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**Country programme document for the Former Yugoslav Republic of Macedonia
(2005-2009)**

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Introduction

1. The Country Programme Document (CPD) for the Former Yugoslav Republic of Macedonia was prepared with the input of Government, United Nations, international and civil society partners. The Former Yugoslav Republic of Macedonia completed the Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF) in 2003. Overall, the country development policy is underpinned by the implementation of two agreements: the Framework Agreement, and the Stabilisation and Association Agreement of the European Union. Although the country does not have a formal national development strategy, the four pillars of the political platform, i.e. political and social stability, poverty reduction, job creation, and combating corruption, enjoy the country's support.

I. Situation analysis

2. With the end of the armed conflict in the Former Yugoslav Republic of Macedonia and the signing of the Framework Agreement in August 2001, the country is faced with the need to meet the challenges of building a democratic, peaceful, stable and multi-ethnic society. The overall stability of the country remains still volatile, with widespread human insecurity. While trying to cope with the after-effects of the recent conflicts, the country is committed to joining the EU, which is seen as an engine for reform of state institutions and for promoting a modern, democratic and market-based society, respectful of the principles of human rights and ethnic diversity. The formal accession process was initiated with the recent submission of an application for EU candidacy.

3. The country has a population of 2 million, a per capita income of \$ 1,835 (2002) and falls in the lower middle income range with a human development index of 0.784 (NHDR 2002). In 2002, the economy grew by 0.7 percent, with inflation kept at low levels (in 2003 retail prices rose by 2.9 percent).

4. Domestic investment levels are low, with 45% of economic activities 'hidden' in the informal sector. The country has one of the lowest levels of foreign direct investment (FDI) in the region, (the stock of investment equalling \$950 million and a cumulative per capita level of \$451 since 1990, which are close to the level of South Eastern European countries, but only a fraction of that of other more successful countries.

An unemployment rate of 36.7% in 2003, and widespread poverty (22.6% of the population live below the poverty line of \$50 a month with about 7% living in absolute poverty, as measured by international standards) have led to increased social and economic exclusion and insecurity of significant segments of the population.

5. The security crisis and political instability have further led to increased inequality, and adversely affected the enforcement of the rule of law, the functioning of legal institutions and respect for human rights. Corruption in the administration poses a threat to the legitimacy of institutions and citizens' overall human security. The institutional and political structure is centralized, with only 1 to 2% of GDP being allocated to municipal expenditure. Local government management structures and human resources remain inadequate to provide efficient services for their constituencies to undertake the responsibilities that will be transferred through the decentralization process and the approximation with EU legislation.

6. Environmental problems (poor air quality and water, poor waste management, unsustainable agricultural practices) impact directly on the health and livelihoods of the population in the so called "hot spots" where links between poor health and pollution are recognized. Insufficient institutional legal and administrative capacity to ensure enforcement of environmental rules and regulations, compounded by limited finances and inadequate budgets represent major challenges. This is even more apparent in light of the increased level of environmental responsibilities and new competencies at the local level that the process of decentralization requires. This situation has regional and national implications and impinges on the achievement of the country's goal to move towards integration with the EU. There is a limited awareness of the principle of sustainable development and of environmental issues and their economic, health and social impact.

7. The spread of HIV/AIDS is still in its early stage. Although the current infection rates are low in absolute terms, there is a growing concern due to: increased HIV/AIDS incidence in the region, women's trafficking, increased drug abuse among youth, marginalized communities and mobile population. Regional infection rates suggest the potential for rapid

acceleration of the disease, with potential cumulative social and economic costs in the long term.

8. Trans-border crime, human trafficking, poor border control and corruption affect the region and pose a serious threat to the stability of the country with repercussions on the crime rate and criminal incidents.

II. Past cooperation and lessons learned

9. Sustainable Development was at the core of UNDP's mandate throughout the Country Cooperation Framework (CCF) for 2001–2003. UNDP supported the country's transition towards building a democratic society and open market economy through capacity-building and employment-generation initiatives at both the central and local levels. It promoted transparent governance and supported the decentralization process, consistent with the EU subsidiary principle. Guided by the CCF, the UNDP programme focused on the complementary programme areas of a) Local governance and municipal development; and b) Environmental governance and sustainable development. To harmonize planning cycle, the CCF was extended to 2004.

10. UNDP advocated for change by producing NHDRs, Early warning reports and supported the national system for coordination of ODA.

Local governance and municipal development

11. Further to the Framework Agreement and the subsequent adoption of the Law on Local Self Government, UNDP in 2002 focused its programme in supporting local governments to meet new competencies and locally identified needs.

12. At the central level, UNDP increased advocacy efforts and supported the decentralization process by commissioning strategic assessments, policy studies and analyses related to the new competencies of local governments. At the local level, UNDP helped build local capacities through: a) financial and budget management training; b) Establishing 19 ICT centres which trained 17,000 students; c) Creating 4,700 temporary jobs in all 124 municipalities; d) Supporting 20 municipalities to better deliver their services.

13. In 2003 UNDP assisted the Ministry of Economy to develop a programme for stimulating investments and attracting FDIs.

14. Chairing the UN Theme Group on HIV/AIDS and in partnership with UNAIDS, UNDP assisted the creation of a National Multisectoral Commission on HIV/AIDS and the preparation of the National Strategy Plan for HIV/AIDS (2003-2006).

Environmental governance and sustainable development

15. UNDP assisted in building the management capacities of the Government and Ministry of Environment and Physical Planning (MoEPP) to follow up and report on global conventions, particularly the Conference on Climate Change. UNDP also supported the MoEPP in the implementation of Agenda 21. By assisting the government in the preparation of a National Assessment Report on Sustainable Development for the WSSD, UNDP's programme facilitated the introduction of the sustainable development concept into the new environmental and energy efficiency policy papers and legislation.

Special Development Situations

16. UNDP adjusted its programme to mitigate the impact of the conflict in 2001 and to prevent its recurrence. In 2002, UNDP rehabilitated the water supply and sewage systems in former crisis areas. As a part of its support to a national initiative for safer communities, UNDP worked with local communities and conducted conflict resolution and mediation training, provided small grants for local human rights grassroots initiatives. In 2003, UNDP facilitated the efforts for small arms and light weapons control and supported national collection process.

17. **Lessons learned** from the "Youth Employment Support" (YES) and the "Clean and Green" programme indicate that these programmes strengthened the capacity of the municipalities to develop, manage, and implement local programmes by municipal staff. They also provided vocational training and employment opportunities to vulnerable groups, and supported NGO/Civil Society development, creating a basis for developing a comprehensive capacity-building programme for local governments. Nevertheless, challenges still remain for creating sustainable job opportunities, which require increasing emphasis on public-private partnerships, promoting FDIs and developing SMEs and micro-financing schemes.

III. Proposed programme

18. The 2005-2009 UNDP country programme will concentrate its support to consolidating peace and stability by promoting a long-term development agenda, in line with the MDGs and the process of EU integration. The MDGs and human development concept will be the main advocacy tools for providing independent analysis and policy advice. The country programme reflects UNDP's comparative advantage as the development programme of the UN and coordinator of UN assistance. It focuses on:

a) Capacity-building for good governance and rule of law; b) Policy advocacy and creation of an enabling economic environment for poverty reduction; c) Sustainable development, environmental protection and management of natural resources.

19. UNDP will cooperate with other United Nations agencies, notably with UNICEF, WHO, UNIFEM, UNAIDS, and OHCHR to implement a rights-based approach to development, HIV/AIDS and gender. In the sphere of HIV/AIDS, support will be provided to improve management capacities for the implementation of the HIV/AIDS National Strategy. In the sphere of gender equality, UNDP will harness peace building and conflict prevention opportunities to advance women's human and economic rights.

Capacity-building for good governance and rule of law

20. UNDP will provide assistance to the country to develop a strategic national vision for human development and good governance at the national and local levels, including support to the decentralization process and the development of an efficient and transparent local government consistent with the EU subsidiary principle. NHDRs will be key processes as Vision 2015 will be anchored in the country's commitments towards the achievement of the MDGs and the concept of human development. For that purpose, UNDP will assist the government in establishing a MDG national assessment and a MDG based monitoring system. Specifically, UNDP will advocate for the integration of the MDGs as monitoring and evaluation tools within sectoral policies, the process of integration with the European Union, and aid coordination. As these issues cut across various sectors, UNDP will apply a multidisciplinary approach directed at both the local and national levels.

21. At the national level, UNDP will continue its support to the Ministry of Local Self Government, the Association of Local Governments and the agency for Civil Servants on the establishment of national training system for civil servants to manage the decentralization process and complete the corresponding legal framework. It will support the Sector for European Integration, the Aid Coordination Unit and line ministries to enhance their capacities for policy analysis and strategic planning so as to improve external resource management and the effective use of development cooperation resources.

22. At the local level, UNDP plans to reinforce local structures through: a) Promoting accountable and transparent management of public resources and quality provision of services to citizens; b) Establishing training centres to provide services to municipalities, developing e-governance and local development planning processes; c) Introducing models for integrated social economic development and localized MDGs, and; d) Enhancing inter-municipal cooperation in areas of common interest.

23. Human security issues at the national and local levels will be addressed by providing support to appropriate policy responses of the Government in the peace and confidence building process, through vulnerability assessments and facilitating multi-stakeholder dialogue. In addition, a programme for safer communities will be piloted.

Promoting an enabling economic environment for poverty reduction

24. The country's ambition to reduce poverty through economic growth, job creation, an improved domestic investment climate and integration with EU institutions requires innovative policy approaches, especially in the economic and social sphere.

25. UNDP will support strategic poverty reduction policies in line with national MDG targets and the creation of institutional, legislative and regulatory environments conducive to investment, trade and private sector activity. The 'informal economy' will be addressed through legal, institutional and financial measures. Private sector initiatives will be promoted through introducing micro-credit schemes, MSMEs business centres etc. Support to the development of a national ICT strategy and mainstreaming of ICT into national development priorities will be provided.

26. Efforts in pro-poor policy advocacy will be complemented by interventions to increase the current low level of capital utilization and the large pool of unemployed, by providing economic opportunities for their deployment in boosting the economic growth rate.

Sustainable development, environmental protection and management of natural resources

27. UNDP will continue to support local initiatives for promoting environmental protection as a pillar of integrated sustainable development. This concept, will be demonstrated through a transboundary cooperation programme for integrated watershed management and sustainable livelihoods to local communities.

28. UNDP will ensure that the principles of sustainable development are incorporated in strategic documents on the national and local levels. UNDP will strengthen the capacities of national and local authorities to enforce new environmental legislation, enhance their accountability and transparency and promote public participation in environmental decision-making.

29. UNDP will provide support to the government in exploring new opportunities for funding environmental programmes, and introduce innovative approaches which will position the environment as a vehicle for development, job creation and crisis prevention.

30. In addition, UNDP will continue helping the country to meet its commitments and reporting requirements under multilateral environmental conventions by strengthening national capacities for improved data collection and technology assessment. Finally, UNDP will support the preparation of a national strategy for sustainable development.

Partnership Strategy

31. The success of the new UNDP programme will largely depend on establishing strategic partnerships with the 'third layer' of society, including local communities, media, academia and civil society groups, providing support to a broad consultative process in the design, monitoring and advocacy of strategic policy initiatives.

32. UNDP will partner with national institutions, notably the Ministres of Economy, Finance, Labour and Social Policy, Local Self-Government, and Environment, as well as other bilaterals and international organizations (including Bretton Woods Institutions) and local NGOs.

33. The conceived programme also provides for opportunities to harness innovative partnerships with the private sector.

IV. Programme management, monitoring and evaluation

34. The National Execution (NEX) modality will continue to be the preferred implementation modality. However, while the necessary capacities of national counterparts are developed, the DEX modality will still be selectively used to ensure flexibility and immediate response when required, allowing national counterparts to focus on the strategic objectives of the projects.

35. As part of the strategy to enhance national ownership of UNDP co-operation, programme monitoring and evaluation mechanisms will be implemented in line with the UNDP and the UNDAF Monitoring and Evaluation mechanism. In addition, UNDP will work to strengthen national capacities to monitor the country's progress towards meeting the MDGs and the preparation of the first MDG report.

36. The success of UNDP's various programme interventions will be benchmarked, among others, by indicators that reveal UNDP's ability to a) Drive advocacy campaigns and provide the information needed to better shape the political debate around the national goals of European integration and the MDGs; b) Bring together government, civil society and the private sector for actions in support of the MDGs; c) Integrate nationalized MDGs into the Vision 2015 strategy and improve institutional capacity.

37. The core resources for the new country programme will be used to leverage non-core resources. A funding strategy will be developed with national and international partners by supporting the government to mobilize funds for the national development agenda.

38. Indicators and methodology for the programme impact assessment will be developed in the process of programme design and will be linked with the MDGs. Mechanisms to systematize the knowledge and information gained through the implementation of projects at the local level will be built. This will be translated into knowledge-based advisory services, to be offered to national counterparts and other development partners.

Annex I: Results and Resources Framework for the Former Yugoslav Republic of Macedonia (2005-2009)

UNDAF obj. #1: Models and practices adopted for transparent and accountable provision of decentralized public services established.					
Programme Component (MYFF Goal)	Country Programme Outcomes, Including outcome indicators, baselines, and targets	Country Programme Outputs	Output indicators, baselines and targets	Role of Partners	Indicative resources ¹
Goal Fostering democratic governance	1.1. A strategic national vision for local human development and good governance at national and local level in place. <i>Indicator:</i> Number of strategic documents that reflect the principles of sustainable HD concept. <i>Baseline:</i> Framework Agreement, Stabilization and Association Agreement. <i>Target:</i> Measurable progress towards achievement of MDGs and EU accession process	1.1.1. MDG and SHD based analytical instruments for monitoring socioeconomic trends at disaggregated level and national capacity to use them established; 1.1.2. Aid and policy coordination system and donors' support aligned behind 2015 and MDGs	<i>Indicators:</i> NHDRs, national and local MDGs Reports used as policy tools (PRS); <i>Baseline:</i> Limited capacity for MDG monitoring and reporting <i>Target:</i> Policies on priority areas (decentralization and public administration) aligned with MDGs and SHD;	Relevant ministries (Foreign Affairs, Economy, Finance, Local Self-Government, Health), General Secretariat of the Government, Sector for European Integration, EU, WB, State Statistics Office, UNAIDS, UNIFEM, UN agencies, OSI, municipal authorities, CSOs.	Trac: 650.000,00\$ C-S/ TTF 2.500.000,00\$ TOTAL: 3.150.000,00
Fostering democratic governance <u>Goal 5.</u> Information and communication technology	1.2. The principles of transparency, efficiency accountability and respect for human rights abided by public sector institutions and citizens. <i>Indicators:</i> Awareness of HRs, increased use of ICT in public services; <i>Baseline:</i> To be determined (TBD) <i>Targets:</i> Increase participation of all stakeholders in good governance and launch consultation mechanism for CSOs	1.2.1. MDG based models for integrated human development developed and implemented through strategic partnerships and ICT based public service, including e-governance.	<i>Indicator:</i> Comprehensive, multisectoral training programme for government officials in place; <i>Baseline:</i> some capacity for decentralization exists, but needs consolidation <i>Target:</i> At least one local participatory mechanism for government efficiency and accountability	Relevant ministries (Local Self-Government, Labour and Social Policy, Finance, Justice), General Secretariat of the Government, State Agency for Civil Servants, Association of Local Self-Government Units, Sector for European Integration, Commission on Corruption, municipalities, Municipal Gender Committees, OHCHR, OSCE, DFID, Foundation Open Society Institute, CSOs.	Trac: 400.000,00\$ C-S/ TTF 5.500.000,00\$ TOTAL: 5.900.000,00
Goal 4. Crisis prevention and recovery	1.3. A culture of peace, conflict prevention and resolution fostered. <i>Indicators:</i> Mechanisms for free expression and participation, <i>Baseline:</i> Ohrid Framework Agreement; <i>Target:</i> Increase confidence and trust between ethnic communities	1.3.1. National institutions are strengthened in cross sectoral policies in peace and conflict prevention.	<i>Indicator:</i> Peoples' received improvement of security situation; <i>Baseline:</i> Early Warning Reports in 2000- 2003 and 2002 NHDR; <i>Target:</i> Regular Early Warning reports based on vulnerability and opportunity based analysis.	Relevant ministries (Foreign Affairs, Interior, Agency for Sports and Youth), municipal authorities, Municipal Gender Committees, EU, OSCE, UNIFEM, relevant CSOs.	Trac: 300.000,00\$ C-S/ TTF 1.900.000,00\$ TOTAL: 2.200.000,00
	1. 4 Coordinated and timely national cross sectoral response to natural man-made disasters and sudden crisis enhanced. <i>Indicators:</i> Number of capacity building events. <i>Baseline:</i> TBD <i>Target:</i> Capacity to coordinate response to disasters and sudden crisis.	1.4.1 Integrated and cross sectoral disaster management, crisis and contingency planning and prevention mechanisms in place.	<i>Indicator:</i> Contingency Plan (CP); field coordinating focal points; <i>Baseline:</i> No CPD and limited national capacity <i>Target:</i> At least one integrated pilot local scheme accepted for replication	Relevant ministries (Interior, Local Self-Government, Defence), Red Cross, UNICEF, Crisis Management Centres, municipalities, Municipal Gender Committees and CSOs.	Trac: 50.000,00\$ C-S/ TTF 250.000,00\$ TOTAL: 300.000,00

UNDAF Obj.2: Sustainable employment opportunities, particularly in economically depressed areas and among vulnerable groups, increased.

¹ by Goal ('000 USD) by source of funds

Poverty reduction Goal 5. Information and communication technology	2.1. Sustained growth equitably shared among regions and vulnerable groups. <i>Indicators:</i> Annual reporting on poverty and MDGs; proportion of population whose per capita monthly expenditure levels below the absolute poverty line <i>Baseline:</i> no annual reporting, 22.3 % below the poverty line <i>Target:</i> Develop poverty alleviation policies and growth strategies.	2.1.1. Poverty reduction policies in line with national MDG targets; 2.1.2. Legislative and regulatory environment to investments, trade and private sector activities, including MSMEs and FDIs.	<i>Indicator:</i> unemployment disaggregated rates <i>Baseline:</i> budget allocations not linked with PRS and MDGs <i>Target:</i> MDGs used by central and local authorities as policy tools <i>Baseline:</i> Approximately 70 laws/regulations identified for revision <i>Indicator:</i> Number of laws reviewed and improved business environment conducive to increased investments <i>Target:</i> Increased level of FDIs;	Relevant ministries (Economy, Finance, Labour and Social Policy, Local Self-Government, Justice), National ICT Committee, Agency for entrepreneurship, Investment Promotion Agency, ILO, WB, UNICEF, municipalities and communities, Chamber of Commerce, Municipal Gender Committees, UNIFEM.	Trac: 600.000,00\$ C-S/ TTF 2.800.000,00\$ TOTAL: 3.400.000,00
Poverty reduction Goal 5. Information and communication technology	2.2. Employment opportunities created for all with specific focus on marginalized communities. <i>Indicators:</i> Unemployment rates; Private investment/GDP ratio; PP Partnerships <i>Baseline:</i> Unemployment 36.7% (2003); <i>Target:</i> Create sustainable jobs;	2.2.1 Active labour market programmes at local level, for vulnerable groups and communities with high unemployment (especially youth and women) supported through ICT and private sector. partnerships	<i>Indicator:</i> Number of people provided with employment opportunities <i>Baseline:</i> Limited local capacities to implement local employment initiatives <i>Target:</i> Number of local labour strategies launched in depressed areas; ICT national strategy finalized	Relevant ministries (Labour and Social Policy, Economy, Finance, Justice, Transport and Communications, Local Self-Government), Association of Self-government Units, Agency for entrepreneurship, municipalities and communities, Gender committees, private companies, FOSIM, Chamber of Commerce, WB, ILO, UNIFEM, CSOs.	Trac: 700.000,00\$ C-S/ TTF 8.000.000,00\$ TOTAL: 8.700.000,00
UNDAF Obj.3: Equal access to quality of basic services (Health, Education, Social Welfare, HIV/AIDS prevention) increased in selected areas.					
Fostering democratic governance	3.1. Access to information and HIV/AIDS prevention services available to all people. <i>Indicators:</i> 15-49 prevalence of HIV/AIDS; new adults infected <i>Baseline:</i> 58 (2003); 1 (2003) <i>Target:</i> Prevent spread and ensure access to HIV/AIDS information.	3.1.1. Increased knowledge of HIV/AIDS prevention in population between 15-49 years old. 3.1.2. Management capacity for implementation of National HIV/AIDS strategy.	<i>Baseline:</i> no data <i>Target:</i> ensure access to information on HIV/AIDS among 15-49 year population	Ministry of Health, National Intersectoral HIV/AIDS Commission, UNICEF, UNAIDS, HIV/AIDS Theme Groups, Municipalities and Gender Committees, CSOs.	Trac: 0,00\$ C-S/ TTF 1.000.000,00\$ TOTAL: 1.000.000,00
UNDAF Obj. 4: Effective and equitable management of natural resource and environment protection based on the principles of sustainable development.					
Energy and environment for sustainable development	4.1. Good environmental governance on national and local level achieved. <i>Indicators:</i> New laws/regulations approximated to EU legislation <i>Baseline:</i> National environmental strategies/legislation need revision <i>Target:</i> Support the Government to adopt and make operational basic environmental laws/regulations	4.1.1. Policy, institutional, regulatory and financial capacities in place for environmental management and energy efficiency; 4.1.2. Improved ability to monitor state of environment.	<i>Indicator:</i> Availability of trusted, reliable data; policy for energy efficiency in place <i>Baseline:</i> Environmental Information System and Public Communication Office, Law on Environment Protection, NEAP, Local Environment Action plans, <i>Target:</i> National Energy Efficiency Strategy; New Environmental legislation enacted	Relevant ministries (Environment and Physical Planning, Economy, Local Self-Government, Agriculture, Forestry and Water Economy), EU, FAO, WB, municipalities.	Trac: 350.000,00\$ C-S/ TTF 2.500.000,00\$ TOTAL: 2.850.000,00
Energy and environment for sustainable development	4.2. Integrated watershed management and trans-boundary cooperation in place. <i>Indicators:</i> Permanent regional joint management and decision making bodies operational <i>Baseline:</i> Trilateral Ministerial Declaration on Prespa	4.2.2 Capacities for trans-boundary cooperation strengthened, mechanisms on watershed management supported and community outreach programmes	<i>Indicators:</i> Capacities of relevant stakeholders enhanced; <i>Baseline:</i> Strategic Action Plan for the Prespa Park; <i>Target:</i> Investment programme in place and resources mobilized;	Relevant ministries (Environment and Physical Planning, Forestry and Water Resources Management, Economy, Transport and Communications, Local Self-	Trac: 50.000,00\$ C-S/ TTF 5.000.000,00\$ TOTAL:

	<p>Park</p> <p><u>Target:</u> Improve the state of environment and livelihoods in watersheds</p>	developed and implemented.		Government), municipalities and communities around Prespa Lake, EU, WB, FAO, KfW.	5.050.000,00
Energy and environment for sustainable development	<p>4.3. The country obligations related to the ratified environmental conventions met.</p> <p><u>Indicator:</u> Annual reporting on environmental data and MDGs.</p> <p><u>Baseline:</u> MEAs ratified, but not fully implemented.</p> <p><u>Target:</u>The country meets obligations under UNFCC, UNCBD, UNCCD.</p>	4.3.1. Capacities to implement the ratified Multilateral Environmental Agreements/Protocols improved;	<p><u>Indicator:</u> NCCC and NAP on Desertification adopted and recommendations implemented;</p> <p><u>Baseline</u> Limited capacity for implementation of the MEAs/Protocols;</p> <p><u>Target:</u> Projects addressing Climate Change and sustainable land management implemented.</p>	Relevant ministries (Environment and Physical Planning, Forestry and Water Resources Management, Economy, Transport and Communications, Foreign Affairs), municipalities, WB, EU, FAO, USAID, CSOs.	<p>Trac:</p> <p>100.000,00\$</p> <p>C-S/ TTF</p> <p>1.000.000,00\$</p> <p>TOTAL:</p> <p>1.100.000,00</p>