
- Ostalo (navedite)

31. Da li Vam je znanje i veštine koje ste dobili saradnjom sa EU PROGRES-om pomoglo da uspešno aplicirate za neki drugi projekt podržan od strane vladinih institucija?

- Da
- Ne
- Ostalo (navedite)

32. Da li biste opet aplicirali za neki drugi Poziv za projekte od strane EU PROGRES-a?

- Da
- Ne

Komentar

33. Kako biste ocenili Vaš nivo zadovoljstva radom EU PROGRES-a?

- Potpuno zadovoljna/an
- Zadovoljna/an
- Onako
- Nezadovoljna/an
- Potpuno nezadovoljna/an

Komentar

34. Koje su Vaše sugestije za unapređenje kvaliteta realizacije EU PROGRES programa?

35. Ostali komentari

Brendiranje - unsuccessful applicants

Uvod

Poštovana/i,

U toku je proces Mid-Term evaluacije EU PROGRES-a koji se realizuje u 25 opština i gradova u južnoj i jugozapadnoj Srbiji.

Ova anketa je napravljena radi prikupljanja informacija, utisaka i preporuka predstavnika institucija čiji projekti nisu dobili finansijska sredstva od Evropske unije i Vlade Švajcarske preko EU PROGRES za podršku projektu. Razlog za ovu anketu je poboljšanje uslova za buduće Pozive za projekte kao i spoznaja o doprinosu EU PROGRES-a jačanju kapaciteta i šansi za uspešno apliciranje kod drugih donatora ili nekih drugih Poziva za projekte kod EU PROGRES-a.

Molimo Vas, popunite upitnik za svaki neuspešan projekt za koji ste aplicirali u EU PROGRES-u. Ovo je anonimna anketa i Vaše mišljenje i sugestije će biti od velike koristi.

Unapred zahvalni na saradnji,

EU PROGRES

Kako koristiti ovaj instrument

Upitnik je napravljen na način da dopusti učesnicima u anketi da sami popunjavaju odgovore na pitanja. Popunjavanje ankete neće uzeti više od 15 minuta Vašeg vremena.

Pitanja/sugestije/komentari

Sva pitanja, komentari i/ili sugestije za poboljšanje ovog instrumenta se mogu poslati Zehri Kačapor-Džihić na: zkacapor@gmail.com

Hvala!

1. Pol

- Muški
- Ženski

2. Da li predstavljate instituciju lokalne samouprave ili organizaciju civilnog društva (OCD)?

- Instituciju lokalne samouprave
- Organizaciju civilnog društva
- Ostalo (navedite)

Brendiranje - unsuccessful applicants

3. Koliko dugo ste na funkciji koju trenutno obavljate?

- Manje od godinu dana
- Jedna godina
- Dve godine
- Tri godine
- Više od tri godine
- Ostalo (navedite)

4. Kom domenu pripada Vaše trenutno zaposlenje?

- Ekonomski savetnik
- Socijalni radnik
- Rukovodilac Kancelarije za lokalni ekonomski razvoj
- Aktivista u nevladinom sektoru
- Pravnik
- Rukovodilac u organizaciji civilnog društva
- Urbanist
- Rukovodilac u opštini
- Administrativna podrška u opštinskim vlastima
- Drugo, molim Vas, obrazložite

Priprema projektne aplikacije

5. Kojoj kategoriji pripada Vaš projekat koji nije odobren za finansiranje u okviru EU PROGRES-a?

- Opštinski projekt
- Medjuopštinski projekt
- Podršku partnerstva između civilnog društva i lokalne samouprave
- Brendiranje opština
- Ostalo (navedite)

6. Koliko ste puta aplicirali kod EU PROGRES-a sa ovim projektom?

- Jedanput
- Dva puta
- Tri puta
- Više od tri puta
- Ostalo (navedite)

7. U proseku, koliko ste predloga projekata predali po Pozivu?

- Jedan
- Dva
- Više od dva
- Ostalo (navedite)

8. Da li ste uspeali da uspostavite dobru saradnju sa partnerima prilikom podnošenja aplikacije na Pozivu za projekte u okviru EU PROGRES programa?

- Da
- Ne
- Ostalo (navedite)

Brendiranje - unsuccessful applicants

9. Koliki je bio iznos i % sufinansiranja projekta iz Vašeg budžeta?

10. U toku konsultacija vezanih za pripremu predloga projekata:

	Da, u potpunosti	Da, do izvesne mere	Ne	Ne znam
Da li ste dobili adekvatne tehničke informacije od strane osoblja EU PROGRES-a?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Da li ste dobili adekvatne informacije o vrsti projekata koji mogu biti podržani od strane EU PROGRES-a?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Da li ste dobili adekvatne informacije o kriterijima za odabir predloga projekata od EU PROGRES-a?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Da li ste dobili adekvatnu podršku od osoblja EU PROGRES-a tokom pripreme predloga projekta?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

11. Da li su Vam bile jasne sve procedure Poziva za projekte?

- Da
- Ne. Molim Vas, obrazložite

12. Kako ocenjujete ukupnu kompleksnost uslova za odabir predloga projekata?

- Jednostavni
- Adekvatni
- Komplikovani
- Jako komplikovani
- Ostalo (navedite)

Brendiranje - unsuccessful applicants

13. Kako ocenjujete kompleksnost uslova za apliciranje:

	Jako jednostavan	Adekvatan	Komplikovan	Jako komplikovan
Kompleksnost projektnog obrasca	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za upotrebu engleskog jezika	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za obavezno partnerstvo	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za obavezno sufinansiranje	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Zahtev za dostavljanje sve projektno/tehničke dokumentacije	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

14. Da li je kompleksnost opravdana?

- Da, EU PROGRES insistira na poštovanju relevantnih zakona i kriterijuma koji osiguravaju poboljšanje kvaliteta projekata
- Delimično, EU PROGRES insistira previše na detaljima
- Ne, EU PROGRES postavlja neopravdane zahteve. Molim vas obrazložite.

15. Da li smatrate da priprema, obezbedjivanje potrebne dokumentacije i ispunjavanje uslova za dobijanje projekata oduzima previše vremena?

- Ne oduzima previše vremena
- Prihvatljivo je
- Oduzima puno vremena

Komentar

16. Kako ocenjujete brzinu procesa odabira predloga projekta?

- Proces odabira predloga projekata je kratko trajao.
- Proces odabira predloga projekata je bio prihvatljivog trajanja.
- Proces odabira predloga projekata je dugo trajao.
- Ostalo (navedite)

Brendiranje - unsuccessful applicants

17. Da li ste zadovoljni obrazloženjem razloga zbog kojih Vaš projekat nije odobren za finansiranje?

Da

Ne

Komentar

18. Da li smatrate da Vaš projekt nije adekvatno i korektno ocenjen?

Da. Molim Vas, obrazložite

Ne. Molim Vas, obrazložite

Ostalo. Molim Vas,
obrazložite

19. Posmatrajući celokupan proces pripreme predloga projekta, kako biste ocenili podršku od strane osoblja EU PROGRES-a?

Potpuno zadovoljna/n

Zadovoljna/n

Onako

Nezadovoljna/n

Potpuno nezadovoljna/n

Komentar

20. Da li ste predali isti projekt na nekom od sledećih Poziva za projekte?

Da

Ne

Komentar

Mišljenje o ukupnom radu EU PROGRES-a

21. Da li saradjujete sa EU PROGRES-om van aktivnosti vezanih za dodelu grantova?

- Da, učestvujem na njihovim edukativnim događajima
- Da, prisustvujem na koordinacijskim sastancima
- Ne
- Ostalo (navedite)

22. Da li ste zadovoljni saradnjom s EU PROGRES-om (van aktivnosti vezanih za dodelu grantova)?

- Da, puno nam pomažu njihovi saveti i podrška
- Da, korisno je sarađivati
- Saradnja sa EU PROGRES-om je zadovoljavajuća
- Ne, saradnja sa osobljem EU PROGRES-om nije korisna
- Ne, jako je teško sarađivati sa osobljem EU PROGRES-a
- Ostalo (navedite)

23. Bez obzira na rezultate odabira projekata, da li smatrate da je pristup i način rada EU PROGRES-a koristan za pripremu i realizaciju razvojnih projekata....

	Da, u velikoj meri	Da	Onako	Ne
Vašoj opštini?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Vašem okrugu?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Vašem regionu?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

Brendiranje - unsuccessful applicants

24. Bez obzira na rezultate odabira projekta, da li smatrate da EU PROGRES doprinosi unapređenju kvaliteta života građana u smislu...

	Da, u velikoj meri	Da	Onako	Ne
Poboljšanja efikasnosti opštinske uprave	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Poboljšanja kvaliteta usluga za građane	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Poboljšanja kvaliteta upravljanja u opštini	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Poboljšanja socio-ekonomskih prilika u opštini	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Komentar

25. Koje su najznačajnije promene i poboljšanja mehanizama i principa dobrog upravljanja napravljena u Vašoj opštini uz pomoć novih veština i znanja prenesenih od strane EU PROGRES-a?

Poboljšanje odgovornosti lokalne uprave. Molim Vas, obrazložite.

Poboljšanje transparentnosti. Molim Vas, obrazložite.

Poboljšanje efikasnosti. Molim Vas, obrazložite.

Poboljšanje efektivnosti. Molim Vas, obrazložite.

Poboljšanje i upotreba mehanizama za učešće građana. Molim Vas, obrazložite.

Ostalo. Molim Vas, obrazložite.

Brendiranje - unsuccessful applicants

26. Koji je uticaj EU PROGRES-a do sada na razvoj:

	Imao je značajan uticaj	Imao je određeni uticaj	Onako	Nije imao uticaj
Lokalnih politika/strategija za razvoj	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lokalnih razvojnih projekata	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lični razvoj i razvoj kapaciteta, znanja i veština osoblja lokalne uprave	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lokalne uprave u smislu dobrog upravljanja, koordinacije i razvoja	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Medjusektorske saradnje	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Pripreme strateških projekata za investitore	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Stvaranje povoljnijih socio-ekonomskih uslova u opštini	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

27. Da li učestvujete na sličnim Pozivima za projekte koje su organizovali drugi donatori?

- Da, učestvovali smo i dobili smo najmanje jedan projekat od drugih donatora
- Da, učestvujemo ali do sada nismo dobili ni jedan projekat od drugih donatora
- Ne
- Ostalo (navedite)

28. Da li imate nameru da ponovo aplicirate na nekom Pozivu sa istim partnerima?

- Da
- Ne
- Ostalo (navedite)

29. Da li biste opet aplicirali za neki drugi Poziv za projekte organizovan od strane EU PROGRES-a?

- Da
- Ne
- Ostalo (navedite)

30. Kako biste ocenili Vaš nivo zadovoljstva radom EU PROGRES-a?

- Potpuno zadovoljna/n
- Zadovoljna/n
- Onako
- Nezadovoljna/n
- Potpuno nezadovoljna/n

Komentar

31. Koje su Vaše sugestije za unapređenje kvaliteta realizacije EU PROGRES programa?

32. Ostali komentari