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## EVALUATION

# Impact Evaluation of the Municipal Climate Change Strategies Pilot in Macedonia

**April 2017 (Revised July 2018)**

This publication was produced at the request of the United States Agency for International Development for the E3 Analytics and Evaluation Project. It was prepared independently by Management Systems International, A Tetra Tech Company; and Development and Training Services, a Palladium company.

# ABSTRACT

The United States Agency for International Development (USAID) commissioned an impact evaluation (IE) of its Municipal Climate Change Strategies (MCCS) pilot in Macedonia to inform the Agency's understanding of effective investments to improve climate change awareness, adaptation, and mitigation. The IE also tested whether and how participatory processes between local government, civil society, and citizens that focus on strengthening local resiliency to climate change can strengthen civic activism, intra-community engagement, and social cohesion.

The IE used a mixed-methods approach with a quasi-experimental design and case studies. The quasi-experimental design matched comparable non-MCCS municipalities to each of eight MCCS treatment municipalities, and compared changes in outcomes of interest among households within these municipalities using propensity score matching with a difference-in-differences estimation model. To provide greater context and depth to the quantitative findings, particularly regarding intra-community engagement and social cohesion, the evaluation included in-depth case studies of four treatment municipalities.

Overall, the evaluation concluded that MCCS had a significant and positive impact on treatment municipality residents vis-à-vis their (1) general awareness of climate change, (2) overall awareness of the local impacts of climate change, and (3) overall awareness of the global impacts of climate change. MCCS did not, with a few exceptions, have a significant and positive impact on (1) awareness of the specific impacts of climate change, (2) attitudes toward climate change, (3) actions to improve adaptation to climate change, (4) actions to mitigate climate change, (5) attitudes toward civic activism, (6) levels of civic activism, (7) attitudes toward intra-community engagement, (8) levels of intra-community engagement, (9) attitudes toward social cohesion, or (10) levels of social cohesion. The lack of positive impact may be due to factors including (1) weaknesses in the activity design, particularly its theory of change, (2) political polarization in pilot municipalities, which MCCS could not overcome (in part due to weaknesses in its theory of change), (3) institutional weaknesses inherent in Macedonia's system of municipal government, and (4) issues related to activity implementation.

# Impact Evaluation of the Municipal Climate Change Strategies Pilot in Macedonia

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Prepared By:

Dr. Gary Woller, Principal Investigator (Development and Training Services)

Dr. Gwendolyn Bevis, Senior Qualitative Researcher (Management Systems International)

**Photo Caption:** The Municipal Climate Change Strategies pilot holds the “It’s Up to Us” Climate Change Awareness Campaign in Delcevo, Macedonia on October 24, 2015.

**Credit:** Milieukontakt Macedonia

## **DISCLAIMER**

The author’s views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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# ACRONYMS

ACCA	Adaptation to Climate Change in Agricultural Activity
BEO	Bureau Environmental Officer
CAPI	Computer-Aided Personal Interviewing
CDCS	Country Development Cooperation Strategy
CED	Center for Education and Development
CFP	Community Forum Program
CITR	Center for Interethnic Tolerance and Refugees
CLEER	Clean Energy Emission Reduction
CSO	Civil Society Organization
DEC	Development Experience Clearinghouse (USAID)
DG	Democracy and Governance
DID	Difference-in-Difference
DPA	Democratic Party of Albanians
dTS	Development and Training Services
DUI	Democratic Union for Integration
E3	Bureau for Economic Growth, Education, and Environment (USAID)
EMMP	Environmental Mitigation and Monitoring Plan
EQ	Evaluation Question
ERC	Environmental Review Checklist
EU	European Union
FGD	Focus Group Discussion
FY	Fiscal Year
GA	Green Agenda
GCC	Office of Global Climate Change (USAID/E3)
GDP	Gross Domestic Product
GEF	Global Environment Facility
GHG	Greenhouse Gas
IE	Impact Evaluation
IP	Implementing Partner

IR	Intermediate Result
KII	Key Informant Interview
LEAP	Local Environmental Action Plan
LEDD	Local Economic Development Department
M&E	Monitoring and Evaluation
MCCS	Municipal Climate Change Strategies
MDES	Minimum Detectible Effect Size
MG	Monitoring Group
MKD	Macedonian Denar
MKM	Milieukontakt Macedonia
MSI	Management Systems International
NGO	Non-Governmental Organization
NLA	National Liberation Army
OLS	Ordinary Least Squares
OR	Ordinal Regression
PMEP	Performance Monitoring and Evaluation Plan
PP	Pilot Project
PSM	Propensity Score Matching
RDN	Rural Development Network
SDC	Swiss Agency for Development and Cooperation
SDSM	Social Democratic Union of Macedonia
TDP	Turkish Democratic Party
UA	Urgent Action
USAID	United States Agency for International Development
VMRO-DPMNE	Internal Macedonian Revolutionary Organization – Democratic Party for Macedonian National Unity
YES	Youth Employability Skills

# EXECUTIVE SUMMARY

## Introduction

This report presents the findings, conclusions, and recommendations from the impact evaluation (IE) of the United States Agency for International Development's (USAID's) Municipal Climate Change Strategies (MCCS) pilot activity in Macedonia. The Office of Global Climate Change in USAID's Bureau for Economic Growth, Education, and Environment (USAID/E3/GCC) commissioned the evaluation.

## MCCS Pilot Overview

The MCCS pilot was a four-year activity launched in September 2012 and funded by USAID/Macedonia for \$2.8 million. Milieukontakt Macedonia (MKM), a Macedonian non-governmental organization, implemented the pilot. MCCS sought to strengthen civil society to raise awareness of, boost activism around, and bolster local adaptation to climate change, as well as encourage the implementation of actions to mitigate greenhouse gas (GHG) emissions. MCCS integrated climate change concerns into a democracy and governance programming approach by employing a participatory planning process – the Green Agenda (GA) – to develop municipal-level strategies for climate change adaptation and mitigation. While the GA method has been implemented in Macedonia and across Eastern Europe, MCCS was a “pilot” in that it applied the GA process to climate change. MKM implemented MCCS in 3 phases across 10 municipalities. This IE focuses on pilot activities in 8 of those 10 municipalities.

## Activity Context

Three higher-level policy objectives animated USAID's decision to fund MKM: (1) integration of climate change considerations into other Agency programming, under the USAID Climate Change and Development strategy of 2012; (2) capacity-building of local implementers through direct funding by and engagement with USAID, under USAID Forward; and (3) conducting rigorous, high-quality impact evaluations when attempting new programmatic approaches such as the MKM Green Agenda approach to climate change and community action, under USAID's new Evaluation Policy of 2011. This policy context placed a heavy burden of complexity and expectation on MCCS.

At the same time, Macedonia's political context added another layer of challenges. Since MCCS began in 2012, the political context was marked by ever-deepening political divisiveness between the ruling party coalition and opposition, stymying efforts to foster greater social cohesion across ethnic and political lines. The political crisis of 2015 paralyzed parliamentary activity, prompted regular antigovernment demonstrations, delayed elections to December 2016, and put off formation of a new government to May 2017. Anti-U.S. and -EU sentiment has also been growing, along with antipathy to activities perceived of as part of a “liberal agenda,” with the government taking steps perceived to put pressure on civil society groups critical of the ruling party.

## Evaluation Purpose and Questions

The MCCS IE aims to inform USAID's understanding of effective investments that improve climate change awareness, adaptation, and mitigation. In addition, this evaluation tests whether and how participatory processes among local government, civil society, and citizens that focus on strengthening local resiliency to climate change can strengthen civic activism, intra-community engagement, and social cohesion. The IE is also designed to capture practical lessons from USAID/Macedonia's experience with

integrating climate change and participatory governance programming to inform future design and programming in this area.

The IE answers USAID’s II evaluation questions (EQs) shown in the following table:

<b>Climate Change</b>	
Did the MCCS pilot result in changes in stakeholders’:	<ol style="list-style-type: none"> <li>1. Awareness of climate change?</li> <li>2. Awareness of local impacts of climate change?</li> <li>3. Attitudes toward climate change?</li> <li>4. Actions to improve adaptation to climate change?</li> <li>5. Actions that decrease greenhouse gas contributions towards climate change (mitigation)?</li> </ol>
<b>Civic Activism</b>	
Did the MCCS pilot result in changes in stakeholders’:	<ol style="list-style-type: none"> <li>6. Attitudes towards civic activism?</li> <li>7. Levels of civic activism?</li> </ol>
<b>Intra-Community Engagement</b>	
Did the MCCS pilot result in changes in stakeholders’:	<ol style="list-style-type: none"> <li>8. Attitudes toward engagement with each other?</li> <li>9. Levels of engagement with each other?</li> </ol>
<b>Social Cohesion</b>	
Did the MCCS pilot result in changes in stakeholders’:	<ol style="list-style-type: none"> <li>10. Attitudes toward social cohesion?</li> <li>11. Levels of social cohesion?</li> </ol>

## Evaluation Design

The IE uses a mixed-methods approach consisting of a quasi-experimental component and case studies. The quasi-experimental design compares the change in outcomes from baseline to endline within eight “treatment” municipalities to the change in the same outcomes over the same period within a matched set of non-MCCS “comparison” communities. Greater context and depth were added to quantitative survey findings (particularly, intra-community engagement and social cohesion) by way of in-depth case studies of four treatment municipalities conducted at the endline phase of the evaluation. The evaluation collected and analyzed data through a household survey, review of performance monitoring data, key informant interviews, and focus group discussions.

## Key Findings and Conclusions by Evaluation Question

### ***EQ1: Did the MCCS pilot result in changes in stakeholders’ awareness of climate change?***

MCCS had a significant and positive impact on residents’ climate change awareness.

### ***EQ2: Did the MCCS pilot result in changes in stakeholders’ awareness of local impacts of climate change?***

MCCS had a significant and positive impact on residents’ (1) overall awareness of the local impacts of climate change, and (2) overall awareness of the global impacts of climate change. However, MCCS did not have a positive impact on the attention residents in treatment municipalities pay to climate change or on their awareness of the specific negative effects of climate change on the environment, people, economic activity, and natural events. In certain cases, membership in the treatment group was associated with a significantly large decrease in the attention treatment respondents pay to climate change and their awareness of specific climate change impacts, relative to comparison respondents.

***EQ3: Did the MCCS pilot result in changes in stakeholders' attitudes toward climate change?***

The evaluation did not find evidence that MCCS had a positive impact on residents' attitudes toward climate change. This is true for both the perceived absolute and relative importance of climate change, and a variety of other statements about climate change.

***EQ4: Did the MCCS pilot result in changes in stakeholders' actions to improve adaptation to climate change?***

The evaluation did not find evidence that MCCS had a positive impact on the likelihood that municipal residents participated in actions to improve adaptation to climate change. This finding is supported by qualitative evidence from the case studies that participation in the GA process did not translate into personal measures or measures at the municipal level (independent of the urgent actions and pilot projects) to adapt to climate change.

***EQ5: Did the MCCS pilot result in changes in stakeholders' actions that decreased greenhouse gas contributions towards climate change?***

The evaluation did not find evidence that MCCS had a positive impact on the likelihood of municipal residents participating in actions that decrease GHG contributions toward climate change. This is supported by case study findings that the GA did not translate into more than a few personal measures or measures at the municipal level (independent of the urgent actions and pilot projects) to decrease GHG contributions to climate change.

***EQ6: Did the MCCS pilot result in changes in stakeholders' attitudes toward civic activism?***

Evidence from the evaluation suggests that MCCS did not have a positive impact on the attitudes of municipal residents regarding civic activism. Where a significant difference existed from baseline to endline between the treatment and comparison groups, the change was uniformly more positive among comparison respondents.

The case studies also found that attitudes toward civic engagement did not change in the selected treatment municipalities. In part, this was because MCCS implementing partners tended to recruit into the GA process those who already held positive attitudes about activism. These attitudes did not change during the process. The formation of Polimath-13 in Bogdanci was important to possibly creating a more lasting influence on attitudes in that municipality.

***EQ7: Did the MCCS pilot result in changes in stakeholders' levels of civic activism?***

The evaluation found no quantitative or qualitative evidence that MCCS had a positive impact on levels of civic activism. Residents in treatment municipalities did not become more inclined to collaborate with non-governmental organizations or civil society organizations to address community problems than their comparison group counterparts. However, the formation of Polimath-13 in Bogdanci is potentially valuable insofar as serving as a platform for activism in that municipality moving forward.

***EQ8: Did the MCCS pilot result in changes in stakeholders' attitudes toward engagement with each other?***

In a context where trust in government institutions appears to have been falling in both comparison and treatment municipalities, there is little evidence that MCCS had a positive impact on municipal residents' attitudes toward intra-community engagement. The exception was a relative increase in respondents' trust in the media. For all other questions measuring attitudes toward intra-community engagement, the relative change among treatment respondents was not significantly different than comparison respondents, or had significantly worsened relative to comparison respondents.

The case study research found that partisan political conflict, “local patriotism,”<sup>1</sup> and/or cynicism regarding local government have left citizens susceptible to suspicious and negative beliefs where the results of projects are poor, partial, or not understood. Monitoring of unintended outcomes appears to have been insufficient to detect and, thus, enable MKM to mitigate negative attitudes in three case study municipalities.

***EQ9: Did the M CCS pilot result in changes in stakeholders’ levels of engagement with each other?***

There is no evidence that M CCS had a positive impact on the likelihood of municipal residents engaging with others in their municipalities, or with their municipal government, for the purposes of shaping or implementing public policies. In the case study municipalities, M CCS did not appear to have created sustainable changes in the way case study municipalities do business, or the way citizens perceive them. Barriers to engagement in these municipalities were strongly rooted in a varying mix of low municipal capacity and financial resources, top-down party structures, political polarization, local patriotism, a relatively weak civil society at the municipal level, limited information on opportunities to engage, and traditions that limit engagement among women. Where stakeholders and citizens voiced suspicions or unhappiness with M CCS’ decisions about pilot activities, it is likely these negative changes in attitudes (or reinforcement of existing negative attitudes) will leave levels of engagement unchanged. However, in Bogdanci, where political traditions appear to have been less corrosive, a small but active set of stakeholders has created a new platform for engagement that may increase levels on a small scale moving forward.

***EQ10: Did the MCS pilot result in changes in stakeholders’ attitudes toward social cohesion?***

The evaluation did not find evidence that M CCS had a positive impact on attitudes toward social cohesion among municipal residents. Residents in treatment municipalities have become even more pessimistic about how well other residents in their municipalities get along and collaborate, and how equally their municipal government treats all citizens.

***EQ11: Did the M CCS pilot result in changes in stakeholders’ levels of social cohesion?***

The evaluation did find evidence that M CCS positively impacted how comfortable municipal residents feel working with other ethnic groups to solve local issues. However, the positive impact is limited to this single indicator of social cohesion. The evaluation concluded that M CCS was not able to overcome deep, pre-existing divides based on political affiliation or “local patriotism.” These exerted powerful effects on treatment municipality residents’ attitudes toward and levels of social cohesion.

### **M CCS Climate Change Informational Events**

M CCS generated “okay” but not great awareness of its climate change information events. This applied to about one quarter of treatment municipality residents overall. This is unfortunate as the findings further suggest that, once residents are aware of such events, a non-trivial number are likely to participate. There was, however, significant variation in terms of awareness of and participation across the eight treatment municipalities, and across the different informational events. This suggests some combination of the following: (1) uneven implementation quality across municipalities and events, (2) uneven publicity by M CCS and implementing partners, (3) characteristics of different events that make them appealing to municipality residents, and (4) characteristics of different municipalities that make them likely to pay attention to or participate in climate change informational events. The perceived

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<sup>1</sup> “Local patriotism” refers to the primacy of village origins and allegiances in politics and decision-making. It can override party affiliation (and ethnic identity) to create intra-party and intra-group conflict.

usefulness of M CCS' climate change informational events was also "okay" but not great at just under 50 percent of those aware of such events.

### **M CCS Climate Change Projects**

Awareness of the urgent action and pilot projects among treatment municipality residents clustered in the 40 to 60 percent range. There were significant variations across projects and municipalities. The degree of "public ownership" of the urgent action and pilot projects is mixed. Residents perceived a large citizen contribution in proposing the projects, but also an equally large municipal role in implementing the projects. In three case study municipalities, the final selection and procurement stages of the pilot projects or urgent actions were opaque to participants in the GA process as well as to target beneficiaries and municipal residents more generally. The survey results indicate the urgent action and pilot projects were not seen as particularly useful. Only a third of treatment respondents believed the projects changed the way they understand, think about, and behave with respect to climate change.

### **Gender Impacts**

M CCS made a concerted effort to have women and other members of diverse social groups participate in the GA process. The evaluation concluded that, overall, it was successful in this regard. Except in Tearce and Studenichani, women faced no barriers to participating in the GA and participated at a rate similar to men. Residents drawn from a variety of social groups also participated in the GA process, and appeared to face no significant barriers to their participation.

The quantitative analysis yielded several cases in which activity impacts differed between women and men, with measures of civic engagement showing the largest number of significant differences. However, there were relatively few of these cases, compared with the total number of outcome variables analyzed, and no consistent patterns emerged. These findings, thus, do not allow any generalized conclusions about how the GA process affected women relative to men.

## **Overall Conclusions and Recommendations**

Overall, the evaluation concluded that M CCS had a significant and positive impact on treatment municipality residents in terms of their (1) general awareness of climate change, (2) overall awareness of the local impacts of climate change, and (3) overall awareness of the global impacts of climate change. M CCS did not, with a few exceptions, have a significant and positive impact on (1) awareness of the specific impacts of climate change, (2) attitudes toward climate change, (3) actions to improve adaptation to climate change, (4) actions to mitigate climate change, (5) attitudes toward civic activism, (6) levels of civic activism, (7) attitudes toward intra-community engagement, (8) levels of intra-community engagement, (9) attitudes toward social cohesion, or (10) levels of social cohesion. Factors contributing to the lack of positive impact and associated recommendations are summarized below.

### **Activity Design**

The GA process directly involves a small number of individuals in each municipality where it is implemented, both in absolute and relative terms. Thus, any impact M CCS would have on the remaining municipality residents – particularly in the areas of civic activism, intra-community engagement, and social cohesion – would necessarily occur indirectly through a diffuse set of interactions. In the evaluation team's judgment, it was overly ambitious to expect that an intervention with the scope of M CCS would have a significant and community-wide impact on civic activism, intra-community engagement, or social cohesion. That is because these are affected by other, powerful external factors such as long-standing cultural norms, political polarization, ethnic tensions, local patriotism, and bad faith by government officials.

The team recommends that:

- If the objective is to affect relatively intractable outcomes such as civic activism, intra-community engagement, or social activism, design interventions with more direct and stronger theoretical linkages between the intervention and desired outcomes.
- If the objective is to achieve systemic, community-wide effects, ensure that the scale of the intervention allows for enough residents to participate directly in the activity and be reached via publicity campaigns.

## **Context**

Macedonia's party politics have long been highly contentious, reaching a crisis point in 2015. This accelerating political polarization provided the backdrop to MCCA's ambitious efforts to address civic activism, intra-community engagement and social cohesion. The case studies found that political party affiliation is one of, if not the, most significant cleavage in treatment communities. Not surprisingly, inter- and intra-party politics emerged as dominant challenges in each of the case study municipalities to using the GA process to influence socially constructed variables like civic activism, intra-community engagement, and social cohesion. When issues arose during implementation of urgent action and pilot projects in three case study municipalities (including unfinished or non-functioning projects and skepticism about project selection and benefits), they apparently interacted with pre-existing views of politics to generate negative attitudes. More generally, Macedonia's deepening political polarization ran directly against some of the core objectives of MCCA.

The team recommends:

- USAID and implementing partners carefully assess and monitor the political context and set up other feedback loops at the municipal and intervention levels to avoid or mitigate unintended negative consequences for projects seeking to reduce social or political divisions.

## **Activity Implementation**

Due to the design of the IE, MKM was not allowed to use television. In Macedonia, television is generally national in scope, so there would have been contamination effects. MKM could not broadcast material it had developed or advertise upcoming events on television. As Macedonians' rely on television for information (about climate change as well), this limitation may have been a factor in levels of awareness and participation.

At the same time, given the political environment, a greater emphasis on smaller-scale, intensive, targeted communication efforts were needed, since only half of municipal residents were aware of the urgent action or pilot projects, and only 17 percent of all residents found them useful. The case study research also found negative perceptions among residents of three case study municipalities about the transparency and legitimacy of the processes used to select urgent action or pilot projects, and failures to complete two urgent actions.

The pre-existing levels of skepticism and cynicism, abetted by prevalent political polarization, mean that moving attitudes and behavior favorably, and overcoming entrenched attitudes and behaviors, is much more difficult than reinforcing those attitudes and behaviors. In other words, it quite possibly requires a much larger impact to move the needle forward than backward.

The team recommends the following:

- When expected outcomes hinge critically on the success of relatively high-profile and high-cost interventions, the interventions should only proceed if they can be done the "right way." At a

minimum, this includes successfully completing the intervention and involving all required stakeholders in the process as appropriate.

- Ensure that participatory processes carried out in tense political settings are as fully participatory and transparent as possible to avoid misunderstandings. Stages that are not entirely participatory must be clearly explained to stakeholders.
- During the procurement process, consider bidders' understanding of national and local political dynamics (particularly as they relate to engagement and cohesion) to ensure that, at a minimum, resources are not allocated in ways that exacerbate existing divisions.
- When operating in complex and conflictive environments, avoid putting project outputs and deadlines ahead of ensuring processes are well implemented from start to finish in every intervention location. This may mean taking more time and operating in fewer locations.
- To encourage stakeholders to take actions to improve adaptation to climate change, support municipalities in developing strategies, identifying potential funds for implementing activities, and strengthening their capacity to apply for such funds.
- Ensure intervention designs are targeted at strengthening local partners in a sustainable manner. Provide substantial roles to partners in all segments of the intervention and empower local civil society organizations to become stakeholders in the decision-making processes at the local level.
- Use national media, in particular television, to increase the outreach and impacts of climate change interventions.
- Structure the distribution of activities related to climate change awareness in smaller, more frequent timeframes tailored to the local communities in which they are implemented.

# INTRODUCTION

This report presents the findings, conclusions, and recommendations from the impact evaluation (IE) of the United States Agency for International Development's (USAID's) Municipal Climate Change Strategies (MCCS) pilot activity in Macedonia. The Office of Global Climate Change in USAID's Bureau for Economic Growth, Education, and Environment (USAID/E3/GCC) commissioned the evaluation. Annex A provides its statement of work for the IE.

USAID/E3/GCC initially commissioned this IE through its GCC Monitoring and Evaluation (GCC M&E) project, which developed an evaluation design and collected and reported on baseline data. The GCC M&E project concluded in March 2015, and USAID/E3/GCC transferred remaining IE activities to the E3 Analytics and Evaluation Project.<sup>2</sup>

The GCC M&E project conducted the baseline for the IE in June-July 2013, shortly after MCCS launched its initial stakeholder meetings in Round 1 municipalities.<sup>3</sup> The E3 Analytics and Evaluation Project conducted the endline for the IE closely following the baseline design, with some modifications that are explained in the Data Collection and Analysis Methods section of this report.

## ACTIVITY BACKGROUND

Macedonia is a small landlocked country in southeastern Europe. With approximately 19 percent of its population employed in agriculture, the country is vulnerable to climate change. Climate predictions point to increasing temperatures and declining levels of precipitation, conditions that “will stress an already hot, dry climate that is prone to extreme, weather-related events such as heat waves, drought, floods, and forest fires.”<sup>4</sup>

### Pilot Overview

The MCCS pilot is a four-year activity funded by USAID/Macedonia and launched in September 2012 with a budget of \$2.8 million. The implementing organization, Milieukontakt Macedonia (MKM), is a Macedonian non-governmental organization (NGO) that spun off from the Dutch organization Milieukontakt Internationale in 2012. Its focus is sustainable development and the environment.

MCCS sought to strengthen civil society to raise awareness of, boost activism around, and bolster local adaptation to climate change, as well as encourage the implementation of actions to mitigate GHG emissions. MCCS integrated climate change concerns into a democracy and governance programming approach by employing a participatory planning process – the Green Agenda (GA) – to develop municipal-level strategies for climate change adaptation and mitigation. While the GA method has been implemented in 10 municipalities in Macedonia and 40 municipalities in Eastern Europe, MCCS was a “pilot” that applied the GA process to climate change. Annex B provides an overview of the GA process.

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<sup>2</sup> Management Systems International, A Tetra Tech Company, implements the E3 Analytics and Evaluation Project in partnership with Development and Training Services (dTS), a PwC company; and NORC at the University of Chicago. dTS was also the prime implementer of the GCC M&E project.

<sup>3</sup> Although the baseline round was technically implemented after the launch of MCCS activities, the evaluation team does not believe that the one- to two-month interim from activity launch to baseline data collection had a significant impact on the evaluation findings.

<sup>4</sup> MKM, “GCC project description – revised 09 18 (final),” September 2012.

MCCS had four components:<sup>5</sup>

1. **Capacity Building.** This includes formal training workshops provided by MKM staff and consultants on the GA process, climate change and climate change adaptation/mitigation measures, and functional skills such as proposal writing, facilitation, and management for the local civil society organization (CSO) coordinator, the municipal contact and other municipal staff, and working group members. Capacity building also included on-site coaching with a contracted “coach” or mentor assigned to each municipality.
2. **GA Process.** The GA is a participatory method for developing and implementing local sustainable development strategies and plans. In each municipality, MKM implemented the GA process primarily through a local CSO with experience working on local environmental issues and engaging the municipal government directly. Partner CSOs received grants of around \$7,000 for an honorarium for the local coordinator and meeting costs. The GA process had four main sub-components:
  - a. After an initial large-scale meeting, participants worked in groups to develop consensus-based strategies to address climate change mitigation and adaptation in key areas.
  - b. Small “urgent action” projects implemented early in the process to allow stakeholders to see immediate, tangible results, and encourage municipality participation.
  - c. Development of a municipal climate change strategy based on working group discussions. This strategy is an official municipal government document describing action plans for municipal-level measures related to climate change mitigation and adaptation for 2014-2020.
  - d. Establishment of a monitoring group to track implementation of the municipal climate change strategy.
3. **Municipal-Level Pilot Projects.** These were substantive projects prioritized near the end of the GA process and reflective of community priorities. The pilot projects, like the urgent actions, were selected by MKM and USAID and implemented by contractors hired by MKM. The MCCS-funded municipal pilot projects addressed priority measures from the municipal climate change action plans, and are an important product of the GA process.
4. **Awareness-Raising Campaigns.** MKM implemented local campaigns to provide climate change information to the public in the target municipalities only. Although MKM originally proposed using television as a platform for sharing information about climate change to a wider area and larger audience, it was not used at the request of the original evaluation team to comply with the IE design.

MCCS implemented activities in 3 phases, or rounds, across 10 municipalities in Macedonia. Round 1 municipalities included Tearce, Pehcevo, Bogdanci, and Krivogashtani; Round 2 municipalities included Bogovinje, Mavrovo and Rostuse, Vinica, and Studenichani; and Round 3 municipalities included Delchevo and Prilep (which were not included in the IE).<sup>6</sup> The IE covers the results of MCCS components 2 through 4 in each of the 8 Round 1 and 2 municipalities.

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<sup>5</sup> MKM, “USAID Municipal Climate Change Strategies Project (MCCSP) Annual / Quarterly Program Performance Report,” October 25, 2014.

<sup>6</sup> Initially, MCCS planned to operate in eight municipalities. USAID/Macedonia granted an extension to MKM in FY14 in which the pilot expanded to include two additional municipalities. However, since these municipalities were added to the pilot after the completion of baseline data collection for the IE, the Round 3 municipalities were not included in the IE.

## Development Hypothesis

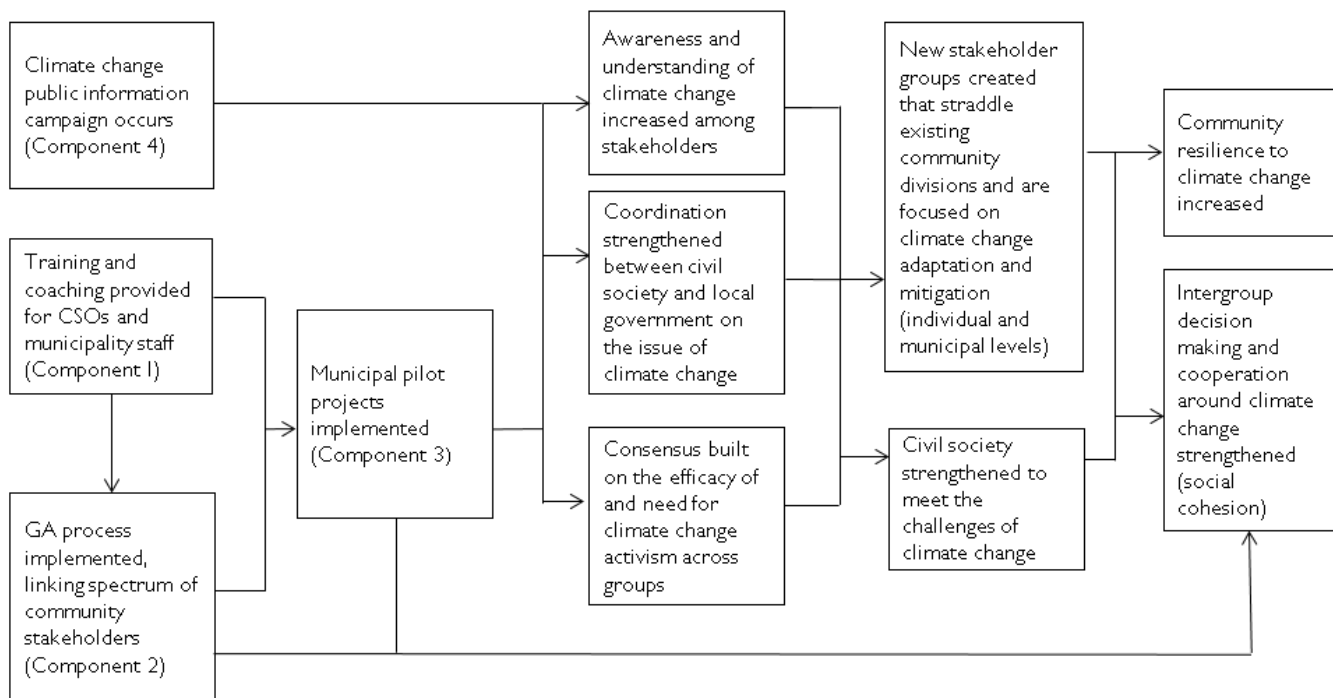
Annex C provides the results framework for MCCA. USAID/Macedonia envisions that the coalescence of civil society and local government around the issue of climate change at the local level will produce a significant impact in the pilot municipalities. The MCCA objective, “municipal stakeholders better prepared to manage local climate change challenges,” has two intermediate results (IRs). The first (IR 1) is improved local democratic processes; the second (IR 2) is increased capacity to adapt to climate change.

Each of the two IRs has four sub-IRs, as follows:

- Intermediate Result 1: Improved democratic processes at the local level
  - Sub-IR 1.1: Increased civic activism
  - Sub IR 1.2: More responsive local governments
  - Sub IR 1.3: Increased cooperation among CSOs, citizens, and local governments
  - Sub IR 1.4: Increased CSO involvement in policy and oversight
- Intermediate Result 2: Increased capacity to adapt to climate change
  - Sub IR 2.1: Improved local policy environment for climate change
  - Sub IR 2.2: Reduced emissions of greenhouse gases by municipalities
  - Sub IR 2.3: Increased resilience of stakeholders to climate change
  - Sub IR 2.4: Increased citizen awareness of climate change

The theory of change shown in Figure 1 illustrates the causal linkages USAID/E3/GCC and USAID/Macedonia envision for translating interventions falling under each of MCCA’s four components into expected intermediate and final outcomes, which this IE sought to measure.

**FIGURE 1: MCCA THEORY OF CHANGE**



## USAID Policy Context

USAID has initiated a concerted effort to identify, analyze, and address the issue of global climate change. This has profound implications for development. The goal of the Agency's *Global Climate Change and Development Strategy* (2012) is to enable partner countries to accelerate the transition to climate-resilient, low-emission development. USAID leadership in this area includes attention to climate change adaptation, clean energy, sustainable landscapes, and integration of climate concerns into other sectors such as forestry, agriculture, biodiversity, gender equality and women's empowerment, and governance.

While the USAID Climate Change and Development strategy was not released until January 2012, it existed as an advanced draft, and influenced USAID climate change programming prior to its official release. To further the integration objective, USAID's GCC Coordinator put out a call for proposals on October 6, 2011 to fund climate change integration pilots.

At the same time, the Agency was fully engaged in USAID Forward, an internal reform agenda. Two of its chief tenets involved evaluations and evidence-based decision-making and cultivating the capacity of local partners through local procurement and involvement. As part of a goal to increase the amount of USAID funding going directly to local implementers, the Agency set mission-specific targets for awarding contracts and grants directly to local partners. In January 2011, USAID issued a new and rigorous Evaluation Policy mandating that all pilots be subject to an impact evaluation.

Thus, according to USAID correspondence with MSI on June 13, 2017, three higher level policy objectives animated the decision to fund MKM:

- 1) To promote integration of climate change considerations into Agency programming;
- 2) To build the capacity of local implementers through direct funding by and engagement with USAID; and
- 3) To conduct rigorous, high-quality impact evaluations when attempting new programmatic approaches such as the MKM Green Agenda approach to climate change and community action.

The combination of all three USAID policy priorities came to bear on the MKM proposal, which was initially conceived as a community-based environment program. The Mission saw potential in MKM as an organization, as well as in the prospect of using climate change, a neutral topic in the Macedonian political context, to promote democratic practices and social cohesion at the community level. The requirement that pilots be subject to an impact evaluation was added by E3 as a requirement after the request for proposal in October 2011 and prior to the award of funds in early 2012. To comply with the new Evaluation Policy, an IE of MCCA was therefore contracted.

According to USAID, this was both an opportunity for MKM, a small local NGO, as well as a heavy burden of complexity and expectation. USAID/Macedonia and USAID/E3/GCC supported the effort by assisting with financial management, M&E, and climate change adaptation training to MKM and its local partners, and facilitating discussions between MKM and the original evaluation team.

## Country Political Context

The country political context added another layer of challenges to MCCA. The political context in Macedonia since the activity began in 2012 was marked by ever-deepening political divisiveness between the ruling party coalition and opposition, which stymies efforts to foster greater social cohesion across ethnic and political lines. Allegations of a massive government-sponsored wiretapping and surveillance program that emerged in 2015 paralyzed parliamentary activity and

prompted regular antigovernment demonstrations. The intervention of U.S. and European mediators produced a January 2016 deal that envisioned snap elections by mid-April, but these were delayed twice after the opposition indicated it would not participate. Following another deal in June 2016, the elections were finally held in December, resulting in a narrow VMRO-DPMNE victory. Domestic and international monitors voiced concerns, and a new government was not formed until May 2017. Anti-U.S. and -EU sentiment has also been growing, along with antipathy to activities perceived of as part of a “liberal agenda.” The government has taken steps that are perceived to put pressure on civil society groups critical of the ruling party.

## EVALUATION PURPOSE AND QUESTIONS

USAID/E3/GCC seeks to apply USAID’s Evaluation Policy and the incipient global climate change evaluation agenda to distill practical lessons from its experience with climate change programming and to demonstrate accountability for achieving results.

### Evaluation Purpose

The MCCS IE aims to inform USAID’s understanding of effective investments to improve climate change awareness, adaptation, and mitigation, and to test whether and how participatory processes between local government, civil society, and citizens, which are focused on strengthening local resiliency to climate change, can strengthen civic activism, intra-community engagement, and social cohesion. The evaluation is also designed to capture practical lessons from USAID/Macedonia’s experience with integrating climate change and participatory governance programming to inform future design and programming in this area.

### Evaluation Questions

Per USAID’s approved SOW (see Annex A), the IE answers the 11 questions shown in Table 1.

**TABLE 1: MCCS EVALUATION QUESTIONS**

<b>Climate Change</b>	
Did the MCCS pilot result in changes in stakeholders’:	1. Awareness of climate change?
	2. Awareness of local impacts of climate change?
	3. Attitudes toward climate change?
	4. Actions to improve adaptation to climate change?
	5. Actions that decrease greenhouse gas contributions towards climate change (mitigation)?
<b>Civic Activism</b>	
Did the MCCS pilot result in changes in stakeholders’:	6. Attitudes towards civic activism?
	7. Levels of civic activism?
<b>Intra-Community Engagement</b>	
Did the MCCS pilot result in changes in stakeholders’:	8. Attitudes toward engagement with each other?
	9. Levels of engagement with each other?
<b>Social Cohesion</b>	
Did the MCCS pilot result in changes in stakeholders’:	10. Attitudes toward social cohesion?
	11. Levels of social cohesion?

MCCS’ objectives and causal logic (depicted in Figure 1) suggest that activity impacts at the household level (in terms of changes in awareness, attitudes, and behavior)<sup>7</sup> are most likely to be derived from three types of interventions: (1) local events and information about the GA and the municipal-level pilots, (2) MCCS public awareness-raising campaigns, and (3) hearing about the local work or awareness-raising campaigns from others in the community. In addition, the GA process and associated urgent actions, pilot projects, policy development, and monitoring in each municipality are expected to have impacts on how municipal governments, CSOs, and citizens engage one another. These expected impacts are categorized into four dimensions: climate change, civic activism, intra-community engagement, and social cohesion. The IE seeks to measure changes resulting from MCCS interventions along these four dimensions.

While the original evaluation design under the GCC M&E project did not explicitly define civic activism, intra-community engagement, or social cohesion, the operationalization of these concepts provided *de facto* definitions that the endline research preserved. These definitions, and the survey questions measuring them (see Annex G for the survey instrument), are shown in Table 2.

**TABLE 2: DEFINITIONS AND RELATED SURVEY QUESTIONS OF CIVIC ACTIVISM, INTRA-COMMUNITY ENGAGEMENT, AND SOCIAL COHESION**

Definition	Survey Questions
Civic activism: Participation in public events or activities and participation in or support for NGO/CSO activities	13, 14, 15, 16, 17_1-17_8, 18, 19_1-19_3
Intra-community engagement: Contact between NGOs/CSOs, municipality representatives, and citizens for the purposes of shaping and implementing public policies	79, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 93, 94, 95, 96, 97, 98, 99, 100, 101, 102, 103, 104, 105, 106, 107_1-107_5, 109_1-109_7
Social cohesion: The willingness of members of a society to cooperate with each other to survive and prosper. <sup>8</sup>	20_1-20_3, 21, 22

## EVALUATION DESIGN

### Mixed-Methods Design

The MCCS IE evaluation uses a mixed-methods approach incorporating two distinct aspects: (1) a quasi-experimental component and (2) qualitative case studies. The design includes a variety of data collection and analysis methods: a household survey, review of performance monitoring data, key informant interviews (KIIs), and focus group discussions (FGDs). This mixed-methods design offers multiple advantages over a purely quantitative or qualitative design, and was chosen based on the complexity of the interventions, the various design challenges described below, and the importance of understanding how causal mechanisms work in different contexts, as opposed to merely measuring change.

<sup>7</sup> As used in this report, “awareness” is defined as possessing knowledge about an issue; an “attitude” is defined as a collection of beliefs organized around an issue that predispose behavior; and “behavior” includes specific actions taken that are motivated by one’s attitudes about the issue.

<sup>8</sup> The evaluation baseline report laid out three aspects of social cohesion at the municipal level: (1) people getting along well together in general, (2) people from opposing political parties collaborating well on local issues, and (3) people from all ethnic groups collaborating well on local issues.

## Quasi-Experimental Design

The IE employs a quasi-experimental design to evaluate the impact of MCCA interventions on outcomes of interest. The approach compares the change in outcomes from baseline to endline within eight MCCA “treatment” municipalities to the change in the same outcomes over the same period within a matched set of non-MCCA “comparison” communities. This type of design was used because the MCCA activity framework mandated a *highly purposive selection process* such that random assignment of municipalities to receive MCCA interventions was not possible. Furthermore, given the small number of municipalities, comparability across treatment and comparison municipalities was deemed a top priority.

Municipalities were selected for participation in MCCA through a two-stage process:

- 1) In the first stage, MKM sent out a request for CSOs and municipalities to express interest in participating in the activity. Each CSO applied jointly with a municipality. The applications were ranked as eligible for participation according to selection criteria established by MKM. In the end, MKM identified 16 qualifying CSO/municipality pairs.
- 2) In the second stage, the evaluation team selected 8 treatment and 8 comparison municipalities from the 16 CSO/municipality pairs identified in Stage 1. The assignment of municipalities into the treatment or comparison groups was done to ensure a similar distribution of the following municipality characteristics in each group:
  - Participation in the Community Forum Program (a Swiss-funded project undertaking similar participatory community strategic planning activities);
  - Share of ethnic Macedonians and Albanians in the general population; and
  - Climate change zones, share of population in the municipal center, and population density.

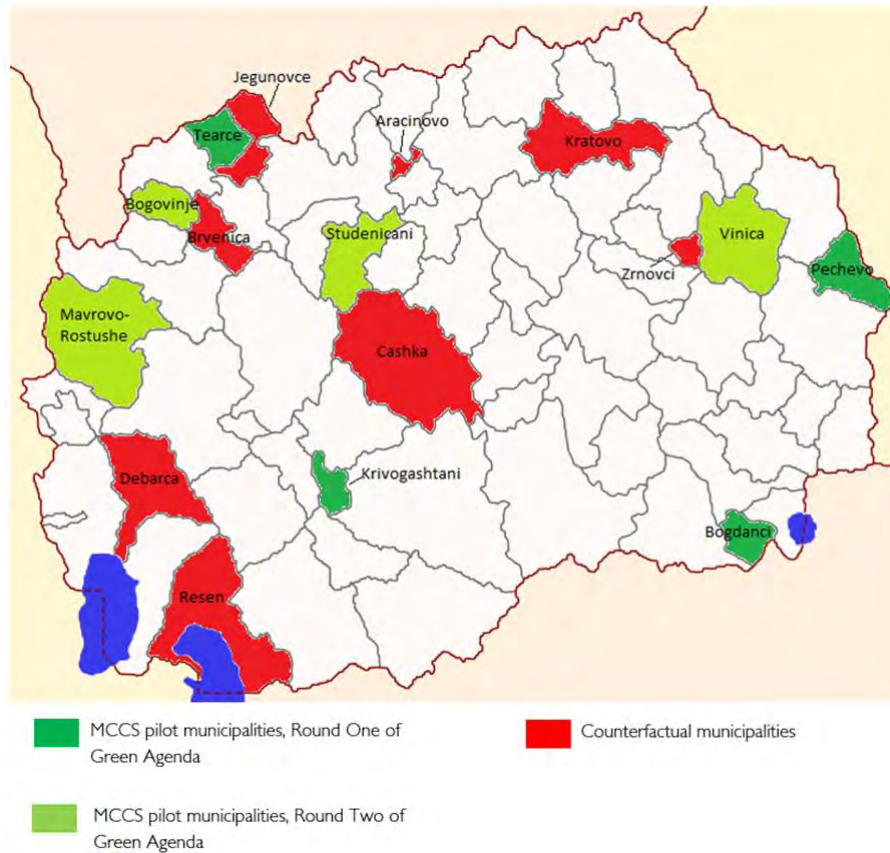
Table 3 lists the municipalities assigned to the treatment and comparison groups, while Figure shows their location. Annex D provides a detailed description of the selection process for the treatment and comparison municipalities.

**TABLE 3: MCCA TREATMENT AND COMPARISON MUNICIPALITIES**

Treatment Municipalities	Comparison Municipalities
Bogdanci	Aracinovo
Bogovinje	Brevenica
Krivogashtani	Cashka
Mavrovo and Rostuse	Debarka
Pehcevo	Jegunovce
Studenichani	Kratovo
Tearce	Resen
Vinica	Zrnovci

Given the IE’s quasi-experimental design, it was crucial that only treatment municipalities receive the MKM interventions. Thus, MKM’s proposed intervention to use national television as a platform for sharing information about climate change was not used, to preclude contamination into comparison municipalities.

**FIGURE 2: MAP OF MCCS TREATMENT AND COMPARISON MUNICIPALITIES**



### Controlling for Selection Bias

While a quasi-experimental design is a rigorous alternative when an experimental design is not feasible, it does have limitations. Regardless of which methods are used to match the treatment and comparison groups, the match will never be perfect; some unknown degree of selection bias inevitably enters the sample. The evaluation design adopted three strategies to limit the degree of selection bias: (1) collaboration with MKM to help ensure municipalities were similar for matching based on a set of criteria, (2) use of propensity score matching (PSM) to create more comparable groups of respondents, and (3) use of a fixed effects regression model to minimize selection bias.

The **first method** involved working with MKM to select criteria for matching treatment and comparison municipalities to minimize differences in municipality characteristics between the two groups.

The **second method** matched treatment to comparison respondents in the combined baseline and endline data sets using PSM. This is one of the more commonly used and recognized statistical methods to deal with selection bias in a quasi-experimental design. This matching method approximates the conditions of an experimental design by creating matched groups with a statistically equal likelihood of exposure to an intervention. The propensity score is defined as the probability that a person is selected into the treatment group given a wide set of observed covariates (or control variables). This score is useful because it can be used to match participants from the treatment and comparison groups who have similar estimated propensity scores. Annex D explains the method the evaluation used to apply PSM to the MCCS survey data set.

The PSM procedure produced a consolidated data set of 1,172 observations, with 586 observations in each of the two groups. Per group, this is 44 fewer observations than the 630 who responded to both baseline and endline surveys. Overall, the PSM procedure resulted in a loss of 88 (7.0 percent) of 1,260 total endline observations. The final data set marginally falls below the minimum sample size requirements of 1,200 total respondents and 600 respondents in each study group, which the evaluation design had established as necessary to detect a significant change from baseline to endline.<sup>9</sup>

The **third method** used to control for selection bias was econometric analysis via a fixed-effects regression model (described in the Data Collection and Analysis Methods section). This model included a set of intercept and interaction dummy variables for group participation and time, together with a set of variables (covariates) that control for the observable characteristics of the treatment and comparison group members as a source of bias, thus leaving only fixed effects (i.e., unobservable characteristics correlated with project participation) in the estimation model. Fixed-effects regressions are useful for data that fall into different observation groups by controlling for those unobservable group characteristics that might affect the dependent variable. If one assumes these unobservable factors do not vary within the observation groups over time (which is a standard assumption), then the fixed-effects regression eliminates sources of omitted variable bias.

## Qualitative Case Studies

To complement quantitative findings from the household survey, and to provide greater context and depth to those findings – particularly, intra-community engagement and social cohesion – the evaluation team conducted at the endline stage in-depth case studies of four treatment municipalities. These were Bogdanci (Round 1), Studenichani (Round 2), Tearce (Round 1), and Vinica (Round 2) (see Annexes J-M). The evaluation team, in consultation with USAID, selected case study municipalities to examine how different contexts – particularly, ethnic composition and political polarization or fragmentation – can help or hinder impact. The selected case study municipalities also represent a range of overall outcomes. MKM considers activity implementation in Bogdanci to be relatively successful, while Tearce, Studenichani, and Vinica experienced delays in implementation.

## Data Collection and Analysis Methods

This section describes the data collection, quality control, and analysis methods the evaluation team employed for each evaluation component. For the quasi-experimental evaluation design, the evaluation conducted a longitudinal panel survey at the household level to gather quantitative data. Case study data collection consisted of in-depth KIIs and FGDs with MCCA participants and municipal residents, along with a review of activity records. Together, the quantitative and qualitative aspects of the IE served to strengthen the evaluation’s analytic and explanatory power.

### Data Collection Methods

#### Quantitative Component

The household survey was the primary data source for the quantitative component. The evaluation administered the survey at baseline and again at endline to the same individuals in treatment and comparison municipalities to measure the change at the individual level in key outcome variables

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<sup>9</sup> The survey sample was constructed to be representative of residents in treatment and comparison municipalities. However, the samples within each municipality are too small to be representative of the residents in those municipalities. Thus, in most cases, the evaluation cannot make statistical comparisons across individual municipalities.

over time. The evaluation team worked with a Macedonian survey research firm, Rating Agency, to implement the household survey at both baseline and endline.

Household survey questions covered 10 primary topics, which are presented below in the order in which they appear in the survey. Annex G provides the full survey instrument.

1. Attitudes toward civil society
2. Levels of civil society activism
3. Perceptions of social cohesion in the municipality
4. Attitudes toward the municipal government
5. Levels of engagement with the municipal government
6. Awareness and knowledge of climate change
7. Attitudes toward climate change
8. Actions taken to increase resilience to climate change at the individual and municipal levels
9. Actions taken to decrease greenhouse gas emissions at the individual and municipal levels
10. Household and respondent demographic indicators

The endline household survey included some changes from the baseline household survey; 23 questions were added to and 21 questions dropped from the survey. The additional questions were intended to measure the outcomes of informational campaigns, public events/activities, and municipal government actions related to climate change delivered by MCCA or with MCCA facilitation. The additional questions were not subjected to a panel analysis, as there was no corresponding question asked at baseline.

With 23 new questions, the evaluation team had to delete a roughly equal number of questions to keep the survey length similar to that of the baseline. The team dropped all 11 open-ended questions from the survey, due to the difficulty and time involved in coding responses after the fact. Ten further questions were removed because they added relatively little value to the endline results.

Table 4 shows the survey sample size achieved in the baseline and endline data collection rounds. From baseline to endline, the panel of respondents suffered a 30 percent attrition rate, from 1,800 to 1,260 respondents. This included a 31.3 percent attrition rate among comparison respondents, and a 28.0 percent attrition rate among treatment respondents. After adjusting the data set for PSM, the endline sample fell by another 7 percent, or 88 people (51 comparison and 37 treatment). Nonetheless, the original evaluation design accounted for this level of attrition based on an effective sample size requirement of 1,200 total respondents.

**TABLE 4: SURVEY RESPONDENTS**

Round	Comparison	Treatment	Total
Baseline Sample	935	865	1,800
Endline Sample (Before PSM)	637	623	1,260
Endline Sample (After PSM)	586	586	1,172

### Qualitative Component

Qualitative data collection methods consisted of KIs and FGDs administered as part of the four case studies. KIs are in-depth, semi-structured interviews. FGDs are semi-structured, moderated discussions administered face-to-face with municipal residents. Evaluation team members conducted all case study KIs, while Rating Agency conducted the FGDs.

### Case Study Key Informant Interviews

The purpose of the case study KIIs was to collect information specific to activity stakeholders, stakeholder groups, activities, and impact, in addition to factors outside the realm of MCCS that may have influenced its implementation or outcomes in each municipality. The evaluation team tailored the case study KIIs to each category of respondent, but also allowed interviewers the flexibility to investigate other lines of inquiry that emerge from the interview. Annex H provides the evaluation team's KII guides for the case studies.

Interviewees selected to participate in KIIs included those individuals who had maximal exposure to activities at the municipal level:

- Municipal government representatives who participated in MCCS activities or have some responsibility for work related to climate change and citizen participation in treatment municipalities.
- CSO staff and active volunteers who participated in MCCS activities in treatment municipalities.
- Citizens who participated in MCCS working groups, monitoring groups, or other MCCS activities, or who are direct urgent action/pilot project beneficiaries in the treatment municipalities.
- Other individuals seen as critical for understanding activity impacts, including those who were expected to have participated in MCCS activities, but did not.
- Baseline survey respondents who were selected for follow-up KIIs during the baseline round.

The evaluation team prioritized as respondents for the case studies those most closely involved in MCCS and, therefore, most likely to know the most about the activity. These are knowledgeable representatives of the municipal administration (including mayors in two municipalities), the partner NGO, and working and monitoring group members.

The team selected respondents from all participant lists for all MCCS events that MKM and the local implementing partners could provide. The draft interviewee list included candidates from all four categories listed above. Through analysis of the participant lists and, in consultation with the local MCCS implementing partners, the evaluation team shortlisted KII candidates according to whether they:

- represented all working groups created at the municipal level;
- included different groups of stakeholders;
- obtained adequate ethnic representation; and
- provided gender balance wherever possible.

The case study KIIs conducted by municipality are summarized in Table 5. An anonymized list of case study KIIs is provided in Annex F.

**TABLE 5: CASE STUDY KEY INFORMANT INTERVIEWS CONDUCTED**

Municipality	Male	Female	Total
Bogdanci	8	8	16
Studenichani	6	1	7
Tearce	14	2	16
Vinica	9	9	18
Other	1	3	4
<b>Total</b>	<b>38</b>	<b>23</b>	<b>61</b>

## Case Study Focus Group Discussions

The purpose of the case study FGDs was to explore citizens' knowledge, attitudes, and behaviors related to climate change, civic engagement, and social cohesion, the factors that influence them (including activity interventions and social and cultural dynamics), and the processes by which this influence occurs. For those respondents familiar with MCCA, the FGDs also explored their perceptions about the activity, including aspects related to activity implementation and effectiveness, to help explain “why” and “how” the activity worked. Annex I provides the evaluation team’s FGD guide for the case studies.

The guides consisted of a set of open-ended questions on the following topics:

- Perceptions of social cohesion in the municipality, including collaboration between women and men as equals.
- Level and quality of collaboration between the municipal government, CSOs, and citizens, both generally and related to climate change activities specifically.
- Level and quality of community engagement with CSOs and the municipal government, both generally and related to climate change activities specifically.
- Experiences as urgent action or pilot project beneficiaries.
- Awareness and knowledge of climate change, attitudes toward climate change, and actions taken to address climate change at the CSO and municipal level.

FGDs were designed to obtain the views of the direct beneficiaries of MCCA urgent actions and pilot projects (as opposed to GA participants) in municipalities where KIs raised potentially interesting questions about the implementation and impact of those activities. Case study FGD participants were, therefore, recruited from neighborhoods in which an urgent action or pilot project was located. FGDs with men and women were conducted separately.

The FGDs conducted by the evaluation team are summarized in Table 6.

**TABLE 6: FOCUS GROUP DISCUSSIONS CONDUCTED**

Municipality	Number of FGDs	Number of FGD Participants		
		Male	Female	Total
Bogdanci	0	0	0	0
Studenichani	2	12	4	15
Tearce	6	34	26	60
Vinica	2	12	11	23

## Data Quality Assurance Methods

### Quantitative Component

Rating Agency, the Macedonian survey research firm subcontracted for this IE, administered the baseline and endline survey under close supervision and quality oversight by the respective evaluation teams. Rating Agency was blinded to the assignment of treatment and control municipalities. The evaluation teams also took steps to ensure the data obtained during data collection were of high quality. Key steps included pre-testing and piloting the survey instrument, training and close supervision of enumerators, rigorous control of household survey completion, double blind data entry, and spot checking of questionnaires using random sampling methods. Each of these steps is described below.

### *Pre-Testing Research Instruments*

At baseline, the survey instrument underwent cognitive testing and field testing prior to data collection to eliminate possible measurement errors or other weaknesses. Adjustments were made to ensure that questions were appropriate for the respondents, that the wording of questions was correctly understood by respondents, and that the questions elicited the types of responses expected. For instance, ambiguous questions were rephrased; formatting improved; additional codes for possible responses provided; and nonresponses, missing data, and “not applicable” codes properly set out using a dedicated coding scheme. Two evaluation team members were present during pre-testing. USAID and MKM staff reviewed and provided input and concurrence with the draft and final instruments.

At endline, since most of the survey remained the same, the pre-test was done only on the newly added questions to ensure appropriate wording and comprehensibility of the questions. The field testing took place in three municipalities outside the study area. No changes were made regarding the structure of these new questions. Two evaluation team members were present during pre-testing. USAID reviewed and provided concurrence on the modifications made to the survey instrument.

### *Enumerator Training and Supervision*

For baseline and endline, all supervisors and enumerators received standard training on study procedures and survey content prior to the start of data collection, under the supervision of the evaluation teams. The enumerator team consisted of individuals with prior experience conducting in-person surveys and who were fluent in both Macedonian and Albanian, as appropriate.

The enumerators were accompanied by Rating Agency management staff during their first days of work to make sure they understood and applied the sampling methodology correctly, engaged targeted respondents effectively, and asked the survey questions and recorded the responses accurately. The data collection field supervisors provided ongoing oversight and support throughout the entire data collection process.

### *Quality Assurance Methods during Fieldwork*

Quality assurance checks during fieldwork were given high priority. For the baseline, the survey was administered face-to-face using paper surveys. Rating Agency employed the following set of standard quality control procedures:

- Field supervisors checked to see that sampling procedures were followed, and read the completed questionnaires from their team to ensure all questions were answered.
- Field supervisors conducted quality checks with more than half the respondents to verify the interviews took place; they also cross-checked a sample of responses. Additional training was provided to enumerators when needed throughout the duration of the fieldwork.

Given the use of paper surveys at baseline, the evaluation team employed data entry quality control measures. Double-blind data entry was used to provide an efficient means of accurate data entry. Spot-checking of different survey questions and data cleaning procedures by the evaluation team assured that the data were ready for analysis. The evaluation team selected a random sample of paper questionnaires to compare to the electronic data to check for any unanticipated data entry issues. The evaluation team also conducted data cleaning and recoding to assure the data were ready for analysis.

For the endline, the survey was administered face-to-face to the same respondents interviewed at baseline, using computer-assisted personal interviewing software and seven-inch tablets. Rating Agency employed the following set of standard quality control procedures:

- Field supervisors constantly monitored all enumerators to ensure they followed the agreed timeline and procedures.
- Supervisors accompanied the enumerator teams for at least 10 percent of the interviews conducted.
- Inspectors, independent from the interview process and field team, conducted back-checks of 15 percent of the completed surveys to ensure the correct person was surveyed and protocols were followed. Surveys for back-checks were selected randomly, stratified by enumerator to ensure each one was checked on a largely equal basis. During the back-check phone call, the inspector asked several validation questions, including whether the survey had been conducted, whether questions were carefully read out loud, and whether the respondent had received a token of gratitude for their participation.
- The data manager conducted additional checks of the database of completed surveys to compare each enumerator's average performance to the total sample averages in terms of questionnaire length, number of completed questionnaires, number of "don't know" answers, scale usage, section skips, and ranges of numerical values.

During this quality control process, three survey entries had double-entries, so these duplicates were removed from the database. In addition, Rating Agency concluded that 42 surveys had not been conducted up to standards. Different enumerators were sent to re-do these surveys, of which only six were completed again. The other 36 survey entries were removed from the database since they could not be re-done.

### **Qualitative Component**

Quality assurance methods implemented during the qualitative research sought to reduce sources of bias and obtain valid and accurate responses from participants. For both the KIIs and FGDs, the evaluation team:

- Standardized recruitment material or pitches and introductory comments covering desired results and key points to create a common set of expectations for respondents;
- Developed structured and detailed interview/discussion protocols for which all interviewers/moderators were trained;
- Promised participant anonymity, meaning that no one, apart from the interviewers/moderators, know who said what during the interview/discussion;
- Held discussions in venues where participants felt comfortable and secure; and
- Excluded activity staff or other authority figures from interviews/discussions.

For the case studies, the KII guides were adapted for individual respondents, and adjusted during fieldwork as necessary based on close communication and debriefing among evaluation team members.

The FGD guides were pre-tested, and the survey firm moderators trained in their use. Local evaluation specialists from the evaluation team monitored most of the case study FGDs, and reviewed the transcripts of those FGDs. FGD protocols included:

- Engaging in probing questions to get below the surface responses to drill down into what participants were really thinking;

- Calling on “shy” participants by name and encouraging their participation via effective facilitation methods;
- Varying the order in which participants spoke;
- Allocating each respondent a fixed amount of time to respond in a clear sequence;
- Validating responses from one participant by asking other participants to respond to those comments; and
- Encouraging discussion/debate among participants on points where there appeared to be a range of views.

### *Recording and Transcribing Qualitative Data*

All FGDs were recorded, transcribed verbatim, and translated verbatim into English by Rating. For the case study KIIs, evaluation team members took detailed notes and transcribed them into English (if the interview was not in English). The case study team of interviewers debriefed each other every day as to the best approaches to interviewing and ensuring targeted types of respondents were reached. The senior qualitative researcher accompanied each of the two local evaluation specialists on approximately half of their KIIs and site visits.

All participants in KIIs and FGDs read or had read to them informed consent forms, which they signed.

## **Data Analysis Methods**

### **Quantitative Component**

The evaluation used a difference-in-differences (DID) regression method to analyze the post-PSM household survey data set. The DID approach (which is described further in Annex D) is a common analytical method used for both experimental and quasi-experimental longitudinal data sets. The approach compares the change in outcomes from baseline to endline within the treatment group to the change in the same outcomes over the same period within the comparison group. As shown in Figure 3, the DID estimate – and MCCA’s impact on the outcome variable of interest – is equal to  $(a - b) - (c - d)$ , or the degree of change among the treatment group compared to the degree of change among the comparison group. The DID approach assumes that the change in the relevant outcomes among the treatment subjects would have the same trend as among the comparison subjects.

**FIGURE 3: DIFFERENCE-IN-DIFFERENCES METHOD**

	Treatment	Comparison
Baseline	a	c
Endline	b	d

The primary statistic of interest in the DID regression is the DID coefficient, which measures the direction, size, and statistical significance of MCCA’s impact on the outcomes of interest. The evaluation team answered the relevant EQs and research hypotheses by restricting its presentation of the analysis to reporting and assessing the DID coefficient.

### **Qualitative Component**

The evaluation team analyzed qualitative data using two main approaches: (1) preparation of case studies in which the municipality was the primary unit of analysis, with the municipal government, partner CSOs, and other stakeholders participating in or directly benefitting from the activity as

secondary units of analysis; and (2) content analysis of qualitative data to contextualize or help explain survey findings of interest across municipalities.

For the case studies, the team prepared detailed interview notes in English (the evaluation team did not record the interviews to encourage more open discussion of such sensitive topics as political polarization). The team then coded these notes by EQ (in Microsoft Word, given the relatively small number of interviews and EQs). The analysis of case study KII notes and FGD transcripts focused on details of the implementation of MCCC in each of the case study municipalities, the ways in which MCCC affected outcomes related to the EQs, and factors external to the activity that may have affected these outcomes. Dominant themes related to each EQ, along with outlier views and any statements found inductively to be of interest to the evaluation, are presented in this report.

The case studies, provided in Annexes J through M, were structured to provide relevant background on each municipality, describe how MCCC interventions unfolded based on activity documents and data collected for the evaluation (following the planned steps for MCCC at the municipal level), and provide findings and conclusions by EQ cluster.

### **Consolidated Data Analysis**

While the evaluation team analyzed quantitative and qualitative data separately, key findings and conclusions from the case studies and other qualitative data are integrated into the main evaluation report to help inform, explain, and contextualize the quantitative findings and draw conclusions. “Key findings and conclusions” from the case studies are those that (1) were found in more than one case, (2) were related to EQs 8-11, (3) suggest factors affecting activity performance and impact, or (4) have other implications for learning from and scaling up the activity.

In interpreting the evaluation findings, one should bear in mind the relative roles of quantitative and qualitative data in the analysis. The quantitative data, derived from the household survey, were designed (with limitations noted later in this section) to be representative of the relevant target population. Thus, they were used to generalize findings about activity impact to the entire target population. Owing to the small sample size and purposive selection, the qualitative data derived from KIIs and FGDs are not inherently representative of the target population, thus, cannot be used to generalize findings to the entire population. Rather, the purpose of the analysis of qualitative data is to understand better how the activity impacted specific individuals, groups, and organizations within the treatment municipalities, and the processes by which this impact occurred. Cases where quantitative and qualitative data conflict do not mean that one is valid and the other invalid. Rather, changes occurring at the individual or organization level may not be shared widely enough among activity beneficiaries to be picked up at the population level.

## **Gender Considerations**

### **Quantitative Component**

In line with USAID’s Gender Equality and Female Empowerment Policy and Automated Directives System (ADS) 203.3.1.5, the evaluation considered gender-specific and differential effects of MCCC activities. Using a gender-disaggregated analysis of survey data, the evaluation team examined the influence of gender on activity outcomes. Statistically significant gender differences are presented in tables and organized by EQs.

## Qualitative Component

The evaluation also integrated gender considerations into the qualitative component. For the case study research, KII and FGD guides included questions related to gender, and interviewers/facilitators asked gender-related follow-up questions where appropriate.

The evaluation team sought to conduct KIIs and FGDs with equal numbers of men and women in the case study municipalities, with successful results in Bogdanci and Vinica. This was not possible in Tearce and Studenichani, although the team made multiple efforts to identify and contact female respondents. In Studenichani, the team attempted to contact all women on MCCA participant lists (noting that lists were incomplete); those who could be reached declined to be interviewed. Attempts to use non-MCCA contacts to identify female respondents in the municipality were also unsuccessful. Rating Agency identified enough women for one FGD, though only four appeared for the discussion.

In Studenichani and Tearce, women's level of participation in MCCA was very limited. Only one woman (work group coordinator) participated throughout MCCA's implementation, while another participated at the beginning of the GA sessions. These two women participated in KIIs, but female representatives from the municipality and other informed observers refuse to participate. An equivalent number of FGDs with men and women was possible in Tearce. The analysis and presentation of qualitative data in this report identifies all available findings related to gender differentials in MCCA participation, results, and benefits.

## Limitations of the Evaluation Design

### Selection Bias

Quasi-experimental designs have two primary limitations. First, they (typically) match only on observable group characteristics. However, unobservable group characteristics can be as or more important in determining both membership in the treatment group and success of the treatment. In the context of this IE, potentially important unobservable characteristics can exist at both the municipal and individual levels. Second, no matter which matching criteria are used and how strictly they are applied, no match is perfect regarding observable characteristics.

Quasi-experimental designs thus possess an inherent degree of unknown selection bias, as they cannot account for all potentially important unobservable community or individual characteristics. Hence, it is unknown to what degree observed impacts are caused by activity participation or by other observable or unobservable factors.

### Municipality Selection

Related to selection bias, another limitation of the evaluation design – which may explain the lack of findings indicating that MCCA had a positive impact (as discussed in the Findings and Conclusions section) – was the process used to assign municipalities to treatment and comparison groups. MKM reported that, had a different process been used, it would not have selected Tearce or Studenichani to participate in the MCCA evaluation. Including these two municipalities – and excluding other qualifying municipalities – may reduce the impacts one could hope to find. Table 7 shows how MKM originally ranked each of the 16 municipalities in terms of their suitability as MCCA municipalities.<sup>10</sup>

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<sup>10</sup> Three of the originally ranked municipalities (Delchevo, Radovis, and Kicevo) were deemed ineligible, due to size and previous GA experience. Three new municipalities (Jegunovce, Resen, and Caska) were added to the inclusion list.

Studenichani is ranked last, and two other treatment municipalities, Pehcevo (14) and Bogdanci (9), ranked in the bottom half.

**TABLE 7: SELECTION RANKING OF TREATMENT AND COMPARISON MUNICIPALITIES**

MKM Rank	Municipality	Score	Assignment
1	Delchevo	76.0	
2	Vinica	73.8	T
3	Mavrovo-Rostuse	72.0	T
4	Radovis	67.8	
5	Debarca	67.6	C
6	Bogovinje	67.4	T
7	Krivogashtani	65.8	T
8	Tearce	64.6	T
9	Bogdanci	64.2	T
10	Zrnovci	61.6	C
11	Kicevo	60.6	
12	Brvenica	60.4	C
13	Kratovo	58.6	C
14	Pehcevo	58.6	T
15	Arachinovo	58.2	C
16	Studenichani	55.8	T
NR	Jegunovce	---	C
NR	Resen	---	C
NR	Caska	---	C

The evaluation team concurs that Studenichani was a poor choice for inclusion in the MCCS evaluation, particularly with regard to intra-community engagement. Given that MCCS did not strengthen the implementing partner there, the levels of intra-community engagement via civil society could not have been expected to change. Moreover, it is possible that in a small, low capacity municipality like Studenichani, donor projects emphasizing participation may stress municipal capacity well beyond the municipality’s ability to gain from such processes – in particular, in a context where local party leaders by tradition need to hew closely to national-level party directives. The qualitative research indicates this likely occurred in Studenichani.

Tearce ranked eighth in the original municipality ranking, and would have been included in MCCS’ second wave, with or without the evaluation. Meanwhile, Bogdanci ranked ninth, which is only slightly lower than Tearce (8) and is closer to Krivogashtani (7) than it is to Zrnovci (10). If one considers the relative performance of the treatment municipalities (based on the case study findings and evaluation team’s judgment), Pehcevo (14) and Bogdanci (9) were relatively strong performers, while Vinica (2) was a relatively weak performer. This suggests that MKM’s original municipality ranking may not have been an accurate measure of municipality suitability or an accurate predictor of municipality performance. While the distortions MKM claims were introduced by the evaluation design may exist, this analysis suggests that such distortions may not have been as large as MKM contends – though its complaint about including Studenichani in the treatment group does, indeed, appear to be valid.

Finally, the evaluation team notes that while the selection of municipalities to include in the MCCS evaluation had some issues, the assignment of those municipalities into treatment and comparison groups was done to result in two comparable groups. The aim was not to assign the “best” municipalities to the treatment group and the “worst” to the comparison group. The selection process sought to achieve balance such that municipalities in the different groups were as similar as possible. Assigning only the best municipalities to the treatment group would violate this criterion and bias the result in the other direction. Ideally, it is desirable to have a roughly equal composition

of municipalities in the two groups to minimize bias in the data and avoid skewing the findings. Annex E provides a table with municipality characteristics.

### **Potentially Underpowered Household Sample**

The household sample fell just below the target sample size (calculated at baseline) needed to find significant effects from the survey data. However, the shortfall amounted to only 88 of 1,260 observations (7.0 percent). This should not significantly diminish the statistical power of the sample relative to the target sample size.

### **Lack of Census Data for Sampling Frame**

Quality data to construct a sampling frame for the household survey were not available at baseline. The Government of Macedonia has not undertaken a national census since 2002. There is anecdotal evidence that, in the time since the last national census, there have been important demographic shifts within the municipalities forming the potential set of treatment and comparison municipalities. In lieu of recent census data, the evaluation team relied on a variety of data sources and methods to supplement the census data from 2002 and limit the constraint that the lack of good census data had on selecting a representative sample.

### **Heterogeneity of Interventions**

While all treatment municipalities received a core set of MCCA interventions, the activity tailored the content of specific interventions to local needs in each municipality. At the time of the baseline data collection, the specific needs and priorities of municipalities – and, therefore, the specific content of interventions (particularly, the urgent action and pilot projects) and public awareness-raising campaigns – were not yet known. Thus, it was not possible to get a baseline (and measure longitudinal change) on questions related to specific MCCA interventions. Nonetheless, the end objectives (or expected outcomes) from the diverse interventions in each municipality were the same, permitting a longitudinal examination of how those outcomes changed over time, as well as the MCCA interventions' (as a whole) role in producing those changes. The evaluation team sought to compensate for the lack of baseline information on specific interventions by adding questions to the endline survey about what those interventions were and how municipal residents perceived them and their benefits.

### **Timing of Baseline Evaluation Round**

The baseline evaluation round took place a couple of months after initial MCCA interventions were already being implemented in certain municipalities. Specifically, baseline data collection took place in June 2013, *after* initial meetings (Step 2 of the GA process) took place in Round 1 municipalities. Also, Steps 3 and 4 of the GA process took place in the last two weeks in June, which overlapped with baseline data collection. In the evaluation team's judgment, however, the baseline occurred sufficiently early in the GA process that expected outcomes at the household level would not have yet emerged, or only just begun to emerge. There is some possibility that the timing of the baseline had some unknown (but likely small) negative effects on evaluation findings.

## **Evaluation Team**

The core E3 Analytics and Evaluation Project team that conducted the endline research and prepared this report included a principal investigator, senior qualitative researcher, two local evaluation specialists, and a local survey research firm. Several Project home office team members also provided technical and operations support throughout the evaluation.

- **Gary Woller** was principal investigator for the endline research. Dr. Woller was responsible for the overall design of the evaluation and supervision of other team members in the design and implementation of the endline data collection and analysis, and was lead author of this report.
- **Gwendolyn Bevis** was the senior qualitative researcher for the endline research. Dr. Bevis provided substantive input and support for all aspects of the work (in the U.S. and Macedonia) in close coordination with the principal investigator, including the design of qualitative components of the evaluation, data collection instrument revision and development, field interviewing, data analysis, and report writing.
- **Dimitar Spasenovski** and **Marija Nashokovska** served as local evaluation specialists for the endline research. They advised the evaluation team on aspects related to fieldwork in Macedonia, and participated in the qualitative research by conducting KIIs and providing oversight of the survey firm. Ms. Nashokovska also served on the baseline evaluation team, and conducted two prior case studies of MCCS municipalities (Krivogastani and Pehcevo) in 2015.

Following a competitive procurement process, the Project subcontracted with Rating Agency to provide survey and qualitative research services for the IE in Macedonia. In close coordination with the evaluation team, Rating Agency administered the household survey, survey follow-up KIIs, and FGDs; produced interview/discussion summaries; carried out survey data entry and cleaning; and conducted quantitative and qualitative data analyses and report preparation as directed by the evaluation team.

Evaluation members completed and signed forms disclosing potential conflicts of interest. These are retained by the MSI home office and available upon request.

## FINDINGS AND CONCLUSIONS<sup>11</sup>

This section presents the evaluation’s findings and conclusions for each of the 11 EQs. They are based on a synthesis of the quantitative and qualitative data. Tables providing comprehensive baseline and endline survey responses, for the most part, are not presented in this section. This section presents key quantitative findings related to each EQ, followed by a summary of the qualitative findings, then the conclusions emanating from the quantitative and qualitative findings. For the quantitative findings, results with a p-value of .10 or lower (indicating a 10 percent probability of rejecting the null hypothesis when it is true) are considered statistically significant.

### Awareness of Climate Change and Climate Change Impacts

#### Quantitative Findings

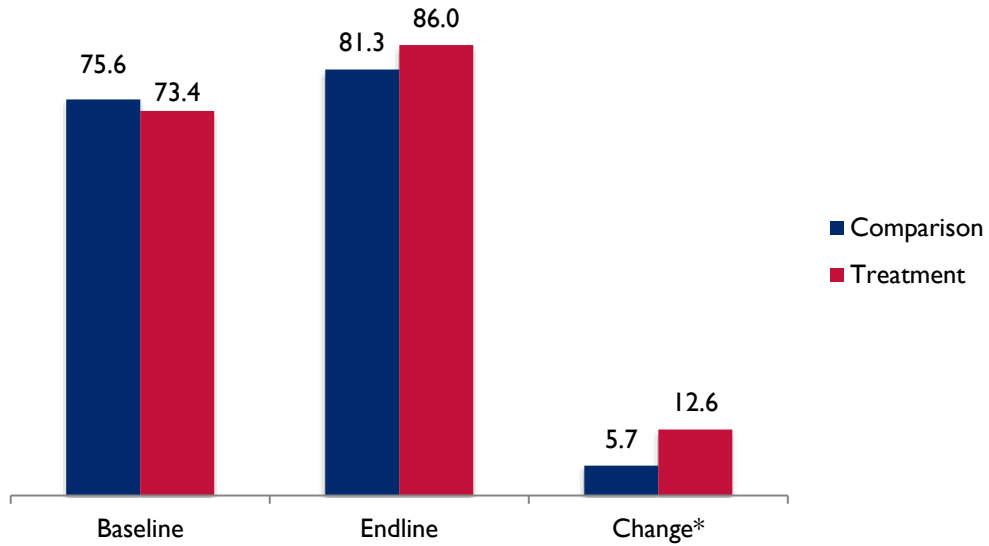
In the baseline survey, 75.6 percent of comparison respondents were aware of climate change compared to 73.4 percent of treatment respondents. By the endline, the percentage of respondents citing an awareness of climate change rose in both groups to 81.3 percent among comparison

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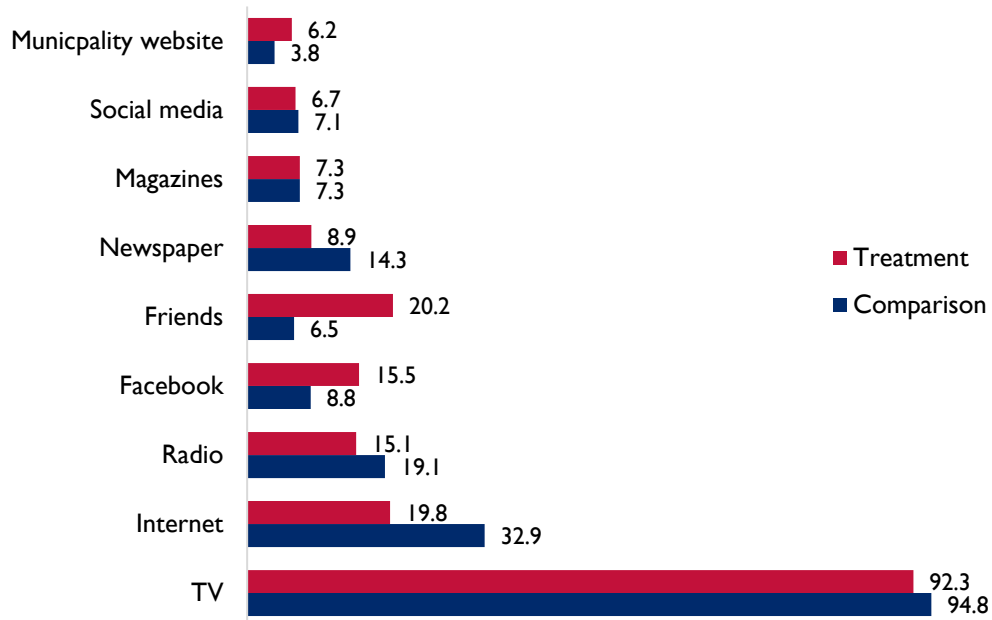
<sup>11</sup> In its approved Endline Design Proposal, the evaluation team raised the possibility of measuring GHG emissions reduction due to MCCS’ urgent action and pilot projects using USAID’s Clean Energy Emission Reduction (CLEER) tool. During the endline fieldwork, however, the team learned that MKM was already measuring GHG reductions using the same measurement tool as the Macedonian government. The evaluation team thus decided to use and report MKM GHG reduction figures, rather than apply the CLEER tool. However, as of the writing of this report, MKM had yet to provide its GHG reduction figures to the evaluation team.

respondents and 86.0 percent among treatment respondents. This represents, respectively, a 5.7 and 12.6 percentage point increase (see Figure 4).

**FIGURE 4: CLIMATE CHANGE AWARENESS (%)**



**FIGURE 5: RELATIVE IMPORTANCE OF CLIMATE CHANGE INFORMATION SOURCES – ENDLINE (%)**



Thus, climate change awareness among treatment respondents rose by 6.9 percentage points more than among comparison respondents. The difference is statistically significant. (In all figures and tables presented in this section, an asterisk [\*] indicates statistical significance).

Television was, by far, the most commonly cited source of information about climate change in the endline. This was followed, at a large distance, by the Internet, radio, Facebook, friends, newspapers, magazines, social media, and the municipality website (see Figure 5). No other information sources (e.g., public meetings, information flyers, municipal officials, local CSOs) were cited by more than six percent of survey respondents.

Whereas membership in the treatment group was shown to make respondents more aware of climate change, the evaluation did not find any impact of MCCS on whether an individual thinks climate change is happening. This is because, even at baseline, over 99 percent of treatment respondents and over 97 percent of comparison respondents who were aware of climate change already thought it was happening. The evaluation found the same high rates in the endline survey.

Treatment respondents report they paid less attention to climate change from baseline to endline (see Table 8). The percentage of treatment respondents paying some or a lot of attention to climate change fell by 18.8 percentage points, from 78 percent (baseline) to 54.2 percent (endline). In contrast, the percentage of comparison respondents paying some or a lot of attention to climate change rose marginally from baseline to endline by 2.4 percentage points, from 71.4 percent to 73.5 percent.<sup>12</sup> The difference between the two groups in the change from baseline to endline is statistically significant.

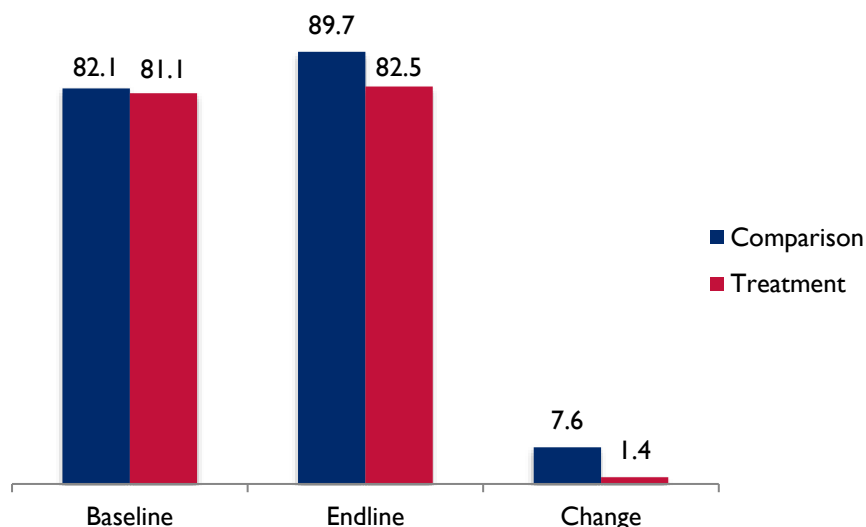
**TABLE 8: RESPONDENTS PAYING ATTENTION TO CLIMATE CHANGE (%)**

Level	Baseline		Endline		Change*	
	Comparison	Treatment	Comparison	Treatment	Comparison	Treatment
None	2.7	2.6	5.9	14.8	3.2	12.2
A little	25.6	19.4	20.4	30.4	-5.2	11.0
Some	57.8	63.2	63.4	44.4	5.6	-18.8
A lot	13.6	14.8	10.1	9.8	-3.5	-5.0

As shown in Figure 6, the percentage of survey respondents who acknowledged the role of human behavior in causing climate change rose by 7.6 percentage points (82.1 to 89.7 percent) among comparison respondents compared to an increase of only 1.4 percentage points (81.1 to 82.5 percent) among treatment respondents. This difference, however, is not statistically significant.

<sup>12</sup> Columns do not add up to 100 percent as there was less than 1 percent of respondents in both groups who claimed not to have access to this type of information. These figures were not included in Table 8.

**FIGURE 6: RESPONDENTS ACKNOWLEDGING HUMAN BEHAVIOR IN CLIMATE CHANGE (%)**



The survey asked respondents to rate their level of awareness of different issues related to climate change. Table 9 shows the percentage of respondents saying they were either “fairly well” or “very well” informed on (1) the different causes of climate change, (2) possible global consequence of climate change, (3) consequences of climate change in their municipality, and (4) ways in which they can reduce climate change.<sup>13</sup> The percentage of respondents who were either fairly well or very well informed increased by a larger amount in all four cases among treatment (T) respondents than among comparison (C) respondents. The difference from baseline to endline is statistically significant in two of these cases: knowledge of the possible global consequences of climate change (7.9 vs. -2.2 percentage points) and the consequences of climate change in the respondents’ municipality (7.1 vs. -5.4 percentage points).

**TABLE 9: RESPONDENTS WELL INFORMED ON CLIMATE CHANGE ISSUES (%)**

Climate Change Issue	Baseline		Endline		Change	
	C	T	C	T	C	T
Different causes	52.5	47.5	53.0	52.8	0.5	5.3
Possible global consequences	60.2	53.9	58.0	61.8	-2.2	7.9*
Consequences in municipality	54.5	44.4	49.1	51.5	-5.4	7.1*
Ways to reduce	38.4	37.0	47.6	49.6	9.2	12.6

The survey asked a series of questions probing respondents’ knowledge and attitudes to both the local and non-local negative impacts of climate change. Their responses are shown in Tables 10 and 11. Table 10 shows that the likelihood that treatment respondents acknowledged the negative impacts of climate change fell in all seven cases from baseline to endline. In four of these cases, the difference between the two groups was statistically significant, indicating either (1) the fall was

<sup>13</sup> Here, as well as in several other tables and figures, only the results indicating favorable responses (and the change in favorable responses) based on four- or five-point Likert scales are reported. This is done to reduce the length of the document and make it easier to follow. However, the evaluation team recognizes that changes in the middle or at the other ends of the scales are also important in interpreting the results. As such, all DID results reported here and elsewhere are based on the results across the entire scale.

significantly larger in the treatment group than comparison group, or (2) it fell in the treatment group while rising in the comparison group.

**TABLE 10: RESPONDENTS ACKNOWLEDGING NEGATIVE EFFECTS OF CLIMATE CHANGE (%)**

Item Affected	Baseline		Endline		Change	
	C	T	C	T	C	T
Ecology (animals and plants)	92.8	91.2	90.3	80.5	-2.5	-10.7*
People in Macedonia	86.3	84.3	89.3	74.9	3.0	-9.4
People elsewhere in world	85.4	84.7	86.7	76.0	1.3	-8.7*
Me	84.8	84.4	88.2	72.8	3.4	-11.6
My children	87.9	85.2	88.4	79.5	0.5	-5.7
My livelihood	77.4	71.8	77.8	64.6	0.4	-7.2*
Economy of Macedonia	83.6	77.1	79.5	67.0	-4.1	-10.1*

Continuing with the negative effects of climate change, the survey asked respondents to rate the extent to which climate change affected or caused a variety of natural events/outcomes. The results in Table 11 consistently indicate that the percentage of respondents attributing negative events to climate change either fell in the treatment group relative to the comparison group from baseline to endline, or rose at a lower rate among treatment than comparison respondents. In six of these cases, the difference is statistically significant, indicating in each case that treatment respondents had become less likely than comparison respondents to attribute the negative event to climate change.

**TABLE 11: RESPONDENTS ATTRIBUTING NEGATIVE NATURAL EVENTS TO CLIMATE CHANGE (%)**

Natural Event	Baseline		Endline		Change	
	C	T	C	T	C	T
Timing/intensity rainfall	80.4	89.2	87.5	87.8	7.1	-1.4*
Floods	82.7	90.0	90.9	90.8	8.2	0.8*
Droughts	91.1	94.4	90.7	90.2	-0.4	-4.2
Agriculture	81.2	87.6	85.8	81.6	4.6	-6.0*
Summer temperatures	92.7	94.6	90.5	91.5	-2.2	-3.1
Winter temperatures	90.4	90.7	90.9	89.4	0.5	-1.3
Food prices	84.0	89.3	86.8	74.9	2.8	-14.4*
Air quality	79.4	83.5	90.4	88.8	11.0	5.3
Water quality	81.9	82.5	90.4	87.2	8.5	4.7
Crop damage	81.2	85.3	90.9	81.8	9.7	-3.5*
Local economy	77.6	76.1	86.8	72.7	9.2	-3.4*

## Qualitative Findings

The case study research found an increase in climate change awareness of both stakeholders who were directly involved in the GA process and implementing partners in the case study municipalities. However, few residents – ten or fewer in each of three groups in the case study municipalities – participated in the working group stage of the process. Stakeholders interviewed for the case studies were generally very positive about the designs of the MCCA awareness campaigns, though uncertain of the breadth and duration of their effects.

## Conclusions

Table 12 summarizes the DID results related to survey respondents' awareness of climate change. The most relevant value is the odds ratio found in the last column of the table. For Yes/No questions, which are analyzed using the logit regression method, an odds ratio greater than one

indicates that the odds of achieving a higher value on the dependent variable is greater in the treatment than comparison group, while an odds ratio less than one indicates the opposite. The odds ratio tells just how much higher or lower the odds are. Looking at “awareness of climate change,” the odds ratio of 1.810 indicates that the odds of achieving a higher value on the dependent variable<sup>14</sup> – in this case, being aware of climate change – are 1.81 times greater for the treatment group than comparison group. (By comparison, an odds ratio of 0.810 would indicate that the odds of achieving a higher value on the dependent variable in the treatment group are 81.0 percent of that in the comparison group.)

For ordinal scales, which are analyzed using the ordinal regression method, an odds ratio greater than one indicates positive activity impact, and vice versa. For example, the odds ratio of 1.672 in Table 12 for the variable “aware of possible global consequences of climate change” indicates that the odds of being more aware of the global consequences of climate change (moving higher up the Likert scale) in the treatment group are 1.672 times that of the comparison group. Similarly, the odds ratio of 1.629 for “aware of consequences of climate change in the municipality” indicates that the odds of being more aware of the municipal consequences of climate change in the treatment group are 1.629 times that of the comparison group.

By comparison, the odds ratio of 0.401 for “attention paid to climate change” indicates that the odds of paying more attention (moving up the Likert scale) in the treatment group are 40.1 percent of that in the comparison group. With regard to who or what is adversely affected by climate change, treatment respondents were 58.3 percent as likely as comparison respondents to agree that climate change will affect the ecology of plants and animals, 65.9 percent as likely to agree that climate change will affect people in other parts of the world, 71.9 percent as likely to agree that climate change will affect people’s livelihoods, jobs, or income, and 60.0 percent as likely to agree that climate change will affect the economy of Macedonia. Possible explanations for these and other “negative impacts” found elsewhere are discussed in the Overall Conclusions section.

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<sup>14</sup> Throughout the data set, Yes/No questions are coded as 0=No and 1=Yes. Thus, for all logit regressions, a higher value of the dependent variable means a value of 1, which in turn indicates a Yes response.

**TABLE 12: DID REGRESSION RESULTS – AWARENESS OF CLIMATE CHANGE AND CLIMATE CHANGE IMPACTS**

Variable	Regression Method	DID Coefficient <sup>15</sup>	P-value	Odds Ratio
Awareness of climate change	Logit	.594	.009	1.810
Attention paid to climate change	OR	.913	.000	.401
Aware of possible global consequences of climate change	OR	-.514	.005	1.672
Aware of consequences of climate change in the municipality	OR	-.488	.007	1.629
Climate change will affect ecology of animals and plants	OR	.539	.004	.583
Climate change will affect people in other parts of the world	OR	.417	.025	.659
Climate change will affect livelihoods, jobs or income	OR	.330	.066	.719
Climate change will affect the economy of Macedonia	OR	.511	.005	.600
Climate change affects timing and intensity of rain	OR	.476	.008	.621
Climate change affects floods	OR	.515	.004	.600
Climate change affects agricultural growing seasons	OR	.334	.061	.716
Climate change affects food prices	OR	.656	.000	.520
Climate change affects crop damage caused by insects or diseases	OR	.736	.000	.479
Climate change affects changes in the local economy	OR	.427	.016	.652

Finally, with regard to the adverse natural impacts of climate change, treatment respondents were 62.1 percent as likely as comparison respondents to agree that climate change affects the timing and intensity of rain, 60.0 percent as likely to agree that climate change affects floods, 71.6 percent as likely to agree that climate change affects agricultural growing seasons, 52.0 percent as likely to agree that climate change affects food prices, 47.9 percent as likely to agree that climate change affects crop damage, and 65.2 percent as likely to agree that climate change affects the local economy.

Based on the above, the following conclusions can be drawn for EQs 1 and 2.

**EQ1: Did the MCCS pilot result in changes in stakeholders’ awareness of climate change?**

Yes, MCCS had a significant and positive impact on climate change awareness among residents in treatment municipalities relative to those in comparison municipalities.

Television is, by far, the most important source of information about climate change, although MCCS did not use television as a medium for publicizing its activities in treatment municipalities. Other relatively important sources include the internet, radio, Facebook (but not other social media), friends, and newspapers.

<sup>15</sup> For ordinal regressions, SPSS automatically takes the last category of categorical dependent variables as the reference category. In the survey data set, and as explained above, treatment respondents at the endline are coded as 1, and all other cases (comparison respondents at baseline and endline and treatment respondent at baseline) are coded as 0. This makes all other cases the reference category in the SPSS ordinal regression results. Thus, the DID coefficients reported in Table 12 (and all other relevant tables) are the coefficients for all other cases as the reference category. However, because the reference category of primary interest here is the treatment respondents at endline, the odds ratio reported in Table 12 (and elsewhere) is the odds ratio for treatment respondents at the endline, which is the inverse of the odds ratio for the reference category.

## **EQ2: Did the M CCS pilot result in changes in stakeholders' awareness of local impacts of climate change?**

Yes, M CCS had a significant and positive impact on overall awareness of (1) the local impacts of climate change, and (2) the global impacts of climate change among residents in treatment municipalities relative to those in comparison municipalities.

However, M CCS has not had a positive impact on the attention residents in treatment municipalities pay to climate change nor on their awareness of the specific negative effects of climate change on the environment, people, economic activity, or natural events. In certain cases, membership in the treatment group was associated with a significantly large decrease in the attention treatment respondents pay to climate change and their awareness of specific climate change impacts, relative to comparison respondents.

In summary, the GA process and awareness-raising campaigns do appear to have had broad impact on climate change awareness within the treatment municipalities, relative to the comparison municipalities. Awareness is limited, however, to only a general awareness of climate change and climate change impacts. It does not extend to the specific effects of climate change or to the amount of attention paid to climate change.

## **Attitudes toward Climate Change**

### **Quantitative Findings**

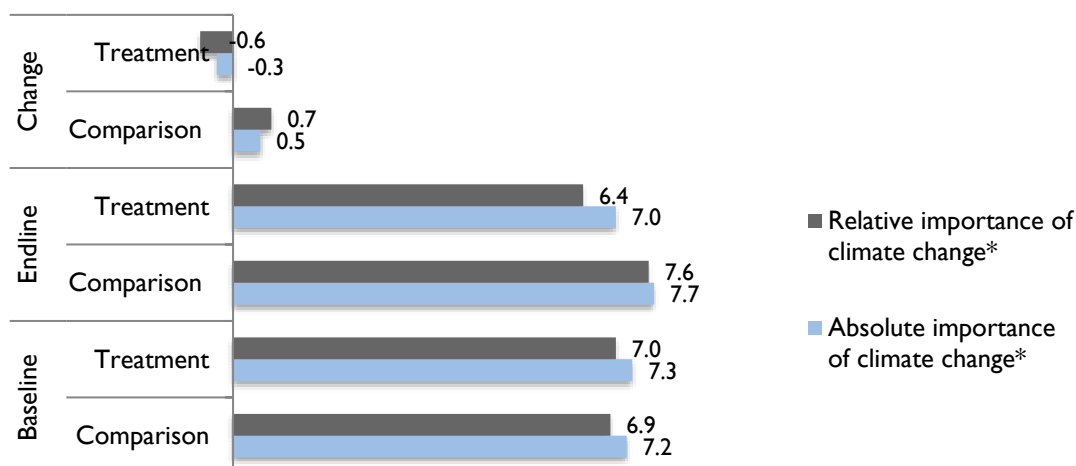
The survey probed respondents' attitudes toward climate change along different dimensions. Two questions asked respondents how concerned they were about climate change, both in an absolute and relative sense (e.g., relative to other important local problems). In an absolute sense, comparison respondents expressed greater concern at endline than treatment respondents, with an average score of 7.7 compared to an average score of 7.0 among treatment respondents. These scores represented an increase from the baseline of 0.5 points (7.2 to 7.7) among comparison respondents and a decrease from the baseline of 0.3 points (7.3 to 7.0) among treatment respondents (see Figure 7).<sup>16</sup>

A similar result emerged when respondents were asked to rate the relative importance of climate change. In this case, the average score among comparison respondents increased by 0.7 points, from 6.9 at baseline to 7.6 at endline, compared to a 0.6 fall in the average score among treatment respondents, from 7.0 at baseline to 6.4 at endline. The difference from baseline to endline is statistically significant in both cases.

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<sup>16</sup> For analyzing the absolute and relative importance of climate change, the ascending 10-point scale was treated as a continuous value.

**FIGURE 7: SCORES OF PERCEIVED ABSOLUTE AND RELATIVE IMPORTANCE OF CLIMATE CHANGE**



Respondents were further asked to state their level of agreement with five statements concerning climate change (see Table 13). Of the five statements, the percentage of respondents in the treatment group somewhat or strongly agreeing fell from baseline to endline, whereas the percentage of comparison respondents somewhat or strongly agreeing rose or fell by less than the treatment group in three of the same four cases. The one exception was the statement, “the government should provide incentives for people to look after the environment.” Here, the percentage of respondents somewhat or strongly agreeing fell by less among treatment respondents than comparison respondents.

The only case in which the level of change was significantly different between treatment and comparison groups was the statement “protecting the environment improves economic growth and provides new jobs.” Here, treatment respondents had become significantly less likely (-19.7 vs. -1.8 percentage points) than comparison respondents to somewhat or strongly agree with the statement.

**TABLE 13: AGREEMENT WITH STATEMENTS ABOUT CLIMATE CHANGE (%)**

Statements about Climate Change	Baseline		Endline		Change	
	C	T	C	T	C	T
Individual actions can make a difference in climate change	22.0	28.5	27.6	25.5	5.6	-3.0
Protecting the environment improves economic growth and provides new jobs	59.9	65.7	58.1	46.0	-1.8	-19.7*
Government should provide incentives to look after environment	89.7	89.0	72.6	75.8	-17.1	-13.2
Activities to reduce climate change not of great interest	18.5	21.9	32.0	31.8	13.5	9.9
Climate change should be given priority regardless of economic cost	49.4	52.9	49.9	45.1	0.5	-7.8

## Qualitative Findings

KII and FGD responses do not distinguish between awareness of climate change and attitudes toward climate change, and there are no additional qualitative findings and conclusions related to respondents' attitudes toward climate change pursuant to answering EQ 3.

## Conclusions

The survey questions measuring respondents' attitudes toward climate change yielded three statistically significant results (see Table 14). All were inconsistent with a positive activity impact on attitudes toward climate change within treatment municipalities relative to comparison municipalities. In the first two cases, membership in the treatment group was associated with an average -0.73 point decline in the absolute importance of climate change and an average -1.14 point decline in the relative importance of climate change, relative to the comparison group, from baseline to endline. In the third case, treatment group members were 59.8 percent as likely as comparison group members to agree that protecting the environment improves economic growth and jobs.

**TABLE 14: DID REGRESSION RESULTS – ATTITUDES TOWARDS CLIMATE CHANGE**

Variable	Regression Method	DID Coefficient	P-value	Odds Ratio
Absolute importance of climate change	OLS	-.732	.000	-
Relative importance of climate change	OLS	-1.136	.000	-
Protecting the environment improves economic growth and jobs	OR	.514	.003	.598

For the remainder of cases, the changes in attitudes from baseline to endline were, for the most part, more positive among comparison respondents than among treatment respondents, although the differences were statistically insignificant in all those cases.

Based on the above, the evaluation team makes the following conclusions about EQ3.

### **EQ 3: Did the MCCA pilot result in changes in stakeholders' attitudes toward climate change?**

No, there is no evidence to suggest a positive impact of MCCA on treatment residents' attitudes toward climate change, relative to residents of comparison municipalities. This was true about the perceived absolute and relative importance of climate change, as well as other statements about climate change.

## Actions to Improve Climate Change Adaptation and Mitigation

### Quantitative Findings

The survey asked respondents to indicate how important it is to take actions to address climate change. As Table 15 shows, the percentage of respondents in both groups who said it is rather important or definitely important was relatively high in both the baseline and endline surveys. The percentage who said it was rather important or definitely important fell by 9.7 percentage points among treatment respondents (96.7 percent to 87.0 percent) compared to a 4.0 percentage point drop (89.6 percent to 85.6 percent) among comparison respondents. The difference, however, is not statistically significant.

**TABLE 15: LEVEL OF IMPORTANCE OF ADDRESSING CLIMATE CHANGE (%)**

Level of Importance	Baseline		Endline		Change	
	C	T	C	T	C	T
Definitely important	56.0	60.5	44.8	47.5	-11.2	-13.0
Rather important	33.6	36.2	40.8	39.5	7.2	3.3
Neither important nor unimportant	8.2	2.6	11.6	10.6	-11.2	-13.0
Rather unimportant	1.6	0.7	1.7	0.8	-11.2	-13.0
Definitely unimportant	0.7	0.0	1.1	1.6	-11.2	-13.0

The survey also asked a series of questions about whether respondents had participated in a variety of climate-friendly activities over the last 12 months, and whether they were motivated to do so to reduce the causes and consequences of climate change. As Table 16 shows, relatively few respondents participated in any of the listed activities to address the causes and consequences of climate change. In most cases, the percentage of respondents undertaking the action increased from baseline to endline. In one case, it increased by more in the comparison group than in the treatment group. The difference is statistically significant in four cases: (1) used energy efficient light bulbs, (2) used less energy in other ways, (3) installed solar panels, and (4) took part in a campaign about a climate change issue.

**TABLE 16: PARTICIPATION IN CLIMATE CHANGE ACTIVITIES (%)**

Climate Change Activities	Baseline		Endline		Change	
	C	T	C	T	C	T
Used energy efficient light bulbs	2.9	5.1	7.8	6.2	4.9	1.1*
Used less energy in other ways	3.9	5.8	8.4	6.2	4.5	0.4*
Installed solar panels	0.5	1.6	4.2	2.4	3.7	0.8*
Recycled	7.0	3.3	3.6	2.6	-3.4	-0.7
Changed farming techniques or types of crops grown	2.9	2.3	5.0	3.4	2.1	1.1
Conserved water/improved irrigation systems	6.3	6.3	6.9	5.0	0.6	-1.3
Contact local government about climate change issues	1.6	2.6	2.7	1.6	1.1	-1.0
Contact national government about climate change issues	0.7	0.5	1.7	0.8	1.0	0.3
Contact private companies about climate change issues	0.7	1.2	1.9	1.0	1.2	-0.2
Support/volunteer for NGO working on climate change issues	0.5	1.6	1.3	2.8	0.8	1.2
Took part in a campaign about a climate change issue	0.5	2.3	2.5	2.6	2.0	0.3*
Make other people aware of climate change	5.9	5.3	12.8	6.2	6.9	0.9

When asked to identify which groups they felt should have the main responsibility for tackling climate change, respondents gave the answers presented in Table 17. By the endline, none of the entities were identified by more than seven percent of respondents in both groups. Interestingly, the percentage of respondents identifying an entity as being responsible for climate change fell in every instance from baseline to endline, including by large amounts in the case of international organizations, the national government, and everyone. In comparing the change from baseline to endline between the two groups, all differences are statistically insignificant.

**TABLE 17: ENTITIES RESPONSIBLE FOR CLIMATE CHANGE (%)**

Entities	Baseline		Endline		Change	
	C	T	C	T	C	T
International organizations	22.9	18.6	3.6	3.6	-19.3	-15.0
National government	27.6	27.0	4.1	6.5	-23.5	-20.5
Municipal government	7.3	8.2	2.4	1.9	-4.9	-6.3
Business and industry	8.5	8.7	1.7	2.0	-6.8	-6.7
Environmental organizations	10.4	13.0	0.7	3.4	-9.7	-9.6
Civil society	3.4	7.3	1.5	1.5	-1.9	-5.8
Individuals	2.9	2.6	1.7	2.2	-1.2	-0.4
Everyone	19.5	20.1	2.2	6.0	-17.3	-14.1
Nothing can be done	1.2	1.9	0.0	0.9	-1.2	-1.0

Most respondents felt the national and municipal governments were not doing enough to address climate change (see Table 18). The percentage of comparison respondents expressing this opinion increased by 2.3 percentage points from baseline to endline, compared to a 25.3 percentage point increase among treatment respondents. Only few respondents in the baseline or endline and in either study group felt the national and municipal governments were doing too much to address climate change.

The percentage of comparison and treatment respondents saying the municipal government was doing about the right amount fell in both groups from baseline to endline, by -2.4 vs. -5.7 percentage points, respectively. Those saying the national government was doing about the right amount fell among comparison respondents by -8.6 percentage points and rose among treatment respondents by 4.8 percentage points. The difference between the two groups is statistically insignificant in all cases.

**TABLE 18: NATIONAL AND MUNICIPAL GOVERNMENT PERFORMANCE IN ADDRESSING CLIMATE CHANGE (%)**

Level	Baseline		Endline		Change	
	C	T	C	T	C	T
<b>National Government</b>						
Not enough	65.5	43.1	67.8	68.4	2.3	25.3
About the right amount	33.3	25.3	24.7	30.1	-8.6	4.8
Too much	1.2	1.5	3.1	1.2	1.9	-0.3
<b>Municipal Government</b>						
Not enough	71.9	63.0	74.2	69.2	2.3	6.2
About the right amount	27.1	35.8	24.7	30.1	-2.4	-5.7
Too much	1.0	1.2	1.1	0.6	0.1	-0.6

Another survey question asked whether respondents agreed their municipal government is willing and/ or able to take actions to address climate change, and whether people from different groups in their municipality collaborate to increase resilience to climate change. As seen in Table 19, the percentage of respondents in both groups who agreed fell from baseline to endline, albeit by a greater amount among treatment than comparison respondents. The difference is statistically significant in two of these cases: municipal government is able to address climate change, and different groups in the municipality can collaborate to mitigate the effects of climate change.

**TABLE 19: ABILITY AND WILLINGNESS OF GOVERNMENT AND SOCIAL GROUPS TO ADDRESS CLIMATE CHANGE (%)**

Statement	Baseline		Endline		Change	
	C	T	C	T	C	T
Municipal government is willing to take meaningful action to address climate change	32.1	45.1	21.8	27.8	-10.3	-17.3
Municipal government is able to take meaningful action to address climate change	31.1	46.7	26.1	26.3	-5.0	-20.4*
People from different groups in municipality collaborate to increase resilience to climate change	53.9	60.9	44.8	36.9	-9.1	-24.0*

Finally, the survey asked respondents to rate the level of trust they have of different institutions with respect to addressing climate change causes and impacts, both within the country more broadly and within their own municipalities. As Table 20 shows, the level of trust fell in all six cases and in both groups from baseline to endline. In three cases (public enterprises, municipal government, and NGOs/CSOs), the level of trust fell by a significantly greater amount among treatment respondents than among comparison respondents.

**TABLE 20: TRUST IN NATIONAL AND MUNICIPAL INSTITUTIONS TO ADDRESS CLIMATE CHANGE (%)**

Institutions	Baseline		Endline		Change	
	C	T	C	T	C	T
Government of the Republic of Macedonia	37.6	34.5	30.2	31.0	-7.4	-3.5
Public enterprises	40.0	40.7	29.0	24.0	-11.0	-16.7*
Private enterprises	39.1	30.4	25.4	17.9	-13.7	-12.5
Bodies of municipal administration (mayor and municipal council)	39.7	51.0	27.5	30.1	-12.2	-20.9*
NGOs/CSOs	45.2	43.8	35.5	26.3	-9.7	-17.5*
Media	41.8	44.4	24.2	25.8	-17.6	-18.6

## Qualitative Findings

The case study research found only a handful of stakeholders who asserted they had adapted to climate change. Only one detailed example was given – house insulation. The municipal climate change strategies provide a guide to prioritizing future actions, as well as a reference on climate change and GHG emissions in each municipality, but the team found no evidence that any of the case study municipalities budgeted for any of these priorities. Further, none of the case study municipalities had acted to mitigate climate change following MCCS-funded projects, though some actions funded by other donors were ongoing.

## Conclusions

The survey questions measuring respondents' actions to improve adaptation and mitigation of climate change yielded nine statistically significant results (see Table 21). All were inconsistent with a positive MCCS impact. From baseline to endline, treatment respondents were 42.2 percent as likely as comparison respondents to use energy efficient light bulbs, 46.4 percent as likely to use less energy in other ways, 16.7 percent as likely to install solar panels, and 51.8 percent as likely to take part in a campaign about a climate change issue.

Further, treatment respondents were 50.4 percent as likely as comparison respondents to say their municipal government can address climate change, and 65.3 percent as likely as comparison

respondents to say that different social groups in their municipality are able to collaborate to increase resilience to climate change.

Finally, treatment respondents were 65.9 percent as likely as comparison respondents to trust public enterprises to address climate change, 59.5 percent as likely to trust municipal administration bodies to address climate change, and 67.9 percent as likely to trust NGOs/CSOs to address climate change.

For the remainder of cases, the change in attitudes from baseline to endline was, for the most part, more positive among comparison respondents than among treatment respondents, although the difference was statistically insignificant in all cases.

**TABLE 21: DID REGRESSION RESULTS – ACTIONS TO IMPROVE CLIMATE CHANGE ADAPTATION AND MITIGATION**

Variable	Regression Method	DID Coefficient	P-value	Odds Ratio
Used energy efficient light bulbs	Logit	-.863	.051	.422
Using less energy in other ways	Logit	-.767	.061	.464
Installed solar panels	Logit	-1.790	.044	.167
Took part in a campaign about a climate change issue	Logit	-.657	.082	.518
Municipal government is able to take meaningful action to address climate change	OR	.686	.000	.504
People from different groups in municipality collaborate to increase resilience to climate change	OR	.416	.017	.653
Trust in public enterprises to address climate change	OR	.376	.028	.659
Trust in bodies of municipal administration to address climate change	OR	.519	.002	.595
Trust in NGOs/CSOs to address climate change	OR	.387	.077	.679

Based on the above, the evaluation team concluded the following about EQs 4 and 5.

**EQ 4: Did the MCCS pilot result in changes in stakeholders’ actions to improve adaptation to climate change?**

No, there is no evidence that MCCS had a positive impact on the likelihood that residents of treatment municipalities participated in actions to improve adaptation to climate change, relative to residents of comparison municipalities. The lack of quantitative evidence for positive impact is consistent with the qualitative evidence from the case studies. That latter concluded that participation in the GA process did not translate into personal measures or measures at the municipal level (independent of the urgent actions and pilot projects) to adapt to climate change.

**EQ 5: Did the MCCS pilot result in changes in stakeholders’ actions that decreased greenhouse gas contributions towards climate change?**

No evidence suggests that MCCS had a positive impact on the likelihood that residents of treatment municipalities participated in actions that decrease GHG contributions towards climate change, relative to residents of comparison municipalities. This conclusion is supported by the case study findings, which show that the GA process did not translate into more than a few personal measures or measures at the municipal level (independent of the urgent actions and pilot projects) to decrease GHG contributions to climate change. The GHG emissions results were not available when the evaluation report was drafted.

Additionally, there is no evidence that MCCS had an impact on the degree to which residents of treatment municipalities think it is important to address climate change, who they see as responsible for addressing climate change, or how well they think the national and municipal governments are currently addressing climate change.

## Civic Activism

The term civic activism is defined here as “participation in public events or activities and participation in or support for NGO/CSO activities.” Survey questions that are judged to fall under this definition are discussed below.<sup>17</sup>

## Quantitative Findings

Respondents in both treatment and comparison groups keep themselves moderately well informed about local issues. As much as 52.0 percent of treatment respondents and 72.1 percent of comparison respondents reported at endline that they keep informed about local issues most of the time or when something important is happening. This compares to 77.6 percent of treatment respondents and 76.7 percent of comparison respondents, at baseline, who kept themselves informed either fully or when important things were happening. Thus, at endline, respondents in both groups were less well informed about local issues than in the baseline. The difference is especially pronounced among treatment respondents, with a negative change of 15.6 percentage points compared to a negative 4.6 percentage point change among comparison respondents (see Table 22). The difference is statistically significant.

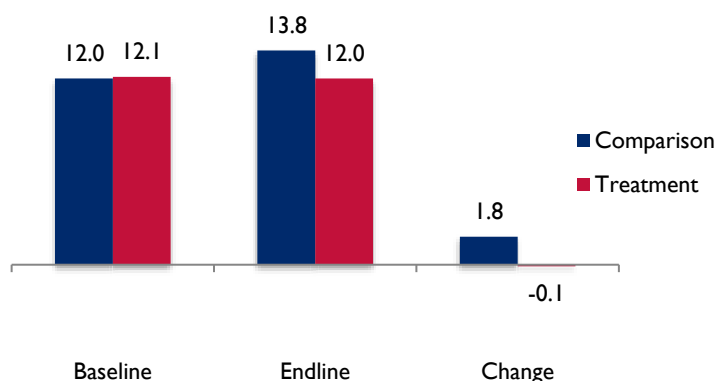
**TABLE 22: RESPONDENTS INFORMED ABOUT LOCAL ISSUES (%)**

Levels of being Informed	Baseline		Endline		Change	
	C	T	C	T	C	T*
Keep informed most of the time	20.2	21.9	20.4	9.1	0.2	-12.8
Keep informed only when something important happening	56.5	45.7	51.7	42.9	-4.8	-2.8
Never follow local issues	23.3	32.4	27.9	48.1	4.6	15.7

At endline, 12.0 percent of treatment respondents had acted to address a social or community problem over the past 12 months, compared to 13.8 percent of comparison respondents (see Figure 8). This represents a 0.1 percentage point decrease for treatment respondents and 1.8 percentage point increase for comparison respondents. The difference, however, is not statistically significant.

<sup>17</sup> There is some subjectivity in assigning survey questions to the categories of civic activism, intra-community engagement, and social cohesion. The evaluation team made assignments that, in its judgment, best fit the definitions used for each of the three terms.

**FIGURE 8: RESPONDENTS TAKING ACTION TO ADDRESS A SOCIAL OR COMMUNITY PROBLEM (%)**



The survey asked respondents to rate how well informed they were about NGOs or CSOs within their municipalities. At endline, 34.7 percent of treatment respondents said they were somewhat or very well informed about NGOs and CSOs in their municipalities, compared to 42.6 percent of comparison respondents. These percentages represent a 5.2 and 14.4 percentage point improvement, respectively, over the baseline, and the difference is statistically significant.

**TABLE 23: RESPONDENTS INFORMED ABOUT MUNICIPAL NGOS/CSOS (%)**

Level	Baseline		Endline		Change	
	C	T	C	T	C	T*
I am very well informed	3.2	3.2	2.1	3.3	-1.1	0.1
I am somewhat informed	25.0	26.3	40.5	31.4	15.5	5.1
I am not very informed	30.6	26.0	27.4	27.1	-3.2	1.1
I am not informed at all	41.2	44.4	30.1	48.3	-11.1	3.9

Respondents also rated their level of motivation to collaborate with NGOs/CSOs on issues they consider to be of social importance. Among treatment respondents, the percentage of those who were somewhat or fully motivated to collaborate decreased from 32.7 percent at baseline to 31.3 percent at endline, compared to an increase from 34.4 percent to 47.1 percent among comparison respondents (see Table 24). The difference is statistically significant.

**TABLE 24: MOTIVATION TO COLLABORATE WITH NGOS/CSOS ON ISSUES OF SOCIAL IMPORTANCE (%)**

Levels of Motivation	Baseline		Endline		Change	
	C	T	C	T	C	T*
I am not motivated	45.3	51.6	29.1	48.3	-16.2	-3.3
I am not motivated enough	20.3	15.7	23.7	20.3	3.4	4.6
I am somewhat motivated	26.0	26.0	41.6	25.7	15.6	-0.3
I am fully motivated	8.4	6.7	5.5	5.6	-2.9	-1.1

As shown in Table 25, the percentage of respondents saying their motivation to engage with NGO/CSO activities had increased over the last year rose marginally, by 1.1 percentage points, from 4.0 percent to 5.1 percent among comparison respondents, while barely falling -0.1 percentage points from 3.9 percent to 3.8 percent among treatment respondents. At the other end of the spectrum, those saying their motivation to engage decreased over the last year rose in both groups from baseline to endline by 12.0 percentage points among treatment respondents and 11.4

percentage points among comparison respondents. The difference in the level of change between the two groups is not statistically significant.

**TABLE 25: CHANGE IN MOTIVATION TO ENGAGE WITH NGO/CSO (%)**

Change in Motivation	Baseline		Endline		Change	
	Comparison	Treatment	Comparison	Treatment	Comparison	Treatment
Decreased	2.1	2.7	13.5	14.7	11.4	12.0
Stayed the same	94.0	93.3	81.3	81.5	-12.7	-11.8
Increased	4.0	3.9	5.1	3.8	1.1	-0.1

The survey asked respondents to indicate whether they had participated in diverse NGO/CSO activities over the past 12 months. Their responses are shown in Table 26. The rate of participation increased from baseline to endline in each study group, sometimes by a larger amount among either treatment or comparison respondents. The difference is statistically significant only in the case of donating goods. Here, the increase among comparison respondents was significantly higher than among treatment respondents.

**TABLE 26: COLLABORATION WITH NGOS/CSOS (%)**

Type of Engagement	Baseline		Endline		Change	
	C	T	C	T	C	T
Attended event or activity by NGOs	8.9	6.7	8.9	9.7	0.0	3.0
Participated in NGO/CSO activities as citizen volunteer	6.5	4.3	7.0	6.7	0.5	2.4
Participated in online activities	4.8	3.1	7.0	3.8	2.2	0.7
Participated in advocacy or oversight activities	2.9	2.2	5.6	2.4	2.7	0.2
Donated money	5.6	6.3	17.9	18.8	12.3	12.5
Donated goods	7.4	11.6	25.6	21.3	18.2	9.7*

Table 27 shows the percentage of respondents who somewhat or strongly agreed with three statements about the NGOs/CSOs operating in their municipalities. The percentage somewhat or strongly agreeing with the three statements fell from baseline to endline in both groups, with the fall being relatively smaller among treatment respondents in all but one case. In that one case – NGOs/CSOs act on citizen priorities – those somewhat or strongly agreeing fell by -11.4 percentage points in the treatment group, compared to -4.9 percentage points in the comparison group. The difference was statistically significant.

**TABLE 27: RESPONDENTS AGREEING WITH STATEMENTS ABOUT NGOS/CSOS (%)**

Type of Engagement	Baseline		Endline		Change	
	C	T	C	T	C	T
Actively encourage citizens to propose solutions to local problems and engage local government	35.6	33.2	23.1	31.4	-12.5	-1.8
Are open to hearing ideas and priorities from people	32.5	29.4	22.8	26.4	-9.7	-3.0
Act on citizen priorities	27.8	34.5	22.9	23.1	-4.9	-11.4*

## Qualitative Findings

The case studies found limited evidence of changes in attitudes to activism resulting from MCCS. Two implementing partners described gaining skills related to activism. In Bogdanci, 20 individuals were inspired to form a CSO to address participation and climate change issues.

In Tearce and Vinica, however, the research noted concerns among key informants that a perceived lack of transparency in urgent action and pilot project decision-making processes may have generated negative reactions to the GA process and/or local implementing partners.

Where women are perceived as having relatively higher levels of activism than men (as in Vinica and Bogdanci), the evaluation team found no evidence of change in this situation. In the other two case study municipalities, MCCS had difficulty attracting and keeping female participants in activities, signaling an absence of change in levels of activism.

## Conclusions

The survey questions measuring attitudes toward and levels of civic activism yielded five statistically significant results (see Table 28). All are inconsistent with positive activity impact. Relative to comparison respondents, treatment respondents were only about one-half as likely as comparison respondents to keep informed about local issues, keep informed about NGOs/CSOs in their municipality, or have donated goods in conjunction with an NGO/CSO. They were also approximately 60 percent as likely to be motivated to collaborate with NGOs/CSOs on issues of social importance or to believe that NGOs/CSOs act on citizen priorities.

**TABLE 28: DID REGRESSION RESULTS – CIVIC ACTIVISM**

Variable	Regression Method	DID Coefficient	P-value	Odds Ratio
Keep informed about local issues	OR	-.673 <sup>^</sup>	.001	.510
Keep informed about NGOs/CSOs in the municipality	OR	-.686 <sup>^</sup>	.000	.504
Motivated to collaborate with NGOs/CSOs	OR	.468	.003	.626
Donated goods	Logit	-.752	.003	.471
NGOs/CSOs act on citizen priorities	OR	.412	.009	.662

<sup>^</sup>Coefficient based on a descending Likert scale<sup>18</sup>

Based on the above, the evaluation team makes the following conclusions about EQs 6 and 7.

### **EQ 6: Did the MCCS pilot result in changes in stakeholders' attitudes toward civic activism?**

The evidence is that MCCS has not had a positive impact on the attitudes of residents in treatment municipalities regarding civic activism. Where a significant difference existed from baseline to endline between the treatment and comparison groups, the change was uniformly more positive among comparison respondents.

The limited results regarding attitudes toward civic engagement in the case study municipalities are due, in part, to the fact that implementing partners tended to recruit into the GA process those who already held positive attitudes toward activism, and these attitudes were unchanged. The

<sup>18</sup> To simplify interpretation of the findings, all odds ratios are presented as if an ascending Likert scale were used. In those cases where the survey used a descending Likert scale, this resulted in an adjustment of the odds ratio by dividing it into 1 (1 ÷ odds ratio).

formation of Polimath-13 in Bogdanci is important, however, because it can potentially serve as a more lasting influence on attitudes in that municipality.

**EQ 7: Did the M CCS pilot result in changes in stakeholders’ levels of civic activism?**

No quantitative or qualitative evidence suggests that M CCS had a positive impact on levels of civic activism among residents of treatment municipalities relative to residents of comparison municipalities. Treatment group members became no more inclined to collaborate with NGOs/CSOs to address community problems than did their comparison group counterparts. Evidence from the case study research supports the conclusion that traditional barriers to women’s activism in two case study municipalities were too powerful to be affected by the relatively limited focus of M CCS regarding women. The formation of Polimath-13 in Bogdanci is a potentially valuable result that can serve as a platform for activism in that municipality moving forward.

**Intra-Community Engagement**

The term intra-community engagement is defined here as “engagement with CSOs, municipality representatives, and citizens for the purposes of shaping and implementing public policies.” Survey questions that are judged to fall under this definition are discussed below.

**Quantitative Findings**

The survey probed respondents’ attitudes toward engaging with their local government. The first question asked respondents how important it was to them to be able to influence decisions in their municipality. As seen in Table 29, respondents saying that it was either somewhat or very important decreased in both groups from baseline to endline by -6.6 percentage points among comparison respondents and by -16.6 percentage points among treatment respondents. Contributing to the large decrease among treatment respondents was a reduction in those saying it was very important (from 31.9 percent at baseline to 16.0 percent at endline), while the corresponding change among comparison respondents was from 30.5 percent to 24.4 percent. The difference is statistically significant.

**TABLE 29: IMPORTANCE OF INFLUENCING MUNICIPALITY DECISIONS (%)**

Level	Baseline		Endline		Change	
	C	T	C	T	C	T*
Very important	30.5	31.9	24.4	16.0	-6.1	-15.9
Somewhat important	36.6	34.1	36.1	33.4	-0.5	-0.7
Little importance	20.8	17.3	24.6	21.2	3.8	3.9
No importance	12.0	16.6	14.9	29.3	2.9	12.7

The survey also asked respondents to rate their agreement with a series of statements about their municipal government’s responsiveness to its citizens and their concerns. As Table 30 shows, the percentage of respondents somewhat or strongly agreeing with the statements decreased from baseline to endline in each case. In four of these cases, the decrease was significantly larger in the treatment than comparison group. The only exception was the statement, “women can influence municipal government priorities as much as men.”

**TABLE 30: MUNICIPAL GOVERNMENT'S RESPONSIVE TO CITIZENS CONCERNS (%)**

Statements	Baseline		Endline		Change	
	C	T	C	T	C	T
Municipal governments actively encourage citizens to propose solutions to local problems and engage in its work	31.4	49.0	20.8	22.8	-10.6	-26.2*
Municipal government is open to hearing ideas and priorities from people	33.9	50.8	22.9	20.6	-11.0	-30.2*
Municipal government responds to requests from people	29.8	47.5	22.8	19.3	-7.0	-28.2*
Municipal government acts on citizen priorities	28.5	44.3	22.4	18.6	-6.1	-25.7*
Women can influence municipal government priorities as much as men	30.1	38.3	22.7	22.3	-7.4	-16.0

**TABLE 31: TRUST IN NATIONAL AND MUNICIPAL INSTITUTIONS (%)**

Institutions	Baseline		Endline		Change	
	C	T	C	T	C	T
Government of the Republic of Macedonia	43.5	41.4	25.5	27.8	-18.0	-13.6
Public enterprises	29.8	31.2	23.5	20.0	-6.3	-11.2
Private enterprises	32.0	26.1	22.6	18.1	-9.4	-8.0
Bodies of municipal administration (mayor and municipal council)	34.6	51.3	24.4	27.5	-10.2	-23.8*
NGOs/CSOs	41.1	36.9	30.5	22.4	-10.6	-14.5
Media	37.2	33.0	18.1	23.6	-19.1	-9.4*

Table 31 shows that between 18 and 30 percent of respondents generally or fully trusted five important social institutions at endline. The level of trust in all five institutions and within both study groups fell from baseline to endline. In two of those cases, the change from baseline to endline was statistically significant. These were trust in bodies of municipal administration, which fell by significantly more among treatment respondents, and trust in the media, which fell by significantly more among comparison respondents. How engagement with the municipal government changed over the last two years is seen in the 10 percentage point shift from respondents stating it had stayed the same at baseline to respondents stating it had decreased at endline. However, this shift was the same between treatment and comparison respondents. While there was a 1.3 percentage point decrease among comparison respondents who stated their engagement had increased, and there was no decrease in this response among treatment respondents, the difference between them is not statistically significant (see Table 32). Thus, there is no effect on level of engagement with the municipal government.

**TABLE 32: CHANGE IN LEVEL OF ENGAGEMENT WITH THE MUNICIPAL GOVERNMENT (%)**

Change	Baseline		Endline		Change	
	Compariso n	Treatmen t	Compariso n	Treatmen t	Compariso n	Treatmen t
<b>Decreased</b>	2.3	3.3	11.4	13.6	9.1	10.3
<b>Stayed the same</b>	93.6	93.0	85.7	82.6	-7.9	-10.4
<b>Increased</b>	4.2	3.8	2.9	3.8	-1.3	0.0

Table 33 shows the percentage of survey respondents who had (1) engaged with their municipal government in a specific activity, and (2) engaged with their municipal government in a specific activity to address climate change. The relative change in the percentage of respondents personally contacting a friend employed at the municipal government is the only statistically significant change from baseline to endline. The comparison group increased by 4.6 percentage points, while the treatment group decreased by -3.2 percentage points.

**TABLE 33: ACTIVITIES TAKEN TO ENGAGE WITH THE MUNICIPAL GOVERNMENT (%)**

Engagement Activity	Baseline		Endline		Change	
	C	T	C	T	C	T
Expressed opinion at meeting or community council	6.1	5.2	9.7	5.4	3.6	0.2
Expressed opinion at meeting or community council to address climate change	2.2	0.9	1.7	1.9	-0.5	1.0
Personally contacted a friend employed at municipal government	8.4	12.3	13.0	9.1	4.6	-3.2*
Personally contacted a friend employed at municipal government to address climate change	2.0	2.6	2.2	2.7	0.2	0.1
Contacted the mayor and/or counselors	10.6	10.0	10.6	7.7	0.0	-2.3
Contacted the mayor and/or counselors to address climate change	2.4	0.0	2.2	3.8	-0.2	3.8
Sent a letter or email to the municipality	3.0	1.8	5.8	1.3	2.8	-0.5
Sent a letter or email to the municipality to address climate change	0.2	0.0	0.5	0.3	0.3	0.3
Signed a petition, application, appeal or complaint	2.6	2.2	8.1	2.9	5.5	0.7
Signed a petition, application, appeal or complaint to address climate change	0.2	0.2	1.2	2.0	1.0	1.8
Participated in citizen meeting or initiative	7.7	5.6	11.1	10.4	3.4	4.8
Participated in citizen meeting or initiative to address climate change	1.7	1.7	2.2	2.7	0.5	1.0
Protested	2.4	1.9	7.4	3.8	5.0	1.9
Protested to address climate change	1.0	0.3	1.9	1.4	0.9	1.1
Joined an organization to solve local issue	5.8	4.1	10.1	5.4	4.3	1.3
Joined an organization to solve local issue to address climate change	1.5	1.5	2.2	2.2	0.7	0.7
Asked political party to be an intermediary	4.6	3.6	7.4	4.7	2.8	1.1
Asked political party to be an intermediary to address climate change	0.7	0.3	0.9	1.7	0.2	1.4
Asked an NGO to be an intermediary	4.6	3.6	7.4	4.7	2.8	1.1
Asked an NGO to be an intermediary to address climate change	0.7	0.3	0.9	1.7	0.2	1.4
Asked church/mosque leaders to be an intermediary	2.4	1.7	4.8	2.4	2.4	0.7
Asked church/mosque leaders to be an intermediary to address climate change	0.3	0.7	0.3	1.5	0.0	0.8
Asked church/mosque leaders to be an intermediary	1.7	1.1	4.9	1.7	3.2	0.6
Asked church/mosque leaders to be an intermediary to address climate change	0.2	0.3	0.7	1.0	0.5	0.7
Associated in a group to pursue an interest	6.4	2.2	9.9	5.6	3.5	3.4
Associated in a group to pursue to address climate change	1.2	1.2	2.4	2.0	1.2	0.8

The percentage of respondents engaging with their municipal governments to address climate change issues was consistently low in each of the two study groups, at both baseline and endline. They never exceeded 2.2 percent in any case. The percentage of respondents engaging in these activities to address climate change increased from baseline to endline at a consistently higher rate

among treatment respondents than comparison respondents (with a couple of exceptions); however, the difference is not statistically significant in any of the cases.

## Qualitative Findings

The case study research did not find a positive change in citizen attitudes toward engagement with municipal government. It also did not find clear changes in attitudes among municipal officials toward engaging with citizens and CSOs. In Bogdanci, the local government was interested in continuing to engage with Polimath-13, which appears to be the first CSO in the municipality truly concerned with public policy making.

In three of the four case study municipalities, the evaluation found evidence of pre-existing negative attitudes among citizens toward engagement of the municipality, along with indications that MCCC fell victim to – and perhaps reinforced – these negative attitudes. In FGDs in Vinica, target beneficiaries of the urgent action and pilot project were unaware of the GA process, and viewed those activities' outcomes as the products of informal political deals. In Tearce, focus group beneficiaries of the urgent action who were unaware of the GA process described it as a way for the municipality to save money on lighting (that it did not pass on to consumers). Also in Tearce, confusion around how the pilot project was selected led many GA process participants to conclude their participation had been overridden by political considerations and was therefore futile. In Studenichani, the perceived failure of the urgent action is unlikely to have ameliorated pre-existing cynicism about the value of engagement among residents of the upper portion of Studenichani village.

## Conclusions

The survey questions measuring attitudes toward intra-community engagement produced eight results that were statistically significant (see Table 34). All but one was inconsistent with a positive activity impact. The one positive impact was that treatment respondents had become 1.7 times as likely as comparison respondents to express trust in the media. In the remaining cases, treatment respondents were from 39 to 54 percent as likely as comparison respondents to agree that their municipal government acts on citizen priorities, responds to requests from people, is open to hearing ideas and priorities from people, and actively encourages citizens to engage with it to solve local problems. In addition, treatment respondents were about one-half as likely as comparison respondents to have contacted a friend at their municipal government or to express trust in bodies of municipal government. They were 61 percent as likely to agree that it is important for citizens to influence municipal decisions.

**TABLE 34: DID REGRESSION RESULTS – INTRA-COMMUNITY ENGAGEMENT**

Variable	Regression Method	DID Coefficient	P-value	Odds Ratio
Important to influence decisions in municipality	OR	-.490 <sup>^</sup>	.001	.612
Municipal governments actively encourage citizens to propose solutions to local problems and engage in its work	OR	.623	.000	.536
Municipal government is open to hearing ideas and priorities from people	OR	.743	.000	.476
Municipal government responds to requests from people	OR	.943	.000	.389
Municipal government acts on citizen priorities	OR	.953	.000	.386
Trust in bodies of municipal administration	OR	.775	.000	.461
Trust in media	OR	-.528	.000	1.696
Personally contacted a friend employed at municipal government	OR	-.803 <sup>^</sup>	.004	.448

<sup>^</sup>Coefficient based on a descending Likert scale

Based on the above, the evaluation team concluded the following about EQs 8 and 9.

**EQ 8: Did the MCCS pilot result in changes in stakeholders’ attitudes toward engagement with each other?**

Trust in government institutions appears to have been falling in both comparison and treatment municipalities. There is little evidence to suggest that MCCS positively impacted attitudes toward intra-community engagement among residents of treatment municipalities, relative to residents of comparison municipalities. The exception is a relative increase in treatment respondents’ trust in the media, but in all other questions measuring attitudes toward intra-community engagement, the relative change among treatment respondents is either not significantly different than comparison respondents or had significantly worsened relative to comparison respondents.

The case study research found that partisan political conflict, “local patriotism,”<sup>19</sup> and/or cynicism regarding local government have left citizens susceptible to suspicious and negative beliefs where the results of projects are poor, partial, or not understood. Monitoring of unintended outcomes has been insufficient to detect and, thus, enable MKM to mitigate instances of such negative attitudes toward the interventions in three case study municipalities.

**EQ 9: Did the MCCS pilot result in changes in stakeholders’ levels of engagement with each other?**

There is no evidence to suggest a positive impact of MCCS on the likelihood that residents of treatment municipalities engage with other members of their municipalities, or with their municipal government, to shape or implement public policies.

In the case study municipalities, MCCS did not appear to have created sustainable changes in the ways municipalities do business, or the ways citizens perceive them. Barriers to engagement in these

<sup>19</sup> “Local patriotism” refers to the primacy of village origins and allegiances in politics and decision-making, and it can override party affiliation (and ethnic identity) to create intra-party and intra-group conflict.

municipalities were strongly rooted in a varying mix of low municipal capacity and financial resources, top-down party structures, political polarization, local patriotism, relatively weak civil society at the municipal level, limited information on opportunities to engage, and traditions that limit engagement among women. Where stakeholders and citizens voiced suspicions or unhappiness with MCCS decisions about projects, it is likely these negative reactions will leave levels of engagement unchanged or, possibly, make engagement even less likely in the future. In Bogdanci, where political traditions appear to have been less corrosive, a small but active set of stakeholders has been able to create a new platform for engagement that may increase levels on a small scale moving forward.

## Social Cohesion

The term social cohesion is defined here as “the willingness of members of a society to cooperate with each other to survive and prosper.” Survey questions that are judged to fall under this definition are discussed below.

### Quantitative Findings

The survey asked four questions measuring levels (or perceived levels) of social cohesion in study municipalities, and one question about respondents’ personal attitudes toward social cohesion as measured by their comfort level in working with people of other ethnic groups to solve local issues. Regarding (perceived) levels of social cohesion, three questions asked respondents to rate how well people within the municipality (1) get along in general, (2) get along and collaborate with people from opposing political parties, and (3) get along and collaborate with people from other ethnic groups.

**TABLE 35: RESPONDENTS ATTITUDES ABOUT SOCIAL COHESION IN THEIR MUNICIPALITY (%)**

Statements about Social Cohesion	Baseline		Endline		Change	
	C	T	C	T	C	T
People get along well together	56.1	59.5	56.4	50.1	0.3	-9.4*
People from opposing political parties collaborate well together on local issues that impact us all	56.5	56.7	25.3	23.8	-	-32.9*
People from all ethnic groups collaborate well together on local issues that impact us all	33.5	30.8	43.5	39.4	10.0	8.6

As seen in Table 35, the percentage of respondents in both groups who somewhat or strongly agreed with the first statement was roughly one-half at endline. This was 0.3 percentage points more for comparison respondents and -9.4 percentage points less for treatment respondents. The percentage of respondents somewhat or strongly agreeing with the second statement fell precipitously in both groups, from 56.5 percent to 25.3 percent for comparison respondents (a -31.2 percentage point change), and 56.7 percent to 23.8 percent for treatment respondents (a -32.9 percentage point change). Finally, the percentage of respondents somewhat or strongly agreeing with the third statement rose by similar amounts in both groups from baseline to endline. This was equal to 10.0 percentage points among comparison respondents (33.5 percent to 43.5 percent) and 8.6 percentage points among treatment respondents (30.8 percent to 39.4 percent). The difference is statistically significant for statements 1 and 2.

The fourth question asked respondents to rate whether the municipal government treated all citizens equally (see Table 36). In this case, the percentage of respondents who replied, “yes definitely” or “yes in general,” fell in both groups by almost the same amount (-14.0 percentage points among treatment respondents and -13.5 percentage points among comparison respondents)

from baseline to endline. Elsewhere, the percentage of respondents saying the municipal government more or less treated all citizens equally increased by a substantially larger amount among comparison than treatment respondents (13.5 vs. 4.8 percentage points). The percentage saying the municipal government did not treat all citizens equally rose by more among treatment respondents than comparison respondents (9.1 vs. -0.2 percentage points). The change from baseline to endline is significantly different between the two groups.

The final social cohesion question asked respondents to indicate how comfortable they were personally working with people from other ethnic groups to solve a local issue (see Table 37). The percentage of respondents replying in the affirmative (“comfortable” or “very comfortable”) fell in both groups from baseline to endline, by -1.1 percent among comparison respondents (98.1 percent to 97.0 percent) and -0.9 percent among treatment respondents (98.8 percent to 97.9 percent). At the same time, those saying they were uncomfortable or very uncomfortable rose by 1.1 percent among comparison respondents (1.9 percent to 3.0 percent) compared to 0.9 percent among treatment respondents (1.2 percent to 2.1 percent). The difference between the two groups, albeit small in magnitude, is statistically significant. This indicates that the program had a small positive effect on limiting the rise of a negative attitude.

**TABLE 36: RESPONDENTS SAYING THE MUNICIPAL GOVERNMENT TREATS ALL CITIZENS EQUALLY (%)**

Level	Baseline		Endline		Change	
	Comparison	Treatment	Comparison	Treatment	Comparison	Treatment*
Yes, definitely	21.8	31.3	6.9	10.0	-14.9	-21.3
In general, yes	18.7	18.7	20.1	26.0	1.4	7.3
More or less	15.8	14.1	29.3	18.9	13.5	4.8
In general no	23.6	25.1	22.0	24.0	-1.6	-1.1
No	20.1	10.9	21.5	21.1	1.4	10.2

**TABLE 37: RESPONDENTS WHO FEEL COMFORTABLE WORKING WITH OTHER ETHNIC GROUPS (%)**

Level	Baseline		Endline		Change	
	Comparison	Treatment	Comparison	Treatment	Comparison	Treatment*
Very uncomfortable	1.9	0.5	0.3	0.5	-1.6	0.0
Uncomfortable	0.0	0.7	2.7	1.6	2.7	0.9
Comfortable	20.9	18.8	28.8	17.9	7.9	-0.9
Very comfortable	77.2	80.0	68.2	80.0	-9.0	0.0

## Qualitative Findings

The case study research found no evidence of changes in stakeholders’ attitudes toward or levels of social cohesion. Where people in the municipality already got along, including across ethnic lines, they continued to do so in GA processes. Party divisions, according to stakeholders interviewed, did not generally impede working group discussions. However, stakeholders who did not fully understand project selection and procurement processes, and who did not benefit from the urgent action or pilot projects often attributed the outcomes to political favoritism.

## Conclusions

The five survey questions on social cohesion produced four results that were statistically significant. Only one is consistent with a positive activity impact. In the first case, treatment group members are 1.54 times as likely as comparison group members to feel comfortable working with people of other ethnic groups to solve a local issue. In the second case, treatment group members are 61.6 percent as likely as comparison group members to agree that people in their municipality get along well together, 75.5 percent as likely to agree the people from opposing political parties in their municipality collaborate well, and 67 percent as likely to say the municipal government treats all its citizens equally.

**TABLE 38: DID REGRESSION RESULTS – ATTITUDES TOWARD AND LEVELS OF SOCIAL COHESION**

Variable	Regression Method	DID Coefficient	P-value	Odds Ratio
People in municipality get along well together	OR	.484	.002	616
People from opposing political parties collaborate well together on local issues that impact us all	OR	.281	.062	755
Municipal government treats all citizens equally	OR	-.400 <sup>^</sup>	.025	670
Comfortable working with people of other ethnic groups to solve problem	OR	-.423	.030	540

<sup>^</sup>Coefficient based on a descending Likert scale

Based on the above, the evaluation team makes the following conclusions about EQs 10 and 11.

### **EQ10: Did the MCS pilot result in changes in stakeholders' attitudes toward social cohesion?**

There is no evidence to conclude that MCCS had a positive impact on attitudes toward social cohesion among residents of treatment municipalities, relative to residents of comparison municipalities. Residents of treatment municipalities have become even more pessimistic about how well other residents in their municipalities get along and collaborate with each other, and how equally their municipal government treats all citizens.

### **EQ11: Did the MCCS pilot result in changes in stakeholders' levels of social cohesion?**

Evidence suggests that MCCS has positively impacted how comfortable residents of treatment municipalities feel working with other ethnic groups to solve local issues relative to residents of comparison municipalities. The positive impact is limited to this single indicator of social cohesion. In the end, and on balance, MCCS could not overcome the deep, pre-existing divides based on political affiliation or "local patriotism" that exerts such a powerful effect on treatment municipality residents' attitudes toward and levels of social cohesion.

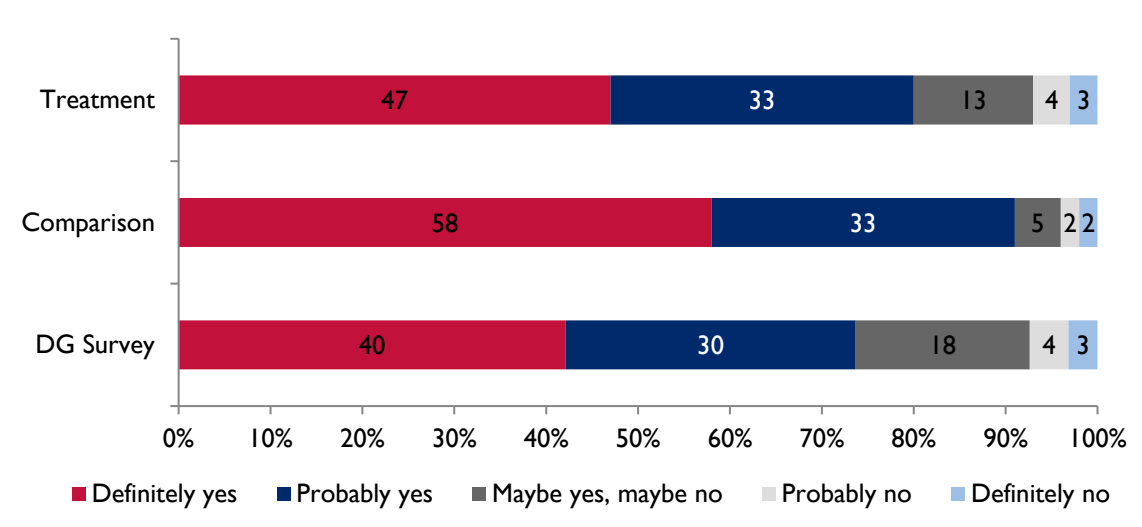
## **Comparison of MCCS Endline Survey Findings to the Macedonian Democracy and Governance Survey Findings**

Several survey questions were taken from the Macedonian Democracy and Governance (DG) survey, which is administered yearly with support from USAID/Macedonia. This section compares the IE findings for MCCS on the relevant survey questions with those from the November 2016 DG survey. (The values reported below may not add up to 100 percent due to "Don't know" responses.)

## Perceived Effect of Climate Change

One survey question asked, “Do you think climate change will affect you or your family in some way?” Over 80 percent of comparison and treatment respondents answered, “definitely yes” or “probably yes,” compared to 70 percent of DG survey respondents (see Figure 9). Seven percent or less of respondents in all three groups thought climate change would “probably not” or “definitely not” affect their family.

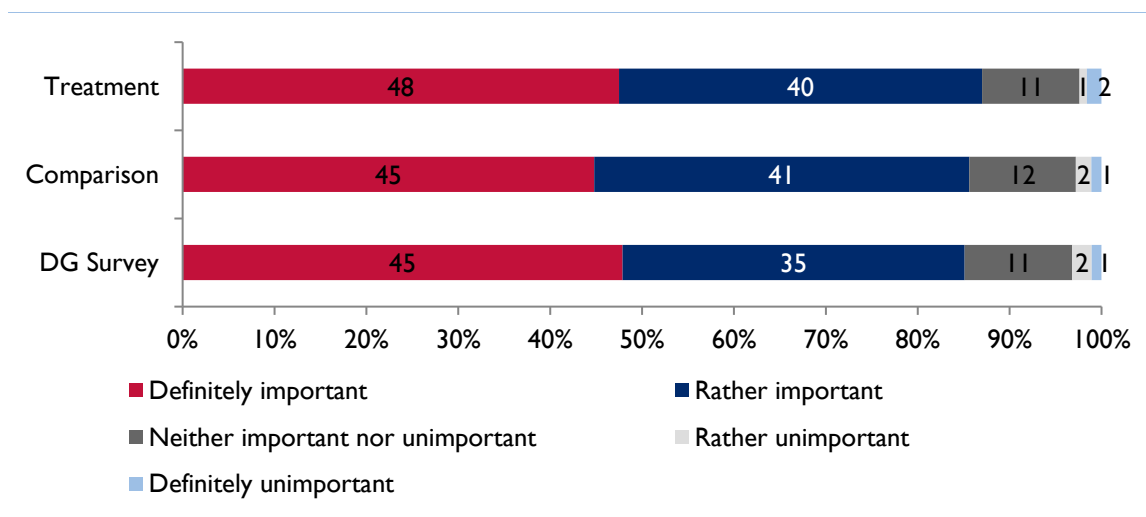
**FIGURE 9: PERCEIVED EFFECT OF CLIMATE CHANGE (%)**



## Importance of Taking Collective Action to Address Climate Change

Another survey question asked, “How important is it, in your view, to take collective action to reduce any negative impacts arising from climate change?” As seen in Figure 10, 80 percent or more of respondents in all three groups said that it was “definitely important” or “rather important” to take collective action to address climate change. Only three percent in all three groups said it was “rather unimportant” or “definitely unimportant.”

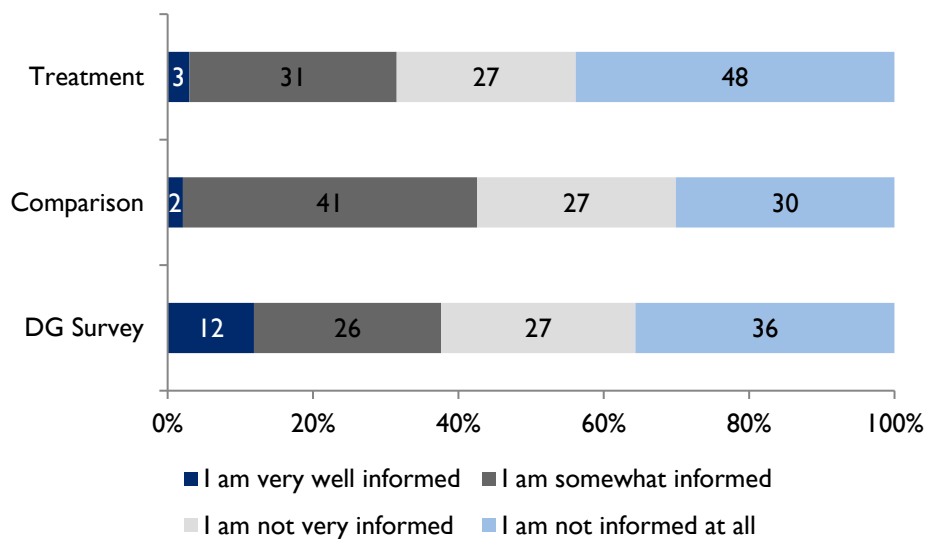
**FIGURE 10: IMPORTANCE OF TAKING COLLECTIVE ACTION TO ADDRESS CLIMATE CHANGE (%)**



## Knowledge about NGOs/CSOs

Figure 11 compares the responses from the DG survey with the endline comparison and treatment responses to the following question, “Which of the following statements best describes your knowledge about non-governmental organizations or CSOs in your community?” DG survey respondents were approximately as likely to be “very well informed” or “somewhat informed” of local NGOs/CSOs (38 percent) as treatment respondents (34 percent) and comparison respondents (43 percent). A majority in all three groups reported they are not informed about local NGOs/CSOs.

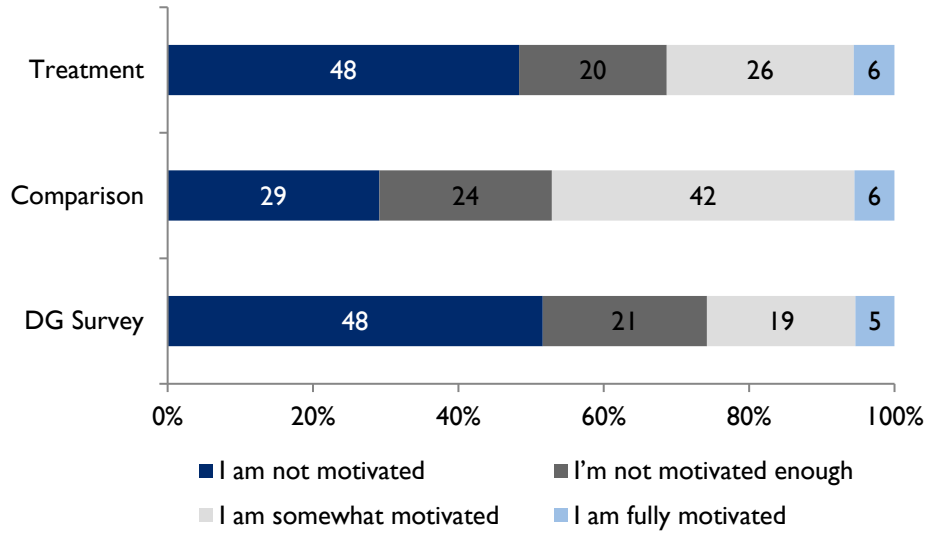
**FIGURE 11: KNOWLEDGE OF NGOS/CSOS (%)**



## Motivation to Engage on Issues of Social Importance

Another survey question asked, “To what degree are you motivated to engage in activities of citizens associations on issues you consider to be of social importance?” Figure 12 shows that endline answers by treatment respondents were similar to DG survey respondents. Around 70 percent in both groups cited “no motivation” or “low motivation,” compared to nearly one-half of comparison respondents who were somewhat or fully motivated.

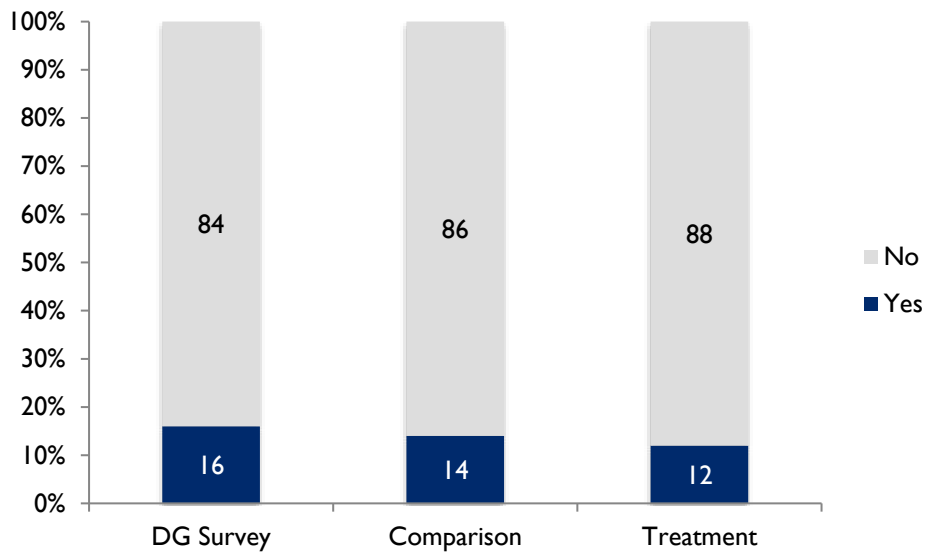
**FIGURE 12: MOTIVATION TO ENGAGE ON ISSUES OF SOCIAL IMPORTANCE (%)**



**Engaged in Activities to Address a Social or Community Problem**

In response to the question, “Have you engaged in activities to address a social or community problem during the last 12 months?” 16 percent of DG survey respondents, 14 percent of comparison respondents, and 12 percent of treatment respondents answered “Yes” (see Figure 13).

**FIGURE 13: ENGAGED IN ACTIVITIES TO ADDRESS SOCIAL OR COMMUNITY PROBLEMS (%)**



**Conclusions**

Treatment and comparison respondents provided broadly similar responses as DG survey respondents to a battery of questions about climate change and social engagement. A similarly high percentage of respondents in all three groups agreed that climate change would affect their family in some way, or said it was important to take collective action to address climate change. At the same

time, a similarly low percentage of respondents in all three groups had knowledge of local NGOs/CSOs, were motivated to engage in issues of social importance, or engaged in activities to address social or community problems.

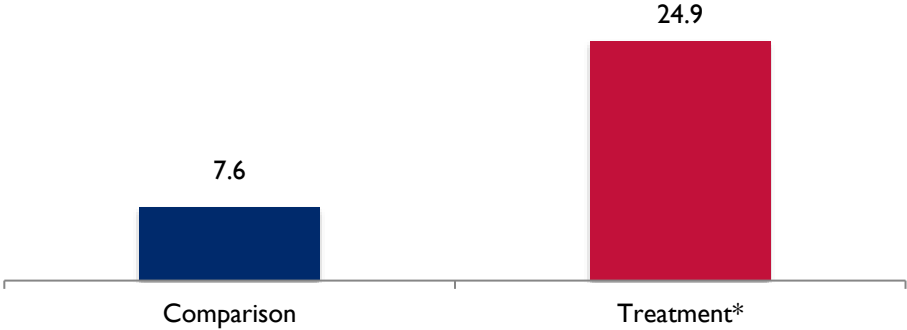
## MCCS Climate Change Informational Events

### Quantitative Findings

The survey asked treatment and comparison respondents a series of questions about their awareness of, participation in, and sources of information about climate change events that may have been implemented in their municipalities since the baseline survey (thus, these questions were not asked in the baseline). The purpose of these questions was to determine the extent to which treatment respondents were aware of MCCS climate activities implemented in their communities, and whether their awareness of such activities exceeded that of comparison respondents. This section presents the findings.

The first question asked whether respondents were aware of any public climate change informational events that occurred in their municipality. As seen in Figure 14, about one-quarter of treatment respondents answered in the affirmative, compared to only 7.6 percent of comparison respondents. The difference is statistically significant. (The evaluation team was not able to confirm whether and which climate change informational events took place in comparison municipalities).

**FIGURE 14: AWARENESS OF MUNICIPAL CLIMATE CHANGE INFORMATIONAL EVENTS (%)**



Respondents who were aware of climate change information events were asked to indicate whether they were aware of specific informational events implemented by MCCS. The evaluation team developed these questions by reviewing with MKM all the specific climate change informational events it had implemented in each of the treatment municipalities. The survey questions were then worded to describe the specific event without calling it by its formal name, which the survey respondents in many cases were unlikely to know. Thus, the “Green Caravan” became “trucks, vans and other vehicles with information about climate change.” Through this process, the evaluation team identified and included in the survey seven distinct types of information events. These are listed in Figure 15.

Figure 15 represents the percentage of respondents who first said that they were aware of climate change events in their municipality. For example, of the 24.9 percent of treatment respondents who were aware of any informational campaign, 34.1 percent reported awareness of “school presentations,” meaning 8.5 percent of treatment respondents were aware of “school presentations.” Similarly, 17.8 percent of treatment respondents were aware of “trucks, vans, and other vehicles” (71.4 percent of the 24.9 percent who were generally aware).

Surprisingly, treatment respondents were more likely than comparison respondents to cite awareness of the specific climate change informational events in only two of the seven cases: “trucks, vans and other vehicles” and “tents or other displays,” and the difference is statistically significant in each case. More surprisingly, comparison respondents were more likely than treatment respondents to cite awareness of the remaining five informational events. In one case (“presentations giving trees to plant”), the difference is statistically significant.

**FIGURE 15: AWARENESS OF SPECIFIC MUNICIPAL CLIMATE CHANGE INFORMATIONAL EVENTS (%)**

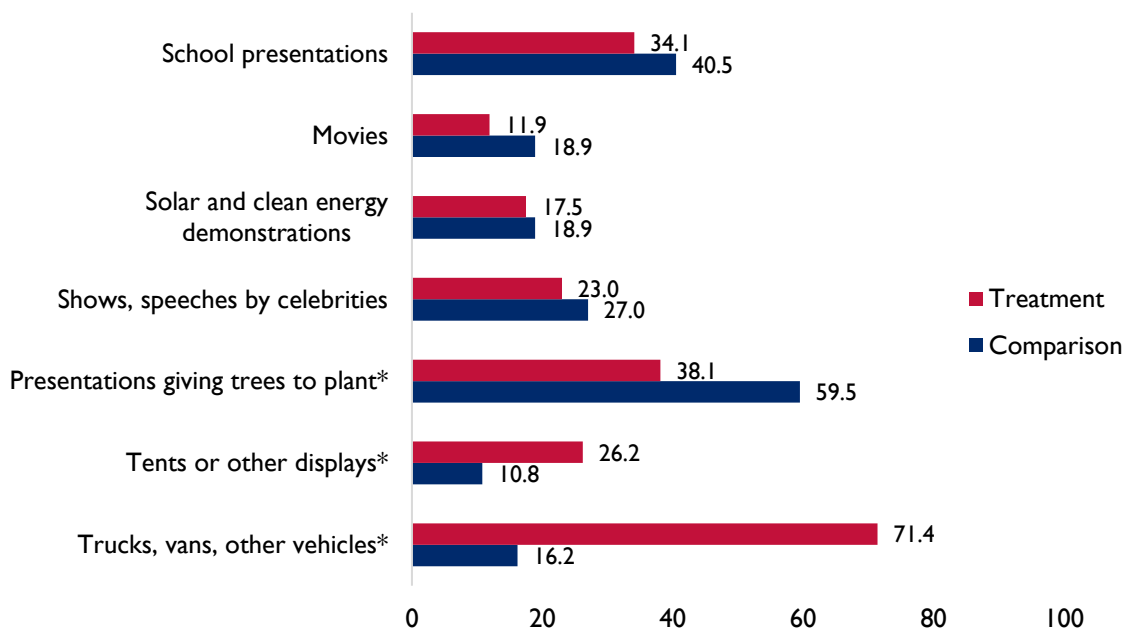
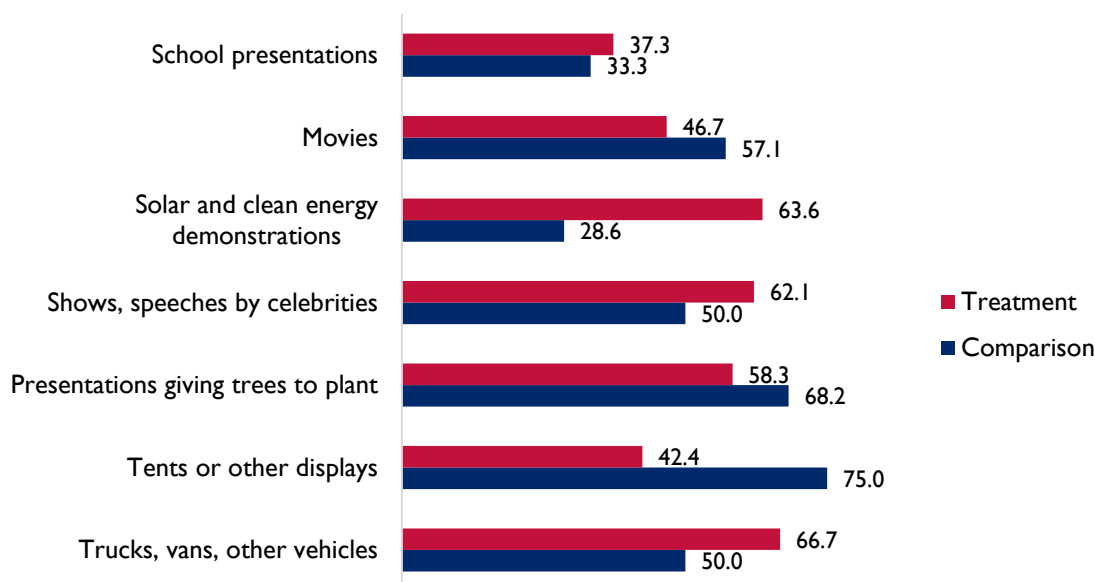


Figure 16 shows the percentage of respondents who were aware of specific climate change informational events, and who also participated in the events. Participation percentages are even lower because the numbers show the proportion who participated out of those who were aware of that specific event. So, for example, participation in “school presentations” is 3.2 percent of the treatment respondents (37.3 percent of the 8.5 percent who were aware of this event).

Treatment respondents were more likely to participate in “trucks, van, and other vehicles,” “shows and speeches by celebrities,” “solar and clean energy demonstrations,” and “school presentations.” Comparison respondents, in contrast, were more likely to participate in “tents or other displays,” “presentations giving free trees to plant,” and “movies about climate change.” Notwithstanding, in all cases the difference between the two groups is not statistically significant.

**FIGURE 16: PARTICIPATING IN SPECIFIC MUNICIPAL CLIMATE CHANGE INFORMATIONAL EVENTS (%)**



Tables 39 and 40 break down awareness of and participation in climate change informational events by treatment municipality. Overall, awareness of climate change informational events was highest in Mavrovo and Rostuse (50.5 percent), followed by Pehcevo (35.3 percent), Krivogashtani (32.8 percent), Bogdanci (25.0 percent), Bogovinje (23.8 percent), Tearce (20.5 percent), Studenichani (16.3 percent), and Vinica (9.6 percent). Regarding specific informational events, treatments respondents were, on average, more aware of “trucks, vans and other vehicles,” “presentations giving free trees to plant,” and “school presentations,” and least aware of “shows and speeches by celebrities,” “solar and clean energy demonstrations,” and “movies about climate change.” The percentages for the specific climate change activities in Tables 39 and 40 are the overall percentages, not the percentages of those initially citing general awareness of climate change events.

**TABLE 39: AWARENESS OF SPECIFIC MUNICIPAL CLIMATE CHANGE INFORMATIONAL EVENTS BY MUNICIPALITY (%)**

Event	Vinica	Mavrovo & Rostuse	Bogovinje	Krivogashtani	Tearce	Bogdanci	Pehcevo	Studenichani
Climate change informational event	9.6	50.0	23.8	32.8	20.5	25.0	35.3	16.3
Trucks, vans, other vehicles	6.4	39.1	6.3	31.1	12.8	19.2	27.9	11.3
Tents or other displays	1.1	10.9	0.0	21.3	5.1	13.5	4.4	2.5
Presentations giving trees to plant	2.1	15.2	9.5	14.8	5.1	11.5	20.6	2.5
Shows, speeches by celebrities	8.5	8.7	1.6	13.1	0.0	5.8	7.4	0.0
Solar and clean energy demonstrations	5.3	4.3	0.0	6.6	2.6	5.8	10.3	0.0
Movies	2.1	4.3	0.0	8.2	0.0	3.8	5.9	0.0
School presentations	5.3	13.0	7.9	13.1	7.7	9.6	14.7	1.3

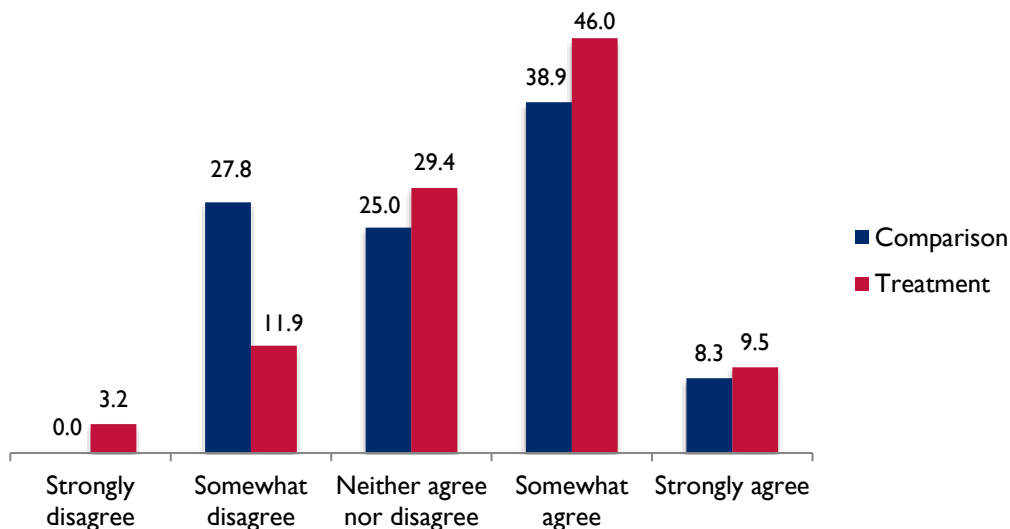
**TABLE 40: PARTICIPATION IN SPECIFIC MUNICIPAL CLIMATE CHANGE INFORMATIONAL EVENTS BY MUNICIPALITY (%)**

Event	Vinica	Mavrovo & Rostuse	Bogovinje	Krivogashtani	Tearce	Bogdanci	Pehcevo	Studenichani
Climate change informational event	1.1	13.0	0.0	11.5	2.6	11.5	8.8	3.8
Trucks, vans, other vehicles	0.0	4.3	0.0	11.5	2.6	5.8	1.5	0.0
Tents or other displays	0.0	8.7	4.8	8.2	5.1	9.6	11.8	1.3
Presentations giving trees to plant	5.3	6.5	0.0	9.8	0.0	3.8	2.9	0.0
Shows, speeches by celebrities	4.3	0.0	0.0	4.9	0.0	3.8	4.4	0.0
Solar and clean energy demonstrations	1.1	2.2	0.0	4.9	0.0	1.9	1.5	0.0
Movies	2.1	6.5	1.6	8.2	2.6	5.8	0.0	1.3
School presentations	1.1	13.0	0.0	11.5	2.6	11.5	8.8	3.8

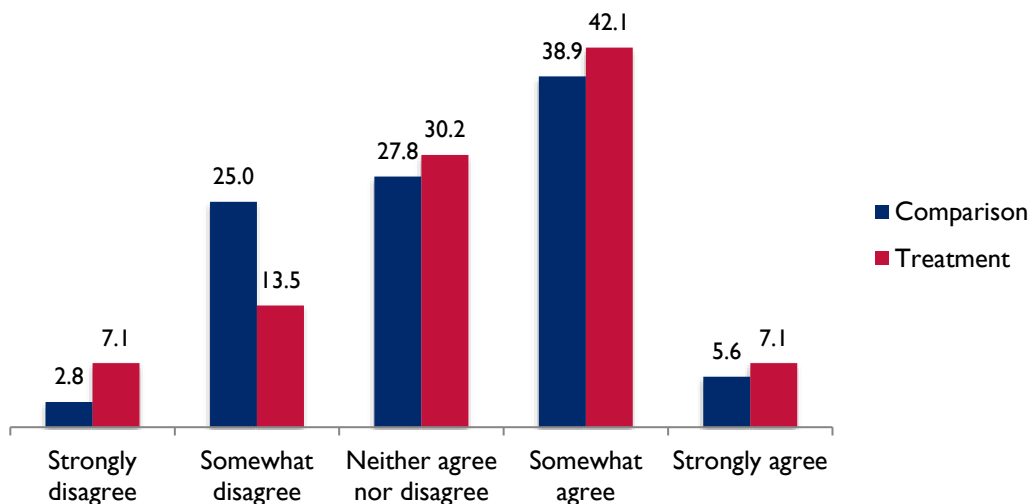
MKM did not provide the evaluation team with attendance figures for awareness raising events (MKM reports include figures for attendance at other GA process events and these data are discussed in the case studies). The survey can only indicate how many people who were surveyed participated in the listed types of awareness-raising events. The survey results shown in Table 40 suggest that participation in the specific climate change events was highest on average in Krivogashtani, followed by Tearce, Mavrovo and Rostuse, Pehcevo, Vinica, Bogovinje, and Studenichani, although low across all eight treatment municipalities. Because there is no representative sample in any of the municipalities individually, the team could not say how many people or what percentage of people within the sample municipalities attended the awareness raising events. Thus, the survey results are not a reliable measure of actual attendance.

Next, the survey asked respondents to rate how useful the climate change informational events were in affecting how they currently think and behave about climate change (see Figures 17 and 18). Some 55.5 percent of treatment respondents who were aware of the climate change information events somewhat or strongly agreed the events helped them understand climate change better, compared to 47.2 percent of comparison respondents. On the other end of the scale, only 15.1 percent of treatment respondents strongly or somewhat disagreed, compared to 27.8 percent of comparison respondents. The difference, however, is not statistically significant.

**FIGURE 17: USEFULNESS OF MUNICIPAL CLIMATE CHANGE INFORMATIONAL EVENTS IN AFFECTING CURRENT UNDERSTANDING ABOUT CLIMATE CHANGE (%)**

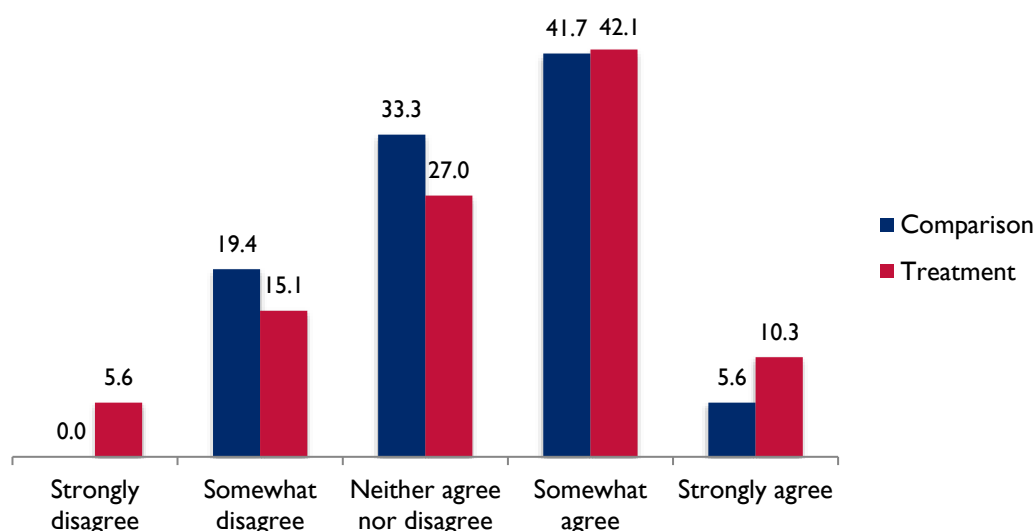


**FIGURE 18: USEFULNESS OF MUNICIPAL CLIMATE CHANGE INFORMATIONAL EVENTS IN AFFECTING CURRENT BEHAVIOR REGARDING CLIMATE CHANGE (%)**



Regarding current behavior, 49.2 percent of treatment respondents somewhat or strongly agreed the climate change events helped change the way they currently behave toward climate change, compared to 44.5 percent of comparison respondents. Those who somewhat or strongly disagreed totaled 20.6 percent of treatment respondents and 27.8 percent of comparison respondents. As before, the difference between them is not statistically significant.

**FIGURE 19: USEFULNESS OF MUNICIPAL CLIMATE CHANGE INFORMATIONAL EVENTS IN AFFECTING FUTURE BEHAVIOR REGARDING CLIMATE CHANGE (%)**



Finally, in Figure 19 the percentage of treatment respondents somewhat or strongly agreeing climate change informational events helped change their future behavior totaled 52.4 percent, compared to 47.3 percent of comparison respondents. Those respondents somewhat or strongly disagreeing, in turn, totaled 20.7 percent and 19.4 percent, respectively. Nonetheless, the difference is not statistically significant.

### Qualitative Findings

Stakeholders in the case study municipalities generally found the awareness raising events to be informative and creative, and reported that local residents enjoyed them, particularly where other sources of entertainment were limited. Key informants were uncertain about the breadth and duration of the campaign’s effects, however. Even they generally had difficulty recalling the events with specificity.

### Conclusions

MCCS achieved moderate levels of awareness about climate change informational events within treatment municipalities (about one-quarter of municipality residents). This number appears lower than might otherwise be expected, and suggests some deficiencies in how the events were publicized within treatment municipalities. By the design of the IE, MKM was not allowed to use television. In Macedonia, television is generally national in scope, hence, would have had contamination effects. MKM could not broadcast material it had developed or advertise upcoming events on television. Macedonians’ reliance on television for information (including about climate change, as reported above) may have limited awareness and participation levels.

Awareness of the various MCCS climate change informational events varied widely across treatment municipalities, ranging from a high of 50 percent of survey respondents (among those aware that such events occurred) to a low of 9.6 percent of respondents. Based on relative awareness levels, it appears that certain informational events – particularly the green caravan, school presentations, and

demonstrations giving out free trees to plant – were better publicized, benefitted from greater word-of-mouth, or were of greater interest to the public.

The findings suggest, further, that municipality residents are interested in such informational events. Once municipality residents are made aware of such events, a considerable number is likely to participate, as seen by the relatively high participation rate (clustering in the 40-55 percent range) among treatment group members aware of MCCA's diverse climate change informational events.

Surprisingly, comparison respondents also cited awareness of similar climate change informational events occurring in their municipalities, albeit the overall percentage aware of such events was significantly lower than among treatment respondents. Still, for those who were aware of such events, awareness of specific events and participation in those events is, by and large, not statistically significantly different than in treatment municipalities. Thus, interest in such informational events, once one is aware of them, does not appear limited to the treatment municipalities.

The fact that comparison respondents cited awareness of and participation in climate change informational events that were similar to those implemented by MCCA raises the possibility of contamination in the comparison municipalities. However, the overall percentage of comparison respondents citing awareness of climate change informational events was relatively low (7.6 percent). This suggests that if some contamination of the comparison group exists, it is likely to be low.

There is also large variation in residents' participation rates across treatment municipalities. The evaluation found significantly lower participation rates in Bogovinje, Tearce, Vinica, and Studenichani. Again, this is suggestive of uneven implementation across municipalities, but also differences in certain unobservable (and unknown) character traits in the treatment municipalities that influence participation rates.

For those who did attend the informational events, evidence from the case studies suggests that, in certain cases, people found them to be a source of entertainment in locations with limited entertainment options. For example, in Tearce, the movie, "An Inconvenient Truth," was shown in a location with no movie theater.

Treatment group members gave generally favorable ratings to the climate change events in terms of how they helped change the way they currently think and will behave in the future about climate change. However, the favorable ratings rarely rise significantly above 50 percent of treatment respondents and, in all cases, are not significantly different than the ratings given by comparison group members.

In conclusion, MCCA generated "okay" but not great awareness of its climate change information events. This is unfortunate, as the findings further suggest that, once residents are aware of such events, a significant (or non-trivial) number are likely to participate. This conclusion must be considered in light of the significant variation in awareness and participation across the eight treatment municipalities, and across the different informational events. It also strongly suggests some combination of the following: (1) uneven implementation quality across municipalities and events, (2) uneven publicity by MCCA and implementing partners, (3) characteristics of different events that make them appealing to municipality residents, and (4) characteristics of different municipalities that make them likely to pay attention to or participate in climate change information events.

In terms of the perceived usefulness of MCCA's climate change informational events, once again the results are "okay" but not great. One might reasonably have expected that more than 50 percent of those aware of such events would consider them useful in changing how they think about and behave toward climate change. In addition, other than general awareness of such events (which is

important), there was little to distinguish MCCS' climate change events from other “generic” climate change events in comparison municipalities in terms of participation rates and perceived usefulness.

These findings and conclusions may help explain the consistent lack of positive impact found in attitudes and actions related to climate change, civic activism, intra-community engagement, and social cohesion. That is, one would not reasonably expect to observe significant activity impact in the above areas given (1) low overall awareness of MCCS climate change informational events, (2) low overall participation in the climate change informational events, and (3) “okay” perceived usefulness of climate change informational events.

## MCCS Climate Change Projects

### Quantitative Findings

MCCS implemented two climate change projects in each of the eight treatment municipalities: an urgent action project and a pilot project. The endline survey asked treatment respondents whether they were aware of these projects, how they heard about the projects, who they think planned and implemented the projects, the usefulness of the projects, and to what extent the projects affected how they think and behave toward climate change.

Table 41 lists the urgent action and pilot projects implemented in each of the eight treatment municipalities, and the percentage of treatment respondents claiming to be aware of them. Overall, 24.0 percent of treatment respondents, ranging from a high of 50 percent in Bogdanci to a low of 4.8 percent in Krivogashtani, were aware of one of the projects; 24.8 percent, ranging from a high of 45.7 percent in Mavrovo and Rostushe to a low of 9.3 percent in Vinica, were aware of both projects. Thus, slightly less than one-half of treatment respondents were aware at least one of the two projects.

**TABLE 41: AWARENESS OF URGENT ACTION AND PILOT PROJECTS (%)**

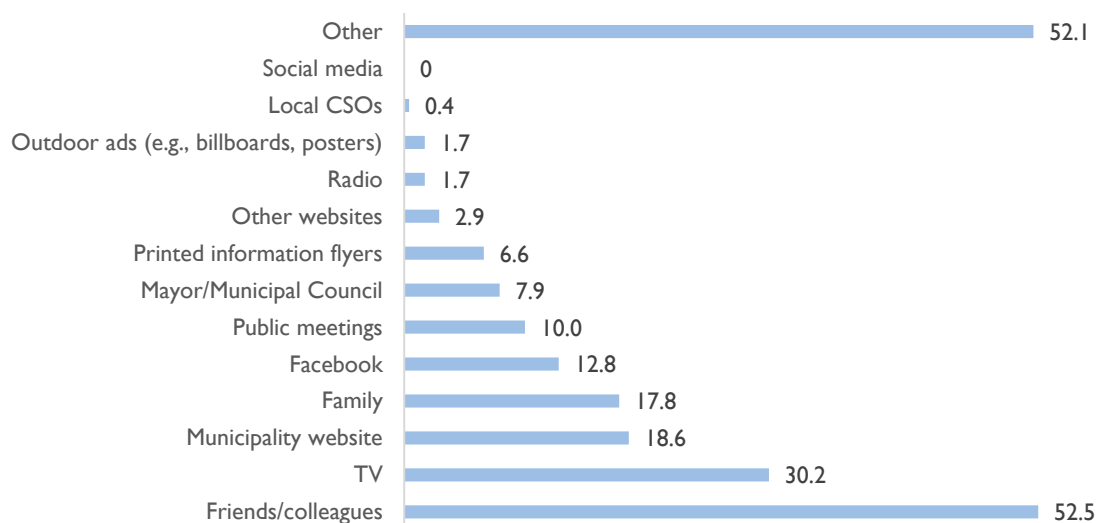
Project	Percentage
<b>Krivogashtani (N=64)</b>	
Urgent action: Reconstruct city hall roof & windows	41.9
Pilot: Energy efficient adaptation of primary school & kindergarten	40.3
Aware of one project	4.8
Aware of both projects	38.7
<b>Pehcevo (N=68)</b>	
Urgent action: Install drinking water filter in purification station	57.4
Pilot: Energy-efficient adaptations of public buildings	45.6
Aware of one project	32.4
Aware of both projects	35.3
<b>Bogdanci (N=52)</b>	
Urgent action: Thermal insulation of kindergarten	19.2
Pilot: New water supply tank	65.4
Aware of one project	50.0
Aware of both projects	17.3
<b>Tearce (N=37)</b>	
Urgent action: Install energy efficient street lights	32.4
Pilot: Reconstruct riverbed and cascade cut-off walls	29.7
Aware of one project	35.1
Aware of both projects	13.5
<b>Vinica (N=86)</b>	
Urgent action: Clean and regulate Kajanecki valley, village Istibanja	9.3
Pilot: Regulate Osojnica riverbed and bridge	52.3

Project	Percentage
Aware of one project	43.0
Aware of both projects	9.3
<b>Bogovinje (N=62)</b>	
Urgent action: Clean riverbeds	27.4
Pilot: Install water meters	21.0
Familiar with one project	6.5
Familiar with both projects	21.0
<b>Mavrovo and Rostusha (N=46)</b>	
Urgent action: Reconstruct roof, replace windows, build energy façade municipal building	54.3
Pilot: Rehabilitate landslides	56.5
Aware of one project	19.6
Aware of both projects	45.7
<b>Studenichani (N=80)</b>	
Urgent action: Renovate municipal drinking water storage tank	23.8
Pilot: Rehabilitate riverbed and landslide	30.0
Aware of one project	6.3
Aware of both projects	23.8
<b>Total (N=495)</b>	
Aware of one project	24.0
Aware of both projects	24.8

With the notable exceptions of Bogdanci and Vinica, the percentage of respondents who were aware of either the urgent action or pilot projects was relatively close. In some cases, respondents were more aware of the urgent action projects, while in other cases, they were more aware of the pilot projects.

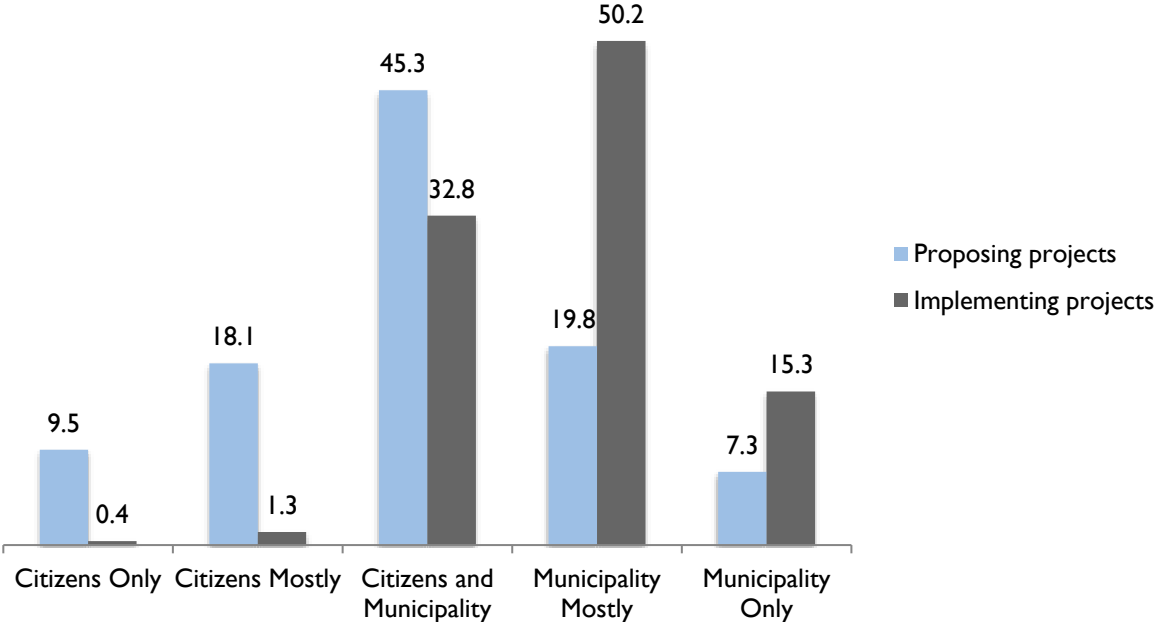
More than half (52.5 percent) of treatment respondents cited friends and colleagues as their source of information about the urgent action and pilot projects, followed by other sources (52.1 percent), television (30.2 percent), the municipality website (18.6 percent), family (17.8 percent), Facebook (12.8 percent), public meetings (10.0 percent), and a variety of other sources (less than 10 percent) (see Figure 20).

**FIGURE 20: INFORMATION SOURCES OF URGENT ACTION & PILOT PROJECTS (%)**



The urgent action and pilot projects were to be identified and implemented as part of a community-based participatory process, which would, presumably, give them greater legitimacy in the eyes of municipality residents and greater public buy-in. To see whether this was the case, the survey asked treatment respondents familiar with the projects who they thought was responsible for proposing and implementing them. As seen in Figure 21, 72.9 percent of respondents thought the projects were proposed by citizens or some combination of citizens and the municipality, while two-thirds believed they were implemented either entirely or mostly by the municipality.

**FIGURE 21: RESPONSIBILITY FOR PROPOSING AND IMPLEMENTING URGENT ACTION AND PILOT PROJECTS (%)**



As Table 42 shows, of those treatment respondents who were aware of the urgent action and pilot projects, approximately one-half somewhat or strongly agreed the projects addressed an important municipality need and will help the municipality better deal with climate change. Approximately one-third somewhat or strongly agreed the projects helped them understand climate change better, helped change the way they think about climate change, and helped change their current and future behavior toward climate change. At the same time, an approximately equal amount somewhat or strongly disagreed that the projects helped affect their understanding or behavior toward climate change.

**TABLE 42: PERCEPTIONS ABOUT THE USEFULNESS OF THE URGENT ACTION AND PILOT PROJECTS (%)**

Perceptions	Strongly Disagree	Somewhat Disagree	Neither Agree or Disagree	Somewhat Agree	Strongly Agree
Addressed important municipality need	4.6	9.2	22.7	52.5	10.9
Will help municipality deal with climate change better	7.6	11.9	24.6	47.5	8.5
Useful in helping me understand climate change better	21.7	10.6	32.8	29.4	5.5
Helped change the way I think about climate change	22.6	12.0	30.8	26.5	8.1
Helped change my behavior with regard to climate change	22.6	13.7	32.9	22.2	8.5
Will help change my behavior with regard to climate change	20.1	14.1	28.2	28.6	9.0

### Qualitative Findings

Implementation of the urgent action and pilot projects in case study municipalities varied by municipality. In some cases, implementation was relatively smooth, while in others, problems seriously affected the implementation process and project completion. Similarly, urgent action and pilot projects produced uneven results across case study municipalities, while perceptions of the projects by KII and FGD participants also varied widely.

Implementation problems were particularly prevalent for the urgent action projects. In Tearce, the urgent action project appeared to successfully replace mercury light bulbs in the town’s outdoor lights with energy efficient lights. Key informants stated, however, that not all the old light bulbs were replaced with new bulbs, and that light bulbs were not turned on at night or were left on during the day.<sup>20</sup>

In Studenichani, the urgent action project refurbished the water reservoir, water pump station, and pressured pipeline to supply the upper part of the town with a reliable source of drinking water. Nonetheless, the refurbished reservoir was not functioning at the time of the case study fieldwork because the project failed to secure the cooperation of the water authority to install a new pump switch, which was necessary for the pump to operate. Consequently, water shortages were continuing at the time of fieldwork.

In Vinica, the urgent action project was to clean and level the Kajanec Ravine in the village of Istibanja to prevent flooding of abutting buildings and fields. When the evaluation team visited the project site, it found no evidence that any work had been done. MKM did assert that the work was done, but was later washed away by rain and was “simply not sustainable.”

The one successful urgent action project was in Bogdanci, which installed an insulated roof on the municipal kindergarten. According to key informants, the new roof has contributed to creating better conditions for children and teachers. At the time of the fieldwork, the roof appeared to be in good condition.

Implementation and results for the pilot projects fared better overall. Two of the four projects in case study municipalities appeared to have been successfully implemented, and delivered benefits to

<sup>20</sup> In the latter case, this may have been due to deliberate sabotage by a municipal employee who opposed the project, although the evaluation team could not confirm this.

local citizens. In Studenichani, repairs to the riverbed have helped reduce flooding and erosion in the center of town, while in Bogdanci, the construction of a new water reservoir tank solved problems with the old water system. Now 600 people living in the center of town have access to a reliable source of clean water.

In Tearce, the pilot project to reconstruct the bed of the Ponika River in the village of Dobroshte was successfully completed. However, residents complained that the process used to select this project lacked transparency or was done at the behest of the Mayor to locate the project in his home village (though this could not be confirmed). Even the local project implementing partner, Center for Education and Development, said it was not informed about which project had been selected. As a result, the project appears to have produced some ill will among those familiar with it, regardless of the positive benefits it is generating for the local community.

Finally, in Vinica, the pilot project to rehabilitate the bed of the Osojinca River was not completed at the time of the fieldwork. FGD participants expressed doubts that the project would produce the promised benefits, and speculated that it was intended to benefit a member of the ruling party who has land abutting the river (again, the evaluation team could not confirm this suspicion).

MKM reported that the urgent actions and pilot projects in the other four treatment municipalities were completed and functioning as planned.

**TABLE 43: IMMEDIATE EFFECTS OF URGENT ACTION AND PILOT PROJECTS**

<b>Project</b>	<b>Adaptation/ Mitigation Effect, Status</b>
<b>Bogdanci</b>	
Thermal insulation of kindergarten	Adaptation, mitigation; operational
Build new water supply tank	Adaptation; operational
<b>Tearce</b>	
Install energy efficient street lights	Mitigation; at least partially operational
Reconstruct riverbed and cascade cut-off walls	Adaptation; operational
<b>Vinica</b>	
Clean and regulate Kajanecki valley, village Istibanja	Adaptation; appears not to be operational as of October 2016
Regulate Osojinca riverbed and bridge	Adaptation; appeared still to be in progress as of December 2016
<b>Studenicani</b>	
Renovate municipal drinking water storage tank	Adaptation, mitigation; not fully operational as of October 2016
Rehabilitate riverbed and landslide	Adaptation; operational

As part of the GA approach, the municipal working groups were to identify a set of climate change goals and priorities, integrate them into a municipal climate change strategy, then submit it to the municipal council for approval. On approval, the next step was to create a monitoring group to track the implementation of the municipal climate change strategy. As with the urgent action and pilot projects, this part of the GA process met with mixed success in the case study municipalities.

In each case study municipality, the working groups created a climate change strategy and submitted it to the municipal council for approval. It was approved in all but one (Studenichani) of the four municipalities. Respondents in Bogdanci and Tearce praised the strategies, and the evaluation team found them to be well written and comprehensive.

Nonetheless, in two of these three municipalities (Tearce and Vinica), the monitoring group was not functional at the time of the fieldwork. In none of the three municipalities with an approved strategy did the municipal government appear to have received funding for or implemented any part of the

strategy. For budgeting purposes, municipalities must use a national budget template, which does not include a line item for addressing climate change issues. The municipalities lack the budget to implement the climate change strategy on their own, hence, are almost entirely dependent on external sources of funding to implement the strategy. So far, no external funds have been forthcoming in the case study municipalities. Implementation of the climate change strategies appears stalled.

## Conclusions

Awareness of the urgent action and pilot projects among treatment municipality residents exceeds residents' awareness of the MCCA climate change informational events. This reached as high as two-thirds of residents and clustered in the 40 to 60 percent range, with significant variations across projects and municipalities. The outlier municipalities in this case, Bogovinje and Studenichani, still record higher overall awareness than the average awareness of climate change informational events. The variation in awareness again suggests disparities in the quality of the publicity efforts that accompanied the urgent action and pilot projects.

Television was the most important source of information about the urgent action and pilot projects, despite not being one of MCCA's publicity mediums. This suggests that respondents erroneously recalled this source of information or that the projects received coverage on local or national television. Other important dissemination media include the internet (particularly the municipality website and Facebook) and word-of-mouth via family and friends.

The degree of "public ownership" of the urgent action and pilot projects is mixed. Residents perceived a large contribution of citizens in proposing the projects, but also a nearly equally significant role for the municipality (and, thus, diminished role of citizens) in implementing the projects. In three of the case study municipalities, the final selection and procurement stages of the pilot projects or urgent actions were opaque to participants in the GA process as well as to target beneficiaries and municipal residents more generally. In two cases in which expected benefits did not materialize (Tearce and Vinica), there were suspicious or negative reactions to projects – and to potential reputational damage to the local implementing partners, possibly dampening effects on activism and engagement, and negative interactions with political divides. In a third case, Studenichani, target beneficiaries expressed negative attitudes toward the municipality, potentially signaling a dampening effect on activism and engagement.

Finally, the perceived usefulness of the urgent action and pilot projects was low, for the most part. No more than one-third of treatment respondents saw the projects as useful in changing the way they understand, think about, and behave with respect to climate change. As learned in the case studies, both urgent action and pilot projects had a mixed record of success in terms of (1) the successful completion of the project, (2) the generation of positive benefits from the project, and (3) public perceptions of the project. In the latter case, a "successfully" completed project offered no guarantee that the public would perceive it favorably. Suspicions that the projects were influenced by political factors, or lacked transparency in their selection, cropped up with some frequency in the KIs and FGDs.

More generally, when considering the results of the climate change informational events and the urgent action and pilot projects together – including awareness, participation, public ownership, and perceived usefulness – they appear to fall significantly short of what would be necessary to (1) use climate change as a mechanism to mobilize municipality residents for the purposes of facilitating increased civic activism, intra-community engagement, and social cohesion, and (2) fundamentally and sustainably change the way municipality residents think and act with regard to climate change. This conclusion is reflected in both the quantitative and qualitative findings related to the EQs, which

consistently failed to find evidence of positive MCCA impact on attitudes about climate change, actions taken to address climate change, civic activism, intra-community engagement, and social cohesion.

The qualitative findings corroborate the conclusion from the quantitative findings of uneven implementation of the GA process, including urgent action and pilot projects. Urgent action projects in case study municipalities had particularly spotty results. Pilot projects fared better overall, but still suffered from implementation problems. Issues arising during the implementation of urgent action and pilot projects included unfinished or non-functioning projects and public skepticism about project selection and benefits, including perceptions of a lack of transparency or capture by political elites. Whereas three of the four case study municipalities were successful in creating a municipal climate change strategy, none have been subsequently implemented, with low prospects of future implementation. Further, the monitoring groups formed to monitor their implementation are not functioning, for the most part. There is, moreover, no evidence from the case studies that any of the four municipalities have taken independent action outside of MCCA to address climate change issues.

## Gender

### Quantitative Findings

With regard to the gender impact of MCCA, the question of greatest relevance is whether the GA activities impacted women within the treatment municipalities differently than men within the treatment group and the direction and size of this difference. To test this gender impact, the evaluation team re-ran the DID regression for each of the relevant outcome variables for the treatment group only and replaced the group-time interaction variable with a sex-time interaction variable (as described in Annex D). Only those cases in which the DID coefficient is statistically significant are reported below.

### Awareness of Climate Change and Climate Change Impacts

There were three significant gender impacts related to treatment respondents' awareness of climate change and climate change impacts. As seen in Table 44, from baseline to endline, women in treatment municipalities were 1.53 times as likely as men to say they are fairly well or well informed about climate change, 63 percent as likely to agree that climate change affects agricultural growing seasons, and 1.37 times as likely to agree that climate change affects crop damage.

**TABLE 44: GENDER IMPACTS ON CLIMATE CHANGE AWARENESS**

Perceptions	Regression Method	Coefficient	Odds Ratio
Informed on ways to reduce climate change	OR	.430	1.537
How much affected by climate change: Agricultural growing seasons	OR	-.453	.636
How much affected by climate change: Crop damage	OR	.316	1.372

### Attitudes toward Climate Change

There were no significant gender differences for outcome variables measuring respondents' attitudes toward climate change.

## Actions to Improve Climate Change Adaptation and Mitigation

There was a single gender difference for outcome variables measuring actions taken by respondents to improve climate change adaptation and mitigation. From baseline to endline, women in treatment municipalities had become 2.0 times as likely men to say that international organizations were responsible for tackling climate change (see Table 45).

**TABLE 45: GENDER IMPACTS ON ACTIONS TAKEN TO IMPROVE CLIMATE CHANGE ADAPTATION AND MITIGATION**

Perceptions	Regression Method	Coefficient	Odds Ratio
Responsibility for tackling climate change: International organizations	Logit	.716	2.047

## Civic Activism

There were six significant gender impacts related to civic activism. As seen in Table 46, from baseline to endline, women in treatment municipalities were 36 percent as likely as men to be better informed on local issues, 2.7 times as likely to have engaged in activities to address a social problem over the last 12 months, 67 percent as likely to be better informed about local NGOs/CSOs, 1.7 times as likely to be more motivated to engage in activities of CSOs, 47 percent as likely to have attended an NGO/CSO event in the last 12 months, and 2.4 times as likely to have provided professional services for free in the last 12 months.

**TABLE 46: GENDER IMPACTS ON CIVIC ACTIVISM**

Perceptions	Regression Method	Coefficient	Odds Ratio
Informed about local issues	OR	1.010	.364
Engaged in activities to address social problem	Logit	.980	2.665
Informed about local NGOs/CSOs	OR	.397	.672
Motivated to engage in activities of NGOs/CSOs	OR	-.538	1.712
Attended an event of activity by NGOs/CSOs	OR	.749	.468
Provided professional services for free	Logit	.882	2.416

## Intra-Community Engagement

There were two significant gender differences for outcome variables measuring intra-community engagement. From baseline to endline, women had become 2.3 times as likely as men to take part in a campaign to address climate change, and 1.3 times as likely to agree that women can influence municipal priorities as much as men.

**TABLE 47: GENDER IMPACTS ON INTRA-COMMUNITY ENGAGEMENT**

Perceptions	Regression Method	Coefficient	Odds Ratio
Took part in a campaign to address climate change	Logit	.829	2.292
Women can influence municipal government priorities as much as men	OR	.264	1.302

## Social Cohesion

The sole gender impact related to social cohesion was that, from baseline to endline, women were 58 percent as likely as men in treatment communities to agree that people from all ethnic groups work well together within their municipality.

**TABLE 48: GENDER IMPACTS ON SOCIAL COHESION**

Perceptions	Regression Method	Coefficient	Odds Ratio
People from all ethnic groups work well together	OR	.545	.579

### Qualitative Findings

The case studies found mixed results about female participation in the GA process in treatment municipalities. In three of the four municipalities (Bogdanci, Tearce, and Vinica), women were reasonably represented and participated actively in the GA process. According to key informants in Bogdanci, women there were more likely than men to be engaged in civic activism. This was reflected in the working groups, in which 50 to 78 percent of members – depending on the group – were women. MKM reports show that most participants in all MCCA activities in Bogdanci were women.

In Vinica, of 30 members in its three working groups, 15 (50 percent) were women. According to a key informant, “women’s leadership was never a problem in Vinica.” Again, the working group membership reflected the general municipality characteristic of female leadership and participation. Relative female participation in Studenichani was lower than in Bogdanci and Vinica, but not far behind. Of 33 working group members in three groups, 13 (40 percent) were women.

Tearce was the one case study municipality in which female participation lagged significantly behind the others. Women’s participation is generally a challenge in Tearce. This was reflected in its working group composition and remained so throughout the course of MCCA, affecting the number of women trained as well as those involved in GA process meetings. Of the three working groups formed in Tearce, only 6 of the 31 members (19 percent) were female. The one female working group coordinator in Tearce explained it this way: “Women are not very active in our municipality. They still have the traditional role of being mostly at home, taking care of the household. Also, if married, they need permission from their husbands to participate, and the men are not very liberal here.”

In terms of general community participation, each of the case study municipalities made significant efforts to include people from different social groups, with overall success. The working groups were reasonably reflective of the general population within the municipalities, including, as noted above and with one exception, women.

### Conclusions

MCCA made a concerted effort to involve women and other members of diverse social groups in the GA process. The pilot did an overall decent job in the process as evidenced by the rate of female participation in the working groups. In all municipalities but Tearce and Studenichani, women faced no barriers to participating in the GA process, and participated at a similar rate to men. Residents drawn from a variety of social groups also participated in the GA process, and appeared to face no significant barriers to their participation.

The quantitative analysis yielded several cases in which the baseline to endline impact differed among women and men in the treatment municipalities. The most significant differences were found in variables measuring dimensions of civic engagement. However, these cases were relatively few compared to the total number of outcome variables analyzed, and evinced no consistent patterns. In some cases, the impact was larger among women, while in other cases, the impact was larger among men. These findings do not allow any generalized conclusions about how the GA process affected women relative to men.

# OVERALL CONCLUSIONS

Evidence from this IE supports the conclusion that M CCS *did* have a significant and positive impact on treatment municipality residents in terms of their (1) general awareness of climate change, (2) overall awareness of the local impacts of climate change, and (3) overall awareness of the global impacts of climate change.

However, the IE evidence supports the conclusion that M CCS *did not, with few exceptions*, have a significant and positive impact on treatment municipality residents in any of the following areas: (1) awareness of the specific impacts of climate change, (2) attitudes toward climate change, (3) actions to improve adaptation to climate change, (4) actions to mitigate climate change, (5) attitudes toward civic activism, (6) levels of civic activism, (7) attitudes toward intra-community engagement, (8) levels of intra-community engagement, (9) attitudes toward social cohesion, or (10) levels of social cohesion.

The lack of positive impacts from M CCS interventions is not necessarily surprising. No project is guaranteed to generate positive impacts. However, the evaluation's findings of negative impacts are surprising, as there is no strong *a priori* reason to hypothesize that M CCS would worsen knowledge, attitudes, or behaviors related to climate change, civic activism, intra-community engagement, or social cohesion. Drawing heavily on the qualitative evidence from the four case studies, possible explanations for the paucity of positive impacts and occasional negative impacts include:

1. Weaknesses in the activity design, particularly in its theory of change.
2. Political polarization in treatment municipalities, which M CCS could not overcome (in part, due to weaknesses in its theory of change).
3. Institutional weaknesses inherent in Macedonia's system of municipal government.
4. Weaknesses in activity implementation.
5. Presence of other development programs in comparison municipalities.
6. Selection of treatment and comparison municipalities for the IE.
7. Timing of the baseline data collection for the IE.
8. Unaccounted for "noise" in the statistical analysis.

Each of these possible explanations is discussed further below.

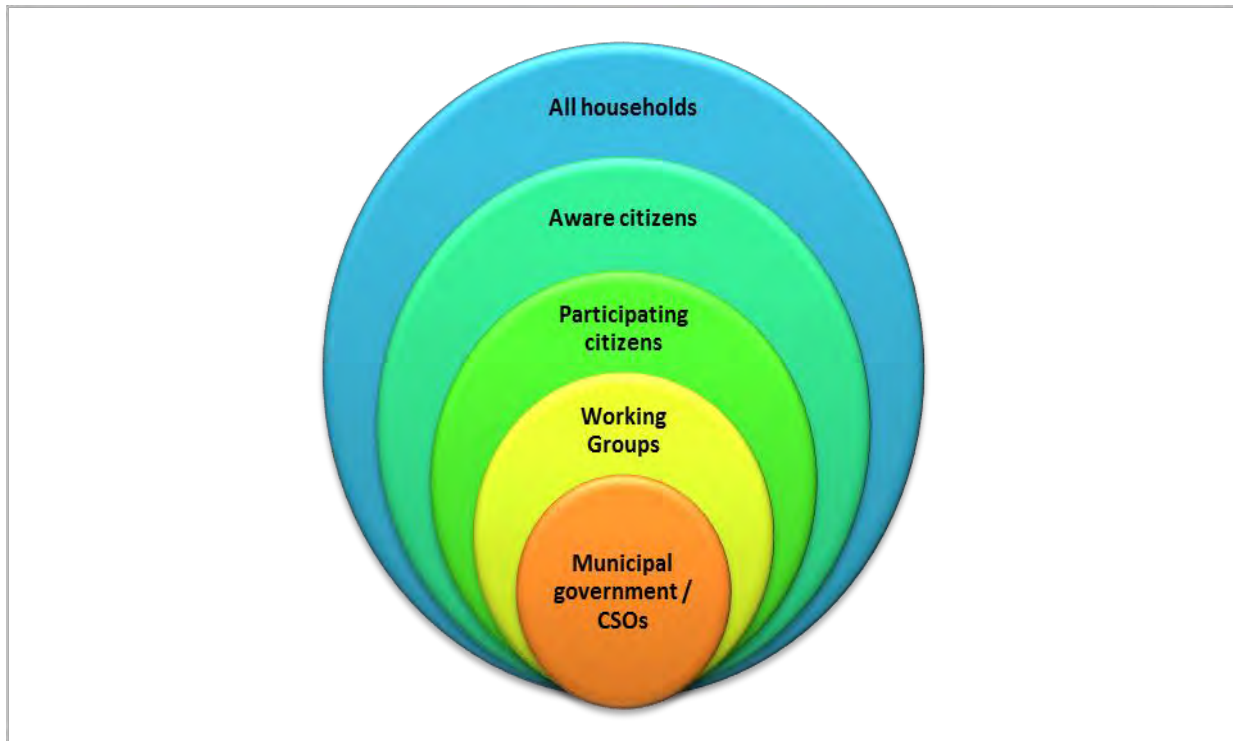
## Weaknesses in Activity Design

The GA process directly involves a small number of individuals in each municipality where it is implemented, both in absolute and relative terms. The population of case study communities totaled 8,707 in Bogdanci, 17,246 in Studenichani, 22,454 in Tearce, and 19,938 in Vinica. In contrast, the number of people attending the initial GA meetings totaled approximately 92, 70, 46, and 140, respectively. The number of people participating actively in the GA process after that was even smaller. It was estimated at 52 in Bogdanci, 33 in Studenichani, 30 in Tearce, and 30 in Vinica. Thus, any impact that M CCS would have on the remaining municipality residents – particularly in the areas of civic activism, intra-community engagement, and social cohesion – would necessarily occur indirectly through a diffuse set of interactions.

This idea is captured in Figure 22, where the size of the circles represents the number of individuals from different stakeholder categories likely to have been affected by the GA process. The smaller circles represent engagement by fewer people, while the larger circles represent engagement by more people. At the same time, the level of engagement of people in the stakeholder groups in the

inner circles is expected to be higher, and the level of engagement of people in the stakeholder groups in the outer circles is expected to be lower.

**FIGURE 22: STRATA OF ENGAGEMENT OF DIFFERENT MCCS STAKEHOLDER GROUPS**



In the evaluation team’s judgment, the expectation that an intervention with the scope of MCCS would have a significant and community-wide impact on outcomes such as civic activism, intra-community engagement, or social cohesion – which are affected by other, powerful external factors such as long-standing cultural norms, political polarization, ethnic tensions, local patriotism, and bad faith by government officials – is not a reasonable expectation. Holding a series of meetings attended by a few dozen people, hosting a few informational events, and constructing two infrastructure projects are unlikely to overcome all these other factors. The activity’s design further assumed that organizing all these interventions around the topic of climate change is a sufficient incentive for community members to assemble and engage with each other, with their municipal government, and with civil society (e.g., NGOs/CSOs). This is a questionable assumption, and one the evaluation results failed to validate.

## Political Polarization

Macedonia’s party politics have long been highly contentious, and they reached a crisis point in 2015. This accelerating political polarization provided the backdrop to MCCS’ ambitious efforts to address civic activism, intra-community engagement, and social cohesion. The case studies found that political party affiliation is one of, if not the, most significant cleavage in treatment communities. Not surprisingly, inter- and intra-party politics in each of the case study municipalities emerged as dominant challenges to using the GA process to influence socially constructed variables like civic activism, intra-community engagement, and social cohesion.

In Studenichani, general party conflict, combined with project coordinators possibly perceived as partisan, could at least partially explain why the municipality’s climate change strategy had not been

passed more than a year after it had been drafted. Partisanship likely contributed to delays in replacing the water pumps associated with the urgent action reservoir as well, as the head of the Skopje water authority is associated with the ruling party (at the national level), while the mayor of Studenichani is allied with the opposition.

In Bogdanci, a common theme among key informants was that political divisions were the “only ones” that mattered. Political differences and favoritism emerged repeatedly in KIIs and FGDs as ongoing obstacles to participation, engagement, and open discussion. While participation in the GA process may have improved some stakeholders’ attitudes about working with or engaging others, ultimately the numbers affected were limited to those direct participants in the GA process.

Political partisanship also emerged as the most salient issue affecting community relationships and engagement in Vinica. Target beneficiaries of the pilot project expressed deeply rooted, ongoing animosity toward local members of the ruling party. In the absence of a broader understanding of MCCA, the urgent action and pilot projects had no effects on attitudes toward political divisions among target beneficiaries.

Political polarization also manifests itself in what key informants call “local patriotism,” which refers to the primacy of village origins and allegiances in politics and decision-making, and it can override party affiliation (and ethnic identity) to create intra-party and intra-group conflict. Local patriotism emerged as a critical issue in Tearce, as explained by one of the working group participants from that municipality:

*“It is specific for us that we as citizens are highly sensitive to our local customs and we are very connected to the community in our villages. There is some kind of competition between the villages. Although Tearce is the municipal center, for years nothing has been done in this village. Most of the municipal funds are spent in the mayor’s village [Dobroshte]. When we ask for something for Tearce, the answer is that there is no money.”*

The way the pilot project was selected in Tearce (which is discussed further below) played into residents’ perceptions of local patriotism, and thus may have worked against any gains otherwise achieved through the GA process. As noted by a female FGD participant:

*“I’ve heard of some surveys for climate change that were conducted recently. Apparently, some project connected with Bistrica’s riverbed was supposed to be developed. However, that same project was instead used for reconstructing the river of Ponika in Dobroshte. The reason for that is clear: the mayor is from Dobroshte, not Tearce. They used it for personal gains.”*

Thus, Tearce residents’ belief that local patriotism drives decision-making may have been exacerbated by the way the pilot project was finally decided upon, given that they understood the decision was to be an outcome of the participatory GA process.

Political polarization, along with increased anti-U.S. rhetoric, may also have affected how respondents answered evaluation questions, making them more negative. Thus, in the case study municipalities, KII respondents may have used the evaluation interviews to express their anger with local and national government, political parties, donors and other actors because of partisanship. This was part of a larger feeling of frustration with governance and politics in Macedonia and their municipality, and a desire to be heard.

## Institutional Weaknesses of Municipal Governments

Municipal governments play a significant role in implementing the GA process, including selecting, funding, and implementing urgent action and pilot projects, and implementing municipal climate change strategies. However, municipal governments suffer from institutional weaknesses that constrain their ability to fulfill this role. Thus, at the time of endline, none of the case study municipalities had taken any action to implement their climate change strategies.

Perhaps the single greatest weakness is the lack of funding to implement climate change strategies. Respondents in all four case study municipalities indicated that municipal finances are generally too tight to enable further action in the absence of additional external funding. The implication was that municipal budgets are generally quite limited, and are perceived as insufficient to cover all but the basic operations and highest priority projects of the municipalities. The two case studies done previously (in Krivogashtani and Pehcevo) documented an intention at the municipal level to invest cost savings from energy efficiency measures funded by MCCS into further energy efficiency measures. The evaluation team conducted a few follow-up interviews in Pehcevo, but could not confirm that these plans had been fulfilled. From the four new case studies, the team could not confirm cost savings, and respondents did not offer examples of the use of cost savings. Hence, while MCCS envisioned that urgent actions and pilot projects might save municipalities money that could be applied to climate change mitigation/ adaptation activities, it is possible that any savings would be put into operations or current urgent needs.

Municipal governments are also heavily dependent on transfers from the national government to fund their spending priorities. The budgeting process is highly centralized, and the templates municipal governments use to complete their budget requests do not include a line item to address climate change issues. Hence, funding to support such activities must be incorporated into the budget requests using creative methods. None of the case study municipalities had received federal funding to implement their climate change strategies at the time of the evaluation fieldwork. In Tearce, there was an intent to reduce expenses for public lighting. In correspondence following fieldwork, MKM reported that, “because of the centralized financing of municipalities they were unable to use these savings for additional energy efficiency measures as these savings resulted in lower transfers from the central budget in the following year.”

Nor had the municipalities used their climate change strategies to solicit donor funding for their climate change strategies. According to USAID, it was envisioned that EU funding would be available for climate change activities, and that the MCCS municipalities might be able to obtain such funding. Municipal climate change strategies include projections about needed budgets and potential resources, including the EU (via the Instrument for Pre-Accession Assistance in Rural Development [IPARD], for example). USAID believes that the amount of instability at the national level led to a drying up of additional resources and, thus, diminished opportunities to secure funding for implementation of municipalities’ climate change plans.

Staff shortages, or shortages of qualified staff who are actively engaged in municipality business, is another institutional weakness. A further institutional weakness is the traditional mindset toward development projects like MCCS, which certain municipal officials see more as an opportunity to pursue political or personal ends, rather than an opportunity to improve the lives of municipal residents.

Studenichani is an example of both these conditions. While the municipal government did strive to complete all steps in the GA process, key informants observed they did so perfunctorily and to obtain the project, not to involve citizens in policy making. At the same time, the municipality has only around 20 employees, all of whom are over-stretched, including by the demands of donor

interventions. Generally, the municipality has relatively low human capital, understanding, and experience. Studenichani is also a traditional, rural municipality in which hierarchy is an important value that meshes poorly with the types of participatory approaches emphasized by MCCS.

Bogdanci is another example where, due to limited capacity in finances, human resources, and legal standing, the municipal government's ability to respond to the concrete requirements of the climate change strategy had not changed. Hence, its incentives to engage with residents on this and other issues also had not changed because of the GA process, despite the successes of MCCS in this municipality.

## Weaknesses in Activity Implementation

Macedonia is home to other development programs implementing infrastructure projects. One example is the Swiss Agency for Development and Cooperation (SDC) Community Forum, which has implemented infrastructure projects in MCCS municipalities. Thus, residents are used to seeing the types of infrastructure projects implemented by MCCS, and may have difficulty connecting them to climate change adaptation/mitigation absent an accompanying and effective information campaign. Notwithstanding, only around one-half of municipality residents were aware of the urgent action or pilot projects, which, owing to the relatively small size of the municipalities, appears low. Of these, only one-third (about 17 percent of all municipality residents) found the urgent action or pilot projects useful for changing how they think and behave about climate change. These results suggest some important weaknesses in the quality of MCCS' publicity efforts, or in the effectiveness of those publicity efforts in helping residents make the connection between the projects and climate change.

For example, in Studenichani, none of the case study FGD participants were aware of the GA process or the urgent action project, despite the fact they were all drawn from the neighborhood that would have benefitted the most from the renovation of the municipal drinking water storage tank. According to one of the FGD participants:

*"I can't understand why no one came to consult us before they started with the construction of this reservoir. No one came to ask if this reservoir was beneficial, to ask whether we needed it, or at least to ask us if we would like to be included in these activities. Why didn't a representative come to talk with the people, with the citizens that are living in this municipality?"*

In Tearce, those who benefitted from the urgent action project, but who did not otherwise participate in the project, perceived no relationship between the urgent action and climate change mitigation (viewing it as a cost saving measure primarily benefitting the municipal government). Nor did residents view the pilot project through the lens of climate change adaptation.

While the use of television might have helped even out these disparities, as noted above, MKM could not use broadcast media. Nevertheless – given the political environment – a greater emphasis on smaller-scale, intensive, targeted communications efforts appears to have been needed. This is because another implementation problem involved respondent perceptions regarding the transparency and legitimacy of the process used to select urgent action or pilot projects. In Tearce, the original implementing partner dropped out and, in its place, MKM negotiated directly with the municipal government to select the pilot project, with adverse effects. Key informants voiced this concern repeatedly, arguing that the way the decision on the pilot project was made undercut the potential benefits of the participatory process. According to a Center for Education and Development (CED) board member who participated in a working group:

*“We have a problem now as an organization, because people have lost their trust in us. We were approaching them, asking them to participate in the working groups saying that their opinion is important and it will be heard, but at the end the decision was made without any consultations with CED as the local partner and members of the working groups.”*

A farmer participating in one of the working groups in Tearce similarly commented:

*“The project was very well thought through in terms of helping the municipality and in the first place the citizens to tackle a problem that affected them and was related to climate change. However, it did not end as we expected. At the end, the project was hijacked by the municipality and the funds were directed to what the municipality considered urgent, not the citizens.”*

Thus, the tensions around the pilot project, which was widely perceived as a non-transparent and politicized decision, have the potential to confirm citizens’ cynicism about public policymaking in Tearce, and discourage engagement in the future.

Another, weakness in activity implementation was the failure to complete an urgent action or pilot project and to counteract perceptions of poor implementation. These are discussed in the findings above and, as of the close of fieldwork, included the installation of energy efficient street lights in Tearce, cleaning and regulating the Kajanecki valley, regulating the Osojnica riverbed and bridge in Vinica, and renovating the municipal drinking water storage tank in Studenichani. It is possible the problems around these projects may have reinforced pre-existing citizen cynicism about the value of social activism or engagement.

In Vinica, the failure to complete the urgent action project contributed to the (incorrect) perception that the implementing partner had embezzled the money meant for the project. Further, residents of areas presumably benefitting from the pilot project said they were unaware of the GA process, expressed a sense of exclusion from decisions related to the urgent action and pilot project, and viewed those activities’ outcomes as the products of informal deals – and were, in any case, skeptical about their benefits.

Given the pre-existing levels of skepticism and cynicism, abetted by prevalent political polarization, it stands to reason that moving attitudes and behavior favorably, and thus overcoming entrenched attitudes and behaviors, is much more difficult than reinforcing those attitudes and behaviors. In other words, it quite possibly requires a much larger impact to move the needle forward than backward.

Finally, while the worsening political climate likely made it more difficult to implement MCCA, and to achieve all its objectives, implementation appears also to have been accompanied by an under-emphasis – given the political setting – on conflict analysis, Do No Harm approaches, and M&E or other feedback loops that might have helped the project avoid or mitigate some of the problems and unintended effects laid out in this report.

Analysis of the household survey data produced some negative findings, implying that membership in the treatment group was associated with worse performance over time on measures of climate change awareness, attitudes, and behavior; civic activism; intra-community engagement; and social cohesion, relative to the comparison group. These negative findings were unexpected, as the evaluation team had no *a priori* reason to expect that participation in the GA process would adversely affect these outcomes. After the fact, no obvious explanation for these findings presents

itself, although the evaluation team has identified several factors that might help explain them. These are discussed below.

## **Presence of Other Development Programs in Comparison Municipalities**

Answers to survey questions on climate change informational events by comparison respondents suggest that similar climate change initiatives (or other initiatives respondents confused or equated with climate change initiatives) were ongoing in those municipalities as well. If accurate, this could have the effect of reducing the impact of MCCA climate change initiatives relative to those in the comparison communities, depending on what were the comparative impacts of those initiatives. During the time frame MCCA, UNDP, and the Global Environment Facility were active in the areas of environment and climate change in Macedonia, for example.<sup>21</sup> Unfortunately, the timing of the endline did not make it possible for the evaluation team to follow-up and determine just what climate change (or climate change-like) initiatives were being implemented in comparison communities.<sup>22</sup>

The evaluation team confirmed that, aside from possible climate change initiatives, both treatment and comparison municipalities benefitted from other development initiatives, including the SDC Community Forum and Budget Forum initiatives. These use similar participatory community strategic planning activities, including the implementation of community infrastructure projects. In fact, the presence of Community Forum initiatives was one of the criteria used to assign municipalities into the treatment and comparison groups (Table 49 lists Community Forum and Budget Forum initiatives implemented in treatment and comparison municipalities). As with possible climate change initiatives, the presence of such initiatives could have the effect of reducing the impact of MCCA climate change initiatives relative to those in the comparison communities, depending on what were the comparative impacts of those initiatives.

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<sup>21</sup> UNDP, <http://klimatskipromeni.mk>; GEF, <https://www.thegef.org/country/macedonia>. The evaluation team also learned of a project based in Gevgelija intended to involve citizens in six municipalities (none of them in the treatment or comparison group) in decision-making related to the environment, and development of action plans for environmental protection.

<sup>22</sup> Thus, from the survey data, the evaluation does not have specific information on what events might have been conducted or who implemented them; in the survey, respondents reported only what they remembered. Nor did the team conduct qualitative research in the comparison municipalities. The information on other donors provided in the report is based on a literature and web review, but is not an exhaustive list.

**TABLE 49: SDC COMMUNITY FORUM AND BUDGET FORUM INITIATIVES IN TREATMENT AND COMPARISON MUNICIPALITIES**

Treatment Municipality	Participation in Community Forum	Participation in Budget Forum	Priority Project Selected and Supported by SDC
Pehcevo	2012-2014	2016-2017	Landscaping and development of the central city area
Vinica	2012-2014	NA	Kindergarten of the 21 <sup>st</sup> century
Bogdanci	NA	NA	NA
Krivogashtani	2012-2014	2015-2016	Asphalting of streets
Tearce	NA	NA	NA
Studenichani	2012-2014	2014-2015 2016-2017	Asphalting of a street
Bogovinje	2009-2011 2012-2014 (with Brvenica)	2011-2012	Arrangements of the river beds Reconstruction of a road (with Brvenica)
Mavrovo and Rostuse	2011-2012	2014-2015	Tilling of local roads, litter bin, sport field

Comparison Municipality	Participation in Community Forum	Participation in Budget Forum	Priority Project Selected and Supported by SDC
Debarca	2012-2014 (with Struga)	NA	Purchase of waste collection vehicle
Kratovo	2011-2012	NA	Multimedia Center
Zrnovci	-	NA	NA
Brvenica	2012-2014 (with Bogovinje)	2016-2017	Reconstruction of a road
Arachinovo	NA	NA	NA
Jegunovce	NA	NA	NA
Chashka	2007-2009	NA	Reconstruction of parts of streets
Resen	2008-2010	NA	Improving the water supply in Prespa

## Selection of Treatment and Comparison Municipalities

As previously discussed, the selection of treatment and comparison municipalities included municipalities in the treatment group ranked in the bottom half of MKM's initial municipality ranking – Bogdanci (9 of 16), Pehcevo (14) and Studenichani (16) – and excluded municipalities ranked in the top half – Delchevo (1), Radovis (4) and Debarca (5). MKM contends this selection process introduced a systemic negative bias in the evaluation findings. While the evaluation team acknowledges this possibility, the purpose of the selection process was to achieve a reasonable balance (similarity) between treatment and comparison municipalities, not to ensure that the “best” municipalities were assigned to the treatment group and vice versa. This would have biased the findings in the opposite direction. Subsequent analysis found that municipality performance did not necessarily adhere closely to its original ranking, in that Pehcevo and Bogdanci were relatively strong performers, while Vinica (2 of 16) was a relatively weak performer. True to its original ranking, however, Studenichani proved to be the worst performer among treatment municipalities. While the selection of municipalities to include in the MCCA evaluation had some issues, the assignment of those municipalities into treatment and comparison groups was done to result in two comparable groups, which was in line with the quasi-experimental design.

## Timing of Baseline Data Collection

As previously discussed, baseline data collection took place a couple of months after initial MCCA stakeholder meetings had taken place in Round I municipalities. MKM contends this introduced an

additional negative bias in the findings, in that the evaluation was not able to capture the full extent of positive change that occurred over time within the treatment municipalities. Such a possibility is acknowledged, but in the evaluation team’s judgment, the likelihood is low that significant positive impacts resulting from the GA process on such intractable outcomes as social activism, intra-community engagement, or social cohesion would have begun emerging at the household level at the time of the baseline.

## Unaccounted for Noise

There is also the possibility that the findings reflect unaccounted for “noise” in the data. The large volume of statistical tests run in the analysis was probably bound to produce an occasional unexplained result. This does not fundamentally change the lack of evidence that MCCA produced any kind of systematic positive impact on the outcomes of interest for this IE, with the notable exceptions of general awareness of climate change and its impacts.

# RECOMMENDATIONS

Drawing on its findings and conclusions, the evaluation team provides the following recommendations to USAID to inform future climate change and democracy and governance programming for activities similar to MCCA. Reflecting major overall conclusions, these are grouped into recommendations regarding design, implementation, and context and results monitoring.

## Design

- If the objective is to affect relatively intractable outcomes such as civic activism, intra-community engagement, or social activism, design interventions with more direct and stronger theoretical linkages between the intervention and desired outcomes. For MCCA, theoretical linkages between interventions and desired outcomes were relatively weak and were expected to operate relatively indirectly.
- If the objective is to achieve systemic, community-wide effects, ensure that the scale of the intervention allows for enough residents to participate directly in the activity and be reached via publicity campaigns. It is unreasonable to expect systemic change in cases where relatively few community members directly participate or are directly exposed to interventions.

## Implementation

- When expected outcomes hinge critically on the success of (presumably) high-profile and relatively high-cost interventions, the interventions should only proceed if they can be done the “right way.” At a minimum, this includes successfully completing the intervention and involving all required stakeholders in the process as appropriate. In several cases, key components of MCCA (urgent action and pilot projects) were not implemented successfully or failed to involve critical stakeholders in the process. In such cases, desired benefits from the intervention are unlikely to occur.
- Ensure that participatory processes carried out in tense political settings are as fully participatory and transparent as possible to avoid misunderstandings. Stages that are not entirely participatory must be clearly explained to stakeholders.

- During the procurement process, take into consideration bidders' understanding of national and local political dynamics, particularly as they relate to engagement and cohesion, to ensure that, at a minimum, resources are not allocated in ways that exacerbate existing divisions.
- When operating in complex and conflictive environments, avoid putting project outputs and deadlines ahead of ensuring that processes are well implemented from start to finish in every intervention location, even if that means taking more time and operating in fewer locations.
- To encourage stakeholders to take actions to improve adaptation to climate change, support municipalities to develop strategies, identify potential funds for implementing activities, and strengthen their capacity to apply for such funds.
- Ensure that intervention designs are targeted at strengthening local partners in a sustainable manner. Provide substantial roles to partners in all segments of the intervention, and empower local civil society organizations to become stakeholders in local level decision-making processes.
- Use national media (in particular, television) to increase the outreach and impacts of climate change interventions.
- Structure the distribution of activities related to climate change awareness in smaller, more frequent timeframes tailored to the local communities where they are implemented.

## Context and Results Monitoring

- USAID and implementing partners should carefully assess and monitor the political context, and set up feedback loops at municipal and intervention levels to avoid or mitigate unintended negative consequences for projects seeking to reduce social or political divisions.
- USAID and prime implementing partners need to provide support to local partners to facilitate navigation of political dynamics.

# ANNEX A: EVALUATION STATEMENT OF WORK

## Impact Evaluation of USAID/Macedonia Municipal Climate Change Strategies (MCCS) Pilot

### I. Activity Description

In 2012, the Office of Global Climate Change in USAID’s Bureau for Economic Growth, Education, and Environment (USAID/E3/GCC) began funding climate change integration pilot activities to emphasize and support the need for integrating climate change considerations into Agency programming. Among these pilots is the USAID/Macedonia Municipal Climate Change Strategies (MCCS), which launched in 2012 with funding from USAID/E3/GCC and is implemented by Miliuekontakt Macedonia (MKM). The \$2.8 million pilot activity will run for four years, ending in 2016. The MCCS pilot integrates climate change concerns into more traditional democracy and governance programming approaches in ten municipalities of Macedonia. The MCCS pilot addresses the need to (1) strengthen civil society to meet the challenges of climate change, (2) raise awareness of climate change and its impacts in Macedonia, (3) boost activism around climate change, and (4) bolster local resilience to climate change as well as initiate specific actions to reduce greenhouse gas emissions.

Using an innovative approach called the Green Agenda (GA) process, the MCCS pilot aims to bring together stakeholders – including civil society organizations (CSOs), citizens, and municipal authorities – to develop consensus-based municipal strategies and action plans to address local climate change mitigation and adaptation needs. The GA is a participatory process in which stakeholders in each municipality create local working groups that conduct their own analyses to develop strategic and action plans and then formulate and implement local projects based on these plans. In each municipality, the MCCS pilot is primarily implemented through a local CSO that has experience working on local environmental issues and engaging directly with the municipal government. The pilot activities include four components:

1. Trainings for CSO and municipality staff (capacity building)
2. GA process, including small “urgent action” projects implemented early in the process
3. Municipal-level pilot projects, which are substantive projects prioritized near the end of the GA process and reflect community priorities
4. Public climate change awareness-raising campaigns

MCCS pilot activities are being implemented in three phases, or rounds, across ten municipalities. The first four municipalities to complete the GA process and municipal pilot projects are included in Round I; the second four municipalities to complete the GA process and municipal pilot projects are in Round II; and Round III comprises the final two municipalities to implement the GA process and municipal pilot projects.<sup>23</sup>

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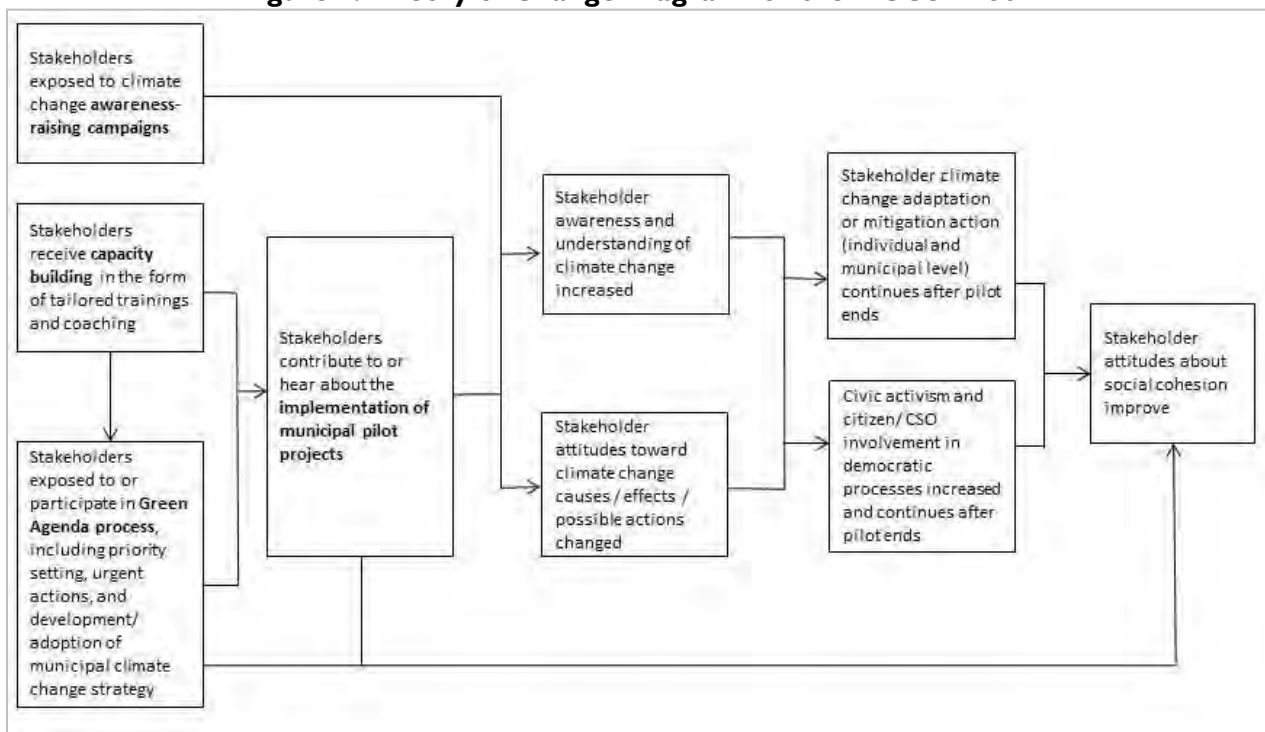
<sup>23</sup> Initially, the MCCS planned to operate in eight municipalities. Under an extension granted to MKM in FY14, the pilot was expanded to allow for two additional municipalities to participate in the MCCS. However, since these municipalities were added to the pilot after the completion of the baseline data collection (which took place in June-July 2013), the Round 3 municipalities are not included in the impact evaluation baseline.

## 2. Development Hypothesis

USAID/Macedonia envisions that the coalescence of civil society and local government around the non-political issue of climate change at the local level will produce a significant and visible impact in the pilot municipalities. The MCCA pilot has several intersecting dimensions related to climate change adaptation and mitigation and democracy and governance, which should be taken into consideration in the impact evaluation design.

Figure 1 illustrates the causal linkages that USAID/E3/GCC and USAID/Macedonia envision for translating results under each of the four pilot components into MCCA's intended intermediate and final outcomes that this evaluation will be expected to examine. In this Theory of Change diagram, which draws on the USAID/Macedonia's Results Framework for this activity, the four project components lead to improvements in citizens' climate change awareness and actions (adaptation and mitigation) while also improving local democratic processes through civic activism, engagement, and social cohesion.

**Figure 1. Theory of Change Diagram for the MCCA Pilot**



## 3. Existing Performance Information Sources

USAID/E3/GCC, in coordination with USAID/Macedonia, has already provided the evaluation team with the following documents related to existing performance information:

1. MCCA project documents from MKM:
  - PMP and Results Framework
  - Original and Extension Work Plans
  - Annual and Quarterly reports
  - Pilot project applications and MKM assessment/selection criteria
2. USAID/Macedonia Democracy and Governance Survey (2012)
  - Final survey questionnaire and report

- Survey data set (SPSS format)

The above list, which is non-exhaustive, highlights the more important sources of performance information that have been shared with the evaluation team. The following additional documents have not yet been provided to the evaluation team but will be shared as the evaluation progresses:

- All future quarterly project management and progress reports provided by MKM
- Copies or detailed descriptions of content of climate change public information campaigns
- Documents pertaining to selection and implementation of municipal pilot projects
- Annual USAID/Macedonia Democracy and Governance Survey materials

In addition to information provided by USAID and MKM, the evaluation team will need to access other types of secondary data, including administrative information on the municipalities from a variety of sources. This will likely involve accessing published government sources, or obtaining the information from M CCS staff who are knowledgeable about existing data for specific municipalities. These sources should be used to obtain existing information on any local climate change agenda (planning, projects, budget, resources, etc.) and on civic engagement. The evaluation should also collect and analyze information related to climate change in Macedonia, activities to address climate change at the regional or national levels, issues that may affect social cohesion in Macedonia, and other factors exogenous to the M CCS pilot that could influence activity impacts and/or survey responses.

#### **4. Evaluation Purpose, Audience, and Intended Use**

##### **Purpose**

It is intended that this impact evaluation will allow the Agency to learn more about the most effective types of investments that not only improve climate change awareness, adaptation, and mitigation, but simultaneously improve the democratic participatory process. The results of this evaluation will widely be made available to encourage replication and/or scaling up of pilot activities within or beyond Macedonia, as applicable. As such, this evaluation will apply USAID's *Evaluation Policy* guidance with respect to using the most rigorous methods possible to demonstrate accountability for achieving results. The evaluation is also designed to capture practical lessons from USAID/Macedonia's experience with regard to integrating climate change and participatory governance programming through this integration pilot in order to inform future design and programming in this area.

##### **Audience**

USAID/E3/GCC, USAID/Macedonia, and M CCS implementing partner staff are the primary audiences for the impact evaluation, but important lessons can be learned for use throughout the Agency regarding integrating climate change into local governance programming.

##### **Intended Use**

This evaluation will inform the design of future activities that aim to equip local governments to be able to respond to the impacts of climate change.

#### **5. Evaluation Questions**

The evaluation questions (shown in Table I) were identified by USAID as reflecting Agency learning priorities for GCC investments and Agency programming for global climate change adaptation. These questions will guide the development of the evaluation design.

USAID/E3/GCC categorized expected impacts into four dimensions: climate change, civic activism, intra-community engagement, and social cohesion. The impact evaluation will be designed to measure changes resulting from M CCS interventions along these four dimensions, which are the basis for the following evaluation questions.

**TABLE I: EVALUATION QUESTIONS FOR M CCS IMPACT EVALUATION**

<b>Climate Change</b>	
<b>Did the M CCS pilot result in changes in stakeholders'...</b>	1. <b>Awareness of climate change?</b>
	2. <b>Awareness of local impacts of climate change?</b>
	3. <b>Attitudes toward climate change?</b>
	4. <b>Actions to improve adaptation to climate change?</b>
	5. <b>Actions that decrease greenhouse gas (GHG) contributions towards climate change (mitigation)?</b>
<b>Civic Activism</b>	
<b>Did the M CCS pilot result in changes in stakeholders'...</b>	6. <b>Attitudes towards civic activism?</b>
	7. <b>Levels of civic activism?</b>
<b>CSO, Municipal Government, and Citizens' Engagement with Each Other</b>	
<b>Did the M CCS pilot result in changes in stakeholders'...</b>	8. <b>Attitudes toward engagement with each other?</b>
	9. <b>Levels of engagement with each other?</b>
<b>Social Cohesion</b>	
<b>Did the M CCS pilot result in changes in stakeholders'...</b>	10. <b>Attitudes toward social cohesion?</b>
	11. <b>Levels of social cohesion?</b>

## 6. Gender Considerations

In line with USAID's Gender Policy (ADS 203.3.1.5), the evaluation will consider gender-specific and differential effects of M CCS pilot activities. The evaluation team will, if possible, disaggregate access and participation data by gender at multiple points along the Theory of Change diagram to analyze the potential influence it has on pilot activities and outcomes. Data collected through surveys will be gender-disaggregated to identify gender differences with respect to benefits and outcomes, as well as lessons learned from female citizens. The evaluation team will conduct further inquiry on gender themes as they emerge during data analysis.

## 7. Evaluation Design and Methods

### Impact Evaluation Design

USAID/E3/GCC had previously commissioned the impact evaluation of the M CCS pilot under its GCC Monitoring and Evaluation (GCC M&E) project, under which an evaluation design was developed and baseline data were collected and reported. The GCC M&E Project concluded in March 2015, and USAID/E3/GCC requested that remaining activities for the impact evaluation be transferred to the E3 Analytics and Evaluation Project.

The impact evaluation entails a rigorous mixed-methods design that uses a difference-in-differences (DID) approach complemented by qualitative data (including focus groups, key informant interviews, and case studies). The DID approach involves collecting data from a treatment group and a

comparison (counterfactual) group at two points in time in order to make causal inferences with adequate statistical power and to document the size of the intervention's effect.

## Data Collection Methods

Considering that baseline data collection and reporting has already occurred under the GCC M&E project, endline survey research under the E3 Analytics and Evaluation Project for this evaluation will need to be conducted approximately two years after the baseline research, in order to conduct the DID analysis for all of the evaluation outcomes. In addition, qualitative research such as focus group discussions may be appropriate and useful to supplement the survey data collected. Semi-structured interviews with individuals who are knowledgeable about the communities involved and how citizens and government interact may also be appropriate. Case studies focusing on a few of the target municipalities may also be considered, to document how change evolved. In responding to this SOW, the evaluation team should identify where sampling and other types of selection procedures will be used to identify the individuals from whom data will be collected, and to explain those methods and why they are appropriate. Annex A.I provides further details on potential data collection methods on a question-by-question basis.

## 8. Data Analysis Methods

In its response to this SOW, the evaluation team should indicate and justify its choices for sequencing the collection of quantitative and qualitative data. For example, initial key informant interviews may precede further quantitative research to inform survey questions and response choices; alternatively, these lines of data may be collected and analyzed in parallel and only synthesized once data from all sources are available. The evaluation design should also explain what statistical tests will be conducted on data collected to address all evaluation questions, how qualitative data will be analyzed, and whether that analysis will allow the evaluation team to transform some data obtained from qualitative into quantitative form. The evaluation team should propose specific data analysis methods on a question-by-question basis in the evaluation design, as shown in the illustrative examples in Annex A.I.

## 9. Strengths and Limitations

The complex nature of the MCCS pilot creates a series of challenges for the design of an impact evaluation. The design envisioned for this evaluation will attempt to maximize capture of both the range of MCCS impacts and the explanatory power of the information obtained. However, the evaluation will need to consider and address several limitations related to statistical analysis and attribution. Anticipated challenges, along with how they may be addressed by the evaluation team, are described briefly below.

- **Complexity of the intervention.** Like many climate change activities, the MCCS pilot is a complex initiative incorporating multiple objectives relating to democracy and governance on the one hand, and climate change adaptation and mitigation on the other. The desired impacts in areas such as “improved democratic processes” require multi-faceted and interactive stakeholder relationships and involve partial and changing levels of engagement. While impact evaluations (in health and education, for example) that use an experimental design often examine a fairly direct link between the treatment and outcome at the individual level, the treatment in MCCS pilot activities is at the municipality level, and is much less direct and the outcome more diffuse and intangible. The evaluation will need to capture the impacts of this complex intervention by employing a range of data collection methods and triangulating quantitative and qualitative research findings.

- **Unevenness of implementation.** The MCCS pilot is implemented by different implementing partners throughout the municipalities, and various selection and implementation strategies are employed for pilot projects across the intervention area. Also, the MCCS pilot uses a phased implementation approach across the municipalities, which may have implications for the timing of endline data collection as not all pilot municipalities will have received (or be completed with) the interventions at the same time.
- **Small sample size.** Perhaps the most critical limitation in conducting an impact evaluation to examine MCCS impacts is the small sample size at the level of the primary sampling unit (municipality). Being a pilot, MCCS is relatively small, covering (for the purposes of this evaluation) only 8 municipalities.<sup>24</sup> These circumstances did not allow for a randomized design to be used in which treatment is randomly assigned to municipalities. USAID expects that this impact evaluation will continue to use a quasi-experimental design that includes examining counterfactual municipalities against those that receive the intervention, and that the design will meet all statistical requirements in terms of analytical power. USAID anticipates that qualitative data will be collected at the endline to complement quantitative data and improve overall analysis of the differences between the two groups of municipalities as well as within individual municipalities.

## 10. Evaluation Deliverables

It is anticipated that the evaluation team will be responsible for the deliverables listed in Table 2. A final list of proposed deliverables and due dates will be included in the Evaluation Design Proposal for USAID’s approval.

**TABLE 2: PRELIMINARY DELIVERABLES AND SCHEDULE FOR MCCS IMPACT EVALUATION**

	Deliverable	Estimated Due Date
1.	Evaluation Concept Paper, including methodological options for the evaluation design, and associated methods to the extent that options exist at this level.	o/a 30 days from client approval of SOW
2.	Evaluation Design Proposal, including description of the evaluation methodology, drafts of data collection instruments and a sampling plan, as relevant	o/a 30 days from client approval to move forward with preparing Evaluation Design Proposal
3.	Draft Impact Evaluation Report, including synthesis of quantitative and qualitative data	o/a 60 days from completion of field research
4.	Draft Municipal Pilot Project Case Study Report(s)	o/a 60 days from completion of field research
5.	Final Municipal Pilot Project Case Study Report(s)	o/a 21 days following receipt of USAID feedback on Draft Case Study Report(s)
6.	Oral presentation(s) of Draft Impact Evaluation Report key findings, conclusions and recommendations for USAID and its invitees	o/a 60 days from completion of field research
7.	Final Impact Evaluation Report including evaluation data sets, codebooks, etc.	o/a 21 days following receipt of USAID feedback on Draft Evaluation Report
8.	Debrief for MKM staff and partners (tentative)	As agreed following USAID approval of Final Evaluation Report

All documents and reports will be provided electronically to USAID no later than the dates indicated in the approved Evaluation Design Proposal. The format of the evaluation report should

<sup>24</sup> The MCCS pilot was granted an extension in December 2013 that allowed for two additional municipalities to be added – reaching a total of 10 participating municipalities. As noted earlier, these two municipalities were not part of the MCCS pilot when the baseline was done and, therefore, are not part of the impact evaluation baseline data collection.

follow USAID guidelines set forth in the USAID Evaluation Report Template (<http://usaidlearninglab.org/library/evaluation-report-template>) and the How-To Note on Preparing Evaluation Reports (<http://usaidlearninglab.org/library/how-note-preparing-evaluation-reports>).

## **II. Team Composition**

The evaluation will be delivered by a core evaluation team supported by technical and administrative U.S.-based evaluation and project management specialists. It is anticipated that the core evaluation team will be composed of a Principal Investigator who is an Evaluation Specialist, one or two climate change and evaluation Subject Matter Experts and a Local Research Specialist. A survey research firm may also be contracted to support endline data collection. A final team composition, including proposed evaluation team members and their CVs, will be included in the Evaluation Design Proposal. Each team member will be required to provide a signed statement attesting that they have no conflict of interest, or describe any potential existing conflict of interest, and will be made available at USAID's request.

### **Principal Investigator/Evaluation Specialist**

A Principal Investigator with extensive experience leading multi-disciplinary teams conducting field evaluations of complex projects will oversee the evaluation implementation process, including field data collection, analysis, and report preparation. The Principal Investigator should hold a PhD with at least 10 years of experience as an evaluation team leader or team member. Relevant experience and knowledge with climate change programs is preferred. Fluent English is required.

### **Subject Matter Experts**

Subject Matter Experts will provide expertise and guidance to the evaluation team on topics relevant to the evaluation including democracy and governance, climate change adaptation and mitigation, and climate change policy. They should have familiarity with the relevant literature in their technical area. The specialists should hold advanced degrees with at least 10 years of experience in their technical sector, including experience working on evaluation teams.

### **Local Research Specialist**

The evaluation team will also include a Local Research Specialist who will contribute substantially to data collection (interviews, site visits, etc.), data analysis, and presentations/debriefs being conducted for the evaluation. S/he will provide country context for the evaluation and relevant subject matter knowledge or evaluation expertise, as required. S/he may also be asked to provide translation or logistical support, if needed by the evaluation team. Fluent Macedonian is required.

### **Survey Research Firm**

A competent and experienced local research firm will be selected via a competitive bidding process to conduct endline data collection for the household survey and in-depth interviews, including data entry. The firm will also support the piloting, translation (into Macedonian and Albanian), and finalization of the data collection instruments. In the baseline evaluation round, the Macedonian research firm Rating Agency was selected as the local research firm and performed satisfactorily in this role. USAID procurement guidelines, however, require that the selection of local research firm for the endline evaluation be put once again to a competitive bidding process. Thus, it is not known at this point who the local research firm will be for the endline evaluation round.

## 12. USAID Participation

While regular communication between the evaluation team and the designated USAID Activity Manager for this evaluation will be essential, USAID does not anticipate that any of its staff will serve as a full time team member on this evaluation, nor is it currently expected that USAID staff will join field data collection visits to project sites. **Scheduling and Logistics**

The following table provides the anticipated timeframe for evaluation activities and deliverables.

The evaluation team will be responsible for procuring all logistical needs such as work space, transportation, printing, translation, and any other forms of communication. USAID will offer some assistance in providing introductions to partners and key stakeholders as needed, and will ensure the provision of data and supporting documents as possible.

## 13. Reporting Requirements

All members of the evaluation team will be provided with USAID’s mandatory statement of the evaluation standards they are expected to meet, shown in the following text box below, along with USAID’s conflict of interest statement that they sign and return to the E3 Analytics and Evaluation Project Home Office where necessary before fieldwork starts.

**USAID EVALUATION POLICY (APPENDIX I)**

**CRITERIA TO ENSURE THE QUALITY OF THE EVALUATION REPORT**

- The evaluation report should represent a thoughtful, well-researched and well-organized effort to objectively evaluate what worked in the project, what did not and why.
- Evaluation reports shall address all evaluation questions included in the scope of work.
- The evaluation report should include the scope of work as an annex. All modifications to the scope of work, whether in technical requirements, evaluation questions, evaluation team composition, methodology or timeline need to be agreed upon in writing by the technical officer.
- Evaluation methodology shall be explained in detail and all tools used in conducting the evaluation such as questionnaires, checklists, and discussion guides will be included in an Annex in the final report.
- Evaluation findings will assess outcomes and impact on males and females.
- Limitations to the evaluation shall be disclosed in the report, with particular attention to the limitations associated with the evaluation methodology (selection bias, recall bias, unobservable differences between comparator groups, etc.).
- Evaluation findings should be presented as analyzed facts, evidence and data and not based on anecdotes, hearsay or the compilation of people’s opinions. Findings should be specific, concise and supported by strong quantitative or qualitative evidence.
- Sources of information need to be properly identified and listed in an annex.
- Recommendations need to be supported by a specific set of findings.
- Recommendations should be action-oriented, practical, and specific, with defined responsibility for the action.

## Data Management Plan

The storage and transfer of data will adhere to the requirements laid out in USAID’s Automated Directives Systems (ADS) 579.<sup>25</sup> The E3 Analytics and Evaluation Project should also follow Institutional Review Board (IRB) guidance on data security and confidentiality. All data collected at the field level should be managed by the evaluation team and overseen by the E3 Analytics and

<sup>25</sup> See <http://www.usaid.gov/sites/default/files/documents/1868/579.pdf>

Evaluation Project Home Office team. Data should be filed in the appropriate format and processed in parsimonious, machine-readable format as they are collected. Final data sets are expected to be submitted to USAID in a format consistent with ADS 579. Metadata should be generated in the form of codebooks and data summaries as necessary. To ensure transparency and replicability, all data should be submitted as annotated data sets clearly defined with codebooks and annotated analysis of files.

#### **I 4. Budget**

The evaluation team will propose a notional budget in its Concept Paper for this evaluation, including cost implications of the methodological options proposed. A full detailed budget will then be prepared and included in the Evaluation Design Proposal for USAID's approval.

**TABLE 3: ESTIMATED TIMELINE FOR MCCS IMPACT EVALUATION**

Task/Deliverable	2015						2016						
	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July
Evaluation Concept Paper													
Evaluation Design Proposal													
Fieldwork Preparation													
Endline Data Collection (Round 1)													
Endline Data Collection (Round 2)													
Data Collection for Case Studies													
Draft Case Study Reports													
Final Case Study Reports													
Analysis & Report Writing													
Draft Evaluation Report													
Presentation of Draft Evaluation Report													
Final Evaluation Report													

## Annex A.I: Illustrative Getting to Answers Matrix for MCCS Impact Evaluation

Evaluation Questions: <i>What is the MCCS activity's impact on citizens', municipal government representatives', and CSOs'...</i>	Data Sources	Data Collection Methods	Sampling or Selection Plan	Data Analysis Plan
<b>1. Awareness of climate change?</b>	<ul style="list-style-type: none"> <li>• Household members</li> <li>• Municipal administration</li> <li>• CSO staff</li> <li>• MKM staff</li> <li>• GA participants</li> <li>• National democracy and governance (DG) survey</li> </ul>	<ul style="list-style-type: none"> <li>• Survey of statistically representative sampling of households in treatment &amp; comparison municipalities</li> <li>• Semi-structured in-depth key informant interviews (KIIs)</li> <li>• Focus group discussions (FGDs)</li> <li>• Desk review of USAID/Macedonia DG survey data</li> </ul>	<ul style="list-style-type: none"> <li>• Random stratified sampling (household survey)</li> <li>• Purposeful sampling, selection (KIIs, FGDs)</li> </ul>	<ul style="list-style-type: none"> <li>• Statistical tests</li> <li>• Descriptive statistics</li> <li>• Content analysis</li> <li>• Secondary analysis</li> </ul>
<b>2. Awareness of local impacts of climate change?</b>	<ul style="list-style-type: none"> <li>• Household members</li> <li>• Municipal administration</li> <li>• CSO staff</li> <li>• MKM staff</li> <li>• GA participants</li> </ul>	<ul style="list-style-type: none"> <li>• Survey of statistically representative sampling of households in treatment &amp; comparison municipalities</li> <li>• Semi-structured KIIs</li> <li>• FGDs</li> </ul>	<ul style="list-style-type: none"> <li>• Random stratified sampling (household survey)</li> <li>• Purposeful sampling, selection (KIIs, FGDs)</li> </ul>	<ul style="list-style-type: none"> <li>• Statistical tests</li> <li>• Descriptive statistics</li> <li>• Content analysis</li> </ul>
<b>3. Attitudes towards climate change?</b>	<ul style="list-style-type: none"> <li>• Household members</li> <li>• Municipal administration</li> <li>• CSO staff</li> <li>• MKM staff</li> <li>• GA participants</li> <li>• National DG survey</li> </ul>	<ul style="list-style-type: none"> <li>• Survey of statistically representative sampling of households in treatment &amp; comparison municipalities</li> <li>• Semi-structured KIIs</li> <li>• FGDs</li> <li>• Desk review of USAID/Macedonia DG survey data</li> </ul>	<ul style="list-style-type: none"> <li>• Random stratified sampling (household survey)</li> <li>• Purposeful sampling, selection (KIIs, FGDs)</li> </ul>	<ul style="list-style-type: none"> <li>• Statistical tests</li> <li>• Descriptive statistics</li> <li>• Secondary analysis</li> <li>• Content analysis</li> </ul>
<b>4. Actions that improve adaptation to climate change?</b>	<ul style="list-style-type: none"> <li>• Household members</li> <li>• Municipal administration</li> <li>• CSO staff</li> <li>• MKM staff</li> <li>• GA participants</li> <li>• Municipal records</li> </ul>	<ul style="list-style-type: none"> <li>• Survey of statistically representative sampling of households in treatment &amp; comparison municipalities</li> <li>• Semi-structured KIIs</li> <li>• FGDs</li> </ul>	<ul style="list-style-type: none"> <li>• Random stratified sampling (household survey)</li> <li>• Purposeful sampling, selection (KIIs, FGDs)</li> </ul>	<ul style="list-style-type: none"> <li>• Statistical tests</li> <li>• Descriptive statistics</li> <li>• Content analysis</li> </ul>

<b>Evaluation Questions:</b> <i>What is the MCCA activity's impact on citizens', municipal government representatives', and CSOs'...</i>	<b>Data Sources</b>	<b>Data Collection Methods</b>	<b>Sampling or Selection Plan</b>	<b>Data Analysis Plan</b>
	<ul style="list-style-type: none"> <li>MCCA monitoring / performance data</li> </ul>	<ul style="list-style-type: none"> <li>Desk review of all relevant and available municipal records and MKM monitoring/performance documentation</li> <li>Qualitative case studies of municipal pilot projects</li> </ul>		<ul style="list-style-type: none"> <li>Pre/post administrative data analysis</li> <li>Triangulation and synthesis</li> </ul>
<b>5. Actions that decrease GHG emissions?</b>	<ul style="list-style-type: none"> <li>Household members</li> <li>Municipal administration</li> <li>CSO staff</li> <li>MKM staff</li> <li>GA participants</li> <li>Municipal records</li> <li>MCCA monitoring/performance data</li> </ul>	<ul style="list-style-type: none"> <li>Survey of statistically representative sampling of households in treatment &amp; comparison municipalities</li> <li>Semi-structured KIIs</li> <li>FGDs</li> <li>Desk review of all relevant and available municipal records and MKM monitoring/performance documentation</li> <li>Qualitative case studies of municipal pilot projects</li> </ul>	<ul style="list-style-type: none"> <li>Random stratified sampling (household survey)</li> <li>Purposeful sampling, selection (KIIs, FGDs)</li> </ul>	<ul style="list-style-type: none"> <li>Statistical tests</li> <li>Descriptive statistics</li> <li>Content analysis</li> <li>Pre/post administrative data analysis</li> <li>Triangulation and synthesis</li> </ul>
<b>6. Attitudes towards civic activism?</b>	<ul style="list-style-type: none"> <li>Household members</li> <li>Municipal administration</li> <li>CSO staff</li> <li>MKM staff</li> <li>GA participants</li> <li>National democracy and governance (DG) survey</li> </ul>	<ul style="list-style-type: none"> <li>Survey of statistically representative sampling of households in treatment &amp; comparison municipalities</li> <li>Semi-structured KIIs</li> <li>FGDs</li> <li>Desk review of all relevant and available municipal records and MKM monitoring/performance documentation</li> </ul>	<ul style="list-style-type: none"> <li>Random stratified sampling (household survey)</li> <li>Purposeful sampling, selection (KIIs, FGDs)</li> </ul>	<ul style="list-style-type: none"> <li>Statistical tests</li> <li>Descriptive statistics</li> <li>Secondary analysis</li> <li>Content analysis</li> </ul>
<b>7. Levels of civic activism?</b>	<ul style="list-style-type: none"> <li>Household members</li> <li>Municipal administration</li> <li>CSO staff</li> <li>MKM staff</li> </ul>	<ul style="list-style-type: none"> <li>Survey of statistically representative sampling of households in treatment &amp; comparison municipalities</li> </ul>	<ul style="list-style-type: none"> <li>Random stratified sampling (household survey)</li> </ul>	<ul style="list-style-type: none"> <li>Statistical tests</li> <li>Descriptive statistics</li> <li>Secondary analysis</li> </ul>

<b>Evaluation Questions:</b> <i>What is the MCCS activity's impact on citizens', municipal government representatives', and CSOs'...</i>	<b>Data Sources</b>	<b>Data Collection Methods</b>	<b>Sampling or Selection Plan</b>	<b>Data Analysis Plan</b>
	<ul style="list-style-type: none"> <li>GA participants</li> <li>National DG survey</li> <li>Municipal records</li> <li>MCCS monitoring/performance data</li> </ul>	<ul style="list-style-type: none"> <li>Semi-structured KIIs</li> <li>FGDs</li> <li>Desk review of USAID/Macedonia DG survey data</li> <li>Desk review of all relevant and available municipal records and MKM monitoring/performance documentation</li> </ul>	<ul style="list-style-type: none"> <li>Purposeful sampling, selection (KIIs, FGDs)</li> </ul>	<ul style="list-style-type: none"> <li>Content analysis</li> </ul>
<b>8. Attitudes towards engagement with each other?</b>	<ul style="list-style-type: none"> <li>Household members</li> <li>Municipal administration</li> <li>CSO staff</li> <li>MKM staff</li> <li>GA participants</li> </ul>	<ul style="list-style-type: none"> <li>Survey of statistically representative sampling of households in treatment &amp; comparison municipalities</li> <li>Semi-structured KIIs</li> <li>FGDs</li> <li>Qualitative case studies of municipal pilot projects</li> </ul>	<ul style="list-style-type: none"> <li>Random stratified sampling (household survey)</li> <li>Purposeful sampling, selection (KIIs, FGDs)</li> </ul>	<ul style="list-style-type: none"> <li>Statistical tests</li> <li>Descriptive statistics</li> <li>Content analysis</li> <li>Triangulation and synthesis</li> </ul>
<b>9. Levels of engagement with each other?</b>	<ul style="list-style-type: none"> <li>Household members</li> <li>Municipal administration</li> <li>CSO staff</li> <li>MKM staff</li> <li>GA participants</li> <li>Municipal records</li> <li>MCCS monitoring / performance data</li> </ul>	<ul style="list-style-type: none"> <li>Survey of statistically representative sampling of households in treatment &amp; comparison municipalities</li> <li>Semi-structured KIIs</li> <li>FGDs</li> <li>Desk review of all relevant and available municipal records and MKM monitoring/performance documentation</li> <li>Qualitative case studies of municipal pilot projects</li> </ul>	<ul style="list-style-type: none"> <li>Random stratified sampling (household survey)</li> <li>Purposeful sampling, selection (KIIs, FGDs)</li> </ul>	<ul style="list-style-type: none"> <li>Statistical tests</li> <li>Descriptive statistics</li> <li>Content analysis</li> <li>Triangulation and synthesis</li> </ul>
<b>10. Attitudes towards social cohesion?</b>	<ul style="list-style-type: none"> <li>Household members</li> <li>Municipal administration</li> <li>CSO staff</li> <li>MKM staff</li> </ul>	<ul style="list-style-type: none"> <li>Survey of statistically representative sampling of households in treatment &amp; comparison municipalities</li> </ul>	<ul style="list-style-type: none"> <li>Random stratified sampling (household survey)</li> </ul>	<ul style="list-style-type: none"> <li>Statistical tests</li> <li>Descriptive statistics</li> <li>Content analysis</li> </ul>

<b>Evaluation Questions:</b> <i>What is the MCCA activity's impact on citizens', municipal government representatives', and CSOs'...</i>	<b>Data Sources</b>	<b>Data Collection Methods</b>	<b>Sampling or Selection Plan</b>	<b>Data Analysis Plan</b>
	<ul style="list-style-type: none"> <li>GA participants</li> </ul>	<ul style="list-style-type: none"> <li>Semi-structured KIIs</li> <li>FGDs</li> <li>Qualitative case studies of municipal pilot projects</li> </ul>	<ul style="list-style-type: none"> <li>Purposeful sampling, selection (KIIs, FGDs)</li> </ul>	<ul style="list-style-type: none"> <li>Triangulation and synthesis</li> </ul>
<b>II. Levels of social cohesion?</b>	<ul style="list-style-type: none"> <li>Household members</li> <li>Municipal administration</li> <li>CSO staff</li> <li>MKM staff</li> <li>GA participants</li> </ul>	<ul style="list-style-type: none"> <li>Survey of statistically representative sampling of households in treatment &amp; comparison municipalities</li> <li>Semi-structured KIIs</li> <li>FGDs</li> <li>Qualitative case studies of municipal pilot projects</li> </ul>	<ul style="list-style-type: none"> <li>Random stratified sampling (household survey)</li> <li>Purposeful sampling, selection (KIIs, FGDs)</li> </ul>	<ul style="list-style-type: none"> <li>Statistical tests</li> <li>Descriptive statistics</li> <li>Content analysis</li> <li>Triangulation and synthesis</li> </ul>

# ANNEX B: GREEN AGENDA OVERVIEW

## Principles and Approach

The Green Agenda (GA) is a participatory method for developing and implementing local sustainable development strategies and plans. The method is unique, compared with other approaches that have similar aims (e.g., Local Environmental Action Plans (LEAP), Local Agenda 21, Community Forums) in three main aspects: (1) the process begins by identifying local values rather than problems; (2) participation is not limited to experts or certain stakeholder groups, but is open to all; and (3) the process and its results are owned by the local population. The process pays special attention to building the capacity of local municipal governments, CSOs, and citizens to effectively take part in the process and implementation of municipal government actions.

## The Process

The GA achieves its goals through a five-stage process (subdivided into 17 steps):

*Stage One - Initiation and Preparation:* At the beginning of GA work in the community, local stakeholders identify the values of their community by focusing on the things people are proud of, rather than the problems. A small survey of citizens is conducted to compile an initial list of local values. Such community values include environmental features like water resources (lakes, rivers, drinking water supply) and the cultural heritage (e.g., buildings, folk crafts). The GA implementer also identifies existing strategies and documents to understand the policy and legal environment in which the Green Agenda will be implemented. This is needed to conduct a stakeholder analysis and to ensure the GA does not develop in isolation.

*Stage Two - Preparation to Work in the Communities:* Local stakeholders are invited (through posters put up in shops, cafes, and other well-visited places or through local media, if local media outlets exist) to participate in the first stakeholder meeting where the GA process is explained. The initial list of local values from the survey is also presented, discussed, prioritized, and condensed to a list of three to five values. After the selection of priority values, local working groups are formed to examine one of the key values in detail. Each group is made up of attendees of the first stakeholder meeting who opt to participate in it.

*Stage Three - Detailed Analysis of Key Issues in Working Groups:* GA working groups are prepared to take part in strategy development through a series of workshops. Working groups identify trends in community life and values; set minimum standards that describe the types of impacts that stakeholders are willing to accept in relation to community values; identify and describe existing problems; and seek opportunities to address the causes of problems.

The working groups also design small “urgent actions” (usually after they define priorities, but before the municipal climate change strategy is completed). These are actions that allow stakeholders to see immediate, tangible results, thereby encouraging wide participation. MKM-contracted firms construct all urgent action projects.

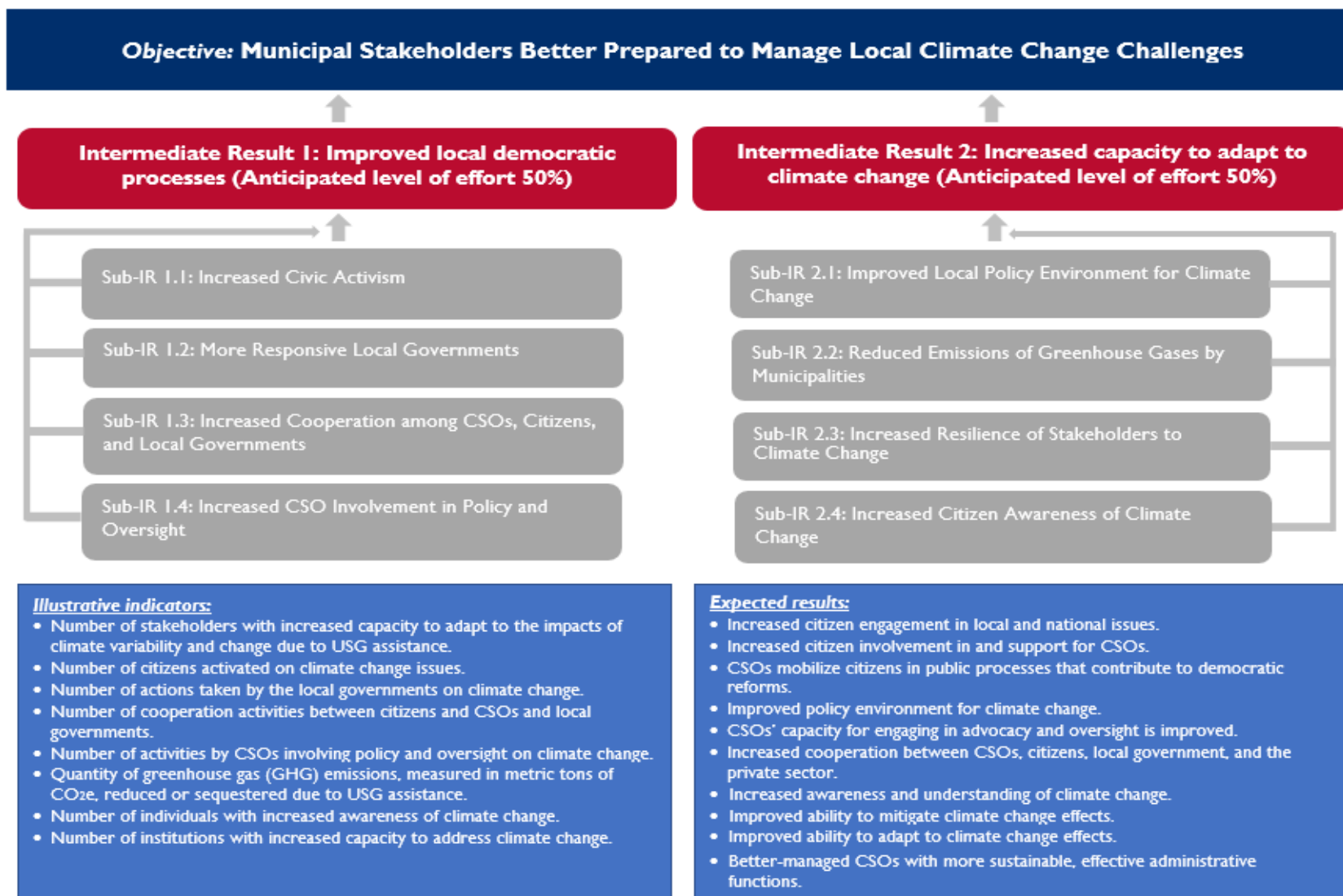
*Stage Four - Synthesis and Planning:* Working groups prioritize suggested actions and projects and begin developing strategic plans to build local government’s capacity to effectively respond to climate-related changes. The plans are finalized in conjunction with input from GA implementers, municipal government authorities, and local environmental experts. Based on the working group findings, an agreed-upon strategy – in the case of the MCCS pilot, a municipal climate change strategy – for protecting and improving community values is adopted by the Municipal Council.

After the Municipal Council adopts the strategic plan, and the action plans are developed, the Municipal Council selects a body that will be responsible for monitoring the implementation of the municipal climate change strategy. This body, the local Monitoring Group (MG), monitors the strategy implementation process. Its responsibilities include: (1) monitoring the inclusion of activities from the municipal climate change strategy in the municipality's annual program; (2) assessing whether money is allocated to climate change activities in the municipal budget; (3) reporting to the Municipal Council twice a year on progress in implementation of planned climate change activities; (4) seeking additional funding for prioritized climate change activities; and (5) preparing project proposals for the activities in the municipal climate change strategy's action plan. The composition of an MG varies by municipality.

*Stage Five - Pilot Projects:* Larger municipal pilot projects are also identified by the working groups and carried out with co-financing from MCCA and the municipality. MKM-contracted firms construct all pilot projects.

*Source:* The content for Annex D is adapted from *MKM MCCA Quarterly Report, April- June 2014*; and *Milieukontakt International website*: [http://www.greenagenda.net/wp/?page\\_id=2](http://www.greenagenda.net/wp/?page_id=2).

# ANNEX C: MCCS RESULTS FRAMEWORK

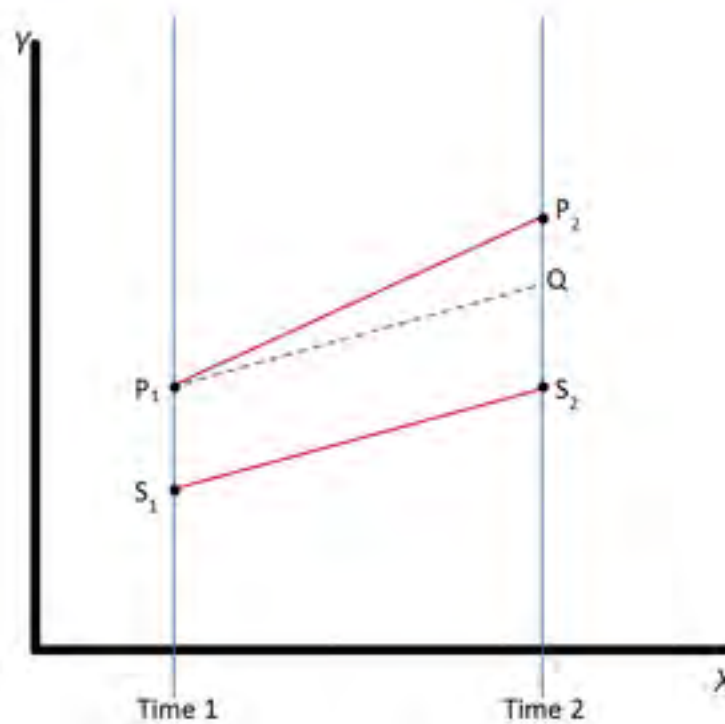


# ANNEX D: EVALUATION METHODOLOGY

## Difference-in-Differences Method

The figure shown below presents a graphical depiction of the DID method. The line P represents the treatment group, while the line S represents the control group. Both groups are measured on the outcome (dependent) variable at Time 1 (baseline) before either group has received the treatment, represented by the points  $P_1$  and  $S_1$ . After the treatment group receives the treatment, both groups are again measured at Time 2 (endline). Not all the difference between the treatment and control groups at Time 2 (the difference between  $P_2$  and  $S_2$ ) can be explained as being an effect of the treatment, because the treatment group and comparison group did not start out at the same point at Time 1. The DID method calculates the normal difference in the outcome variable between the two groups (the difference that would still exist if neither group experienced the treatment), represented by the dotted line Q. Note that the slope from  $P_1$  to Q is the same as the slope from  $S_1$  to  $S_2$ . The treatment effect is the difference between the observed outcome and the normal outcome (the difference between  $P_2$  and Q), which is in turn equal to the difference in the slope between lines Q and P.

### GRAPHICAL DEPICTION OF THE DIFFERENCE-IN-DIFFERENCE METHOD



For each outcome of interest, the DID value (or coefficient) and its statistical significance is estimated by regressing the outcome of interest on a set of variables using a fixed-effects regression model that takes the following form:

$$O = a + bP + cT + d(P*T) + fX + \varepsilon$$

Where:

$O$  = Outcome of interest.

$a$  = Intercept.

$P$  = Indicator of MCCA participation that takes on the value of 1 if the respondent resides in a treatment municipality and a value of 0 if the respondent resides in a comparison municipality.

$T$  = Indicator of time that takes on the value of 1 if the observation is made in a treatment year (endline) and a value of 0 if the observation is made in a non-treatment year (baseline).

$P*T$  = Interaction term created by multiplying  $P$  times  $T$ . This term is equal to 1 if the respondent resides in a treatment municipality and the observation is made in a treatment year, and 0 otherwise.

$X$  = Set of covariates (control variables). Covariates used in the DID regressions are the same covariates used to match the treatment and comparison respondents for the PSM procedure: age, sex, nationality, education and location.

$\varepsilon$  = Error term.

Depending on the nature of the dependent variable—whether it is continuous, dichotomous or ordinal—DID regressions are run using one of three methods: ordinary least squares (OLS), logistic regression (logit), and ordinal logistic regression (OR).

**Ordinary least squares (OLS)** is a method for estimating the unknown parameters in a linear regression model with a continuous dependent variable, with the goal of minimizing the differences between the observed responses in the data set and the responses predicted by the linear approximation of the data. Visually this method is represented by the sum of the vertical distances between each data point in the set and the corresponding point on the regression line; the smaller the differences, the better the model fits the data.

**Logistic regression (logit)** is used when the dependent variable is dichotomous. Logistic regression measures the relationship between the dichotomous dependent variable and one or more independent variables by estimating probabilities using a logistic function. Logit is useful for situations in which we want to be able to predict the presence or absence of a characteristic or outcome based on values of a set of predictor variables.

**Ordinal logistic regression (OR)** is used to predict an ordinal dependent variable given one or more independent variables. It can be considered as a generalization of dichotomous logistic regression. As with other types of regressions, ordinal regression can also use interactions between independent variables to predict the dependent variable. In this case, the dependent variable is the order response category variable and the independent variable may be categorical or continuous.

## Difference-in-Differences Method for Gender Analysis

To measure MCCA's gender impact, the analysis re-ran the DID regression for each of the relevant outcome variables for the treatment group only and replaced the group-time interaction variable with a sex-time interaction variable using a regression model taking the following form:

$$O = a + bS + cT + d(S*T) + fX + \varepsilon$$

Where:

$O$  = Outcome of interest.

$a$  = Intercept.

$S$  = Indicator of the respondent's sex that takes on the value of 1 if the respondent is a female and a value of 0 if the respondent is a male.

$T$  = Indicator of time that takes on the value of 1 if the observation is made in a treatment year (endline) and a value of 0 if the observation is made in a non-treatment year (baseline).

$S*T$  = Interaction term created by multiplying  $S$  times  $T$ . This term is equal to 1 if the respondent is a female and the observation is made in a treatment year, and 0 otherwise.

$X$  = Set of covariates (control variables). Covariates used in the DID regressions are the same covariates used to match the treatment and comparison respondents for the PSM procedure: age, sex, nationality, education and location.

$\varepsilon$  = Error term.

## Process Used to Select Treatment and Comparison Municipalities

Treatment and comparison municipalities were selected using the two-stage process described below. MKM and the Mission provided the GCC M&E project evaluation team with information to create the sets of pilot and counterfactual municipalities that would function well for both the success of MCCA and for an effective IE that could allow for some generalization of results.

### Stage I: Selection of Eligible CSO/Municipality Pairs

For the first stage, MKM emitted a request for CSOs and municipalities to express interest in participating in MCCA. Each CSO applied jointly with a municipality, and the applications were ranked as eligible for participation according to selection criteria established by MKM.

The following selection criteria were developed by MKM to short-list proposals from CSOs and municipalities. To be short-listed, the CSO/municipality pairs were expected to meet all the criteria.

To be short-listed, the **CSO** must:

- Be legally registered for at least 1 year
- Have access to premises and necessary equipment for managing daily activities and actions
- Have staff, members, or activists that can be mobilized for implementation of local actions
- Be able to clearly demonstrate history of implementing partnership projects, proved by at least one partnership activity implemented in the past 1 year
- Have participated in development of local sustainable development plans, for example LEAP, Local Agenda 21, etc.
- Propose an Experienced Local Coordinator within the CSO with at least two years of relevant experience in project management and implementation

To be short-listed, the **municipality** must:

- Be located in a climate change vulnerable region or have been impacted by climate change in the past
- Have some experience in implementation of participatory processes (such as Local Agenda 21, LEAP, Local Economic Development planning, etc.)
- Be open and willing to cooperate with the civil society sector and local businesses and ready to invest in protection of the environment and promotion of sustainable development
- Demonstrate willingness to actively participate in the pilot's activities (by participating in the application with the CSO)
- Indicate willingness to earmark funds for implementation of municipal-level pilot projects
- Be located outside of major urban settlements

However, the number of municipalities that were short-listed was less than the required 16 (eight for the M CCS group and eight for the counterfactual group). Therefore, four of the municipalities that had not initially provided sufficient information on their applications to be short-listed, but that were subsequently determined to meet most of the other criteria, were put back into the group of eligible municipalities. An additional set of applicant municipalities that met fewer criteria were dropped from consideration altogether.

## Stage 2: Selection of Treatment and Comparison Municipalities

For the second stage, from the list of eligible CSO/municipality pairs, eight were selected for participation in the pilot and eight were selected as the counterfactual group. The assignment of a CSO/municipality pair to one group or the other was based on the requirement to create two groups that were broadly similar across a range of key indicators (i.e., those relevant to the theories of change embedded in the M CCS). These key characteristics included climate zone, ethnic mix, municipality size, population size, percentage of municipal population living in the municipal center, level of municipal government experience with similar projects or work, and interest and willingness of a CSO and municipal government to dedicate resources to work on climate change. Note that the importance of this last key characteristic necessitated choosing counterfactuals from among the CSO/municipality pairs that had applied to participate in M CCS.<sup>26</sup>

Ideally, it would have been useful to match municipalities that were highly similar across key characteristics and then to randomly assign one member of each matched pair to the M CCS group and one to the counterfactual group. Because the municipalities were too diverse along the key characteristics to allow for creating effective matched pairs, the evaluation team chose instead to obtain a similar dispersion of key characteristics pooled within both the M CCS and comparison groups.

The process and considerations the evaluation team used for creating the treatment and counterfactual groups from the pool of eligible applicants were as follows:

1. The team reviewed all available information that the GCC M&E project evaluation team and MKM collected on the key characteristics (listed above) for the 16 municipalities that were deemed eligible to participate.
2. The team looked at municipalities that participated, currently participate, or were about to participate in the Community Forum Program (a Swiss-funded project undertaking similar participatory community strategic planning activities). The presence of the Community Forum Program in a municipality could be a confounding factor for the impact of the M CCS Project. The project and counterfactual groups have a similar mix of municipalities that have participated (six in the M CCS group and five in the counterfactual) and have not participated (two in the M CCS group and three in the counterfactual).
3. The team ensured the project and counterfactual groups had roughly equal representation of Albanians and Macedonians in the population (a total of around 60% Macedonian and 30% Albanian in both groups). Both groups include municipalities with high percentages of Albanians and municipalities with high percentages of Macedonians.
4. The team considered the climate change zone and made sure each group had a comparable mix of continental, alpine, sub-Mediterranean and mixed climates.
5. The team balanced the percentage of the population in the municipal center and the population density.

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<sup>26</sup> Given the M CCS design and objectives, including municipalities where the municipal government was uninterested in work on climate change would have created an insurmountable bias in the data and undermined comparison of changes among municipalities.

6. For points 2-5 above, when the team found a set of municipalities that were sufficiently comparable across the key characteristics, the implementing partner flipped a coin to assign one to the project and the other to the counterfactual group.

The evaluation team ensured there were a similar number of municipalities with Energy Efficiency Plans in each group (three in the MCCS group and three in the counterfactual).

## Process Used to Apply PSM to the MCCS Survey Database

Applying PSM to the MCCS survey data set involved the following. First, we ran a series of sensitivity tests to determine which combination of covariates (variables) that produced the best matches between the treatment and comparison respondents. This process produced the following covariates, which were then used to match treatment and comparison respondents for the PSM: sex, age, nationality, education level, and location. In running the matching procedure, we used the nearest neighbor technique, matching without replacement and a distance caliper of 0.20.

The distance caliper is a maximum distance that two units can be apart from each other (on their estimated propensity scores) and is defined in units of standard deviations of the logit of the estimated propensity score. Defining a small caliper will usually result in better balance at the expense of finding fewer units that can be successfully matched. Conversely, a large caliper will retain more matches, but some of them will be slightly imbalanced, and might yield a larger bias in the estimation of the treatment effect. Whenever a caliper is defined each treated unit will be matched to one or more (depending on the options chosen by the user) control unit that is randomly drawn out of all control units that fall within the caliper.

There is little advice in the literature on the choice of a caliper.<sup>27</sup> Drawing on the results of Cochran and Rubin,<sup>28</sup> Rosenbaum and Rubin<sup>29</sup> recommend a caliper of 0.25, Austin<sup>30</sup> recommends a caliper of 0.20, and Thoemmes<sup>31</sup> recommends a caliper of 0.15. Other researchers, such as Stuart<sup>32</sup> and Caliendo and Kopeinig,<sup>33</sup> refrain from making any recommendations regarding an ideal caliper size. Drawing on the above literature, we opted to use a distance caliper of 0.20 as sensitivity tests showed this was the caliper that best optimized the tradeoff between achieving balance in the data set and retaining sufficient observations for analytical purposes.

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<sup>27</sup> Mark Lunt. (2014). "Selecting an appropriate caliper can be essential for achieving good balance with propensity score matching." *American Journal of Epidemiology*, 179 (2): 226-235.

<sup>28</sup> W.G. Cochran and D.B. Rubin. (1973). "Controlling bias in observational studies: a review." *Sankhya, The Indian Journal of Statistics*, 35(4): 417-446.

<sup>29</sup> P.R. Rosenbaum and D.B. Rubin (1985). "Constructing a control group using multivariate matched sampling methods that incorporate the propensity score." *The American Statistician*, 39(1): 33-38.

<sup>30</sup> P.C. Austin. (2008). "A critical appraisal of propensity-score matching in the medical literature between 1996 and 2003." *Statistics in Medicine*, 27(12): 2037-2049.

<sup>31</sup> F. Thommes. (2012). "Propensity score matching in SPSS." Center for Educational Science and Psychology, Center for Educational Science and Psychology, University of Tübingen.

<sup>32</sup> E.A. Stuart. (2010). "Matching methods for causal inference: a review and a look forward." *Statistical Science*, 25(1): 1-21.

<sup>33</sup> M. Caliendo and s. Kopeinig. (2008). "Some practical guidance for the implementation of propensity score matching." *Journal of Economic Surveys*, 22(1): 31-72.

## ANNEX E: MUNICIPALITY CHARACTERISTICS

Municipalities		Climate Change Zone	Total Pop. (2012)	% of Pop. in Municipal Center	Ethnic Populations (%)	Ethnic Conflict	Local Elections (2013)	Parliamentary Elections (2014)	Political Polarization
<i>Treatment Municipalities</i>									
<b>Bogdanci</b>	Round 1	Southeast, Sub-Mediterranean	8,707	69%	Macedonians: 93% Serbs: 6%	No	VMRO DPMNE: 52.5% Voter turnout: 83.1%	VMRO DPMNE: 49.7% Voter turnout: 74.9%	Only municipality where opposition has more seats in council. Highly charged partisan politics expected.
<b>Krivogashtani</b>	Round 1	South, Continental	6,007	30%	Macedonians: 99%	Minimal	VMRO DPMNE: 57.1% Voter turnout: 81.0%	VMRO DPMNE: 63.3% Voter turnout: 81.7%	VMRO is very strong although there are many smaller parties.
<b>Pehcevo</b>	Round 1	East, Continental	5,517	59%	Macedonians: 86% Turks: 6% Roma: 7%	Minimal	VMRO DPMNE: 63.5% Voter turnout: 83.7%	VMRO DPMNE: 57.2% Voter turnout: 77.3%	VMRO is very powerful
<b>Tearce</b>	Round 1	Northwest, Mountain/Alpine	22,454	18%	Albanians: 84% Macedonians: 12% Turks: 2%	Severely affected by conflict in 2001.	DUI: 55.9% Voter turnout: 50.3%	DUI: 44.7% Voter turnout: 49.3%	Albanian parties competing against each other. Extreme local patriotism.
<b>Bogovinje</b>	Round 2	Southeast, Sub-Mediterranean	14,555	22%	Albanians: 99%	No	DUI: 51.8% Voter turnout: 46.9%	DUI: 56.3% Voter turnout: 43.9%	Highly polarized; DUI vs DPA.
<b>Mavrovo and Rostuse</b>	Round 2	Northwest, Mountain/Alpine	10,435	10%	Macedonians: 55% Albanians: 14% Turks: 29%	No, despite significant minority population.	VMRO DPMNE: 51.1% Voter turnout: 43.1%	VMRO DPMNE: 46.4% Voter turnout: 41.6%	No
<b>Studenichani</b>	Round 2	Central, Sub-Mediterranean/Continental	17,246	34%	Macedonians: 2% Albanians: 68% Turks: 19% Bosniacs: 10%	Ethnically diverse	DPA: 49.8% Voter turnout: 60.9%	DUI: 49.9% Voter turnout: 56.7%	DUI v DPA. Opposition holds mayoralty; ruling party holds council. Significant smaller parties.
<b>Vinica</b>	Round 2	East, Continental	19,938	54%	Macedonians: 91% Romas: 7%	No	VMRO DPMNE: 59.8% Voter turnout: 65.5%	VMRO DPMNE: 59.9% Voter turnout: 62.7%	Strong ruling party

Municipalities	Climate Change Zone	Total Pop. (2012)	% of Pop. in Municipal Center	Ethnic Populations (%)	Ethnic Conflict	Local Elections (2013)	Parliamentary Elections (2014)	Political Polarization
<b>Comparison Municipalities</b>								
<b>Aracinovo</b>	Central, Sub-Mediterranean/Continental	11,597	63%	Albanians: 94% Macedonians: 6%	Severely affected by conflict in 2001. Ethnic Macedonian IDPs have not returned to their village.	DUI: 52.1% Voter turnout: 65.9%	DUI: 56.7% Voter turnout: 54.6%	DUI won local elections but there is dissatisfaction amongst local population.
<b>Brevenica</b>	Northwest, Mountain/Alpine	15,855	18%	Macedonians: 38% Albanians: 62%	Ethnically mixed but not affected by conflict in 2001.	DUI: 51.9% Voter turnout: 60.9%	VMRO DPMNE: 32.1% Voter turnout: 53.1%	Majority of council made up of DUI and VMRO-DPMNE; voting for Mayoral position is exclusively along ethnic lines.
<b>Cashka</b>	Central, Continental/Mountain	7,673	19%	Macedonians: 57% Albanians: 35% Turks: 5%	Ethnic Albanians live in several remote villages. Several seasonal houses of Albanians damaged during conflict.	VMRO DPMNE: 60.2% Voter turnout: 70.1%	VMRO DPMNE: 46.6% Voter turnout: 63.0%	VMRO-DPMNE is dominant; no significant political polarization.
<b>Debarka</b>	Southwest, Continental	5,507	8%	Macedonians: 97% Albanians: 3%	No	VMRO DPMNE: 51.6% Voter turnout: 77.3%	VMRO DPMNE: 51.0% Voter turnout: 72.4%	Traditional polarization between VMRO-DPMNE and SDSM.
<b>Jegunovce</b>	Northwest, Mountain/Alpine	10,790	8%	Macedonians: 55% Albanians: 43% Turks: 1%	On the border of the 2001 conflict area, but not directly affected.	VMRO DPMNE: 56.2% Voter turnout: 51.1%	VMRO DPMNE: 46.4% Voter turnout: 41.6%	Majority of council made up of DUI and VMRO-DPMNE; voting for Mayoral position is mostly along ethnic lines.

Municipalities	Climate Change Zone	Total Pop. (2012)	% of Pop. in Municipal Center	Ethnic Populations (%)	Ethnic Conflict	Local Elections (2013)	Parliamentary Elections (2014)	Political Polarization
<b>Kratovo</b>	East, Continental	10,441	66%	Macedonians: 98% Romas: 1%	No	VMRO DPMNE: 61.4% Voter turnout: 76.1%	VMRO DPMNE: 63.5% Voter turnout: 76.1%	Socialist Party is dominant force since independence and has municipality control.
<b>Resen</b>	Southwest, Continental	16,825	52%	Macedonians: 76% Turks: 11% Albanians: 9% Romas: 1%	Significant ethnic Turk and Albanian communities, but inter-ethnic relations have always been positive.	VMRO DPMNE: 62.7% Voter turnout: 64.1%	VMRO DPMNE: 50.9% Voter turnout: 61.6%	No significant political tensions.
<b>Zrnovci</b>	East, Continental	3,264	68%	Macedonians: 100%	No	VMRO DPMNE: 59.7% Voter turnout: 68.9%	VMRO DPMNE: 65.7% Voter turnout: 63.5%	VMRO-DPMNE is dominant; no significant political polarization.

## ANNEX F: SOURCES OF INFORMATION

### Mission and Implementing Partner Staff Contacted or Interviewed

Name	Position	Organization
Connolly, Jennifer	Supervisory Program Officer	USAID/Macedonia
Stratos, Kathryn	Division Chief, Planning, Evaluation and Learning	USAID/E3/GCC
Slavkoski, Igor	Team Leader	MKM
Markovska, Maja	Program Assistant	MKM
Dimovski, Metodija	Climate Change Expert	Consultant, MKM

### Key Informant Interviews

Municipality	Date	Description	Sex
Bogdanci	9/29/2016	Working Group Coordinator (water)	M
Bogdanci	9/29/2016	Municipal Coordinator	F
Bogdanci	9/29/2016	Municipal employee with knowledge of the project	M
Bogdanci	9/29/2016	NGO Coordinator	F
Bogdanci	9/30/2016	Working Group member (water)	F
Bogdanci	9/30/2016	Working Group member (agriculture)	F
Bogdanci	9/30/2016	Working Group member (water)	M
Bogdanci	9/30/2016	Working Group member (energy)	M
Bogdanci	10/1/2016	Working Group member (water)	M
Bogdanci	10/1/2016	Working Group member (agriculture)	F
Bogdanci	10/1/2016	Monitoring Group member, municipal councilor	M
Bogdanci	10/1/2016	Monitoring Group member, municipal employee	F
Bogdanci	10/3/2016	Mayor	F
Bogdanci	10/3/2016	Working Group member (water), municipal councilor	M
Bogdanci	10/3/2016	Working Group member (agriculture)	M
Bogdanci	10/3/2016	Working Group member (water), municipal employee	F
Pechevo	9/27/2016	Former NGO Coordinator	F
Pechevo	10/4/2016	NGO Coordinator	F
Pechevo	10/4/2016	Municipal Coordinator	F
Studenichani	9/20/2016	Working Group member, municipal employee	M
Studenichani	9/20/2016	Mayor	M
Studenichani	9/20/2016	NGO Coordinator	M
Studenichani	9/20/2016	Working Group member, municipal employee	M
Studenichani	9/23/2016	Site visits	N/A
Studenichani	9/23/2016	Working Group member	F
Studenichani	10/6/2016	Person with knowledge of the project	M
Studenichani	12/30/2016	Resident who lives near the pilot project	M
Studenichani	12/30/2016	Resident who lives near the pilot project	M
Tearce	9/28/2016	NGO Coordinator	M

Municipality	Date	Description	Sex
Tearce	9/29/2016	Working Group Coordinator (water)	M
Tearce	9/29/2016	Working Group Coordinator (agriculture)	M
Tearce	9/29/2016	Working Group member (agriculture)	M
Tearce	9/30/2016	Working Group member (multiple)	M
Tearce	9/30/2016	Working Group member (mountains)	F
Tearce	9/30/2016	Municipal Coordinator	M
Tearce	10/3/2016	Working Group member (water)	M
Tearce	10/3/2016	Working Group member (water)	M
Tearce	10/3/2016	Working Group member (multiple)	M
Tearce	10/6/2016	Working Group member (agriculture)	M
Tearce	10/6/2016	Working Group member (water)	M
Tearce	10/19/2016	Municipal employee with knowledge of the project	M
Tearce	10/19/2016	Working Group member (mountains)	M
Tearce	10/19/2016	Working Group member (water)	M
Tearce	10/19/2016	Working Group Coordinator (mountains)	F
Vinica	9/20/2016	Working Group member (forests), municipal employee	M
Vinica	9/20/2016	Monitoring Group member, municipal employee	F
Vinica	9/20/2016	Working Group member (agr.), Monitoring Group member	M
Vinica	9/22/2016	Working Group member (multiple), municipal councilor	M
Vinica	9/22/2016	Working Group member (forests)	F
Vinica	9/22/2016	Civil society representative	M
Vinica	9/22/2016	Working Group member (water), municipal employee	F
Vinica	9/22/2016	Working Group member (water)	F
Vinica	9/22/2016	Working Group member (agriculture)	M
Vinica	9/23/2016	Municipal employee with knowledge of the project	M
Vinica	9/23/2016	Working Group member (forests)	F
Vinica	9/23/2016	Monitoring Group member, municipal councilor	F
Vinica	9/23/2016	Working Group member (agr.), municipal employee	M
Vinica	9/24/2016	NGO Coordinator	F
Vinica	9/24/2016	Village council member	M
Vinica	9/27/2016	Working Group member (water), municipal employee	M
Vinica	9/27/2016	Working Group coord. (forests), Monitoring Group member	F
Vinica	10/13/2016	Person with knowledge of the project	F
MKM	9/19/2016	MKM staff	M
MKM	10/5/2016	MKM staff	M
USAID	multiple	USAID staff	---

## Internal Documents Reviewed

- MCCS pilot background documents
- MCCS pilot activity reports
- CSO-municipality applications to be a part of the MCCS pilot activity
- MKM's MCCS monitoring and evaluation plan and other M&E documents
- Reports on climate change in Macedonia

## External Documents Reviewed

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- USAID. USAID/Macedonia Strategic Plan Summary 2011-2015 (2010). Accessed April 2016, <https://www.usaid.gov/sites/default/files/documents/1863/USAID%20Macedonia%20Strategy%20Summary%20v3.pdf>.

# ANNEX G: ENDLINE HOUSEHOLD SURVEY QUESTIONNAIRE

Good afternoon, my name is \_\_\_\_\_. I work as a pollster for the [INSERT NAME OF LOCAL RESEARCH PARTNER HERE]. For the needs of the American organizations MSI and USAID, we are conducting a survey on the opinions and perspectives of Macedonian citizens regarding civil society, local government, climate change, and your participation in civic activities.

You were randomly selected as part of the sample for our country. This survey was conducted in 2013, and you agreed to be surveyed at that time. We also explained that the survey would be conducted again several years later. This is now the follow-up survey, and we are asking you to respond to the survey again. We would like to point out that this is not a political survey. Your participation in this survey is completely voluntary. Your data will be kept secure, and all your answers are confidential. The duration of the survey will be approximately 35 minutes.

We will keep your name and contact information completely separate from the information that you provide today. Your name and any other information that could be used to identify you will not be linked with anything that you say. Personnel associated with this study from the following organizations may examine the records from this study: MSI, dTS, Agencija Rejting. Your study records will be kept as confidential as possible under law.

If you agree to participate in this research study, your honest answers will assist USAID to better tailor its programs to the needs of citizens in Macedonia and around the world and will enable a better understanding of how people approach some of the important issues facing the world today

		Yes	No
1	Do you understand participation is voluntary?	1	2
2	Do you have any questions?	1	2
2	If YES, have these been satisfactorily answered	1	2
4	Will you participate in this study?	1	2

## 5. Municipality

- |                        |               |
|------------------------|---------------|
| 1. Vinica              | 9. Debarca    |
| 2. Mavrovo and Rostuse | 10. Kratovo   |
| 3. Bogovinje           | 11. Zrnovci   |
| 4. Krivogashtani       | 12. Brvenica  |
| 5. Tearce              | 13. Aracinovo |
| 6. Bogdanci            | 14. Jegunovce |
| 7. Pehcevo             | 15. Cashka    |
| 8. Studenichani        | 16. Resen     |

## 6. Home is in

1. Town (Urban)
2. Main village in rural municipality
3. Village in rural or urban municipality

## 7. Town/village \_\_\_\_\_

8. Name \_\_\_\_\_

9. Address \_\_\_\_\_

10. Telephone number of the household \_\_\_\_\_

11. Interviewer Code number \_\_\_\_\_

12. How many members of the household were present when conducting the interview?  
(without the respondent)

1. 1
2. 2
3. 3
4. More than 3
5. None other than the respondent

### CIVIL SOCIETY ENGAGEMENT

#### I WILL NOW ASK YOU SOME QUESTIONS REGARDING YOUR ATTITUDES ABOUT AND ENGAGEMENT IN CIVIL SOCIETY ACTIVITIES

13. Which of the following statements best describes you?

1. I keep myself informed about local (municipal-level) issues most of the time, whether or not something important is happening
2. I keep myself informed about local issues only when something important is happening
3. I never follow local issues
22. Don't know (DO NOT READ OUT)
777. Refuse to answer (DO NOT READ OUT)

14. Have you engaged in activities to address a social or community problem during the last 12 months? (e.g., discussed with others how to solve a local problem, participated in a protest, filed a complaint, etc.)

1. Yes
2. No
777. Refuse to answer (DO NOT READ OUT)

15. Which of the following statements best describes your knowledge about non-governmental organizations or citizens associations in your community?

1. I am very well informed
2. I am somewhat informed
3. I am not very informed
4. I am not informed at all
777. No answer (DO NOT READ OUT) \_\_\_\_\_

16. To what degree are you motivated to engage in activities of citizens associations on issues you consider to be of social importance?

1. I'm not motivated
2. I'm not motivated enough
3. I am somewhat motivated
4. I am fully motivated
22. Don't know (DO NOT READ OUT)
777. No answer (DO NOT READ OUT)

17\_1 - 17\_8. Please indicate whether you have personally supported or participated in CSO/NGO activities in the last 12 months, in any of the following ways:

<b>FORMS OF SUPPORT</b>		Yes	No	Refuse to answer
<b>17_1</b>	Attended an event or activity by NGOs	1	2	777
<b>17_2</b>	Participated in their activities as a citizen volunteer	1	2	777
<b>17_3</b>	Participated in online activities/initiatives	1	2	777
<b>17_4</b>	Participated in advocacy or oversight activities	1	2	777
<b>17_5</b>	Donated money	1	2	777
<b>17_6</b>	Donated goods (clothes, books, food etc)	1	2	777
<b>17_7</b>	Provided my professional services (doctor, lawyer, journalist, etc.) free of charge	1	2	777
<b>18_8</b>	Other, please specify _____	1	2	777

**18. Over the last year, has your motivation to engage in CSO/NGOs activities increased, decreased, or stayed the same?**

1. Increased
  2. Decreased
  3. Stayed the same
777. Refuse to answer (DO NOT READ OUT)

**19\_1 – 19\_3. To what extent do you agree with the following positions?**

	<b>POSITIONS</b>	Strongly disagree	Somewhat disagree	I neither agree nor disagree	Somewhat agree	Strongly agree	Don't know	N.A
<b>19_1</b>	CSOs/NGOs from our municipality are actively encouraging citizens to propose solutions to local problems and engage in the work of the local government.	1	2	3	4	5	22	777
<b>19_2</b>	CSOs/NGOs from our municipality are open to hearing ideas and priorities from people	1	2	3	4	5	22	777
<b>19_3</b>	CSOs/NGOs from our municipality act on citizen priorities.	1	2	3	4	5	22	777

## SOCIAL COHESION

### I WILL NOW ASK YOU SOME QUESTIONS REGARDING YOUR PERCEPTIONS ABOUT SOCIAL COHESION IN YOUR MUNICIPALITY

**20\_1 – 20\_3. To what extent do you agree with the following positions?**

	<b>POSITIONS</b>	Strongly disagree	Somewhat disagree	I neither agree nor disagree	Somewhat agree	Strongly agree	Don't know	N.A
<b>20_1</b>	My municipality is a place where people get along well together.	1	2	3	4	5	22	777
<b>20_2</b>	People from opposing political parties in my municipality collaborate well together on local issues that impact us all.	1	2	3	4	5	22	777
<b>20_3</b>	People from all ethnic groups in my municipality collaborate well together on local issues that impact us all.	1	2	3	4	5	22	777

**21. How comfortable are you working with people of other ethnic groups to solve a local issue?**

1. Very uncomfortable
  2. Uncomfortable
  3. Comfortable
  4. Very comfortable
777. Refused / N.A (DO NOT READ OUT)

**22. Are all citizens treated equally by the municipal government?**

- Yes, they are definitely treated equally
1. In general they are treated equally
  2. More or less
  3. In general they are not treated equally
  4. They are not treated equally at all
22. Don't know
777. Refuse to answer/No answer (DO NOT READ OUT)

## AWARENESS OF CLIMATE CHANGE

### I WILL NOW ASK YOU SOME QUESTIONS REGARDING YOUR KNOWLEDGE OF CLIMATE CHANGE AND CLIMATE CHANGE ISSUES

**23. Have you heard of climate change before today?**

1. Yes
  2. No (SKIP THE QUESTIONS FROM N24\_1 TO QUESTION 78 and go on QUESTION 79! ASK ALL THE QUESTIONS TILL THE END OF THE SURVEY EXCEPT QUESTIONS 81,83,85,87,89,91,93,95,97,99,101,103,105; 108\_1 – 108\_3 AND 110\_1 – 110\_6)
777. No answer/Refused

**N24\_1. From where have you heard about climate change? Television**

- 1. Yes
- 2. No
- 999. Haven't heard of climate change

**N24\_2. From where have you heard about climate change? Radio**

- 1. Yes
- 2. No
- 999. Haven't heard of climate change

**N24\_3. From where have you heard about climate change? Municipality website**

- 1. Yes
- 2. No
- 999. Haven't heard of climate change

**N24\_4. From where have you heard about climate change? Other websites/Internet**

- 1. Yes
- 2. No
- 999. Haven't heard of climate change

**N24\_5. From where have you heard about climate change? Facebook**

- 1. Yes
- 2. No
- 999. Haven't heard of climate change

**N24\_6. From where have you heard about climate change? Other social media (other than Facebook)**

- 1. Yes
- 2. No
- 999. Haven't heard of climate change

**N24\_7. From where have you heard about climate change? Newspapers**

- 1. Yes
- 2. No
- 999. Haven't heard of climate change

**N24\_8. From where have you heard about climate change? Magazines**

- 1. Yes
- 2. No
- 999. Haven't heard of climate change

**N24\_9. From where have you heard about climate change? Social campaigns**

- 1. Yes
- 2. No
- 999. Haven't heard of climate change

**N24\_10. From where have you heard about climate change? Friends/classmates/colleagues**

- 1. Yes
- 2. No
- 999. Haven't heard of climate change

**N24\_11. From where have you heard about climate change? Outdoor advertisements (billboards, posters)**

- 1. Yes
- 2. No

999. Haven't heard of climate change

**N24\_12. From where have you heard about climate change? Parents/siblings/children (family)**

1. Yes

2. No

999. Haven't heard of climate change

**N24\_13. From where have you heard about climate change? Printed information flyers**

1. Yes

2. No

999. Haven't heard of climate change

**N24\_14. From where have you heard about climate change? Local CSOs/organizations**

1. Yes

2. No

999. Haven't heard of climate change

**N24\_15. From where have you heard about climate change? Public meetings**

1. Yes

2. No

999. Haven't heard of climate change

**N24\_16. From where have you heard about climate change? Mayor or municipal council**

1. Yes

2. No

999. Haven't heard of climate change

**N24\_17. From where have you heard about climate change? Books**

1. Yes

2. No

999. Haven't heard of climate change

**N24\_18. From where have you heard about climate change? None**

1. Yes

2. No

999. Haven't heard of climate change

**N24\_19. From where have you heard about climate change? Don't know**

1. Yes

2. No

999. Haven't heard of climate change

**N24\_20. From where have you heard about climate change? Refused**

1. Yes

2. No

999. Haven't heard of climate change

**N24\_other. From where have you heard about climate change? Other**

1. Yes

2. No

999. Haven't heard of climate change

**25. On a scale of 1 to 10, how concerned are you about climate change? (1 is not at all concerned and 10 is extremely concerned).**

1	2	3	4	5	6	7	8	9	10
---	---	---	---	---	---	---	---	---	----

777. Refused (DO NOT READ OUT)

999. Haven't heard of climate change

**26. Now think of the main problems people face in your municipality. When you compare climate change to those problems, on a scale 1 to 10, how important is climate change? (1 is not at all concerned and 10 is extremely concerned).**

1	2	3	4	5	6	7	8	9	10
---	---	---	---	---	---	---	---	---	----

777. Refused (DO NOT READ OUT)

999. Haven't heard of climate change

**27. Do you think climate change is happening?**

1. Yes

2. No

22. Don't know (DO NOT READ OUT)

777. N.A (DO NOT READ OUT)

999. Haven't heard of climate change

**28. Do you think climate change is caused mostly by:**

1. Human activities

2. Natural changes in the environment

3. Caused by both human activities and natural changes

4. Other, please specify \_\_\_\_\_

22. Don't know

777. No answer (DO NOT READ OUT)

99. Neither, because climate change is not happening

**29. How much attention do you pay to information about climate change?**

1. None

2. A little

3. Some

4. A lot

5. Have no access to information of this kind

777. No answer (DO NOT READ OUT)

999. Haven't heard of climate change

**30\_1 – 30\_4. How well informed do you feel you are about the following issues related to climate change?**

		Not at all informed	Not very well informed	Fairly well informed	Very well informed	N.A	Haven't heard of climate change
<b>30_1</b>	The different causes of climate change	1	2	3	4	777	999
<b>30_2</b>	The possible global consequences of climate change	1	2	3	4	777	999
<b>30_3</b>	The consequences in my municipality of climate change	1	2	3	4	777	999
<b>30_4</b>	Ways in which we can reduce climate change	1	2	3	4	777	999

**31. When do you think climate change will start to substantially affect people in Macedonia?**

1. People are being affected now
2. In 10 years
3. In 25 years
4. In 50 years
5. In 100 years
6. Never
22. Don't know (DO NOT READ OUT)
777. Refused (DO NOT READ OUT)
999. Haven't heard of climate change

**32. Do you think climate change will affect you or your family in some way?**

1. Definitely yes
2. Probably yes
3. Maybe yes maybe no
4. Probably no
5. Definitely no
22. Don't know (DO NOT READ OUT)
777. N.A. (DO NOT READ OUT)
999. Haven't heard of climate change

## ATTITUDES TOWARD CLIMATE CHANGE

### I WILL NOW ASK YOU SOME QUESTIONS REGARDING YOUR ATTITUDES OF CLIMATE CHANGE AND CLIMATE CHANGE ISSUES

**33\_1 – 33\_7. Do you think climate change will have positive or negative effects in the future on the following:**

		Very negative	Some-what negative	Neither positive nor negative	Some-what positive	Very positive	Positive for some & Negative for others	I don't know	N.A	Haven't heard of climate change
<b>33_1</b>	Ecology-Animals and plants	1	2	3	4	5	6	22	777	999
<b>33_2</b>	People in Macedonia	1	2	3	4	5	6	22	777	999
<b>33_3</b>	People in other parts of the world	1	2	3	4	5	6	22	777	999
<b>33_4</b>	You	1	2	3	4	5	6	22	777	999
<b>33_5</b>	Your children (the next generation of your family)	1	2	3	4	5	6	22	777	999
<b>33_6</b>	Your livelihood, job or income	1	2	3	4	5	6	22	777	999
<b>33_7</b>	The economy in Macedonia	1	2	3	4	5	6	22	777	999

**34\_1 – 34\_11. How much each of the following is affected or caused by climate change?**

		Not at all	A little	Some	A great deal	I don't know	N.A	Haven't heard of climate change
<b>34_1</b>	Timing or intensity of rain	1	2	3	4	22	777	999
<b>34_2</b>	Floods	1	2	3	4	22	777	999
<b>34_3</b>	Droughts	1	2	3	4	22	777	999
<b>34_4</b>	Agricultural growing seasons	1	2	3	4	22	777	999
<b>34_5</b>	Summer temperatures	1	2	3	4	22	777	999
<b>34_6</b>	Winter temperatures	1	2	3	4	22	777	999
<b>34_7</b>	Food prices	1	2	3	4	22	777	999
<b>34_8</b>	Air quality	1	2	3	4	22	777	999
<b>34_9</b>	Water quality	1	2	3	4	22	777	999
<b>34_10</b>	Crop damage caused by insects or diseases	1	2	3	4	22	777	999
<b>34_11</b>	Changes in the local economy	1	2	3	4	22	777	999
<b>34_11</b>	Forest fires	1	2	3	4	22	777	999

**35\_1 – 35\_5. Please state your level of agreement with the following statements:**

	Statements	Strongly disagree	Some-what disagree	I neither agree nor disagree	Some-what agree	Strongly agree	Don't know	N.A	Haven't heard of climate change
<b>35_1</b>	The actions of a single individual can make a difference in climate change.	1	2	3	4	5	22	777	999
<b>35_2</b>	Protecting the environment improves economic growth and provides new jobs.	1	2	3	4	5	22	777	999
<b>35_3</b>	The government should provide incentives for people to look after the environment.	1	2	3	4	5	22	777	999
<b>35_4</b>	Activities to reduce climate change are not of great interest to my family.	1	2	3	4	5	22	777	999
<b>35_5</b>	Dealing with climate change should be given priority, even if it causes slower economic growth and some loss of jobs.	1	2	3	4	5	22	777	999

**36. How important is it, in your view, to take collective action to reduce any negative impacts arising from climate change?**

1. Definitely important
2. Rather important
3. Neither important neither unimportant
4. Rather unimportant
5. Definitely unimportant
22. Don't know (DO NOT READ OUT)
777. N.A (DO NOT READ OUT)
999. Haven't heard of climate change

**KNOWLEDGE OF AND PARTICIPATION IN CLIMATE CHANGE EVENTS OR PROJECTS**

**I WILL NOW ASK YOU SOME QUESTIONS REGARDING YOUR KNOWLEDGE OF CLIMATE CHANGE EVENTS OR PROJECTS IN YOUR MUNICIPALITY**

**37 N. Are you aware of any public climate change informational events that have occurred in your municipality?**

1. Yes
2. No (SKIP QUESTIONS 38 N – 54\_4 N)

**If the answer is 'NO' for any of the following questions (38N; 40N; 42N; 44N; 46N; 48N; 50N AND 52N) SKIP THE MATCHING QUESTIONS BELOW**

**38 N. Have you heard of the following climate change informational event occurred in your municipality?**

**Trucks, vans or other vehicles with information about climate change**

1. Yes
2. No

**39 N. Did you personally participate in this event?**

**Trucks, vans or other vehicles with information about climate change**

1. Yes
2. No

**40 N. Have you heard of the following climate change informational event occurred in your municipality?**

**Tents or other displays with information about climate change**

1. Yes
2. No

**41 N. Did you personally participate in this event?**

**Tents or other displays with information about climate change**

1. Yes
2. No

**42 N. Have you heard of the following climate change informational event occurred in your municipality?**

**Presentations about climate change where they gave participants a tree to plant**

1. Yes
2. No

**43 N. Did you personally participate in this event?**

**Presentations about climate change where they gave participants a tree to plant**

1. Yes
2. No

**44 N. Have you heard of the following climate change informational event occurred in your municipality?**

**Shows or speeches, by celebrities or others, about climate change**

1. Yes
2. No

**45 N. Did you personally participate in this event?**

**Shows or speeches, by celebrities or others, about climate change**

1. Yes
2. No

**46 N. Have you heard of the following climate change informational event occurred in your municipality?**

**Demonstrations of solar energy or other clean energy sources**

1. Yes
2. No

**47 N. Did you personally participate in this event?**

**Demonstrations of solar energy or other clean energy sources**

1. Yes
2. No

**48 N. Have you heard of the following climate change informational event occurred in your municipality?**

**Movies about climate change**

1. Yes
2. No

**49 N. Did you personally participate in this event?**

**Movies about climate change**

1. Yes
2. No

**50 N. Have you heard of the following climate change informational event occurred in your municipality?**

**Presentations at schools about climate change**

1. Yes
2. No

**51 N. Did you personally participate in this event?**

**Presentations at schools about climate change**

1. Yes
2. No

**52 N. Have you heard of other climate change informational event occurred in your municipality?**

1. No
2. Please specify \_\_\_\_\_

**53 N. Did you personally participate in this event?**

1. Yes
2. No

**54\_1 – 54\_4 N. Speaking again about these climate changes informational events in your municipality, please indicate to what extent you agree with the following statements.**

		Strongly disagree	Some-what disagree	I neither agree nor disagree	Some-what agree	Strongly agree	Don't know	N.A	Haven't heard of climate change
<b>54_1</b>	The informational events were useful in helping me understand climate change better	1	2	3	4	5	22	777	999
<b>54_2</b>	The informational events helped change the way I think about climate change	1	2	3	4	5	22	777	999
<b>54_3</b>	The informational events helped change the way I behave with regard to climate change	1	2	3	4	5	22	777	999
<b>54_4</b>	The informational events will help change the way I behave in the future with regard to climate change	1	2	3	4	5	22	777	999

**55 N. Choose one municipality:**

1. Krivogashtani
2. Pehcevo
3. Bogdanci
4. Tearce
5. Vinica
6. Bogovinje
7. Mavrovo and Rostuse

8. Studenichani
9. None of the above

**53-68 N. Do you know of the following climate change projects that were implemented in your municipality?**

**(ASK QUESTIONS 56\_1 N – 71\_6 N ONLY TO THE RESPONDENTS FROM THE TREATMENT MUNICIPALITIES.**

**MATCH ACTIVITY TO MUNICIPALITY IN WHICH RESPONDENT LIVES.**

**IF THE ANSWERS FOR TWO PROJECTS IN ONE MUNICIPALITY ARE ‘NO’, SKIP QUESTIONS 72\_1 – 74\_6)**

	<b>Activity</b>	<b>Yes</b>	<b>No</b>
	<b>Krivogashtani</b>	1	2
<b>56_1 N</b>	Reconstruction of roof and windows of the Krivogashtani City Hall	1	2
<b>56_2 N</b>	Energy efficient adaptation of public buildings (primary school and kindergarten)	1	2
<b>57N</b>	<b>Respondent is familiar with at least one of these projects:</b> 1.Yes 2.No		
	<b>Pehcevo</b>	1	2
<b>58_1 N</b>	Installation of a new filter in the drinking water purification station in the Municipality of Pehcevo	1	2
<b>58_2 N</b>	Energy-efficient adaptations of public buildings	1	2
<b>59 N</b>	<b>Respondent is familiar with at least one of these projects:</b> 1.Yes 2.No		
	<b>Bogdanci</b>	1	2
<b>60_1 N</b>	Thermal insulation of the roof of “Kosta Pop Ristov - Delcev” kindergarten	1	2
<b>60_2 N</b>	Building of new water supply tank	1	2
<b>61 N</b>	<b>Respondent is familiar with at least one of these projects:</b> 1.Yes 2.No		
	<b>Tearce</b>	1	2
<b>62_1 N</b>	Replacement of traditional street lights with energy-efficient street lights	1	2
<b>62_2 N</b>	Reconstruction of the riverbed and the damaged cascade cut-off walls of the Ponika River in the village of Dobroshte	1	2
<b>63 N</b>	<b>Respondent is familiar with at least one of these projects:</b> 1.Yes 2.No		
	<b>Vinica</b>	1	2
<b>64_1 N</b>	Cleaning and regularion of Kajanecki valley, village Istibanja	1	2
<b>64_2 N</b>	Regulation of Osojnica riverbed downstream and upstream the bridge over Osojnica river in Jakimovo village	1	2
<b>65 N</b>	<b>Respondent is familiar with at least one of these projects:</b> 1.Yes 2.No		
	<b>Bogovinje</b>	1	2
<b>66_1 N</b>	Cleaning of riverbeds of Pirok, Kamenjane, Palchiste	1	2
<b>66_2 N</b>	Delivery and installation of measuring instruments - water meters in four settlements in the municipality of Bogovinje: Kamenjane, Dolno Palciste, Kalnik and Sinicane	1	2
<b>67 N</b>	<b>Respondent is familiar with at least one of these projects:</b> 1.Yes 2.No		
	<b>Mavrovo &amp; Rostusha</b>	1	2
<b>68_1 N</b>	Reconstruction of the roof structure, replacement of windows and building an energy facade of the municipal building	1	2

<b>68_I N</b>	Rehabilitation of landslides in Prisojnica village	<b>1</b>	<b>2</b>
<b>69 N</b>	<b>Respondent is familiar with at least one of these projects:</b> <b>1.Yes</b> <b>2.No</b>		
	<b>Studenichani</b>	<b>1</b>	<b>2</b>
<b>70_I N</b>	Renovation of the municipal storage tank for drinking water	<b>1</b>	<b>2</b>
<b>70_2 N</b>	Rehabilitation of the riverbed of Meriz river and landslide in Studenichani village	<b>1</b>	<b>2</b>
<b>71 N</b>	<b>Respondent is familiar with at least one of these projects:</b> <b>1.Yes</b> <b>2.No</b>		

**N72\_1. From what sources did you receive information about these climate change projects implemented in your municipality where have you heard about climate change? Television**

1. Yes

2. No

999. Haven't heard of climate change

**N72\_2. From where have you heard about climate change? Radio**

1. Yes

2. No

999. Haven't heard of climate change

**N72\_3. From where have you heard about climate change? Municipality website**

1. Yes

2. No

999. Haven't heard of climate change

**N72\_4. From where have you heard about climate change? Other websites/Internet**

1. Yes

2. No

999. Haven't heard of climate change

**N72\_5. From where have you heard about climate change? Facebook**

1. Yes

2. No

999. Haven't heard of climate change

**N72\_6. From where have you heard about climate change? Other social media (other than Facebook)**

1. Yes

2. No

999. Haven't heard of climate change

**N72\_7. From where have you heard about climate change? Friends/classmates/colleagues**

1. Yes

2. No

999. Haven't heard of climate change

**N72\_8. From where have you heard about climate change? Outdoor advertisements (billboards, posters)**

1. Yes

2. No

999. Haven't heard of climate change

**N72\_9. From where have you heard about climate change? Parents/siblings/children (family)**

1. Yes

2. No

999. Haven't heard of climate change

**N72\_10. From where have you heard about climate change? Printed information flyers**

1. Yes

2. No

999. Haven't heard of climate change

**N72\_11. From where have you heard about climate change? Local CSOs/organizations**

1. Yes

2. No

999. Haven't heard of climate change

**N72\_12. From where have you heard about climate change? Public meetings**

1. Yes

2. No

999. Haven't heard of climate change

**N72\_13. From where have you heard about climate change? Mayor or municipal council**

1. Yes

2. No

999. Haven't heard of climate change

**N72\_14. From where have you heard about climate change? None**

1. Yes

2. No

999. Haven't heard of climate change

**N72\_15. From where have you heard about climate change? Don't know**

1. Yes

2. No

999. Haven't heard of climate change

**N72\_16. From where have you heard about climate change? Refused**

1. Yes

2. No

999. Haven't heard of climate change

**N72\_other. From where have you heard about climate change? Other**

1. Yes

2. No

999. Haven't heard of climate change

**73\_1 – 73\_2 N. Speaking again these climate change projects implemented in your municipality, who do you think was responsible for the following?**

		Citizens Only	Citizens Mostly	Citizens and Municipality Equally	Municipality Mostly	Municipality Only	I don't know	N.A
<b>73_1</b>	Proposing the projects	1	2	3	4	5	22	777
<b>73_2</b>	Implementing the projects	1	2	3	4	5	22	777

**74\_1 – 74\_6. Speaking again these climate change projects implemented in your municipality, please indicate to what extent you agree with the following statements.**

		Strongly disagree	Some-what disagree	I neither agree nor disagree	Some-what agree	Strongly agree	Don't know	N.A	Haven't heard of climate change
<b>74_1</b>	The projects addressed an important need in the municipality	1	2	3	4	5	22	777	999
<b>74_2</b>	The projects will help the municipality deal with climate change better	1	2	3	4	5	22	777	999
<b>74_3</b>	The projects were useful in helping me understand climate change better	1	2	3	4	5	22	777	999
<b>74_4</b>	The projects helped change the way I think about climate change	1	2	3	4	5	22	777	999
<b>74_5</b>	The projects helped change the way I behave with regard to climate change	1	2	3	4	5	22	777	999
<b>74_6</b>	The projects will help change the way I behave in the future with regard to climate change	1	2	3	4	5	22	777	999

**75\_1 – 75\_13. I will read you a list of actions that you might have taken in the last 12 months. Please tell if by taking some of these actions you were motivated to reduce the causes and consequences of climate change?**

(Read this list out to respondents – check all that apply)!

	<b>ACTIVITIES</b>	Yes, climate change was the motivation	Yes, but climate change was not motivation	No, haven't taken such action	Refused	Haven't heard of climate change
<b>75_1</b>	Used energy efficient light bulbs	1	2	3	777	999
<b>75_2</b>	Used less energy in other ways	1	2	3	777	999
<b>75_3</b>	Installed solar panels	1	2	3	777	999
<b>75_4</b>	Recycled	1	2	3	777	999
<b>75_5</b>	Changed farming techniques or types of crops grown	1	2	3	777	999
<b>75_6</b>	Conserved water/improved irrigation systems	1	2	3	777	999
<b>75_7</b>	Contact local government about climate change issues	1	2	3	777	999
<b>75_8</b>	Contact national government about climate change issues	1	2	3	777	999

<b>75_9</b>	Contact private companies about climate change issues	1	2	3	777	999
<b>75_10</b>	Support/volunteer for an NGO working on environmental or climate change issues	1	2	3	777	999
<b>75_11</b>	Take part in a campaign about a climate change issue	1	2	3	777	999
<b>75_12</b>	Make other people aware about climate change	1	2	3	777	999
<b>75_13</b>	Other, please specify _____	1	2	3	777	999

**76\_1. Who do you think should have the main responsibility for tackling climate change?**

**International organizations**

- 1. Yes
- 2. No
- 999. Haven't heard of climate changes

**76\_2. Who do you think should have the main responsibility for tackling climate change?**

**National government**

- 1. Yes
- 2. No
- 999. Haven't heard of climate changes

**76\_3. Who do you think should have the main responsibility for tackling climate change?**

**Municipal government**

- 1. Yes
- 2. No
- 999. Haven't heard of climate changes

**76\_4. Who do you think should have the main responsibility for tackling climate change?**

**Business and industry**

- 1. Yes
- 2. No
- 999. Haven't heard of climate changes

**76\_5. Who do you think should have the main responsibility for tackling climate change?**

**Environmental organizations**

- 1. Yes
- 2. No
- 999. Haven't heard of climate changes

**76\_6. Who do you think should have the main responsibility for tackling climate change?**

**Civil society**

- 1. Yes
- 2. No
- 999. Haven't heard of climate changes

**76\_7. Who do you think should have the main responsibility for tackling climate change?**

**Individuals**

- 1. Yes
- 2. No
- 999. Haven't heard of climate changes

**76\_8. Who do you think should have the main responsibility for tackling climate change?**

**Everyone**

1. Yes

2. No

999. Haven't heard of climate changes

**76\_9. Who do you think should have the main responsibility for tackling climate change?**

**Nothing can be done**

1. Yes

2. No

999. Haven't heard of climate changes

**76\_10. Who do you think should have the main responsibility for tackling climate change?**

**Don't know**

1. Yes

2. No

999. Haven't heard of climate changes

**76\_11. Who do you think should have the main responsibility for tackling climate change?**

**Refuse to answer**

1. Yes

2. No

999. Haven't heard of climate changes

**76\_12. Who do you think should have the main responsibility for tackling climate change?**

**Haven't heard of climate change**

1. Yes

2. No

**76\_13 Who do you think should have the main responsibility for tackling climate change?**

**Other**

1. Yes

2. No

999. Haven't heard of climate changes

**77. To deal with the problem of climate change, do you think the national government is doing:**

1. Too much

2. About the right amount

3. Not enough

22. Don't know (DO NOT READ OUT)

777. N.A (DO NOT READ OUT)

999. Haven't heard of climate change

**78. To deal with the problem of climate change, do you think your municipal government is doing:**

1. Too much

2. About the right amount

3. Not enough

22. Don't know (DO NOT READ OUT)

777. N.A (DO NOT READ OUT)  
 999. Haven't heard of climate change

## ENGAGEMENT WITH LOCAL GOVERNMENT

### I WILL NOW ASK YOU SOME QUESTIONS REGARDING YOUR ENGAGEMENT WITH AND ATTITUDES TOWARD LOCAL GOVERNMENT

**79. How important is it for you to be able to influence decisions in your community/municipality?**

1. Very important
2. Somewhat important
3. Little importance
4. No importance

777. No answer (DO NOT READ OUT)

**80-105. To what extent did you take any of the following activities (to engage the municipal government to solve a local issue in the last 12 months)?**

	To what extent did you take any of the following activities (to engage the municipal government to solve a local issue in the last 12 months)?				To what extent did you take any of the following activities (to address a climate change issue) in the last 12 months?				
	Activities	Yes, often	Yes, rarely	Haven't done this	Activities	Yes	No	Haven't done this at all	Haven't heard of climate change
<b>80</b>	I expressed my opinion at a meeting in the community council	1	2	3	<b>81</b>	1	2	99	999
<b>82</b>	I have personally contacted a friend employed at the municipal government to solve a local issue (not for personal reasons)	1	2	3	<b>83</b>	1	2	99	999
<b>84</b>	I contacted the mayor and/or the counselors	1	2	3	<b>85</b>	1	2	99	999
<b>86</b>	I sent a letter or email to the municipality	1	2	3	<b>87</b>	1	2	99	999
<b>88</b>	I signed a petition, an application, an appeal, or a complaint to the community authorities	1	2	3	<b>89</b>	1	2	99	999
<b>90</b>	I participated in a citizen meeting or an initiative	1	2	3	<b>91</b>	1	2	99	999
<b>92</b>	I protested	1	2	3	<b>93</b>	1	2	99	999
<b>94</b>	I joined an organization to solve a local issue	1	2	3	<b>95</b>	1	2	99	999
<b>96</b>	I asked a political party to be an intermediary to help solve an issue	1	2	3	<b>97</b>	1	2	99	999

<b>98</b>	I asked an NGO to be an intermediary to help solve an issue	1	2	3	<b>99</b>	1	2	99	999
<b>100</b>	I asked church/mosque leaders to be an intermediary to help solve an issue	1	2	3	<b>101</b>	1	2	99	999
<b>102</b>	I associated in a group to pursue my interest	1	2	3	<b>103</b>	1	2	99	999
<b>104</b>	Other, please specify _____	1	2	3	<b>105</b>	1	2	99	999

**106. Overall, has your level of engagement with the municipal government increased, decreased or stayed the same over the past two years?**

1. Increased,
  2. Decreased
  3. Stayed the same
777. Refuse to answer (DO NOT READ OUT)

**107\_1 – 107\_5. To what extent do you agree with the following positions?**

	<b>POSITIONS</b>	Strongly disagree	Some-what disagree	I neither agree nor disagree	Some-what agree	Strongly agree	Don't know	N.A	Haven't heard of climate change
<b>107_1</b>	Municipal government actively encourages citizens to propose solutions on local problems and engage in its work.	1	2	3	4	5	22	777	999
<b>107_2</b>	Municipal government is open to hearing ideas and priorities from people	1	2	3	4	5	22	777	999
<b>107_3</b>	Municipal government responds to requests from people	1	2	3	4	5	22	777	999
<b>107_4</b>	Municipal government acts on citizen priorities.	1	2	3	4	5	22	777	999
<b>107_5</b>	Women can influence municipal government priorities as much as men can.	1	2	3	4	5	22	777	999

**108\_1 – 108\_3. To what extent do you agree with the following positions? (Do not ask respondents who have not heard of climate change)**

	<b>POSITIONS</b>	Strongly disagree	Some-what disagree	I neither agree nor disagree	Some-what agree	Strongly agree	Don't know	N.A	Haven't heard of climate change
<b>108_1</b>	Our municipal government is <b>willing</b> to take meaningful action to address climate change.	1	2	3	4	5	22	777	999
<b>108_2</b>	Our municipal government is <b>able</b> to take meaningful action to address climate change.	1	2	3	4	5	22	777	999
<b>108_3</b>	People from different groups in my municipality can collaborate well together to increase resilience to negative effects of climate change.	1	2	3	4	5	22	777	999

**109\_1 – 109\_7. which degree do you trust the following institutions, based on the last 12 months?**

	<b>INSTITUTIONS</b>	I have no trust at all	I have little trust	I neither trust nor distrust them	In general I trust them	I fully trust them	Don't know	N.A
<b>109_1</b>	Government of the Republic of Macedonia	1	2	3	4	5	22	777
<b>109_2</b>	Public Enterprises	1	2	3	4	5	22	777
<b>109_3</b>	Private Enterprises	1	2	3	4	5	22	777
<b>109_4</b>	Bodies of Municipal Administration (mayor and municipal council)	1	2	3	4	5	22	777
<b>109_5</b>	Civic Associations (NGOs)	1	2	3	4	5	22	777
<b>109_7</b>	Media	1	2	3	4	5	22	777

**I10\_1 – I10\_6. To which degree do you trust the following institutions to be able to address climate change causes and impacts?**

(Do not ask respondents who have not heard of climate change)

	<b>INSTITUTIONS</b>	I have no trust at all	I have little trust	I neither trust nor distrust them	In general I trust them	I fully trust them	Don't know	N.A	Haven't heard of climate change
<b>I10_1</b>	Government of the Republic of Macedonia	1	2	3	4	5	22	777	999
<b>I10_2</b>	Public Enterprises	1	2	3	4	5	22	777	999
<b>I10_3</b>	Private Enterprises	1	2	3	4	5	22	777	999
<b>I10_4</b>	Bodies of Local Administration (mayor and municipal council)	1	2	3	4	5	22	777	999
<b>I10_5</b>	Civic Associations (NGOs)	1	2	3	4	5	22	777	999
<b>I10_6</b>	Media	1	2	3	4	5	22	777	999

**I11. How much have you and your family been affected by extreme weather event(s) or natural disaster(s) in the last 10 years? (such as flood, drought, forest fire, extreme storm or extreme temperatures) Please consider both financial and health impacts.**

1. A great deal
  2. A moderate amount
  3. Only a little
  4. Not at all
777. Refuse to answer (DO NOT READ OUT)

**DEMOGRAPHICS**

**TO CONCLUDE THE SURVEY, I WILL NOW ASK YOU SOME QUESTIONS ABOUT YOU AND YOUR HOUSEHOLD**

**Agricultural Dependence**

**I12. What share of your annual income comes from your own agricultural production?**

\_\_\_\_\_ (in percentage)

101. Don't know (DO NOT READ OUT)

102. I don't have income from agriculture

777. Refused

888. N.A (DO NOT READ OUT)

**I13. What share of your annual food consumption comes from your own agricultural production?**

\_\_\_\_\_ (in percentage)

101. Don't know (DO NOT READ OUT)

102. My food consumption does not come from agriculture production

777. Refused

888. N.A (DO NOT READ OUT)

## General Demographics

### I 14. Sex

1. Male
2. Female

### I 15. Age\_\_\_\_\_

### I 16. Nationality

1. Macedonian
2. Albanian
3. Serbian
4. Turkish
5. Vlach
6. Roma
7. Bosnian
8. Other

### I 17. Marital status

1. Married (or lives with a partner)
2. Unmarried
3. Widower, widow
4. Divorced, separated

### I 18. Do you have children?

1. Yes
2. No

### I 19. Do you have grandchildren?

1. Yes
2. No

### I 20. Education

1. No education or less than primary
2. Primary
3. Secondary (or 3-year secondary)
4. University
5. Master or PhD

### I 21. Working status – primary work activity

1. Worker in private sector
2. Worker in a public enterprise
3. Unemployed
4. Farmer
5. Student
6. Housewife
7. Private, owner, entrepreneur
8. Retired
9. Other

**I22. Working status – secondary work activity**

1. Worker in private sector
2. Worker in a public enterprise
3. Unemployed
4. Farmer
5. Student
6. Housewife
7. Private, owner, entrepreneur
8. Retired
9. Other
99. Does not have secondary activity

**I23. What is the average monthly income for your household?**

1. Up to 10000 MKD
2. 10 000 - 18 000 MKD
3. 18 000 - 25 000 MKD
4. 25 000 - 40 000 MKD
5. Above 40 000 MKD
777. Refuse (DO NOT READ OUT)

**I24. The interview is completed in:**

1. First visit
2. Second visit
3. Third visit

# ANNEX H: CASE STUDY KII GUIDES

## Treatment Municipality – Municipal Officials

### Introduction:

Good afternoon/morning, my name is \_\_\_\_\_. I work for [NAME OF FIRM], which is based in Washington DC. We are conducting research on behalf of USAID on the opinions and perspectives of Macedonians regarding climate change, civil society, municipal government, and people’s participation in civic activities. This research is intended to help USAID better tailor its programs to the needs of citizens in Macedonia and elsewhere; it is not for political purposes.

You were recommended as a person who can provide a unique and important perspective. Your participation in this interview is completely voluntary. You may refuse to answer any questions, and you may end the interview at any time. Your data will be kept secure, all your answers are confidential, and your name and any information that could be used to identify you will not be linked with the record of this interview. The interview will last approximately one hour.

		Yes	No
1	Do you understand participation is voluntary?	1	2
2	Do you have any questions?	1	2
3	If YES, have these been satisfactorily answered	1	2
4	Will you participate in this study?	1	2

### Descriptive data:

Interviewer name(s):

Date, start time, end time:

Municipality:

Number of employees in the municipality:

Number of employees in the Environment Department:

Number of employees in the Local Economic Development Department:

Other departments dealing with CC:

Location of interview:

Respondent name (first name, family name):

Respondent contact information:

Primary occupation:

Organizational affiliation, position within affiliation:

How long working for the municipality:

Sex:

Education level (primary, secondary, university, postgraduate) [optional]:

Age or age range [optional]:

Ethnic group:

If discernable from interview or other data, party affiliation:

### Interview questions:

\*For questions marked with an asterisk, consider follow up question(s) related to gender differentials and perhaps ethnicity.

1. Are you familiar with MCCS/Green Agenda activities in your municipality? Including (a) the GA process & policy/strategy development, (b) training and mentoring, (c) GA working groups, (d)

public policy hearings, (e) monitoring group, (f) urgent action [insert name], (g) pilot project [insert name], (h) other? If yes, can you summarize the activities you are familiar with? How about (i) MCCC awareness campaigns? If so, which ones?

a. What were your roles in these activities, if any? How did you become involved?

Let's talk about each of the major steps in the MCCC project/Green Agenda process in some detail.

2. First, how much concern was there about *climate change* within the municipality and among citizens before the Green Agenda project launched? How much interest was there in the *Green Agenda process* at the outset?\*
3. What had the municipality done in the area of climate change prior to the project? For example, in terms of policies, internal procedures, community projects, and/or information campaigns?
4. How were stakeholders brought into the MCCC project/Green Agenda process? \*
  - a. Please name all the stakeholder groups (within and outside the municipal govt).
  - b. How were the members of the working groups selected?
  - c. Were different groups (women and men, political, ethnic) from the municipality represented in the strategy/working/monitoring groups? If not, why not? If yes, which groups were represented and what roles, including leadership roles, did they play and why?
  - d. Which stakeholder showed (the most) leadership?
5. Was there an effort made to include women and representatives of other minority groups in the strategy/working/monitoring groups? If not, why not? If yes, what efforts were made and how successful were they and why?
6. How was the urgent action activity selected? Please describe the process.
  - a. Who was involved in the selection? \*
  - b. Were there alternative ideas and, if so, how was the UA chosen from among them?
  - c. What were the main factors involved in choosing it?
  - d. In your opinion, was the UA chosen the best option?
  - e. Would the municipality have implemented the UA in the absence of MCCC funding?
  - f. Did the municipality share the cost of the UA? What was the motivation for [not] doing so?
  - g. Please describe the implementation of the UA. Did it encounter any challenges? If so, how were they resolved?
  - h. What have been the impacts of the UA? \*
  - i. Does the municipality have the resources to maintain the UA?
7. How was the pilot project selected? Please describe the process.
  - a. Who was involved in the selection? \*
  - b. Were there alternative ideas and, if so how was the PP chosen from among them?
  - c. What were the main factors involved in choosing it?
  - d. In your opinion, was the PP chosen the best option?
  - e. Would the municipality have implemented the PP in the absence of MCCC funding?
  - f. Did the municipality share the cost of the PP? What was the motivation for [not] doing so?
  - g. Please describe the implementation of the PP. Did it encounter any challenges? If so, how were they resolved?
  - h. What have been the impacts of the PP?\*
  - i. Does the municipality have the resources to maintain the PP?
8. What other types of projects might the municipality have done? How were the UA and PP related to or different from other climate change project that the municipality engages in, esp. those implemented as part of obligatory energy efficiency activities included in the annual budget?
9. Has the municipality taken other actions related to climate change outside of the project?
10. Are the working groups all still active? What do they do?
11. How about the municipality's adoption of the new climate change policy/strategy? Has it been enacted?

- a. What are the priorities defined in the strategy? Which have been implemented or are in progress? Did policy/strategy development and enactment encounter challenges? If so, how were they resolved?
  - b. What % of the total annual municipal budget is allocated for climate change? What is the absolute amount?
  - c. What functions has the monitoring group served? How were the members of the monitoring group selected?\*
12. How has the municipality publicized its Green Agenda/MCCS activities? If so, which ones and how?
  13. Did you receive training from MCCS? In what subjects? Have you been able to apply this training? How?
  14. Did the Green Agenda/MCCS project change your awareness of CC and of ways to help the municipality adapt to and/or reduce its vulnerability to CC? If so, how? In your opinion, what is the most important problem or issue around CC that should be addressed in your municipality at the present?
  15. How would you assess the level of awareness other municipal staff with regard to CC? Is staff knowledgeable causes, consequences, adaptation measures, measures to reduce risks? How concerned are other staff? Has the Green Agenda/MCCS project affected awareness? \*
  16. Now that the Green Agenda/MCCS project is drawing to a close, do you perceive that municipal government interest in climate change has increased OR how did the Green Agenda/MCCS project affect the way the municipality thinks about and deals with climate change?
    - a. If so, will this be sustainable if the make-up of government changes? Why or why not?
    - b. Which elements of the projects had, in your opinion, the most significant effects and why? \*
    - c. Does the municipality plan to budget funds for Green Agenda-type process in the future?
  17. Are you aware of municipal strategies and activities connected to the Green Agenda process/ MCCS project in the other 9 municipalities? Does the municipality communicate regularly with the other municipalities on CC issues?
  18. What other externally funded projects or programs are implemented in your municipality in which the local government participates and that concern CC and/or citizen engagement?

Now we'd like to talk about citizen engagement with the municipality.

19. How would you rate the general level of citizen participation regarding issues of concern to the municipality (at public hearings, surveys, debates, etc.) -- highly engaged, moderately engaged, barely engaged, or not engaged at all?
  - a. Can you explain your choice about citizen engagement?
  - b. Do citizens often approach the municipality to request that it engage on activities, or does the municipality usually reach out to citizens asking for support?
  - c. What factors seem to influence the level of engagement? (including age, sex, income, location, ethnicity, etc.)\*
  - d. What motivates citizens to get involved? (personal motivation, campaigns, news stories, activists, CSOs, etc.)\*
  - e. On what issues have you seen the most citizen engagement in the last [project period]?\*
20. What kind of activities have you done in the last [project period] to engage citizens *outside of* the Green Agenda/MCCS project?
  - a. What was your experience in getting citizens to engage in activities in your municipality?\*
21. How about with regard to the Green Agenda/MCCS project activities? Were they different?\*
22. How responsive is the municipality to citizen requests?
  - a. How many people need to be very interested in something for the municipality to consider making a change?
  - b. What do you think are the municipality's strengths and weaknesses regarding involving citizens in decision-making?\*

23. How has municipal's relationship with citizens changed in the last [project period] – if at all?\*
24. How would you characterize the relationship between the municipality and CSOs in general (on a scale of 1-5 where 1 is not cooperative and 5 is highly cooperative)?
  - a. What are the main factors which contribute to the cooperativeness level you have described?
  - b. What goes well, what is challenging?
  - c. How often have you met with local CSOs in the past two years, *outside of* the Green Agenda/MCCS process? What other types of contact (phone calls, e-mails) you have with CSOs? How frequent are these types of contact?
  - d. Which CSOs did you meet with? \*
  - e. What are the three main things that CSOs want to meet you with you about? Do you work jointly with CSOs on any issues outside of CC? What are they?
  - f. How capable are CSOs of encouraging constructive engagement by citizens in municipal activities?\*
  - g. How has the municipal's relationship with CSOs changed in the last [project period] – if at all?
25. Now let's focus on MCCS/Green Agenda activities. Please describe your collaboration with CSO XXX.
  - a. How would you characterize the relationship between the municipality and CSO XXX? (On a scale of 1-5 where 1 is not cooperative and 5 is highly cooperative).
  - b. What are the main factors, which contribute to the cooperativeness level you have described?
  - c. What has gone well? What has been challenging?
  - d. What has been the frequency and nature of communication?
  - e. Did your relationship with CSO XXX change during and after the implementation of MCCS?
26. Can you tell us a little bit about collaboration between community members or different groups in your municipality?
  - a. How well do different groups (women and men, political, ethnic) seem to get along and work together, both in general and as equals? Why?
  - b. Have you noticed any differences in the last [project period]? What differences? Why do you think things were different?
  - c. Are there issues that different groups seem to cooperate more on? What issues are they and why?
27. Thinking about the Green Agenda process and climate change in particular, can you tell us a little bit about collaboration between community members or different groups in your municipality on issues related to climate change?
  - a. How well do different groups (women and men, political, ethnic) seem to get along and work together, both in general and as equals? Why?
  - b. Have you noticed any differences in the last [project period]? What differences? Why do you think things were different?
  - c. Are there issues that different groups seem to cooperate more on? What issues are they and why?
  - d. Have women made progress in holding more leadership positions in the activities focusing on climate change? Please describe/explain.

## Treatment Municipality – CSO Staff

### Introduction:

Good afternoon/morning, my name is \_\_\_\_\_. I work for [NAME OF FIRM], which is based in Washington DC. We are conducting research on behalf of USAID on the opinions and perspectives of Macedonians regarding climate change, civil society, municipal government, and people's participation in civic activities. This research is intended to help USAID better tailor its programs to the needs of citizens in Macedonia and elsewhere; it is not for political purposes.

You were recommended as a person who can provide a unique and important perspective. Your participation in this interview is completely voluntary. You may refuse to answer any questions, and you may end the interview at any time. Your data will be kept secure, all your answers are confidential, and your name and any information that could be used to identify you will not be linked with the record of this interview. The interview will last approximately one hour.

		Yes	No
1	Do you understand participation is voluntary?	1	2
2	Do you have any questions?	1	2
3	If YES, have these been satisfactorily answered	1	2
4	Will you participate in this study?	1	2

### Descriptive data:

Interviewer name(s):

Date, start time, end time:

Municipality:

Location of interview:

Respondent name (first name, family name):

Respondent contact information:

Primary occupation:

Organizational affiliation, position within affiliation, volunteer or paid employee/consultant,

FT/PT/consultant:

Number of employees of CSO, number of volunteers:

Primary mission/activities of CSO:

Sex:

Education level (primary, secondary, university, postgraduate) [optional]:

Age or age range [optional]:

Ethnic group:

If discernable from interview or other data, party affiliation:

### Interview questions:

\*For questions marked with an asterisk, consider follow up question(s) related to gender differentials and perhaps ethnicity.

- I. Are you familiar with MCCA/Green Agenda activities in your municipality? Including (a) the GA process & policy/strategy development, (b) training and mentoring, (c) GA working groups, (d) public policy hearings, (e) monitoring group, (f) urgent action [insert name], (g) pilot project [insert name], (h) other? If yes, can you summarize the activities you are familiar with? How about (i) MCCA awareness campaigns? If so, which ones?
  - a. What were your roles in these activities, if any? How did you become involved?

Let's talk about each of the major steps in the MCCC project/Green Agenda process in some detail.

2. First, how much concern was there about *climate change* within the municipality, among CSOs, within your CSO, and among citizens before the Green Agenda project launched? How much interest was there in the *Green Agenda process* at the outset?\*
3. What had the municipality done in the area of climate change prior to the project? For example, in terms of policies, internal procedures, community projects, and/or information campaigns?
4. What had your CSO done in the area of climate change prior to the project?
5. How were stakeholders brought into the MCCC project/Green Agenda process? \*
  - a. Please name all the stakeholder groups (within and outside the municipal govt).
  - b. How were the members of the working groups selected?
  - c. Were different groups from the municipality represented in the strategy/working/monitoring groups? If not, why not? If yes, which groups were represented and what roles, including leadership roles, did they play and why?
  - d. Which stakeholder showed (the most) leadership?
6. Was there an effort made to include women and representatives of other minority groups in the strategy/working/monitoring groups? If not, why not? If yes, what efforts were made and how successful were they and why?
7. How was the urgent action activity selected? Please describe the process.
  - a. Who was involved in the selection? \*
  - b. Were there alternative ideas and, if so, how was the UA chosen from among them?
  - c. What were the main factors involved in choosing it?
  - d. In your opinion, was the UA chosen the best option?
  - e. Do you think the municipality would have implemented the UA in the absence of MCCC funding?
  - f. Please describe the implementation of the UA. Did it encounter any challenges? If so, how were they resolved?
  - g. What have been the impacts of the UA? \*
  - h. How will the UA be maintained?
8. How was the pilot project selected? Please describe the process.
  - a. Who was involved in the selection? \*
  - b. Were there alternative ideas and, if so how was the PP chosen from among them?
  - c. What were the main factors involved in choosing it?
  - d. In your opinion, was the PP chosen the best option?
  - e. Do you think the municipality would have implemented the PP in the absence of MCCC funding?
  - f. Please describe the implementation of the PP. Did it encounter any challenges? If so, how were they resolved?
  - g. What have been the impacts of the PP? \*
  - h. How will the PP be maintained?
9. How were the UA and PP related to or different from other climate change projects that the municipality engages in, esp. those implemented as part of obligatory energy efficiency activities included in the annual budget?
10. Has the municipality taken other actions related to climate change outside of the project during the same period?
11. How about your CSO, has it taken other actions related to climate change outside the project during the same period?
12. Are the working groups all still active? What do they do?
13. How about the municipality's adoption of the new climate change policy/strategy? Has it been enacted?

- a. What are the priorities defined in the strategy? \* Which have been implemented or are in progress? Did policy/strategy development and enactment encounter challenges? If so, how were they resolved?
  - b. Do you know what % of the total annual municipal budget is allocated for climate change? How about the absolute amount?
  - c. What functions has the monitoring group served? How were the members of the monitoring group selected?\*
14. How has the municipality publicized its Green Agenda/MCCS activities? If so, which ones and how?
  15. Has your CSO publicized Green Agenda/MCCS activities? Which ones? How?
  16. Did you participate any of the MCCS awareness campaigns? How effective were they, in your opinion, in this municipality?\*
  17. Did you receive training from MCCS? In what subjects? Have you been able to apply this training? How?
  18. Did the Green Agenda/MCCS project change your awareness of CC and of ways to help the municipality adapt to and/or reduce its vulnerability to CC? If so, how? In your opinion, what is the most important problem or issue around CC that should be addressed in your municipality at the present?
  19. How would you assess the level of awareness other CSO with regard to CC? \* Is staff knowledgeable causes, consequences, adaptation measures, measures to reduce risks? How concerned are other staff? Has the Green Agenda/MCCS project affected awareness?
  20. Now that the Green Agenda/MCCS project is drawing to a close, do you perceive that municipal government interest in climate change has increased OR how did the Green Agenda/MCCS project affect the way the municipality thinks about and deals with climate change?
    - a. If so, will this be sustainable if the make-up of government changes? Why or why not?
    - b. Which elements of the projects had, in your opinion, the most significant effects and why? \*
  21. Are you aware of activities connected to the Green Agenda process/ MCCS project in the other 9 municipalities? Does your CSO communicate regularly with the other CSOs on CC issues?
  22. What other projects or programs are implemented in your municipality that concern CC and/or citizen engagement?
    - a. Is your CSO involved in any of them?
    - b. What other organizations are involved in CC and/or citizen engagement/activism activities?
    - c. Is the municipal government directly involved in any of them?
    - d. Which are externally funded?

Now we'd like to talk about citizen engagement with civil society and with the municipality.

23. How would you rate the general level of citizen participation in civil society /CSO activities in this municipality -- highly engaged, moderately engaged, barely engaged, or not engaged at all?
  - a. Can you explain your choice about citizen participation?
  - b. What factors seem to influence the level of participation? (including age, sex, income, location, ethnicity, etc.) \*
  - c. What motivates citizens to get involved? (personal motivation, campaigns, news stories, activists, CSOs, etc.)
  - d. On what issues have you seen the most citizen activism in the last [project period]? Are there differences with regard to issues related to climate change?\*
  - e. Has the number of CSOs active in the municipality increased, decreased or stayed the same in the [project period]? Why is that?
24. How about in the work that you do and the activities you sponsor? [are there differences from your answers to the preceding questions?]
  - a. What kind of activities have you done in the last [project period] to engage citizens *outside* of the Green Agenda/MCCS project?

- b. What was your experience in getting citizens to engage in activities in your municipality?
  - c. How about with regard to the Green Agenda/MCCS project activities? Were they different?
  - d. What percentage of your staff and volunteers are Macedonian/Albanian/other?
  - e. What percentage are men/women?
  - f. [If predominantly one group] What are the challenges to having a more mixed group?
25. How would you rate the general level of citizen engagement directly with the municipal government (at public hearings, surveys, debates, etc.) -- highly engaged, moderately engaged, barely engaged, or not engaged at all?
- a. Can you explain your choice about citizen engagement?
  - b. What factors seem to influence the level of engagement? (including age, sex, income, location, ethnicity, etc.) \*
  - c. What motivates citizens to get involved? (personal motivation, campaigns, news stories, activists, CSOs, etc.)\*
  - d. On what issues have you seen the most citizen engagement in the last [project period]?\* Is CC different?
26. What kind of activities has the municipality done in the [project period] to engage citizens?
- a. How effective were they? \*
  - b. How do you think citizens would describe their interactions with the municipality?\*
27. How responsive has the municipality been to citizen requests?
- a. What do you think are the municipality's strengths and weaknesses regarding involving citizens in decision-making?
  - b. How has municipal's relationship with citizens changed in the last [project period] – if at all?\*
28. How would you characterize the relationship between the municipality and CSOs in general (on a scale of 1-5 where 1 is not cooperative and 5 is highly cooperative)?
- a. What are the main factors, which contribute to the cooperativeness level you have described?
  - b. What goes well, what is challenging?
  - c. How often do you think the municipal government meets with CSOs or contacts them in some other manner, *outside of* the Green Agenda/MCCS process?
  - d. What are the main issues CSOs and the municipality meet about?
  - e. Do all CSOs receive equal treatment by the municipality? If not, what is the reason?
  - f. How has the municipal's relationship with CSOs changed in the last [project period] – if at all?
29. Now let's focus on MCCS/Green Agenda activities. Please describe your collaboration with the municipal government.
- a. How would you characterize the relationship between the municipality and your CSO? (On a scale of 1-5 where 1 is not cooperative and 5 is highly cooperative).
  - b. What are the main factors, which contribute to the cooperativeness level you have described?
  - c. What has gone well? What has been challenging?
  - d. What has been the frequency and nature of communication?
  - e. Which elected/appointed officials/ departments did you meet with?
  - f. Do you tend to ask for a meeting, or do they ask you to come meet?
  - g. Did your relationship with the municipal government change during and after the implementation of MCCS?
30. Can you tell us a little bit about collaboration between community members or different groups in your municipality?
- a. How well do different groups (women and men, political, ethnic) seem to get along and work together, both in general and as equals? Why?

- b. Have you noticed any differences in the last [project period]? What differences? Why do you think things were different?
  - c. Are there issues that different groups seem to cooperate more on? What issues are they and why?
31. Thinking about the Green Agenda process and climate change in particular, can you tell us a little bit about collaboration between community members or different groups in your municipality on issues related to climate change?
- a. How well do different groups (women and men, political, ethnic) seem to get along and work together, both in general and as equals? Why?
  - b. Have you noticed any differences in the last [project period]? What differences? Why do you think things were different?
  - c. Are there issues that different groups seem to cooperate more on? What issues are they and why?
  - d. Have women made progress in holding more leadership positions in the activities focusing on climate change? Please describe/explain.

## Treatment Municipality – Working/Monitoring Group Members

### Introduction:

Good afternoon/morning, my name is \_\_\_\_\_. I work for [NAME OF FIRM], which is based in Washington DC. We are conducting research on behalf of USAID on the opinions and perspectives of Macedonians regarding climate change, civil society, municipal government, and people’s participation in civic activities. This research is intended to help USAID better tailor its programs to the needs of citizens in Macedonia and elsewhere; it is not for political purposes.

You were recommended as a person who can provide a unique and important perspective. Your participation in this interview is completely voluntary. You may refuse to answer any questions, and you may end the interview at any time. Your data will be kept secure, all your answers are confidential, and your name and any information that could be used to identify you will not be linked with the record of this interview. The interview will last approximately one hour.

		Yes	No
1	Do you understand participation is voluntary?	1	2
2	Do you have any questions?	1	2
3	If YES, have these been satisfactorily answered	1	2
4	Will you participate in this study?	1	2

### Descriptive data:

Interviewer name(s):

Date, start time, end time:

Municipality:

Location of interview:

Respondent name (first name, family name):

Respondent contact information:

Primary occupation:

Organizational affiliation, position within affiliation:

Sex:

Education level (primary, secondary, university, postgraduate) [optional]:

Age or age range [optional]:

Ethnic group:

If discernable from interview or other data, party affiliation:

### Interview questions:

[Questions to be adjusted on which group(s) the respondent is in.]

\*For questions marked with an asterisk, consider follow up question(s) related to gender differentials and perhaps ethnicity.

- I. Are you familiar with MCCA/Green Agenda activities in your municipality? Including (a) the GA process & policy/strategy development, (b) training and mentoring, (c) GA working groups, (d) public policy hearings, (e) monitoring group, (f) urgent action [insert name], (g) pilot project [insert name], (h) other? If yes, can you summarize the activities you are familiar with? How about (i) MCCA awareness campaigns? If so, which ones?
  - a. What were your roles in these activities, if any? How did you become involved?

2. How much concern was there about *climate change* within the municipality and among citizens before the Green Agenda project launched? How much interest was there in the *Green Agenda process* at the outset?\*
3. What about you personally? How aware of CC issues were you?
4. How involved had you been in civic activities prior to the Green Agenda process?
5. What had the municipality done in the area of climate change prior to the project? For example, in terms of policies, internal procedures, community projects, and/or information campaigns?
6. How were stakeholders brought into the MCCS project/Green Agenda process? \*
  - a. Please name all the stakeholder groups (within and outside the municipal govt).
  - b. How were the members of the working groups selected?
  - c. Were different groups from the municipality represented in the strategy/working/monitoring groups? If not, why not? \* If yes, which groups were represented and what roles, including leadership roles, did they play and why?
  - d. Which stakeholder showed (the most) leadership?
  - e. What motivated your participation?
7. Was there an effort made to include women and representatives of other minority groups in the strategy/working/monitoring groups? If not, why not? If yes, what efforts were made and how successful were they and why?
8. How were stakeholders brought into the Green Agenda planning process? \*
  - a. Please name all the stakeholder groups.
  - b. How were the members of the working groups selected?
  - c. Were all groups from the municipality represented in the strategy/working/monitoring groups? If not, why not?
  - d. Which stakeholder showed (the most) leadership?
  - e. What motivated your participation?
9. How was the urgent action activity selected? Please describe the process.
  - a. Who was involved in the selection? \*
  - b. Were there alternative ideas and, if so, how was the UA chosen from among them?
  - c. What were the main factors involved in choosing it?
  - d. In your opinion, was the UA chosen the best option?
  - e. Do you think the municipality would have implemented the UA in the absence of MCCS funding?
  - f. Please describe the implementation of the UA. Did it encounter any challenges? If so, how were they resolved?
  - g. What have been the impacts of the UA? \*
  - h. How will the UA be maintained?
10. How was the pilot project selected? Please describe the process.
  - a. Who was involved in the selection?\*
  - b. Were there alternative ideas and, if so how was the PP chosen from among them?
  - c. What were the main factors involved in choosing it?
  - d. In your opinion, was the PP chosen the best option?
  - e. Do you think the municipality would have implemented the PP in the absence of MCCS funding?
  - f. Please describe the implementation of the PP. Did it encounter any challenges? If so, how were they resolved?
  - g. What have been the impacts of the PP? \*
  - h. How will the PP be maintained?
11. How were the UA and PP related to or different from other climate change projects that the municipality engages in, esp. those implemented as part of obligatory energy efficiency activities included in the annual budget?

12. Are the working groups all still active? What do they do? Have there been challenges in maintaining participation? If so, what?
13. How about the municipality's adoption of the new climate change policy/strategy? Has it been enacted?
  - a. What are the priorities defined in the strategy? Which have been implemented or are in progress? Did policy/strategy development and enactment encounter challenges? If so, how were they resolved?
  - b. Do you know what % of the total annual municipal budget is allocated for climate change? How about the absolute amount?
  - c. What functions has the monitoring group served? How were the members of the monitoring group selected?
  - d. What motivated your participation?
14. How has the municipality publicized its Green Agenda/MCCS activities? If so, which ones and how?
15. Did you participate any of the MCCS awareness campaigns? How effective were they, in your opinion, in this municipality?
16. Did you receive training from MCCS? In what subjects? Have you been able to apply this training? How?
17. Did the Green Agenda/MCCS project change your awareness of CC and of ways to help the municipality adapt to and/or reduce its vulnerability to CC? If so, how? In your opinion, what is the most important problem or issue around CC that should be addressed in your municipality at the present?
18. What has been your relationship to other stakeholders in the Green Agenda processes? Has that changed over the duration of the MCCS project?\*
19. Now that the Green Agenda/MCCS project is drawing to a close, do you perceive that municipal government interest in climate change has increased OR how did the Green Agenda/MCCS project affect the way the municipality thinks about and deals with climate change?
  - a. If so, will this be sustainable if the make up of government changes? Why or why not?
  - b. Which elements of the projects had, in your opinion, the most significant effects and why?
  - c. Did the Green Agenda /MCCS project have effects on the municipality/community beyond CC activities?\*
20. Can you tell us a little bit about collaboration between community members or different groups in your municipality?
  - a. How well do different groups (women and men, political, ethnic) seem to get along and work together, both in general and as equals? Why?
  - b. Have you noticed any differences in the last [project period]? What differences? Why do you think things were different?
  - c. Are there issues that different groups seem to cooperate more on? What issues are they and why?
21. Thinking about the Green Agenda process and climate change in particular, can you tell us a little bit about collaboration between community members or different groups in your municipality on issues related to climate change?
  - a. How well do different groups (women and men, political, ethnic) seem to get along and work together, both in general and as equals? Why?
  - b. Have you noticed any differences in the last [project period]? What differences? Why do you think things were different?
  - c. Are there issues that different groups seem to cooperate more on? What issues are they and why?
  - d. Have women made progress in holding more leadership positions in the activities focusing on climate change? Please describe/explain.

## Treatment Municipality – Informed Observers

### Introduction:

Good afternoon/morning, my name is \_\_\_\_\_. I work for [NAME OF FIRM], which is based in Washington DC. We are conducting research on behalf of USAID on the opinions and perspectives of Macedonians regarding climate change, civil society, municipal government, and people’s participation in civic activities. This research is intended to help USAID better tailor its programs to the needs of citizens in Macedonia and elsewhere; it is not for political purposes.

You were recommended as a person who can provide a unique and important perspective. Your participation in this interview is completely voluntary. You may refuse to answer any questions, and you may end the interview at any time. Your data will be kept secure, all your answers are confidential, and your name and any information that could be used to identify you will not be linked with the record of this interview. The interview will last approximately one hour.

		Yes	No
1	Do you understand participation is voluntary?	1	2
2	Do you have any questions?	1	2
3	If YES, have these been satisfactorily answered	1	2
4	Will you participate in this study?	1	2

### Descriptive data:

Interviewer name(s):

Date, start time, end time:

Municipality:

Location of interview:

Respondent name (first name, family name):

Respondent contact information:

Primary occupation:

Organizational affiliation, position within affiliation:

Sex:

Education level (primary, secondary, university, postgraduate) [optional]:

Age or age range [optional]:

Ethnic group:

If discernable from interview or other data, party affiliation:

### Interview questions:

\*For questions marked with an asterisk, consider follow up question(s) related to gender differentials and perhaps ethnicity.

- I. Are you aware that your municipality has been conducting a process to develop and implement a climate change strategy over the last [project period]?
  - a. Did the municipal government or any CSOs publicize this process?
  - b. What do you think motivated the municipal government to undertake this process?
  - c. Did you participate in any of the strategy development meetings and/or working groups? Why or why not?
  - d. Do you think that the municipal government and/or CSOs worked to encourage citizen participation?
  - e. Were all major stakeholders included? If not, who was omitted and why? \*

- f. How useful has the strategy development process been?
2. Are you familiar with the strategy as it has been adopted? Has it been publicized or promoted among citizens? What do you understand to be the priorities in it?
3. Are you familiar with the [urgent action]? When and how did you learn about it? What impact has it had, generally and/or on you personally? Do you know how it was funded?
4. Are you familiar with the [pilot project]? When and how did you learn about it? What impact has it had, generally and/or on you personally? Was this PP a good choice? Why or why not? Do you know how it was funded?
5. Have you encountered any climate change awareness campaigns locally in the last [project period]? Please describe them. Which, if any, affected how you think about CC?
6. Do you feel that in the last [project period], citizens' awareness of and concern about climate change has increased?\*
7. How would you assess your level of awareness about climate change – its causes, consequences and way it might be addressed. In your opinion, what is the most important problem or issue around CC that should be addressed in your municipality at present?
8. How would you rate the general level of citizen participation regarding issues of concern to the municipality (e.g. in CSOs, volunteering, campaigns) -- highly engaged, moderately engaged, barely engaged, or not engaged at all?
  - a. Can you explain your choice about citizen participation?
  - b. What factors seem to influence the level of participation? (including age, sex, income, location, ethnicity, etc.)\*
  - c. What motivates citizens to get involved? (personal motivation, campaigns, news stories, activists, CSOs, etc.)
  - d. On what issues have you seen the most citizen engagement in the last [project period]?
9. How would you rate the general level of citizen engagement directly with the municipal government (at public hearings, surveys, debates, etc.) -- highly engaged, moderately engaged, barely engaged, or not engaged at all?
  - a. Can you explain your choice about citizen engagement?
  - b. What factors seem to influence the level of engagement? (including age, sex, income, location, ethnicity, etc.) \*
  - c. What motivates citizens to get involved? (personal motivation, campaigns, news stories, activists, CSOs, etc.)
  - d. On what issues have you seen the most citizen engagement in the last [project period]?
10. What kind of activities has the municipality done in the [project period] to engage citizens? How does the municipality go about getting input from local stakeholders on municipal priorities or decisions?
  - a. How effective were they? Were some efforts more successful than others? Why?
  - b. Does your municipality make an effort to engage women and minority groups? If not, why not?
  - c. How engaged are women and minority groups? What are challenges in engaging them?
  - d. How do you think citizens would describe their interactions with the municipality?
11. How responsive is the municipality to citizen requests?
12. How has municipal's relationship with citizens changed in the last [project period] – if at all?\*
13. How would you characterize the relationship between the municipality and CSOs in general (on a scale of 1-5 where 1 is not cooperative and 5 is highly cooperative)?
  - a. What are the main factors, which contribute to the cooperativeness level you have described?
  - b. What goes well, what is challenging?
14. What CSOs are working in this municipality on the issue of CC and/or on encouraging citizen participation? How effective are they?

15. Can you tell us a little bit about collaboration between community members or different groups in your municipality?
- a. Do different groups (women and men, political, ethnic) seem to get along well and work well together, both in general and as equals? Why?
  - b. Have you noticed any differences in the last [project period]? What differences? Why do you think things were different?
  - c. Are there issues that different groups seem to cooperate more on? What issues are they and why?

# ANNEX I: CASE STUDY FGD GUIDE

## Treatment Municipality – Other Participants (e.g., in policy hearings, project beneficiaries)

### Welcome

Good afternoon and welcome to today's discussion. My name is \_\_\_\_\_. Thank you for agreeing to be part of this focus group discussion. This focus group is part of an evaluation being conducted by Management Systems International (MSI) and the Palladium Group of the Municipal Climate Change Strategies (MCCS) Pilot Project funded by the US Agency for International Development (USAID). MSI and the Palladium Group are independent contractors commissioned by USAID to implement the study. Neither of the companies represents USAID.

The purpose of evaluation is to inform USAID's understanding of how to improve climate change awareness, adaptation, and mitigation, and how to strengthen civic activism, community engagement with municipal governments, and social cohesion. The evaluation will inform future design and programming in these areas; it is not for political purposes.

You are being asked to take part in this evaluation focus group because project activities may have affected you and we would like your views on them.

### Procedures

We expect every participant to participate completely and freely in the discussion we are all here for. All opinions or positions are important nevertheless how different they are. Our objective is to listen to all your opinions; there are no right or wrong answers. Every single opinion for us is equally important. Opinions that are going to be shared are strictly confidential and will be used only for general analysis of project activities. Our conversation will be recorded on camera simply because we cannot manage to write up or memorize everything that will be said and that is very important for us.

Participation in this FGD is entirely voluntary at all times. You can choose not to participate at all or to leave the FGD at any time. If you do not understand some of the terms used, concepts, or question, please let us know and we will clarify any points. You can also ask questions at any time during the FGD.

There is no potential risk or benefit to you in participating in this interview. Information gathered in this study may provide important information on MCCS activities and their impact on the community.

### Introductions

I briefly presented myself and now it will be nice to get to know each other...

- Please introduce yourself
- Age
- Family, place of living
- Something that you would like to share with the group: hobby, interests, etc.

## **Questions**

1. What comes to mind first when I mention the [INSERT CLEAR LABEL for each FGD: Studenichani reservoir; Studenichani river bed enhancement; Istibanya river bed enhancement; Yakimovo river bed enhancement; Tearce – varies by village]
2. How was this intervention developed and decided on?
3. Were you invited to any of the activities to plan for it? If so what were those?
4. Did you take part? What was your experience of those planning activities?
5. Were there any other activities related to this intervention? If so, what?
6. What has been the impact of this intervention on you, your family, and the larger community? If there was little or no impact, why not?
7. How is cooperation between the municipality and citizens? Was cooperation on this intervention different? Do you think the process for developing this intervention encouraged the municipality to hold more such meetings? Did it encourage you to be more civically active?
8. How is cooperation between different groups in the municipality, for example, by ethnicity, village, age, gender, etc.? [may be a sensitive question] Was the process for developing this intervention different?
9. Are you aware of any other activities related to climate change in this municipality since 2014? [can prompt about the awareness campaigns]
10. [For Tearce villages only, repeat questions 1-6 for the UA – street lights]

# ANNEX J: CASE STUDY – BOGDANCI

## Municipality Background

### Overview of the Municipality

Bogdanci became a municipality in 1955, and functioned as such until 1965, when it was incorporated into the municipality of Gevgelija. It regained its status as a municipality in 1996. Bogdanci is in the Southeast Planning Region. It covers an area of 114.54 square kilometers, making it one of the smallest municipal territories in Macedonia. It comprises four settlements, including the municipal center of Bogdanci, where most of the population (69 percent) lives.

### Population

Bogdanci also has one of the smallest populations (8,707 in the 2002 census). The population density of 76 residents per square kilometer places it above the median. The State Statistical Office projected that, by the end of 2015, Bogdanci's population would decline to 8,208. This places the municipality among the ten in Macedonia with the largest reductions in population. It is also projected that the number of working-age and young people will decline, while Bogdanci's aging population will increase. The reasons for these trends are varied, but out-migration for economic purposes is understood to be a major factor. These negative trends are concerning for the future development of the municipality.

As of the 2002 census, Bogdanci was 93 percent Macedonian, 6 percent Serb, and .6 percent Turk, with Roma and other ethnic groups making up the remaining .3 percent. Thus, the municipality is relatively homogeneous ethnically, and has not had a history of ethnic conflict. One respondent referred to a distinction in the municipality between families who have lived in Bogdanci for generations, and those who arrived in the 1960s, attracted by the intensive development of the town by Mlaz Bogdanci. Mlaz was a fast-growing company that developed into one of the largest transporting companies in the former Yugoslavia, triggering large-scale migration to Bogdanci, predominantly from eastern and south-eastern Macedonia.

### Economy

The Southeast Planning Region has a larger than average GDP per capita (US\$4,643).<sup>34</sup> GDP per capita, poverty, and other important economic measures are not available in Macedonia at the municipal level, hence, it is difficult to characterize the municipality further in terms of such data. Bogdanci's economy was heavily dependent on the Mlaz transport firm, which employed around 3,000 individuals from the area in its heyday,<sup>35</sup> but went bankrupt in February 2016. While Mlaz may have downsized over time, its final closing is likely to have caused a spike in unemployment (perhaps also underpinning the remark about differences between older and newer families noted above).<sup>36</sup>

The number of local businesses has increased in recent years, from 331<sup>37</sup> in 2011 to 434<sup>38</sup> in 2015, but the majority fall into the category of micro-entities. The dominant economic sectors in the municipality are wholesale and retail, car repair, transport and storage, and manufacturing. Agriculture is an

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<sup>34</sup> Regions in Macedonia 2016, <http://www.stat.gov.mk/Publikacii/RegioniteVoRM2016.pdf>.

<sup>35</sup> According to the head of the Local Economic Development Department.

<sup>36</sup> According to "Profile of Bogdanci," a municipal document, there were 415 unemployed people in Bogdanci as of February 2015.

<sup>37</sup> Climate Change Strategy for the Municipality of Bogdanci, 2014-2020.

<sup>38</sup> Strategy for Local Economic Development 2015-2020.

important sector, as the climate and soil structure in the region are excellent for growing vegetables and fruits, such as tomatoes, cucumbers, cabbage, onion, and watermelon. Vineyards are also important to the agricultural sector.

## Climate Change Issues

Climate change issues center on the availability of water and high summer temperatures. The shortage of water relative to needs in the municipality is a well-known problem, and has decreased the area being used for farming. Farmers have started to shift agricultural production to products that have a shorter growing period and require less water, such as broccoli, cauliflower, lettuce, and eggplant. Farmers also increasingly use netting and/or greenhouses to protect crops and vineyards from excessive exposure to the sun.

## Politics

As a predominantly Macedonian municipality, political competition in the last 14 years has been between the two major parties, VMRO-DPMNE (Internal Macedonian Revolutionary Organization – Democratic Party for Macedonian National Unity) and SDSM (Social Democratic Union of Macedonia), and their coalitions. In the parliamentary elections of 2006, 2008, and 2011, as well as the local elections of 2009, VMRO-DPMNE won a stable majority over the opposition. In the local elections of 2013, the race was much closer, with the ruling party winning the mayoralty and the opposition winning the municipal council. Respondents suggested that this situation did not result in significant obstacles to the functioning of the municipal government. In the parliamentary elections of December 2016, the opposition coalition led by SDSM won, with 48.4 percent of the vote, while the VMRO-DPMNE coalition got 41.7 percent. This marks VMRO's first loss in parliamentary elections in Bogdanci since 2002. Bogdanci was one of only four municipalities out of the 19 in Electoral District 4 where the opposition won in the last parliamentary elections (nationwide, the opposition won in 16 municipalities out of 80). The next local elections will be held in March 2017.

## Prior Climate Change and Participatory Policy-Making Activities

Prior to and alongside the MCCS interventions, the municipality of Bogdanci has implemented some activities related to climate change, in part because of national legal requirements. For example, energy efficiency has been a focus because of a law that obliges each municipality to implement an energy efficiency strategy. The head of the Local Economic Development Department (LEDD) cited many measures: the municipality's energy efficiency strategy and strategy for sustainable development have elements related to climate change. The municipality has replaced all light bulbs, and bought instruments to measure the energy efficiency of municipal buildings. It also changed the heating system in the high school and elementary schools in Bogdanci town to a more efficient type of diesel, and did the same in the elementary school in Stojakovo, the largest village in the municipality. The head of the LEDD maintains all these activities were donor-funded. The municipality had also conducted an awareness-raising program with students in which they replaced old lamps with energy efficient ones, and conducted other, small-scale environmental activities.

Bogdanci's LEDD had used participatory processes prior to MCCS to develop its strategies, according to the head of the Department and informed observers.<sup>39</sup>

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<sup>39</sup> See the municipality's Local Environmental Action Plan for the period 2011-2017, which underlines the use of a participatory approach that included CSOs, business entities, and interested individuals, and was led by the LEDD: [www.bogdanci.gov.mk/files/LEAP\\_doc](http://www.bogdanci.gov.mk/files/LEAP_doc)

## MCCS in the Municipality

### Implementing Partner

The local partner was the Rural Development Network (RDN), a national network of civil society organizations (CSOs) and individuals from rural areas. RDN was established in 2010 to represent rural communities in rural development processes and policy-making at local, regional, national, and EU levels. As RDN is based in Skopje, the Local Coordinator, a Bogdanci-based member of RDN familiar with municipal dynamics and processes, met with the evaluation team. She, her husband, and some members of the working groups (WGs) founded Polimat-13 in October 2013 (about five months after the project began), and Polimat (as it is commonly referred to in Bogdanci) effectively became the local IP (although RDN had received the sub-grant).

The Local Coordinator for the Green Agenda (GA) process recruited participants for public meetings and the working groups, developed and wrote the municipal climate change strategy, organized local events, and liaised between MKM and the municipal government. The Local Coordinator's husband and co-founder of Polimat served as the coordinator of the working group on water resources, and provided support to his spouse in her role as Local Coordinator. Both are civil engineers.

To date, Polimat has worked only in Bogdanci municipality. Its mission is the development of environmental knowledge and awareness. Since its involvement in MCCS, Polimat has obtained support for and/or participated in a small number of additional projects addressing climate change, the environment, and citizen engagement; it is also providing training to other local CSOs. Polimat has approximately 20 members, of which about 10 are active, according to the Local Coordinator; it is an entirely volunteer organization.

### Green Agenda Process

Bogdanci was ranked ninth in the initial review of applications, which would have excluded it from the project in the absence of the impact evaluation (IE). However, in the IE design process, Bogdanci was selected into Round 1 of the project.

At the beginning of the GA process, the Local Coordinator conducted a small-scale, relatively informal survey of local stakeholders to identify values of the community, or issues people are proud of. From a list from GA process materials she had been given, the Local Coordinator reached out to a range of stakeholders, including the communal enterprises for water and sewerage, companies (such as farms, taxi services, and construction materials), public institutions, schools and school teachers, students, and individual citizens to invite them to participate in the first meeting. She also invited local stakeholders to participate through general advertising methods.

Ninety-two residents attended this first meeting (44 female, 48 male), held June 14, 2013. Polimat presented the initial list of local values from the survey, after which the participants discussed, prioritized, and condensed them into a list of four values – water resources, local agricultural products, energy potentials, and archeological sites.

As part of the process of mapping key stakeholders in the municipality, Polimat had identified individuals as potential WG members and coordinators based on their knowledge, experience in facilitating groups, and interest in being engaged. WG membership was established at the first stakeholder meeting after the selection of the priority values. Anyone interested in participating in the WGs who attended the first stakeholder meeting could sign up to join. There was a flip chart for each WG for interested persons to write in their names. The Local Coordinator recommended individuals to act as WG coordinators, and they were formally elected by the respective WG members.

Four WGs were formed: local agricultural products,<sup>40</sup> water resources, energy potentials, and archeology. The last disbanded after several meetings due to lack of participation. MKM's quarterly reporting on participation in the groups is unclear, as totals do not add up and the figures are not fully explained. It would appear from the reports that the **local agricultural products WG** ranged in size from 24 participants in early meetings to 9 in later meetings; 19 members are listed under the municipal climate change strategy. Women's participation ranged from 50 to 78 percent, while men's participation (as a proportion of the total) declined over time. This group included farmers, teachers, retirees, unemployed individuals, private sector workers, and municipal employees. The female WG coordinator is also a municipal environmental inspector. The **water resources WG** comprised 15 to 22 participants, with 15 listed under the strategy. This group was predominantly male, with men making up 75 to 86 percent of participants. It included employees of the municipal sanitation company, an architect working for the Gevgelija water company, farmers, retirees, and two members of the municipal council – one from the ruling party and the other from the opposition. The coordinator was a civil engineer who is one of the two leaders of Polimat. The **energy potentials WG** ranged in size from 10, as listed in the strategy, to 22 at the outset of the meetings. The coordinator was an employee of the Bogdanci LEDD. MKM reporting, notwithstanding consistency and clarity issues, suggests that the proportion of women to men in this group increased over time. Unlike the other groups, participants were primarily municipal administrators or teachers. MKM quarterly reports indicate that the groups (except archeology) met approximately once a month for three quarters, or 10 times each, between July 2013 and January 2014.

## Urgent Action

Bogdanci's urgent action (UA) was the insulation of the roof on the municipal kindergarten.

The selection process for the UA was not entirely linear, according to WG participants. Each group submitted one initiative; they were then asked to submit another set of ideas since the first was not feasible. A rainwater harvesting project was chosen by the WGs, but property issues forced the groups to opt for the second highest ranked activity, which was the kindergarten roof, according to the Local Coordinator.

Thereafter, Bogdanci moved relatively quickly on the UA, and implementation proceeded without notable problems. WG meetings began in July 2013, and the UA was completed in October 2013. The cost was approximately US\$16,000 (MKD 918,786), of which US\$14,700 (MKD 840,000) was provided by USAID and US\$1,300 (MKD 78,786) by the municipality of Bogdanci.

In its FY 2016 Q1 report (p. 31f), MKM estimated that savings of heating energy consumption were expected to be 7 percent annually; this translates into a decrease of 10.283 kW annually (7 percent x 146.900 average annual kW). In turn, this annual savings of heating oil would decrease CO<sub>2</sub> emissions by 2.75 t/year. It would also lead to cost savings of approximately 40,000 MKD (650EUR) annually. The team could not obtain actual data on savings. Several KII respondents noted that the roof has improved conditions for teachers and children in the building. The team visited the building in October 2016, and observed that the roof appears to be in good condition.

## Strategy and Monitoring Group

To develop the municipal climate change strategy, the three remaining WGs developed specific development goals, and identified priority actions contributing to those goals. The goals included the application of new technologies and adaptation measures to improve agricultural productivity in vegetable and fruit growing; sustainable management of local water resources to ensure irrigation and

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<sup>40</sup> This working group was called "local agricultural products" by all KII respondents and labeled this way in the strategy; MKM reports label it "vegetables and fruits;" similarly, the "energy potentials" group is labeled "energy" in MKM reporting. The team utilizes the terms most used by participants.

potable water needs are met; and the application of energy efficiency in public institutions and private homes. The WGs ranked their priority actions separately, then went through a joint process to define and rank all the priority actions. Five criteria were used to assess the inclusion of an activity in the strategy: 1) technical feasibility; 2) urgency; 3) effectiveness; 4) economic efficiency; and 5) affordability. The criteria were given the following weights: 20 percent each for technical feasibility and urgency, 30 percent efficiency [which appears to mean “effectiveness”], and 15 percent each for cost efficiency and affordability. A total of 45 measures are proposed and ranked.

The Local Coordinator and WGs finished the process of developing the municipal climate change strategy in December 2013-January 2014. A public meeting to discuss the strategy was held in February 2014. The municipal council adopted the *Climate Change Strategy for the Municipality of Bogdanci (2014-2020)* in May 2014.

The Monitoring Group (MG) members, whose role is to track the implementation of the municipal climate change strategy, were nominated by municipal authorities and approved by the Bogdanci Municipal Council around the same time the municipal climate change strategy was adopted. The MG comprised five people, and included members of the WGs and municipal employees, as well as the Local Coordinator. According to several participants in the MG, the group met about once a month for about a year, and suggested an action plan based on the strategy to the municipal council. The council accepted the plan, but the team could not determine whether or which elements of the plan had been implemented. The Local Coordinator noted the absence of a budget line item for climate change, as all municipal budgets must follow a nationally used format that does not include such a line. Activities related to energy efficiency (which are not necessarily derived from the strategy) do have a budget allocation. The implementation of priorities in the plan appears to be highly dependent on the availability of external/donor funding.

## Pilot Project

Bogdanci’s pilot project was the construction of a new, 500 cubic meter water reservoir (tank). This was intended to improve the supply of drinking water to residents who were experiencing low water pressure and insufficient supply during summer periods of elevated temperatures and low precipitation.

This project was among the seven highest ranked projects in the strategy (though it was not the highest ranked).<sup>41</sup> The pilot project concept note says the reservoir was the highest priority in the voting process, indicating a further round of decision-making by the working groups occurred after the content of the strategy was completed.

Implementation of the pilot project experienced two notable delays. First, MKM reported in the fourth quarter of FY 2014 that the process of acquiring all needed permits (particularly regarding land use) took longer than expected. The municipality received all licenses in early December, after which MKM selected a contractor for the pilot project. Construction began in February 2015 after USAID approval of the Environmental Review Checklist.

Construction was complete as of the fourth quarter of FY 2015. The second delay hinged on the final cost accounting. According to MKM reporting (FY15 Q4):

*Because of an error in the bill of quantity for the original project design commissioned by the municipality, larger than estimated quantities of soil [had to be] excavated which significantly increased the final cost for the project. The municipality people disputed the truthfulness of the*

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<sup>41</sup> Seven of the 45 projects scored 55 or 60 points (with 60 as the maximum); the reservoir scored 55 points; two other projects, both testing laboratories, scored 60 points.

*final quantities presented and requested additional examinations to be performed. The examinations showed that the measured quantities are even larger than reported by the contractor. The mayor again requested additional examinations, this time to be performed by a specialized Court Forensics Bureau.*

As municipalities are expected to contribute 20 percent of the costs of the pilot projects, the prospective increase in price would have affected both the municipality's as well as MCCA's outlay. MKM reported in the first quarter of FY 2016 that the second investigation confirmed the measured quantities. MKM reports that the municipality of Bogdanci refused to share the additional cost, so the final payment was made by MCCA from savings on other municipalities' pilot projects. The final total cost was approximately US\$127,700 (MKD 7,274,373), of which US\$107,800 (MKD 6,142,129) was provided by USAID and US\$19,900 (MKD 1,132,244) by the municipality of Bogdanci. A public presentation of the new tank was held on April 18, 2016.

The new tank benefits the residents of Bogdanci center, the population of which is approximately 6,000. According to the Local Coordinator and others interviewed, there is no longer a problem with the drinking water supply in summer. MKM reports and the Local Coordinator also noted that the pilot project has reduced energy consumption and emissions, as the pumps now work 10-12 hours a day rather than all day, thereby reducing the carbon footprint of the municipality as well as municipal costs.

## Findings and Conclusions

### Climate Change

Many KII respondents said they knew something about climate change before the start of the MCCA project, but that their understanding of climate change and its effects on the municipality had improved because of the project. This is not surprising given that all KII respondents had participated in the GA process to some extent, and many had been recruited into the process on the basis of pre-existing expertise and/or interests. However, even respondents with a high-level of pre-existing knowledge, such as the coordinators of the water resources (a civil engineer and co-founder of Polimat) and the agricultural products (a municipal environmental inspector and the municipal contact) WGs said their knowledge had increased.

Respondents generally described public awareness in Bogdanci as low at the outset of MCCA. Most indicated that Bogdanci residents perceived climate changes – for example, non-seasonal rain, and decreasing vegetable production outside of greenhouses – but had not necessarily attributed those changes to “climate change” as a concept. One person said, “they thought change was natural.” The municipal contact said, “People were aware of problems, but they were not linking them to climate change; even climate change as a term was unknown in Bogdanci. This was the case before the project and at its very beginning.”

Some said awareness of and desire to address climate change issues among other GA participants and the public in Bogdanci had increased because of MCCA, though not all KII respondents agreed as to the change in awareness among the public. KII respondents also varied in their views on whether the awareness of the municipality as an institution had improved. The Local Coordinator argued: “The inventory of GHG emissions is very important, it is a valuable document. So is the strategy. These have some impact on the municipality. The project increased awareness on the side of the municipality even if it is still not enough.” She added that at least some municipal employees who participated in the GA process and are concerned about climate change – including the municipal contact person and municipal architect – can be expected to remain in place after the December 2016 elections. Two project participants from the municipality said the municipality's attitudes toward climate change had not

changed, but the team noted that both these individuals had suffered setbacks in their status within the municipality and were, perhaps, more negative about this institution.

According to the Local Coordinator and other leaders of Polimat, MKM's awareness-raising activities were successful in Bogdanci. They were locally appropriate and memorable. One, a climate change summer camp, involved local youth working together to develop an action plan and activities for the campaign. Media outlets covering local events are limited, however, so it was not possible to use them to raise awareness on a larger scale.

While KII respondents were positive about the activities they remembered, few remembered all the activities that had taken place in the municipality, and forgot or conflated some activities.

Respondents' views about climate change and how they perceived others' views did not differ by gender.

MCCS resulted in an immediate change in stakeholders' climate change actions, since the urgent action and pilot project constituted adaptation and mitigation measures. The pilot project – construction of a new drinking water reservoir – represents both adaptation to climate change, by increasing water supply in the face of increased demand and decreased supply, and mitigation, to the extent the new tank and pumps are more energy efficient and reduced electricity use. The UA – insulation of the Bogdanci kindergarten roof – is similarly both an adaptation and mitigation measure. With changing weather, insulation systems help to moderate the fluctuation of internal temperatures, which then reduces the amount of energy needed to control internal temperatures, increasing energy efficiency. Data on actual changes in GHG emissions and other results were not available, however. Several respondents identified the pilot project as the MCCS element with the most impact. One respondent was unhappy that the pilot project overrode, in his opinion, other priorities that had been established in other municipal strategies. He argued that the reservoir is only a partial solution to Bogdanci's potable water challenges. Bogdanci will continue to experience a waste of water and funds due to leakages in the old pipes that bring the water from the village of Giavato to the new tank. Another respondent said the tank was not a true priority. Several interviewees suggested the pilot project was chosen because it affected the largest number of people, not because it had anything to do with climate change. The evaluation team could not determine if this were the case, but these interviews demonstrate how varied stakeholder appraisals were of MCCS outputs, even where the results were generally positive.

The Local Coordinator maintained that neither activity would have been implemented without donor support, because of a lack of municipal funds. The evaluation team could not identify further climate change-related actions conducted by the municipality of Bogdanci since MCCS. The Local Coordinator added, however, that "if there is an opportunity [i.e. external funding for activities in the climate change strategy], the mayor and council would go for it [as] they are [now] open to this topic."

Some KII respondents said they had made personal changes, but did not provide examples. There was one exception. After participating in the local agricultural products working group, this person insulated her house, and experienced dramatic (positive) results in temperature regulation, energy efficiency, and expense.

## Summary by Evaluation Question: Climate Change

### **EQ1: Did the MCCS pilot result in changes in stakeholders' awareness of climate change?**

#### **Findings**

Interviews indicate that Bogdanci stakeholders who participated in the GA process increased their awareness of climate change. It was not possible to determine through the case study research if the wider population of Bogdanci had increased awareness of climate change because of the project. Key informants believed MCCS' awareness-raising activities were good, but could not remember all the

campaigns. Key informants were divided on whether the municipality as an institution had improved its awareness of climate change. At least two GA participants from the municipality still work there, so it is possible the municipality gained some capacity vis-a-vis the issue, though the sustainability of that capacity may have been affected by changes in the municipal administration following the March 2017 local elections.

## **Conclusions**

The GA process can raise awareness among stakeholders, but the effects are limited to direct participants in the absence of multiplier mechanisms (like television). Further, the sustainability of the multiplier effects of changes among municipal employees is vulnerable to changes in the leadership of the municipal administration. The best prospects for sustained and broader changes in awareness in Bogdanci lie in the efforts of the environmental NGO (Polimath-13) founded in Bogdanci because of MCCS' implementation.

### **EQ2: Did the MCCS pilot result in changes in stakeholders' awareness of the local impacts of climate change?**

#### **Findings**

Interviews indicate that Bogdanci stakeholders who participated in the GA process increased their awareness of the local impacts of climate change. Key informants were divided on whether the municipality as an institution had improved its awareness of the local impacts of climate change. It was not possible to determine through the case study research if the wider population of Bogdanci had increased awareness of the local impacts of climate change because of the project.

#### **Conclusions**

See EQ1.

### **EQ3: Did the MCCS pilot result in changes in stakeholders' attitudes toward climate change?**

#### **Findings and Conclusions**

Case study KIs and respondents did not distinguish between awareness of and attitudes toward climate change, so there are no standalone findings for this evaluation question from the case studies.

### **EQ4: Did the MCCS pilot result in changes in stakeholders' actions to improve adaptation to climate change?**

#### **Findings**

The team found one concrete example of a stakeholder who implemented measures to adapt to climate change in her household due to her participation in the GA process. The new water tank installed under the urgent action and the insulation of the kindergarten roof under the pilot project are likely to have ongoing adaptation effects. The Local Coordinator estimated the roof would last (without significant repairs) for ten years. The value of the tank may diminish more rapidly if the municipality is unable to repair the associated water pipes, but the Local Coordinator believes the municipality will undertake additional repairs.

#### **Conclusions**

MCCS activities in Bogdanci were not sufficient to prompt stakeholders (individual citizens and municipal administrators) to change their behaviors related to climate change.

## **EQ5: Did the M CCS pilot result in changes in stakeholders' actions that decrease greenhouse gas contributions to climate change (mitigation)?**

### **Findings**

By insulating her house, this stakeholder not only adapted to Bogdanci's warmer temperatures in summer, but also reduced her electricity usage. The more efficient pumps installed under the pilot project and the insulation of the kindergarten roof under the urgent action are likely to have reduced municipal GHG emissions, although data on actual changes were not available.

### **Conclusions**

See conclusion for EQ4.

### **Civic Activism**

Interviewees generally characterized activism in Bogdanci as low or very low. The Local Coordinator rated civic activism prior to M CCS at "2.5 on a scale of 1 to 4," and speculated that "maybe [civic activism] is low because people don't know enough about opportunities to participate." Two other respondents said events are needed to "get people out." Some believed citizens only become active when they have problems, and then only on an individual basis (rather than by joining a group). Most WG members interviewed said they had not been civically active prior to M CCS.

The Local Coordinator believes the level of activism was permanently raised among several citizens, mainly because of participation rates in the GA process. The municipal contact said that, while some dropped out of the GA process over time, she was impressed by the high commitment shown by those who continued to participate. Others agreed there was some improvement among those who continued with the GA process.

The Local Coordinator found M CCS' inclusion of training and skills building to be "different" from other projects, and she and others use the skills they learned, particularly proposal writing and facilitation, "all the time." This suggests that the skills building aspect of M CCS can support continued activism.

Most interviewees said many stakeholder groups were represented, and recalled this diversity with accuracy. Women are more likely than men to be civically active in Bogdanci, according to most KII interviewees, and MKM reports confirm that most participants in M CCS activities were women. The municipal contact added that women's leadership has never been an issue, and the project did not change that (but rather reflected it). Other interviews similarly conveyed that high female participation and leadership remained unchanged. Interviewees offered different hypotheses for lower levels of male participation. These were labor patterns (related to farming schedules, the importance of truck driving for employment in Bogdanci, and seasonal migration), and – among farmers – possible traditional attitudes that made them uncomfortable with the participatory nature of the GA process. Interviewees were divided (generally by age) on whether older or younger people were more active. Interviews did not point to other differences in activism related to demographic characteristics.

At the group or organizational level, civic activism in the formation of Polimat is a significant result of M CCS. CSOs were few and relatively inactive prior to M CCS, according to KIIs. As noted earlier, the implementing partner was originally an NGO based in Skopje (RDN). During M CCS, however, the Local Coordinator, her husband, and other members of the working groups founded Polimat-13 to work on environmental issues in Bogdanci municipality. Numerous interviewees praised the Local Coordinator and Polimat for their roles in implementing the GA process. As of October 2016, Polimat had around 10 active members (out of 20), and continued to contribute to civic life in Bogdanci.

## Summary by Evaluation Question: Civic Activism

### EQ6: Did the M CCS pilot result in changes in stakeholders' attitudes towards civic activism?

#### Findings

The evaluation team did not find clear evidence of broad changes in attitudes about activism among individuals. Twenty residents of Bogdanci were inspired to form a CSO, however.

#### Conclusions

In Bogdanci, M CCS effected stakeholder attitudes to civic activism. Twenty participants in the GA process were inspired to form a CSO. The team concluded that this result would not have occurred in the absence of the Local Coordinator and her spouse, both of whom were highly motivated from the outset and well respected in the municipality, and the springboard provided them by M CCS.

### EQ7: Did the M CCS pilot result in changes in stakeholders' levels of civic activism?

#### Findings

The evaluation team found no clear evidence of change in levels of activism among stakeholders apart from their participation in the GA process. The formation of Polimath-13 is a significant result of the M CCS and can serve as a platform for activism moving forward.

#### Conclusions

Polimath-13 appears to have a reasonably good chance of survival, given its active leadership, the respect the leadership commands in Bogdanci, and its ability to attract donor funding in its first year of existence. Polimat represents a meaningful addition to Bogdanci's sparse civil society landscape. It can also provide an important venue for those interested in becoming more civically active, thereby potentially increasing future levels of activism.

#### Engagement

All respondents characterized citizen engagement as low. Several added that citizens engaged only when they had a problem, and generally on an individual basis. Views differed, however, on the causes of this situation. The Local Coordinator felt engagement was low due to a lack of information from the municipality on opportunities to engage. Citizens are probably not generally satisfied with their interactions with the municipality, she added, though "some requests are unreasonable."

Municipality views on engagement varied. As noted above, the LEDD had conducted participatory policy development activities prior to M CCS. More generally, according to the Local Coordinator, "the municipality will share information if asked," and will respond to reasonable requests. Respondents who were positive about the municipality also acknowledged that its responsiveness could be better. One informed respondent added the municipality's responsiveness could vary depending on a person's family connections, prominence, and politics, as well as the competence of the municipal staff concerned with a given issue.

Regarding municipality-CSO engagement, the municipal contact person and some other interviewees argued it was the municipality that reached out, and cited as evidence CSOs' poor response to its annual call for proposals. However, an informed observer qualified this view by saying that, "the municipality calls CSOs if they need them," rather than viewing engagement more holistically: "Municipal employees [do not] understand that the municipality and CSOs can collaborate, rather than having separate areas of work." Overall, municipal engagement with CSOs was better than with individual citizens, and among

CSOs it was best with sports, cultural, and similar groups, with meetings held once or twice a month, according to the Local Coordinator.

Klls conveyed a picture of high levels of engagement during the GA process. Interest in M CCS was “huge” at the outset, according to the Local Coordinator, municipal contact, and others, despite previous “poor” attempts at participatory policy making in the municipality. As noted above, despite a drop off in attendance at working group meetings, each group preserved a core of dedicated participants. The then-mayor herself participated in one of the working groups. She told the evaluation team, “People were able to participate for the first time in decision-making, [this was] the first time they were in charge of something... For the first time, it was not just wasting their time. Previous projects didn’t involve the people... In the past we were given grants but without obligation to participate or to stimulate participation.” Further, the Local Coordinator kept the municipal council up-to-date through monthly PowerPoint presentations, according to a council member.

The monitoring group was an eye opener for at least one member: “Monitoring was an entirely new concept [in Bogdanci]; usually they get a project and that’s it,” she told the evaluation team with excitement. From her perspective, the monitoring group and training it received was a major contribution to engagement by the project.

The picture of engagement since M CCS activities ended, as conveyed by Klls, is mixed. The MG meets irregularly, according to the Local Coordinator who is a member, while other members indicated they were no longer participating in the group.

Relations between CSOs and the municipality have improved in that Polimat is now more frequently and intensively engaged with the municipality than other CSOs had been previously, according to Polimat members and observers. Polimat is different from other CSOs because – as one respondent described it – Polimat is “aggressive in keeping the municipality engaged.” Other CSOs continue to need more capacity if they are to engage the municipality more effectively. The then-mayor also claimed that, “Now the municipality has done this again, for example, regarding the budget preparation for the municipality. The municipality is using the participatory approach.” The evaluation team could not confirm her statements.

## Summary by Evaluation Question: Engagement

### **EQ8: Did the M CCS pilot result in changes in stakeholders’ attitudes towards engagement with each other?**

#### **Findings**

Residents of Bogdanci generally appear to believe that engagement with the municipal government is only necessary or desirable when they have urgent, specific problems that personally affect them. Given the small number of functioning CSOs in Bogdanci, the team infers that citizens are disinclined to engage with civil society. Attitudes among CSOs and municipal administrators to CSO-municipality engagement were more positive. The team did not find evidence that M CCS changed existing attitudes to engagement. The notable exception was that the municipality holds positive views of the newly formed CSO Polimath-13.

#### **Conclusions**

It seems M CCS did not create broad, lasting changes in citizens’ engagement with the municipality. One potential reason is that the municipality’s capacity (financial, human resources, and legal standing) to respond to concrete demands has not changed, hence, incentives to engage have not changed either. It is likely that Polimat’s performance during M CCS will encourage the municipality to engage with it in the future.

## **EQ9: Did the MCCC pilot result in changes in stakeholders' levels of engagement with each other?**

### **Findings**

Citizen engagement with the municipal government was low prior to MCCC. Possible reasons include citizens' attitudes, lack of information of how citizens might engage, and uneven responsiveness on the part of the municipal administration. Citizen engagement with CSOs was low, and few CSOs existed. Municipal government-civil society engagement appears to have been relatively positive, although not on the level of policy-making. While stakeholders described engagement during the GA process positively, the one change in engagement outside the process the team could identify is that, with the formation of Polimat, Bogdanci now has one clear, proactive, ongoing channel of engagement.

### **Conclusions**

The one notable change related to levels of engagement lies in the creation of Polimat, and its ability to quickly develop a positive relationship with the municipality. Polimat may also be able to encourage increased citizen engagement on a small scale.

### **Social Cohesion**

Opinions varied on whether Bogdanci residents collaborated "well" prior to MCCC or only "satisfactorily." Respondents agreed collaboration was good during the GA process and, as noted earlier, participants came from diverse backgrounds in terms of sector, age, and education. The municipal contact was "surprised" by how well and how much people from diverse backgrounds wanted to talk with each other during the GA process. Other respondents echoed this sentiment. The municipal contact also believes the GA process "showed people how to cooperate effectively, with results," implying a lasting effect on attitudes among at least some participants. The coordinators and others believe the project resulted in lasting relationships among participants; one respondent said the relations built during the GA process will enable continued communication among stakeholders.

A common theme of KIIs was that political divisions are the "only ones" in Bogdanci, and that MCCC did not change this situation. However, the team did not find compelling evidence that partisanship affected GA process discussions or the ranking of ideas for the urgent action and pilot project. The opposition counselor who was involved in the project was very positive about cooperation with the municipal administration under MCCC. Two other KII respondents recalled that the municipality pushed particular ideas. Views regarding the municipality's attitude to engagement also tended to vary depending on whether the respondent was close to the ruling party or opposition. It is possible that inter- and intra-party disputes had indirect effects on the project; two key people involved in GA activities experienced job downgrades, probably for political reasons, that lessened their motivation to contribute to the project and potential follow-up actions.

Bogdanci does not have a history of ethnic conflict, and ethnic divides and cohesion did not emerge as themes in KIIs. As noted above, women are perceived as more civically active than men, and were more involved than men in MCCC activities. Collaboration between women and men did not emerge as an issue in the KIIs.

## Summary by Evaluation Question: Social Cohesion

### **EQ10: Did the MCCA pilot result in changes in stakeholders' attitudes towards social cohesion?**

#### **Findings**

Participation in the GA process may have improved some stakeholders' attitudes to working with others, but the numbers affected are small and the sustainability of such a change is not known. Attitudes about political divisions did not appear to be affected.

#### **Conclusions**

Bogdanci is a relatively cohesive municipality, so attitudes toward social cohesion were not a major area of impact for MCCA.

### **EQ11: Did the MCCA pilot result in changes in stakeholders' levels of social cohesion?**

#### **Findings**

The primary cleavage in Bogdanci is political party affiliation. The evaluation team found no evidence that MCCA lessened the salience of this cleavage. Nor did it appear to have entered the project in a significant way in the first instance.

#### **Conclusions**

While Bogdanci is relatively cohesive, and overt party conflict is muted, political party affiliation is nevertheless important, as it is throughout Macedonia, for access to jobs and other resources. It is difficult to conclude the project would have affected this underlying structural barrier to cohesion.

# ANNEX K: CASE STUDY – STUDENICHANI

## Municipality Background

### Overview of the Municipality

Studenichani became a municipality in 1996. It covers a relatively small territory of 274 square kilometers in the Skopje Planning Region. Although Studenichani is bordered by seven other municipalities – the highest number of neighbors of any municipality in Macedonia – and the two largest towns are only minutes by car from Skopje Center, much of it is quite inaccessible.

### Population

The population of Studenichani Municipality was 17,246 as of the 2002 census; 51.4 percent were male. While the overall population density of 63 residents per square kilometer is relatively low, the population is unevenly distributed. The two largest settlements – the municipal center of Studenichani (5,786 residents) and Batinci (5,364 residents) – comprise 65 percent of the total population. The remaining third of the population is distributed among 15 small, mountainous villages.

Studenichani's population growth rate as of 2002 was over 16 percent, ten times higher than the national average and the highest in the country. The State Statistical Office projected that Studenichani's population would grow to around 21,000 by the end of 2015. Studenichani's population is youthful. Young people, aged 15-29 years, represented a quarter of the population in 2002, while those aged 0-14 comprised 31.3 percent of the population, 10.2 percent more than the national average for this age group.<sup>42</sup> The working age population was 64.10 percent of the total, which is 8 percent less than the national average. This can be expected to increase with these demographic trends.

With regards to ethnicity, the municipality is mixed, with an Albanian majority. Albanians made up 68.4 percent of the population in 2002, Turks 19 percent, Bosnians 9.6 percent, and Macedonians 1.98 percent. Some ethnic Macedonians (it is not known how many) are Muslim, rather than Orthodox Christians as most Macedonians are.

### Economy

Because GDP per capita, poverty rates, and other important economic measures are not available in Macedonia at the municipal level, and data for the Skopje Planning Region is highly skewed by the economy of Macedonia's capitol city, it is difficult to characterize Studenichani precisely.<sup>43</sup> Although it is considered a rural municipality, its proximity to Skopje makes for a mixed economy. The dominant sectors in terms of the number of registered businesses are wholesale and retail, car repair, structural engineering, and transport and storage. Agriculture is also significant. According to the Agricultural Census of 2007, 60 percent of the population aged 20-65 years old in Studenichani is employed in this sector. Primary products include wheat, tobacco, watermelons, peppers, and strawberries. The number of registered active businesses in the municipality at the end of 2015 was 233,<sup>44</sup> up from 219 in 2011. The majority are micro- and small enterprises.

<sup>42</sup> <http://www.stat.gov.mk/Publikacii/knigaXIII.pdf>.

<sup>43</sup> As of the 2002 Census, unemployment stood at 64% of economically active men (only 7 percent of women were classified as economically active, and 83 percent of these were unemployed), according to figures provided in the *Local Strategy for Economic Development (2010-2014)*. These figures do not square with the Agricultural Census data, however.

<sup>44</sup> State Statistical Office, Statistics according to municipalities, Statistical database, <http://makstat.stat.gov.mk/pxweb2007bazi/Database/>

## Climate Change Issues

Despite ample rainfall, the lack of water is an issue in the municipality. This includes lack of drinking water, and a lack of water for irrigating the agricultural land in the valley. Most of its villages do not have an organized water supply, so they use wells to obtain water for drinking and irrigation. Unregulated riverbeds in the municipality are vulnerable to heavy rains, which often result in the flooding of households near the rivers. Flooding is also causing soil erosion, which affects families living along the rivers. Deforestation of Studenichani's mountains heavily contributes to environmental change in the municipality, including higher temperatures, flooding, and the extinction of some of the forest flora, particularly shade-based herbs and teas that need the protection of tree shadows. Improper harvesting and other human activities are also destroying these valued floras.

## Politics

Since Studenichani is predominantly Albanian, political competition (until the parliamentary elections of 2016) has been between the two major Albanian political parties. These are the Democratic Union for Integration (DUI), led by former leaders of the National Liberation Army (NLA) allied with the ruling VMRO DPMNE, and the Democratic Party of Albania (DPA). The latter, while formally in opposition at the national level, has traditionally been allied with VMRO-DPMNE and has maintained cooperation with the ruling party on all levels. Despite their alliances with VMRO, the two parties aggressively compete on the ground. Both the DUI and DPA are considered extremely hierarchical and top-down (in a country where all parties are hierarchical), so the decisions of local politicians are largely determined by national party leadership.

The DUI won repeated victories in local and parliamentary elections in Studenichani from 2002 until 2013. In the local elections of 2013, the DPA candidate won the mayor's office, while the DUI won most seats on the municipal council. This makes Studenichani the only municipality in which the DPA holds the mayorship, while the ruling party coalition holds the council.<sup>45</sup> Further change occurred in the 2016 parliamentary elections when voting across ethnic lines enabled the SDSM-led opposition coalition to win with 28.9 percent of the vote. In addition, two new Albanian-focused parties together won more votes than the DPA and DUI (BESA won 23.26 percent, DPA 15.87 percent, DUI 14.29 percent, and the Alliance for Albanians 7.84 percent). These results suggest strong dissatisfaction among Albanians in Studenichani with DUI leadership at the center and DPA leadership in the municipality. They also suggest wariness of VMRO-DPMNE, with which both DUI and DPA are closely linked, but which is perceived as more nationalistic (i.e., favoring Macedonians) than SDSM.

## Prior Climate Change and Participatory Policy-Making Activities

KII and FGD respondents could not recall any prior municipal actions or policies related to climate change, except for efforts to regulate river beds and flow.

Studenichani has, however, had experience with donor-funded participatory processes. The SDC implemented its Community Forum project in Studenichani in 2013-2014. The Community Forum sought to involve all interested citizens in a municipality. It usually consisted of (on average) ten "working tables," each comprising 3 to 10 participants, and reflecting different social-economic interests and views in the community; SDC required that 40 percent of participants be women. The working tables structured the broader Forum discussions and defined the selection of the projects. Pilot projects of the Community Forum required 50 percent financing from the municipality (MCCS requires 20

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<sup>45</sup> In 2013, the DPA also won in Struga, but that mayor distanced himself from the DPA and was considered independent. In the last parliamentary elections in December 2016, he created a new party, which joined two other new parties in a coalition called the Alliance for Albanians.

percent funding of the pilot project, but no counterpart for the urgent action). In November 2014, the municipality also began implementing SDC-funded Budget Forums. Most recently, the second round of Budget Forums – to discuss the municipal budget for 2017 – ran from October to December 2016.<sup>46</sup> In the Budget Forum, the municipality funds projects selected from the annual budget.

## MCCS in the Municipality

### Implementing Partner

The local partner was Karshiaka, a small CSO based in the village of Cvetovo that focuses on education and cultural activities. According to its director, who served as the Local Coordinator of the GA process, it has three active members; all volunteer their labor, as Karshiaka has no paid staff. The Local Coordinator draws his income from a job in the municipal administration, strawberry farming, and work as a translator.

The Local Coordinator helped recruit participants for public meetings and working groups, develop the municipal climate change strategy, organize local events, and liaise between MKM and the municipal government. The Local Coordinator was, according to interviews, supported extensively by a “mentor” and trainer provided by MKM. Nevertheless, according to MKM, this partner remained among the weakest in MCCS.<sup>47</sup>

### Green Agenda Process

Studenichani was ranked 16<sup>th</sup> in the initial review of applications. According to MKM, they would not have selected Studenichani, but were forced to include the municipality because of the IE design. It was included in the second round of the project.

The original local partner for Studenichani was the Center for Inter-Ethnic Tolerance and Refugees (CITR), a Skopje-based NGO established in the early 2000s to provide humanitarian assistance. CITR had previously worked with the municipality on education projects, including one funded by the Norwegian Embassy. Within the first year of the project, MKM reported that the CITR displayed a lack of capacity and interest due to not being selected for Round 1, and was uncommunicative with the municipal administration and MKM. MKM identified alternate partners in discussion with municipal staff and the mayor, and selected a new implementing partner – Karshiaka – with USAID approval. Karshiaka received accelerated capacity-building training and mentoring, as MKM sought to keep Studenichani on schedule with the other Round 2 municipalities.

The first general stakeholder meeting was held in May 2014. Seventy attended, according to project records. Many stakeholders – excluding older residents and women – were represented, according to the Local Coordinator, though this could not be confirmed. The Local Coordinator had conducted a small-scale survey of community values throughout the municipality prior to the meeting, and presented the survey results at the first meeting. Meeting participants formed themselves into three working groups (WGs) on agriculture, forests and biodiversity, and water and water resources. MKM provided training to the Local Coordinator and WG coordinators on the Green Agenda (GA) process in June 2014.

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<sup>46</sup>[http://forumivozaednicata.com.mk/index.php?option=com\\_content&view=category&layout=blog&id=145&Itemid=138&lang=en](http://forumivozaednicata.com.mk/index.php?option=com_content&view=category&layout=blog&id=145&Itemid=138&lang=en)

<sup>47</sup> The Local Coordinator would not or could not arrange interviews for the evaluation team, and provided incomplete participant lists to MKM. The team used alternate means to try to generate respondents, but the Local Coordinator’s lack of help, combined with the widespread reluctance in Studenichani to participate in the evaluation research, greatly reduced the number of respondents.

According to MKM's FY 2015 annual report, each WG met 16 times. The final meetings were held in February 2015. MKM records are unclear as to the number of repeat (vs. total) participants in each working group meeting. According to the FY 2014 annual report, the agriculture group had 12 members (25 percent female), forests 8 members (50 percent female), and water resources 13 members (46 percent female). Two of the working group coordinators were female.

## Urgent Action

Studenichani's urgent action (UA) was the refurbishing of Studenichani town's drinking water reservoir, water pump station, and pressured pipeline.<sup>48</sup> The work had been scheduled for the first quarter of 2015, but was delayed when MKM found the project proposal to be "incomplete" and the budget unrealistic. MKM hired a project design company to redo the design. After receiving the new design, MKM selected a contractor. MKM reported the work was completed in October 2015.

MKM reported that the UA improved the water reservoir and increased the energy efficiency of the water supply system. Prior to refurbishing, water was distributed through electricity-powered pumps that worked around the clock. MKM expected that the municipality would save budget funds thanks to the urgent action, as it can reallocate these for other purposes. The upper part of Studenichani town was expected to receive the greatest benefits, as it typically experienced low water pressure or no water for extended periods every day.

Several well informed KII respondents (interviewed in October 2016) said the water reservoir was not fully operational. The Local Coordinator explained that, for the UA to be fully operational, the water authority (located in Skopje) had to replace the pumps (which it had not done as of October 2016). The participants in both Studenichani focus group discussions (held in December 2016) said they continued to experience water shortages, and blamed issues with the reservoir. A male FGD participant said:

*[T]o whoever invested in this reservoir, I will answer them that it doesn't work, that it's out of function. We have no benefits from this reservoir. Why? Because for 2 weeks, almost 15 days, we had no water. We didn't get water either from the reservoir or from the municipality. I am talking only about our neighborhood.... We were left without water over the summer during our holiday Ramadan [June-July 2016]... We closed the school down because the kids didn't have water to drink.*

Another added: "So for 20 days we went without water. That was the most difficult period for us. Imagine not to have a drop of water to take a pill. Not to have water for a pill. It's a disaster." Focus group participants from the school near the reservoir said the school had dug a well to provide students with water because the reservoir was not working. Female FGD participants echoed all these statements, and described difficulties performing housework, such as laundry.

## Strategy and Monitoring Group

The draft strategy is based on WG discussions of development goals in each of the three areas, and priority actions contributing to those goals. The goals include provision of sufficient water for drinking, livestock, and irrigation; flood prevention; development of mountain tourism; sustainable use of the natural resources of two mountains; and sustainable production of vegetables and fruits.

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<sup>48</sup> According to the urgent action concept note, the components were supply and installation of new electronic installation at the water reservoir equipment; supply and installation of automatic equipment (sensors) for efficient function of the water reservoir; upgrade and maintenance of the water reservoir infrastructure (lights, security, cleaning); and supply and installation of drinking water distribution pipes to end users.

The WGs ranked their priority actions by the following weighted criteria: (1) technical feasibility (20 percent); (2) urgency (30 percent); (3) effectiveness (30 percent); (4) economic efficiency (10 percent); and (5) “can we build it?” (10 percent). The top scoring activity was reconstruction of access roads into the mountains (60 points). The second highest scoring activity was provision of new seed varieties (57 points). The water reservoir was fourth (55 points), and riverbed regulation fifth (52 points). A total of 22 measures are proposed and ranked.

The strategy had not been approved by the municipal council as of October 2016, so the monitoring group had not been formed by the completion of evaluation fieldwork.<sup>49</sup> Interviewees told the team that if the strategy were not adopted at the next council session, it would be enacted under a rule that deems silence to be consent.

## Pilot Project

As noted above, riverbed regulation was the fifth of 22 proposed activities in the draft *Climate Change Strategy of the Municipality of Studenichani (2015-2025)*. The pilot project specifically addresses flooding and erosion in the center of Studenichani town, in an area where rain water has been eroding the road to the school. The pilot project included construction of drainage pipes to divert the water under the road to the river below, and gabions along a length of the bed of the Meris River. The ribbon-cutting ceremony was held September 29, 2016. The evaluation team observed the pilot project on September 23, 2016, at which time it was ongoing, and on December 30, 2016, when it appeared to be completed.

## Findings and Conclusions

### Climate Change

KII respondents said general awareness of climate change was low: “They had heard of it in other countries, but they didn’t associate it with Macedonia.” Another respondent said, “People’s attitude was, ‘It’s God’s will.’” With regards to the municipality, a well-informed municipal employee said the municipality was not aware of climate change before the project.

KII respondents believed climate change awareness improved among those who participated directly in the GA process. According to a municipal employee who was a member of a working group, the municipality gained greater understanding of the complexity of some issues, such as the riverbed flooding addressed by the pilot project. The Local Coordinator added that “four out of seven” municipal employees who participated in the project have improved their skills and are applying them in their work. This could not be confirmed, as the Local Coordinator could not or would not identify the employees. Among indirect beneficiaries, two individuals living near the pilot project who were interviewed did not show awareness of climate change.<sup>50</sup>

The UA and pilot project can be considered immediate changes in action by the municipality to address climate change. However, as of October 2016, while the water reservoir had been refurbished through the UA, it was not fully functional according to the Local Coordinator and focus group participants. The Local Coordinator explained that this situation was because pumps at the water station needed to be replaced by the Skopje water authority, but the water authority had not been responsive. The key role of the Skopje water authority does not appear in project documents (including the UA concept note).

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<sup>49</sup> The team learned from the Local Coordinator in March 2017 that the Council held a public hearing on the strategy on November 23, 2016, and adopted the Strategy in December.

<sup>50</sup> The evaluation team scheduled focus groups with pilot project beneficiaries, but only one of those contacted and confirmed (all of whom were men) attended the FGD. Thus, the team replaced the FGDs with KIIs of two individuals living near the pilot project site.

This finding points to the vulnerability of M CCS demonstration projects to failure if sufficient consideration is not given to all factors influencing the outcome.

The pilot project was completed, and two interviewees living nearby said it was needed and effective in stopping the damage caused by flooding and landslides, and protecting the road to the school. The pilot project comprises three stages of a five-stage project, according to one informed respondent: “The working group started with the problem of erosion, but realized there are multiple consequences. So the working group developed a whole project. The company contracted by M CCS had to take the whole project into account (when doing the pilot). Citizens had been trying to solve the erosion problem before, but poorly.” If the municipality can complete the remaining two stages of this effort, it should be considered a significant result in terms of climate change adaptation, and an example of a municipality leveraging M CCS to accomplish a larger effort.

As of October 2016, the evaluation team did not find evidence of additional climate change-related actions taken by the municipality after or because of M CCS. One KII respondent said the municipality had previously, or within the same time frame as M CCS, made efforts to regulate river beds in addition to that of the Meris River.

## **Summary by Evaluation Question: Climate Change**

### **EQ1: Did the M CCS pilot result in changes in stakeholders’ awareness of climate change?**

#### **Findings**

The few participants in the GA process the team interviewed said their awareness of climate change improved due to M CCS; as they were municipal employees, a temporary increase in the awareness of the municipal administration can be assumed. Given the results of the parliamentary elections, however, it is very possible that the mayor will not be reelected in the local elections of 2017, and these staff will therefore not be retained. Interviews and FGDs with citizens did not provide evidence of change in this area.

#### **Conclusions**

The team concluded that M CCS had limited effects on stakeholders’ awareness of climate change and its local impacts in Studenichani.

### **EQ2: Did the M CCS pilot result in changes in stakeholders’ awareness of the local impacts of climate change?**

#### **Findings**

The few participants in the GA process interviewed by the team said their awareness of the local impacts of climate change increased. To the extent these translated into improvements within the municipal administration, they are unlikely to be sustained, as noted above. Interviews and FGDs with citizens did not provide evidence of change in this area.

#### **Conclusions**

See EQ1.

### **EQ3: Did the MCCA pilot result in changes in stakeholders' attitudes toward climate change?**

#### **Findings and Conclusions**

Case study KIs and respondents did not distinguish between awareness of and attitudes toward climate change. Hence, there are no standalone findings for this evaluation question from the case studies.

### **EQ4: Did the MCCA pilot result in changes in stakeholders' actions to improve adaptation to climate change?**

#### **Findings**

The evaluation found no change among stakeholders with respect to taking action to adapt to or mitigate climate change. At the close of evaluation fieldwork, the urgent action was not fully operational. Hence, it cannot have had a meaningful impact on climate change adaptation. The pilot project was operational, however, and was seen as a helpful adaptation to landslides.

#### **Conclusions**

MCCA activities in Studenichani were not sufficient to prompt stakeholders, including individual citizens and municipal administrators, to change their climate change behaviors. The urgent action remained incomplete or not operational at the close of fieldwork because of a failure to consider and address a key external factor. Thus, the urgent action had not improved the community's adaptation to climate change as of late 2016. The pilot project, however, is a useful adaptation measure that could become even more valuable if additional planned components are realized.

### **EQ5: Did the MCCA pilot result in changes in stakeholders' actions that decrease greenhouse gas contributions to climate change (mitigation)?**

#### **Findings**

Neither project was designed to directly affect GHG emissions.

#### **Conclusions**

MCCA had no effects on GHG emissions in Studenichani.

#### **Civic Activism**

The GA process elicited strong turnout at the outset, but participation dropped off as time went on (as it did in other municipalities). According to the Local Coordinator (which could not be confirmed), many stakeholders were represented, except older residents and women. The Local Coordinator and a working group member who works for the municipality believed the working group discussions encouraged people to participate more actively over time. They also believed the pilot project made participants "feel like they had influence because it came from the working group," indicating that attitudes to activism may have changed among some direct participants in the project. Two beneficiaries of the pilot project, who had not participated in the GA process, said there was no citizen activism or engagement in the municipality unless there were big problems.

Women's participation was a challenge, according to interviews. "It is a challenge for every project and donor," observed a male municipal employee who participated in a working group. A female FGD participant phrased the problem differently: "Usually, here in this village, when something happens, only the men are included and the women are left out. We are not included in anything." The women in this FGD then had an interesting exchange about women's participation:

**Moderator:** Do you think that women should also be included in the planning for future activities?

**Respondent 4:** In every family, both men and women talk to each other about the problems that are of concern for the larger community. However, for example, when those problems have to be presented on meetings, only men are called. The problem here is that there are no women present at those meetings. That's the reality.

**Respondent 2:** Here the men are considered the head of the family, however, women have the same rights to share their opinion. Why can't they share it?

**Respondent 4:** I think every woman should be included.

**Respondent 3:** There are only 4 of us here today, where are the rest? Why didn't they come out to share their opinions like we did?

**Respondent 2:** Women should also participate in such activities because I think they know more about it than men do. We are working women, but this village has women who are only housewives, and I think they would have more to say about this problem because they are faced with it all the time.

**Respondent 4:** I don't have an answer for some questions, but it's weird. Why can't they come out and share their opinion, they have the right to do so. It's a human right. But they have yet to use it.

The MCCS team considered forming a women's working group, but discarded the idea after concluding that conservative women would not attend anyway, and less traditional women were willing to join mixed working groups. The latter were teachers, students, and others who work, such as doctors and municipal officials. Similarly, only two to three very conservative men joined the working groups.

Despite repeated attempts, the evaluation team could not conduct KIs with any female participants in the project, including the two female working group coordinators. One potential interviewee, who works in the municipality, told team members she was invited "to fill up the numbers," and attended one or two meetings; she then refused to talk to the evaluation team further. The team was able to conduct one focus group discussion with only four women, since few could be recruited. Then the majority of those who had agreed to participate in the FGD did not appear for the discussion. This pattern of problems suggests that women's participation in the project was indeed a profound challenge, and that the project is unlikely to have caused changes in women's activism.

Apart from Karshiaka, there are several CSOs operating in the municipality. Most, according to the Local Coordinator, are based in Skopje, with members living in Studenichani. These include El Hilal, a humanitarian organization, and the Islamic Youth Forum. The Local Coordinator said there were three "environmental" organizations in the municipality, but they are "one man shows." Karshiaka appeared weak and not to have been strengthened by MCCS: the Local Coordinator was unable or unwilling to schedule KIs with working group coordinators and members, and he himself failed to appear for meetings scheduled with the evaluation team.

Studenichani has some very remote areas, served by poorly maintained roads, making activism and engagement difficult for citizens without spare time and/or access to four-wheel drive vehicles.

## Summary by Evaluation Question: Civic Activism

### EQ6: Did the MCCS pilot result in changes in stakeholders' attitudes towards civic activism?

#### Findings

The evaluation team did not find evidence of changes in attitudes about activism, apart from the perception of two working group members that others' activism may have increased.

## Conclusions

Given the dearth of interviews and FGDs possible in Studenichani, the team cannot draw conclusions. This situation also suggests that M CCS did not affect stakeholder attitudes about civic activism in this municipality.

### **EQ7: Did the M CCS pilot result in changes in stakeholders' levels of civic activism?**

## Findings

The evaluation team did not find evidence of changes in levels of activism among stakeholders. MKM reports a 25-50 percent participation by women in the working groups, but the team could not confirm this. Our unsuccessful attempts to interview women in Studenichani who had participated in the working groups, along with the observations of female focus group discussants, indicate the depth of the challenge of affecting civic behavior among women in this municipality.

## Conclusions

The evaluation team concluded that M CCS did not affect stakeholders' levels of civic activism in Studenichani. Cultural traditions, combined with a very weak implementing partner and the remoteness of many settlements, made it unlikely that significant changes in this area could have occurred.

## Engagement

KIs suggested that citizen engagement with the municipality was generally low. Citizens approach the municipality only when they have major problems, and "they rarely get help," according to one interviewee. One said that citizen participation is low because there is lack of information about possibilities for participation, and insufficient efforts from the municipality to motivate civic participation. CSOs also approach the municipality with specific issues when they feel they need to, according to the Local Coordinator. He added that there are few joint CSO-municipality activities. The one exception in the past two years was a traditional festival.

An informed observer of the GA process told the evaluation team the municipality did strive to complete all the needed steps. However, the primary goal was to obtain the projects, not involve citizens in policy making. Municipal staff were "not very engaged" in the development of the strategy, according to the Local Coordinator, although there had been "a good balance of municipality to citizens" in the working group meetings. None of the FGD participants, drawn from the neighborhood that would have benefitted most from the urgent action, were aware of the GA process. One participant in the male FGD said:

*"I can't understand why no one came to consult us before they started with the construction of this reservoir. No one came to ask if this reservoir was beneficial, to ask whether we needed it, or at least to ask us if we would like to be included in these activities. Why didn't a representative come to talk with the people, with the citizens that are living in this municipality?"*

Another added: "If you ask me, the municipality cares about the citizens only one month before the elections. That's when they have the opportunity to really talk to the people." Similarly, "they talk to us when they need us, when they have some purpose like voting benefits or money." The FGD participants' reactions to the lack of drinking water in their neighborhood also conveyed anger with the municipal authorities; they used terms like "disaster," "ridiculous," "pointless," and "speechless" to refer to the municipality's handling of the water issue and other matters. Two respondents living next to the pilot project said they became aware of it only with they saw the work begin, and they were unaware of any other M CCS activities in the municipality.

While male FGD participants mentioned complaining to the municipality about problems, female participants said that “usually the men go to the municipality, the women don’t.”

One interviewee indicated that none of the recent projects in the municipality promoting engagement, including the SDC Community Forums and Budget Forums, along with MCCA, had changed attitudes about or levels of engagement. An FGD participant said, “Without water the village can’t be appeased and it’s unmotivated.” This and the other FGD comments provided above suggest the failure of the urgent action may have reinforced citizen cynicism about the value of engagement.

An informed observer of the GA process hypothesized that municipal capacity was simply insufficient to maximize the potential gains of MCCA: the municipality has around 20 employees, all of whom (or all the competent among them) are over-stretched, including by the demands of donor interventions. Generally, he found the municipality had relatively low human capital, understanding, and experience. Culture and tradition may have also played a role. Studenichani can be considered a traditional, rural municipality in which hierarchy is an important value that meshes poorly with participatory approaches.

The mayor provided a different view. He argued that, because of municipal participation in the SDC Community Forum and Budget Forum projects, “people were used to the idea of engaging people... The results from the Community Forums regarding citizen suggestions were good; [the municipality] saw the benefits.” He further claimed the municipality had conducted its own monitoring of the urgent action and pilot project, and wished it had been more involved in the contracting and monitoring of the firms that did the work.

## Summary by Evaluation Question: Engagement

### **EQ8: Did the MCCA pilot result in changes in stakeholders’ attitudes towards engagement with each other?**

#### **Findings**

The evaluation found no change in stakeholders’ attitudes toward engagement with each other. There were suggestions the municipal administration had difficulty engaging in the GA process because of its utilitarian attitude to donor projects, insufficient staff capacity, or both. The implementing partner displayed little interest in engagement during the evaluation research period. The failure of the urgent action may have reinforced pre-existing citizen cynicism about the value of engagement in the upper portion of Studenichani village. Women in an FGD expressed interest in engagement but a lack of understanding of how to act on that interest.

#### **Conclusions**

The team concluded that MCCA did not affect attitudes to engagement, given the strength of countervailing factors, including the weakness of the CSO partner and civil society in Studenichani, top-down political traditions, low municipal capacity, the potentially negative demonstration effects of the urgent action, and traditions that limit women’s engagement.

### **EQ9: Did the MCCA pilot result in changes in stakeholders’ levels of engagement with each other?**

#### **Findings**

The evaluation found no evidence of changes in stakeholders’ levels of engagement with each other.

## Conclusions

The team concluded that Studenichani was indeed a poor choice for inclusion in MCCA, particularly with regards to engagement. Given that MCCA did not strengthen the implementing partner, levels of engagement via civil society cannot have changed. With respect to the municipality, it is possible that, in a small, low capacity municipality like Studenichani, donor projects emphasizing participation may, in fact, stress municipal capacity well beyond its ability to gain from such processes, particularly in a context where local party leaders, by tradition, need to hew closely to national party directives. Regarding citizens' levels of engagement, these are unlikely to increase, especially in the upper village where the urgent action was viewed negatively, and in the school where citizens were forced to come up with their own solution to the water shortage. Finally, it is difficult to conclude that MCCA had any impact on women's engagement with civil society or the municipality.

## Social Cohesion

Inter- and intra-party politics emerged as the dominant challenge to cohesion. According to two "ordinary" citizens interviewed, groups cooperate "except for political divisions." The Local Coordinator said the municipality is run on the "spoils system," whereby under-qualified staff are hired for political reasons. According to him, those supporting the mayor were more active than those supporting "the other party" in the GA process. MKM described intra-party partisanship affecting the project: "Everything has to be in Studenichani," which is where the then-mayor is from. (The mayor claimed that municipal residents did not object to the pilot project being in Studenichani, as other donor-funded projects had recently been implemented in the other two major towns of the municipality). More broadly, according to MKM, "the mayor has no backing for anything." The core individuals implementing MCCA in Studenichani were all mayoral appointees (including the Local Coordinator).

This state of affairs – of general party conflict combined with project coordinators possibly perceived as partisan – could explain, at least partially, why the strategy had not been passed as of October 2016, more than a year after being drafted. Partisanship may have contributed to delays in replacing the pumps associated with the urgent action reservoir as well: The head of the Skopje water authority is associated with the ruling party (at the national level), while the mayor of Studenichani is allied with the opposition.<sup>51</sup> Partisanship may also have played a role in the problems with the initial CSO partner, the Center for Interethnic Tolerance and Refugees. News reporting on the founder suggests he is viewed as opposed to the ruling party.<sup>52</sup> MKM elaborated in interviews with the evaluation team that it "was not interested...to collaborate with the new mayor," who was from the DPA.

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<sup>51</sup> One focus group participant implied the water shortage experienced by the upper part of the village was not addressed promptly by the Skopje water authority because the residents are not ethnic Macedonians.

<sup>52</sup> See his critical, anti-government statements here: <http://www.dailymotion.com/video/x2v8qev>; <http://www.radiomof.mk/obrazovanie-bez-obrazovan-kadar-ne-mozhe-da-gradi-aktivni-i-buntovni-gragjani/>; and claims of political and ethnic discrimination after being fired from a school in Batinci – whose acting principal is also the President of the Studenichani Municipal Council, here: <http://lokalno.mk/dimovski-graganski-aktivist-zhrtva-na-postizborni-politichki-pritisotsi-video/>.

## Summary by Evaluation Question: Social Cohesion

### **EQ10: Did the M CCS pilot result in changes in stakeholders' attitudes towards social cohesion?**

#### **Findings**

Political partisanship is a much more salient cleavage than ethnicity in Studenichani. The evaluation did not find evidence of changes in stakeholders' attitudes toward social cohesion.

#### **Conclusions**

The team concluded, in the absence of data to the contrary, that M CCS did not have effects on attitudes to social cohesion in Studenichani.

### **EQ11: Did the M CCS pilot result in changes in stakeholders' levels of social cohesion?**

#### **Findings**

There is some evidence that partisanship may have slowed implementation of M CCS. Data from interviews and FGDs on the topic of social cohesion were very limited, though.

#### **Conclusions**

The team concluded that M CCS did not have effects on social cohesion in Studenichani.

# ANNEX L: CASE STUDY – TEARCE

## Municipality Background

### Overview of the Municipality

Tearce became a municipality in 1996. It is part of the Polog Planning Region, in the northwest section of the country. It covers an area of 164 square kilometers, placing it below the median territory of Macedonian municipalities and well below the average.

### Population

As of the 2002 census, the population of Tearce was 22,454, of which approximately 49 percent was female. Tearce is one of the most densely populated municipalities in Macedonia, with 164 residents per square kilometer – double the national average of 79 residents per square kilometer. Four settlements, including the municipal center of Tearce and the villages of Slatino and Dobroshte, had populations of between 3,500 and 4,100. Another four villages fell in the range of 1,300 to 2,500 residents. (The remaining five settlements were very small or empty). The birth rate was 2.9 percent, well above the national rate of 1.6 percent, but population growth was projected to be stagnant because of out-migration.<sup>53</sup>

Tearce's population is mixed ethnically. Albanians are the largest ethnic group, at 84.4 percent of the municipal population. Macedonians make up 12.2 percent, and Turks 2.3 percent. Tearce was among the areas most affected by the conflict of 2001, which began when the militant Albanian National Liberation Army (NLA) began attacking the security forces of the Republic of Macedonia in January, and ended later that year under the Ohrid Agreement. In Tearce, the conflict began with the NLA shelling of a police station. That killed one policeman and injured three others, and included forced displacement of hundreds of Macedonian families, arson and looting of Macedonian homes, and the kidnapping of 12 Macedonians. The latter remains officially unsolved, although many of the bodies were found in a mass grave. Tearce was gravely affected; most of the Macedonian residents (around 1,200) fled. Following a major reconstruction program funded by the international community, most of the Macedonians who had fled Tearce and the four other villages returned. The municipality has not experienced outright inter-ethnic violence since then.

### Economy

The Polog Planning Region has a lower GDP per capita than the Macedonian average. Tearce is considered a rural municipality, although the municipal center is relatively easily reached from Skopje. Among registered businesses, the dominant sectors are wholesale, retail, car repair, manufacturing, and structural engineering. The total number of businesses increased between 2011 and 2015, to 311 (from 287).<sup>54</sup> While most are micro- or small enterprises, the municipality has experienced an increase in the number of macro entities and a reduction in the number of small entities. The population also depends on agriculture, which is generally small-scale. Wheat, corn, and beans are the dominant crops in the municipality; the production of fruit is also important.

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<sup>53</sup> State Statistical Office, Estimation of the Population by Sex and Age, by Municipalities and by Statistical Regions, <http://makstat.stat.gov.mk/pxweb2007bazi>.

<sup>54</sup> State Statistical Office.

## Climate Change Issues

Tearce comprises two distinct areas. The southeast part of the municipality's territory lies in the Polog Valley, and is characterized by frequent flooding where the valley plane meets the Shar<sup>55</sup> Mountain. The Shar area, particularly at higher elevations, is dominated by glacier and riverine forms that descend to the valley.

Uncontrolled deforestation is a critical problem in Tearce. Although the mountains protected the population in the valley in the past, landslides and flooding now represent major dangers. Deforestation, along with pollution and changing temperatures, has also reduced or eliminated forest herbs, mushrooms, chestnuts, and fruits traditionally collected by the local population.

While flooding is a major issue, so is a shortage of water for irrigation and drinking in the summer. This is because of the uncontrolled use of water and frequent droughts.

## Politics

The Democratic Union for Integration (DUI) has won every local and parliamentary election since 2002, including three local elections (2005, 2009, and 2013), and five parliamentary elections (2002, 2006, 2008, 2011, and 2014). The DUI mayor of Tearce Municipality is in his second term. The Democratic Party of Albanians (DPA) has been the strongest challenger, while historically Macedonian parties have taken around 15 percent of votes, and the Turkish Democratic Party (TDP) has averaged around 6 percent.

Parliamentary elections in December 2016 signaled changes in this pattern. While the DUI was once again victorious with 27.84 percent of the vote, the newly created Albanian party, Besa Movement, won 24.18 percent of the vote, and the DPA trailed with 15.63 percent. A second major development was that, for the first time since 2002, the coalition led by SDSM won more votes (11.26 percent) than the coalition led by the ruling VMRO-DPMNE (10.78 percent). It is believed that SDSM attracted some ethnic Albanian voters.

## Prior Climate Change and Participatory Policy-Making Activities

The evaluation team could not determine what, if any, climate change-related actions had taken place in the municipality prior to the MCCS interventions, other than the development of a municipal plan to diminish public energy consumption, and the Local Environmental Action Plan (LEAP), both of which are required by national legislation.<sup>56</sup> FGD participants from Slatino and Tearce recalled some "ecology" activities, but it is not clear what they were referring to.

Regarding participatory processes, KII respondents referred to public hearings, but the evaluation team could not identify examples. The local implementing partner, CED, had collaborated with the municipality previously, including under the leadership of the current mayor.

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<sup>55</sup> "Shar" is the current official transliteration; some referenced sources use the older transliteration, "Sar."

<sup>56</sup> Under the Law on Environment, every municipality must develop a LEAP, and under the Law on Energy Sources, an Energy Efficiency Municipal Program. Both documents should be adopted by the Municipal Council.

## MCCS in the Municipality

### Implementing Partner

The local partner for MCCS in Tearce was the Center for Education and Development (CED), which was founded in Tearce in 2006. It works in the fields of education, culture, environment, and institutional development, with a focus on youth and interethnic cooperation. CED has participated in USAID-funded projects in the past, including the Youth Employability Skills (YES) Network project and the Civil Society Project (CSP), as well as in other donor programs. Senior staff include both Albanians and Macedonians with professional training in their fields. Of the four case study municipality partners, CED is the largest and most experienced with environmental issues, participatory processes, and donors.

While one CED staff person was designated as the Local Coordinator for MCCS, several CED staff and volunteer members devoted considerable time to the project. CED conducted a small-scale survey to determine local values and resources relevant to climate change; identified stakeholders and recruited participants for public meetings and the working groups (WGs); developed and wrote the municipal climate change strategy; organized local events; and liaised between MKM and the municipal government during the Green Agenda (GA) process.

### Green Agenda Process

Tearce was ranked eighth in the initial review of applications. According to MKM, it would not have selected it for the project (though its ranking would have placed it in Round 2). Eventually, Tearce was placed in Round 1.

At the beginning of the GA process, the Local Coordinator conducted a survey of 100 local stakeholders to identify community values, or issues people are proud of. Based on responses to the 20 values listed in the survey, CED defined three working group themes: River Bistrica and Water Resources, Local Agricultural Products and Food, and Shar Planina Hills and Fauna,<sup>57</sup> and assigned CED staff or associates to serve as WG coordinators.

CED then reached out to a range of stakeholders, including representatives of municipal public institutions, citizens' associations and the business sector, and individual activists, to invite them to participate in the first meeting. CED used announcements on Facebook, local media, and posters, along with direct emails and calls, to especially influential stakeholders and experts. CED also organized transportation to ensure the participation of residents from the various villages outside the municipal center. One FGD participant (a woman from Tearce) recalled participating in the GA process.

The first stakeholder meeting was held in June 2013. Forty attended. Six were women. Participants included representatives of the municipality, neighborhood communities, CED and other CSOs, and individual citizens. Following discussion of the results of the survey on local values and description of the three working group themes, meeting participants selected the working group in which they wanted to participate.

MKM's quarterly reporting of the number of meetings and participants is unclear, so the total number of meetings, the number of unique individuals participating, and exact gender disaggregation cannot be determined. It appears that each working group met ten times and comprised nine or ten participants per meeting. According to MKM reports, women made up about a third of each of the working groups. The municipal climate change strategy provides more detail on working group participants. The **Shar**

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<sup>57</sup> In the municipal climate change strategy, the groups are labeled Sar Mountain, Water Resources, and Local Agricultural Products.

**Mountain WG** had 11 members, three of whom were women. Two were Macedonian (the rest were Albanian, including the two women). In terms of sectoral representation, the group included three CED members, three people from the municipality, a representative of the Local Economic Development Department, and the head of a rural unit. It also included a member of a religious group. The **water group** had ten members, including two Macedonian women and two Macedonian men (the rest were Albanian men). Most water group members are listed as “individuals” in the strategy, but two were affiliated with CED. The only female WG coordinator was with the water group; she is Macedonian and was affiliated with CED at the time. The **agriculture group** had ten members, including one Albanian woman, two Macedonian men, and one male ethnic Turk (the rest were Albanian men). Half the agriculture group was affiliated with CED; two represented local businesses; and two were concerned with culture (one worked for the municipality, the other for a cultural CSO).

## Urgent Action

Tearce’s urgent action (UA) entailed the replacement of all mercury-based lightbulbs in the municipality with energy-efficient bulbs, along with the replacement of all timers (which did not have the internal memory to retain settings in the event of a power cut), and some broken glass casings. This amounted to about 1,150 bulbs, 38 timers, and 28 glass casings. MKM purchased all the materials, while the municipality handled the installation.<sup>58</sup>

According to CED staff, the UA idea was broadly supported in working group discussions, as people “considered public lighting as a large problem in the municipality.” This recollection is supported by focus group discussions. Implementation experienced delays, however. According to MKM reporting, the quality of the first proposal was poor,<sup>59</sup> and there were misunderstandings about the scope of the activity.<sup>60</sup> Rainy, winter weather caused further delays, but as of the end of the second quarter of FY 2014, the urgent action was completed.

MKM estimated the UA would decrease municipal electricity consumption in 2014 to 63 percent of the previous annual average, saving the municipality around 29,000 Euros a year. MKM also estimated that CO<sub>2</sub> emissions would decrease by 220t/year. Actual figures were not available.

CED staff, some WG members, and residents who participated in FGDs reported a variety of problems with the new lighting. In one version put forward in KIIs and the Tearce men’s FGD, the municipality removed the old bulbs but did not replace all of them (so new bulbs are only “on every third pole”). In another, voiced in KIIs, and Slatino and Tearce FGDs, the lights were not on at appropriate times (a number complained they were not on all night, while a few were concerned they were on during the day). MKM told the evaluation team in an interview that it had heard complaints. Upon investigation, it discovered the lights had been turned off by a government employee (the original municipal contact) who was “opposed to the project from the beginning.” MKM took steps to prevent this from happening again. As discussed below, residents also complained that the municipality had not passed on the presumed savings from the new lights to residents in the form of reduced municipal taxes/fees. Typical comments the team heard included, “Citizens are not satisfied...because...the amount they are paying for public lighting is still the same,” and “Citizens are not seeing where the savings went; the benefits were only to the municipality.” These views are discussed below.

## Strategy and Monitoring Group

Each working group developed specific climate change-related goals and identified priority measures to achieve those goals. Those ideas were woven into a municipal climate change strategy by the Local

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<sup>58</sup> FY 2016 quarter 1 report, supported by KII with municipal contact for MCCA.

<sup>59</sup> FY 2013 annual report.

<sup>60</sup> FY 2014 quarter 1 report.

Coordinator, with support from MKM. Tearce's goals included sustainable management of the Shar Mountain ecosystem, establishment of functional drinking water and irrigation systems, and the production and protection of high quality local agricultural products. The working groups ranked their priority actions according to the following criteria and weights: (1) technical viability (25 percent); (2) urgency (30 percent); (3) efficiency (20 percent); (4) economic utility (10 percent); and (5) "can we afford it?" (10 percent).<sup>61</sup> These criteria are somewhat different from those used for the other case study municipalities. A total of 26 measures are proposed and ranked in the strategy. Of these, nine received the highest possible score of 60 points (the largest number of top scoring activities among the four case study municipal strategies). They include: capacity development for organizations responsible for protecting flora diversity, forestation, road construction supporting tourism on Sar Mountain, improvements to the drinking water system, construction of irrigation, agricultural education and outreach, and branding of Tearce's famous local bean crop. "Building river beds," the activity in the strategy most closely related to the eventual pilot project, received 30 points.

A public meeting to discuss the strategy was held in March 2014. The municipal council adopted the *Climate Change Strategy for the Municipality of Tearce, 2014-2020* in May 2014.

The municipal council officially appointed the Monitoring Group (MG) at the time it adopted the strategy. The MG's role was to track implementation of the municipal climate change strategy. It included three members of CED and two representatives of the municipality. KII respondents, including members of the MG, CED staff, and the municipal contact person, told the evaluation team the group was "not functional." The municipal contact said that "a significant number of measures included in the strategy are included in the annual program of the municipality," but he could not name them, and other KII respondents said the municipality had not acted on the strategy. The evaluation team could not confirm that the municipality had budgeted for elements of the strategy.

## Pilot Project

Tearce's pilot project sought to prevent flooding by reconstructing the riverbed of the river Ponika in the village of Dobroshte.

The selection process for the pilot project was the most tortuous among the case study municipalities. MKM reports describe the various stages of the process as follows:

*The number one priority identified in Tearce was improvement of the irrigation system in the municipality and the pilot project they proposed was to put concrete in the existing open irrigation channels, thus making them less prone to water loss and making [it] possible for the water to reach further. However, that proved to be an incomplete and unsustainable solution. Therefore, in cooperation with another USAID project that works on providing drip irrigation to corn growers in the same region we decided to explore more sustainable ways of solving the irrigation problem. At the time of writing of this report, they are conducting a feasibility study which should identify the optimal solution to the problem. There is a risk that the outcome of the study might prove to be more expensive than the budget available under this project. If that happens, then another priority will have to be selected from the Tearce strategy.*

As of the first quarter of FY 2015, the study found the drip irrigation idea not to be financially feasible, so MKM had to "start from the beginning." The "partners in Tearce" provided two further ideas – replacement of the main water supply pipelines and cleanup of two rivers in the municipality (Bistrica in Tearce, and Ponika in Dobroshte). MKM and USAID selected the river clean-up, MKM selected a

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<sup>61</sup> These weights are taken directly from the English language draft of the municipal strategy provided to the evaluation team by MKM; the weights do not total 100 percent in that document.

contractor, and, “after an extended period of time,” the municipality paid the required 20 percent of cost share into the MKM account. In the fourth quarter of FY 2015, the Bureau Environmental Officer made “several substantial remarks” on the Environmental Review Checklist (ERC), Environmental Mitigation and Monitoring Plan (EMMP), and project design. However, while the ERC and EMMP were in the approval process,

*...[E]xtreme rain took place and flooded one of the rivers [Bistrica] that were planned for the cleanup. Large quantities of soil and debris completely clogged the river bed which made the project obsolete. Several international agencies got involved to assess the damages and identify possible measures that can be taken to prevent such disastrous events from happening in the future. Because of that, it has been decided to wait for all these international efforts to be complete and to select a possible project from among the actions identified by these international agencies. So, basically it is expected for the Tearce pilot project to be implemented together with the second round municipalities. At the time of writing of this report, the reports from these international agencies’ efforts have not been published yet. There is a risk that the Pilot Project in Tearce will not be implemented in time. Because to date there is no clear view what solutions might be available for the problems with floods in the municipality, there might be no viable pilot project to implement on that topic.*

The following quarter, MKM reported:

*After the reports of the international agencies’ in regards of assessments of the damages and identify possible measures that can be taken to prevent disastrous flood events from happening again in the future, USAID MCCSP has engaged a local expert to made assessment and give recommendation for the pilot action in Tearce. Experts from the municipality local administration were consulted by our local expert and a final report and recommendation for the action were drafted. The action will be: Drafting of a Study for Flood Risk Management in the Municipality of Tearce and reconstruction of the riverbed of river Ponika in the village Dobroshte.*

Implementation proceeded relatively quickly after this decision was made. In the second quarter of FY 2016, MKM let the construction contract. In the third quarter, it reported that the “field works of the implementation of the pilot project in municipality of Tearce (reconstruction of the riverbed of river Ponika in the village Dobroshte) have been finalized,” and the administrative closure of the project (including the last installment of the municipality co-financing) was in progress. On June 27, 2016, MKM held a ribbon cutting event in Dobroshte with the U.S. Ambassador, the mayor of Tearce, and the Minister for Environment.

Two municipal employees who participated in the GA process believe the pilot project has had beneficial effects in Dobroshte, and met an urgent need. In FGDs, residents of Dobroshte, both male and female, acknowledged that improvements had been made to the river, although some FGD participants were uncertain if the improvements were sufficient to address flooding. For example, one said:

*Look, if it came to another overflow, I think this reconstruction wouldn't be able to prevent it. Because the river brings along trees, waste, that will nevertheless spread across the village streets during the overflow. I'm telling you that when you prepare a reconstruction plan, you should take into account that it is not only the middle part of the river, where the overflow happened, that is affected, but that it should be reconstructed from the spring itself all the way to the ending of the river, which is at the main regional road.*

Others added that the work was done in the center of Dobroshte “so it looks aesthetic.”

Members of CED, other members of the working groups, and focus group participants from all villages perceived a lack of transparency in the process by which the pilot project was finally selected. Typical comments from the Dobroshte focus groups (both male and female) included, “We aren’t familiar with the making of this decision,” “We weren’t invited during the planning of the intervention,” and “Whatever activities there might have been, only the institutions themselves were aware of them.”

According to the Local Coordinator (who is also the Director of CED):

*All steps were implemented by the Working Groups as described in the GA methodology to select the Pilot Project as the priority for intervention in the municipality... Although it was frustrating for the people to go back and select a different priority, we came to agreement to propose an intervention in two rivers: Bistrica in Tearce village and Ponika in Dobroshte village. We prepared the concept note, went back and forth to finalize it with all required information, and it was accepted by MKM. From here MKM kept us aside as local partner, and started direct communication with the municipality. We were the last one to find out that the Pilot Project is implemented fully in Dobroshte.*

Other CED members echoed this view. Several KII respondents from the working groups, including municipal employees, argued that Bistrica river is more prone to flooding than Ponika, affected more residents, and was more in need of rehabilitation.

Many of these KII respondents and FGD participants believed the decision was the result of pressure by the mayor to place the project in his town of origin. For example, a female FGD participant from Tearce said:

*I've heard of some surveys for climate change that were conducted recently. Apparently, some project connected with Bistrica's river bed was supposed to be developed. However, that same project was instead used for reconstructing the river of Ponika in Dobroshte. The reason for that is clear: the mayor is from Dobroste, not Tearce. They used it for personal gains.*

These views are discussed further below.

## Findings and Conclusions

### Climate Change

Respondents described public awareness in Tearce at the outset of MCCA as low. They credited the GA process with raising their own awareness and technical understanding of climate change, and that of other participants. For example, one key informant said:

*Before the project started, climate change was not known by the citizens in Tearce as something that affects their lives. With the project, at least the citizens who were active and participated in the activities changed their behavior and are more aware of the influence of climate change on their lives. They know now that floods that are happening in the municipality are due to climate change and not God's will. On a personal level, I did have some knowledge about climate change, but it was more like having general information about climate change than thinking as of something that is happening in your yard, or in the mountain above your village.*

CED staff and members, despite being generally quite critical of MCCA, said their awareness and knowledge had increased through participation in the WGs, and indicated they were seeking to apply this new knowledge to CED activities. One said, “The GA methodology offered a platform for learning about climate change, and all of us involved in the process benefited from it.” Interviewees who were

less involved in the GA process could not remember specifics of the urgent action, pilot project, strategy, or awareness campaigns.

Most interviewees, including several municipal employees, believed awareness in the municipal administration was low prior to MCCA. Views on change differed within the municipality, however. The municipal contact argued that municipal staff awareness had increased. Most other key informants were skeptical that awareness of and concern for climate change in the municipal administration as a whole, as opposed to individuals who had participated in the GA process, had increased. Several expressed doubts that municipal staff had read the climate change strategy. This included a participant from the municipality who had not seen it himself.

CED staff and members found the MCCA awareness campaigns to be “very” effective, interesting, and creative. CED helped attract people to the events, but attendance was large, nevertheless. As in other municipalities, the campaigns provided a source of entertainment in a location where such sources are few. A WG member said the movie showing (of *An Inconvenient Truth*) “provided something fun for people since Tearce doesn’t have a cinema,” and people learned something in the process. A WG coordinator added, “This was a good start, but if nothing else is being done about climate change in the future, people will completely forget about that.”

This evaluation considers the urgent actions and pilot projects as immediate outputs in terms of climate change-related actions by stakeholders. Both activities in Tearce municipality are likely to have had some positive material effects. Their relationship to climate change awareness and attitudes is complex, however. Regarding the urgent action, regardless of how many bulbs were installed or how long the lights are on, interviewees’ and focus groups discussants’ complaints that savings have not been passed on to them signifies a lack of understanding of the fungibility of public funds in the first instance, and – more importantly – of the unseen, but still potentially important climate change effects of energy efficiency measures. In the FGD with men from Slatino, participants engaged in a long exchange in which they puzzled over the purpose, efficacy, and value of the new lights. One remark was:

*We aren't really familiar with the whole deal of saving energy, but the fact that these lights are on during the day isn't good. The other ones aren't digital; they have a clock mechanism. They turn on at 6 pm and turn off at 6 am. So, they are different than these lights, which are supposed to be economical and environmental. These lights don't illuminate an area even within two meters, therefore they aren't intended for street lighting. They aren't authentic lights; I believe they are cheaper. There is a difference between a €10 light and a €5 light, one of them is authentic and illuminates better, the other isn't and doesn't. We have less lighting. These lights don't illuminate as much as the authentic ones installed in Skopje or Tetovo. (Respondent 6)*

The potential incentivizing effects of the pilot project on attitudes and behaviors related to climate change also appear limited. KII and focus group respondents did not generally understand the logic of picking one river over another. Several expressed the view that the site was selected due to the mayor’s “local patriotism” (discussed more below) and a desire to provide his hometown’s residents with a visible infrastructure project rather than for climate change reasons. This suggests that the local political context for the selection worked against its value as a demonstration project in terms of climate change adaptation as well as activism and engagement. Two key informants reported that citizens are still throwing trash into the newly rehabilitated river bed, indicating that it has not necessarily served to change attitudes among beneficiaries.

As noted above, the team could not determine if the municipality had acted on the climate change strategy. Several interviewees suggested that visible infrastructure was much more important to the municipal administration than climate change measures per se. According to a member of CED who was intensively involved in all aspects of the project,

*If the funds were not available for both the Urgent Action and Pilot Project, the municipality would not implement any of the actions. The municipality would probably construct a sidewalk somewhere. I believe that is the case with all activities included in the strategy. The municipality doesn't want to spend budget money on something they consider is not visible enough or cannot be recognized as contribution of the mayor. Some other donor should come in order for activities to be implemented. It makes me unhappy that the sustainability of the strategy is not visible. I think it will be another piece of paper that no one is interested in in the municipality.*

## Summary by Evaluation Question: Climate Change

### **EQ1: Did the M CCS pilot result in changes in stakeholders' awareness of climate change?**

#### **Findings**

Participants directly involved in the GA process in Tearce increased their awareness of climate change as a general concept. It was not possible to determine through the case study research if the wider population of Tearce had increased awareness of climate change because of the project. As in other case study municipalities, views differed on how much awareness had changed in the municipal administration. Most stakeholders interviewed were skeptical that the municipality as an institution had increased its awareness of climate change. M CCS climate change awareness raising campaigns were well received, in part because of the absence of other entertainment in the municipality.

#### **Conclusions**

Dedicated participants in the working groups increased their awareness of climate change, but the evaluation could not draw conclusions about wider impacts on awareness in the municipality. The MKM awareness campaigns are likely to have raised awareness of climate change among some other residents of the municipality, though the evaluation could not confirm this. The team speculates that such campaigns may have a better chance of at least short-term success in settings where citizens are eager for interesting activities.

### **EQ2: Did the M CCS pilot result in changes in stakeholders' awareness of the local impacts of climate change?**

#### **Findings**

This is the one case study municipality in which a respondent clearly linked greater awareness of local impacts, as opposed to general awareness of climate change, to M CCS via the working group and strategy development process. Data from Tearce also provide a clear contrast in awareness between those consistently involved in the GA process and those less involved in terms of awareness of the local impacts of climate change. Those who had benefitted from the urgent action, but had not otherwise participated in the project, perceived no relationship between the urgent action and climate change mitigation (viewing it as a cost saving measure primarily benefitting the municipal government); nor did residents view the pilot project through the lens of climate change adaptation. As in other case study municipalities, the evaluation found skepticism of increased awareness of the local impacts of climate change in the municipal administration as a whole, as opposed to individual municipal employees.

#### **Conclusions**

The GA process can raise awareness of the local impacts of climate change among stakeholders, but the effects are limited in scope to direct participants. Urgent actions and pilot projects do not appear to have effects on their beneficiaries via-a-vis awareness of the local impacts of climate change.

### **EQ3: Did the M CCS pilot result in changes in stakeholders' attitudes toward climate change?**

#### **Findings and Conclusions**

Case study KIs and respondents did not distinguish between awareness of and attitudes toward climate change. Hence, there are no standalone findings for this evaluation question from the case studies.

### **EQ4: Did the M CCS pilot result in changes in stakeholders' actions to improve adaptation to climate change?**

#### **Findings**

The case study research did not find evidence among stakeholders of actions to improve adaptation to climate change, outside of the pilot project. The pilot project reportedly has contributed to adaptation to flooding in an area of Dobroshte village.

#### **Conclusions**

The evaluation concluded that M CCS activities in Tearce were not sufficient to prompt stakeholders (individual citizens and municipal administration) to change their behaviors related to climate change.

### **EQ5: Did the M CCS pilot result in changes in stakeholders' actions that decrease greenhouse gas contributions to climate change (mitigation)?**

#### **Findings**

The case study research did not find evidence among stakeholders of actions to mitigate climate change, outside of the urgent action. Data on the actual impact of the urgent action on GHG emissions was not available.

#### **Conclusions**

The evaluation is unable to draw conclusions about the impact of the M CCS urgent action on climate change mitigation in Tearce. Impact on stakeholder actions regarding climate change mitigation is unlikely.

#### **Civic Activism**

Interviewees generally characterized activism in Tearce as low. However, FGD participants cited several examples of activism, including demonstrations against a planned hydro-power facility they believe temporarily halted construction, calls to media to draw attention to flooding problems, and efforts by villagers to clean debris and repair roads.

The initial GA meeting attracted the smallest number of participants among the four case study municipalities, although this may be explained, in part, by the challenges of getting to Tearce center from the remote villages of the municipality. As in other municipalities, participation dropped off over time, with around 10 people attending each working group regularly, and a smaller number (a "handful of enthusiasts") "really active in the process."

The WG lists demonstrate ethnic and sector diversity. However, women's participation is generally a challenge in Tearce, and remained so throughout the course of M CCS. This affected the number of women trained and those involved in GA process meetings (see FY 2014 annual report). According to the Local Coordinator, "it is the same situation in the municipal administration – I think out of 40 employees only 4-5 are women [and] in the municipal council there are only two women." Most interviewees ascribed this situation to the traditional culture of Tearce. The one female working group

coordinator explained, “Women are not very active in our municipality. They still have the traditional role of being mostly at home, taking care of the household. Also, if they are married, they need permission from their husbands to participate, and the men are not very liberal here.” Two interviewees pointed out that this traditionalism is generalized; it is not simply a characteristic of the Albanian community. Further, the Local Coordinator noted that while older women were more likely to be bound by traditional attitudes, female university students are also hard to engage because they are busy with their studies or have moved out of Tearce. As noted, travel to the municipal center is particularly onerous in Tearce.

While CED clearly attempted to engage women, and ensured that a female staff member headed one of the WGs, a person who was involved in initial stages of the project indicated that, in general, both the municipality and CSOs make insufficient attempts to involve women:

*Women are quite neglected and isolated as a stakeholder group. One reason is the traditional environment, but also the treatment that women receive as numbers. They are included only if it is required that there should be a certain number of women involved. There is no long-term strategy for the municipality, but also for CSOs, to engage women.*

In a focus group, women from Slatino (an Albanian majority village) supported this observation when asked about their involvement in MCCS activities:

**Respondent 1:** We haven't taken part.

**Respondent 3:** Had they invited us, we would have gone.

**Respondent 6:** Us, the women, we stay at home.

**Respondent 2:** We haven't been invited, [but] you invited us, so we came.

**Respondent 5:** Of course, we would want to take part; it concerns us, after all.

**Respondent 4:** Perhaps the men were invited.

**Respondent 5:** We have never been invited. Only the men go.

**Respondent 2:** I think that if we had been invited to the planning of the intervention, we would have attended.

The evaluation did not find unmistakable evidence that attitudes to or levels of activism changed in Tearce. Many of those who participated consistently in the WGs appear to have been active in CED activities prior to MCCS. Key informants did, however, recall that “ordinary” citizens also participated in the discussions. CED also said it applied the skills it gained developing the climate change strategy to another sector of activism – development of a strategy for youth development.

The primary finding regarding activism in Tearce is that the controversy over the pilot project’s location may have diminished the reputation of the local partner as a vehicle for participation. The Local Coordinator and other CED staff/members voiced this concern repeatedly, arguing the way the decision on the pilot project was made undercut the potential benefits of the participatory process up until that point. For example, according to a CED board member who participated in a working group:

*We have a problem now as an organization, because people have lost their trust in us. We were approaching them, asking them to participate in the working groups saying that their opinion is important and it will be heard, but at the end the decision was made without any consultations with CED as the local partner and members of the Working Groups. People committed their free time to participate in the work of the Working Groups because they trusted what we as CED were explaining to them. And now, how can we approach them and ask for future collaboration when their voice was not taken into consideration?*

CED’s relatively long history and prominence in the municipality may largely insulate it from criticism. Women in the Tearce FGD – who did not appear to associate the pilot project closely with CED –

mentioned CED as an effective NGO. However, it is possible the combination of a participatory process and what was perceived as a non-transparent and politicized decision on the pilot project capping that process has increased cynicism among some residents of the municipality and could discourage future activism. A WG member told the evaluation team, “We learned about the pilot project when it was ready to be promoted, when the ribbon cutting was scheduled. This behavior demotivates you to participate in future activities, because at the end of the day you feel that no matter how you contribute, no one cares about that.”

## Summary by Evaluation Question: Civic Activism

### EQ6: Did the M CCS pilot result in changes in stakeholders’ attitudes towards civic activism?

#### Findings

The evaluation did not find unmistakable evidence that attitudes to activism changed in Tearce because of M CCS. CED reports that it gained skills related to activism, and its associates remain committed to activism despite problems encountered in the project. The research noted concerns among working group members that the pilot project decision-making process may have generated negative reactions to the GA process. Women’s attitudes toward activism were difficult to assess via the case studies; some expressed an interest in participating in civic activities, but this interest among FGD respondents was not reflected in what is known about levels of activism among women in Tearce.

#### Conclusions

We conclude that M CCS did not change pre-existing attitudes toward activism among the core participants in the GA process, nor did it have positive effects on attitudes in the wider population. It is possible that perceptions of the pilot project decision as non-transparent and politicized reinforced or generated negative attitudes toward activism among these residents.

### EQ7: Did the M CCS pilot result in changes in stakeholders’ levels of civic activism?

#### Findings

The evaluation did not find evidence of changes in stakeholders’ levels of civic activism in Tearce, among either core participants in the GA process or the wider population. Women are perceived as having much lower levels of activism than men in this municipality, and the team found no evidence of a change in this situation, despite efforts by the local implementing partner to involve “ordinary” women.

#### Conclusions

The team concluded that M CCS did not affect levels of activism among the core participants in the GA process in Tearce, or in the wider population of the municipality. M CCS could not change traditionally low levels of female activism, despite active efforts by the local implementing partner to involve women. If the atmospherics around the pilot project decision had a negative effect on some residents’ attitudes to activism, levels of activism among them are unlikely to improve.

#### Engagement

All respondents characterized engagement as generally low in Tearce. As elsewhere, the team heard differing views on the responsibility of the municipal administration for this state of affairs. Municipal employees tended to be positive about the desire of the municipality to engage with CSOs, and their willingness to hold public hearings. They and others also characterized citizens as unlikely to approach

the municipality unless they had problems directly and immediately affecting them or their families personally.

However, interviews and FGDs generally aligned with the findings of the baseline survey in which a higher percentage of respondents in Tearce (along with Bogdanci and Bogovinje) than in the other five MCCA municipalities stated they did not agree with positive statements about how their municipality was engaging citizens. Comments such as the following were common: “With the exception of some individuals in the municipality, the majority of the administration is not interested at all in collaborating or in involving citizens in decision-making.” Several added, “The municipality organizes some public hearings that it has to by law, but if the municipality is not obliged to ask the citizens, it will make its own decisions and nobody will be consulted.” KII and FGD respondents voiced a litany of complaints, frustrations and suspicions: when citizens approach the municipality, it “always” tells them there are no funds; they cannot get information on what the municipality is doing; they can “never find anyone at work” in the municipality; “no one” listens, except just before elections; and funds for public improvements have been diverted for personal gain. Even residents of the mayor’s village do not feel engaged: “According to me, the biggest problem are the institutions, in this case - the municipality. It doesn't take responsibility. It is protecting its interests. The mayor comes from this village, but only when it's all good during election time, when people need to vote” (Dobroshte focus group/men, respondent 7).

Many comments suggest the municipality suffers from a vicious cycle of municipal inaction and citizens’ feelings of lack of efficacy. The focus group of women from Tearce illustrates their dilemma:

**Respondent 7:** The activities of an individual can't change anything. It's the municipality's work. If the municipality proposes a project in which every citizen could participate, then it's possible. Otherwise, if an individual raises the initiative, it will fall on deaf ears.

**Respondent 6:** The municipality thinks that it's not responsible and always waits on others to do it when, in fact, it's the municipality that has to take the initiative.

**Respondent 1:** I'll tell you an example. I was informed that citizens could participate on meetings in the municipality. I was told that no one has gone to those meetings, but even if someone goes, nothing will come out of it. Still, I think they should show interest. I think that the problem is not only in the municipality but also in the citizens.

**Respondent 7:** And what? You think that if a citizen went to those meetings and shared his opinion, they would do something?

**Respondent 3:** Perhaps they will hear him out, but nothing will happen.

**Respondent 1:** We should try first, why not?

A person involved early in the project illustrated how this situation may have affected the initial GA process meeting:

*If it were not for CED initiating the application and approaching the municipality, I don't think that the municipality would take any initiative. The main motive for the municipality was that there will be money so they can praise themselves that they can attract donations. People in the community are not very interested to take active participation since most of them believe that they will be used only to present numbers, but no one will listen to their opinion. Personally, I tried to motivate members of my family to take active participation, but failed to convince them to participate in the working groups.*

No focus group participants recalled being invited to GA process activities.

Municipal participation in the GA process reflected the general situation, according to most interviewees. The latter recalled that few municipal employees attended meetings, and that those who did attended infrequently.

CED had previously “had good experiences” collaborating with the municipality and the current mayor, and the mayor was interested in collaborating on MCCA. Collaboration hit an early bump when the original municipal contact acted to obstruct project implementation, but MKM and CED convinced the municipality to appoint a new contact person who was not obstructive. The relationship ultimately suffered over the selection of the pilot project, however, and CED felt “put aside.”

As discussed previously, tensions around the pilot project have the potential to confirm citizens’ cynicism about public policy making in Tearce, and discourage engagement in the future. A farmer in one of the WGs told the evaluation team:

*The project was very well thought through in terms of helping the municipality and in the first place the citizens to tackle a problem that affected them and was related to climate change. However, it did not end as we expected. At the end the project was hijacked by the municipality and the funds were directed to what the municipality considered urgent, not the citizens.*

Another WG participant said, “We gave our time and energy to discuss the potential best thing to be done, and in the end one village got the benefit.” A female FGD participant echoed this: “If we take this specific project as an example, we can see that citizens from Tearce continuously worked on it and put their efforts into having it implemented here in Tearce. Yet, it never came to be. There is no justice where force exists.” Even Dobroshte residents expressed a lack of engagement in the process: “What USAID did [in reconstructing the river] is commendable, but their mistake was doing it through the institutions instead of talking to the people” (Dobroshte FGD/men, respondent 3). A CED member concluded, “The essence of the project has been missed if we take into consideration that one of the objectives was citizens’ participation in decision-making. If, at the end, the municipality decided on what pilot project to implement, it means all the efforts of the citizens were vain.”

## Summary by Evaluation Question: Engagement

### **EQ8: Did the MCCA pilot result in changes in stakeholders’ attitudes towards engagement with each other?**

#### **Findings**

The case study research found strong evidence of pre-existing negative attitudes among citizens toward engagement with the municipality. Many comments suggested that Tearce suffers from a vicious cycle of municipal inaction and citizens’ feelings of lack of efficacy. The evaluation team found no evidence of a change in this situation, and there were indications that the outcomes of the urgent action and pilot project fell victim to – and perhaps reinforced – those negative attitudes.

#### **Conclusions**

The team concluded that the status quo vis-a-vis attitudes toward engagement among the municipality, CSOs, and civically active stakeholders in Tearce is unchanged. CED is likely to be engaged with the municipality in the future, especially if donor projects support such engagement. However, among citizens aware of the urgent action and pilot project, negative attitudes about the transparency and fairness of municipal decision-making and project implementation were possibly reinforced by MCCA, and might reinforce negative attitudes to engaging with the municipality and CSOs.

## EQ9: Did the M CCS pilot result in changes in stakeholders' levels of engagement with each other?

### Findings

The evaluation found mixed views regarding the extent to which the municipality sought to engage other stakeholders. CSO-municipality interaction appears to have been variable over time, and this was reflected in CED-municipality engagement in the context of M CCS. Citizen engagement with the municipality and CSOs appeared low, underpinned by the negative attitudes discussed above. The team did not find evidence of a change in this situation resulting from M CCS.

### Conclusions

The team concluded that the status quo vis-a-vis levels of engagement among the municipality, CSOs, and civically active stakeholders in Tearce remained unchanged. CED is likely to be engaged with the municipality in the future, especially if donor projects support such engagement. However, among citizens aware of the urgent action and pilot project, it is possible that negative attitudes about the transparency and fairness of municipal decision-making and project implementation were reinforced by M CCS, and might reinforce low levels of engagement with the municipality and CSOs.

### Social Cohesion

The evaluation team found indications of ethnic tension in the focus group discussions. Interestingly, these emerged only in focus groups with women. From the Slatino group, for example:

**Respondent 6:** Unlike in the Tearce village, nothing is regulated as it should be in Slatino.

**Respondent 1:** I think this is because there are Macedonians living in Tearce, and none here.

Some female FGD participants from Dobroshte believed the pilot project was in “the section inhabited by Macedonians,” and voiced suspicions that Macedonian residents received more compensation after recent flooding than Albanian residents. But most FGD and KII comments about inter-ethnic relations were positive. The team did not find evidence of ethnic tensions affecting or being affected by M CCS.

Inter-party politics manifested itself in some KIIs and FGDs. For example, one respondent described the situation as, “People do collaborate among themselves regardless of the ethnic group they are coming from. It is more polarized when it comes to collaboration between people from different political parties. Those that are on power are not very cooperative with the others.” Interestingly, a participant from the municipality remarked that political party competition did not operate “when environment and climate change is the topic [but] for other issues such as infrastructure it is important from which party people are, to defend or attack the policy and activities of the municipality.” The team notes that while the GA process concerns climate change, the urgent actions and pilot projects can, often, be considered infrastructure projects.

What is referred to in Macedonia as “local patriotism” emerged as the primary challenge to cohesion in the municipality and to the achievement of project results. “Local patriotism” is the primacy of village origins and allegiances in politics and decision-making, and can override party affiliation (and ethnic identity) to create intra-party and intra-group conflict. A WG participant explained, and exemplified, the concept:

*It is specific for us that we as citizens are highly sensitive to our local customs and we are very connected to the community in our villages. There is some kind of competition between the villages. Although Tearce is the municipal center, for years nothing has been done in this village.*

*Most of the municipal funds are spent in the mayor's village [Dobroshte]. When we ask for something for Tearce, the answer is that there is no money for that. For example, in the 21st century we do not have a sewage system in Tearce.*

Tearce FGD participants echoed this view; for example, “As everyone said, our municipality is led by people we don't know from other villages... I will give you an example. The asphalt that was meant for the streets in Tearce, the mayor used it to pave his way to his own field... We have a saying here that there are mayors who are ‘from the side’ which means that one takes care of Slatino, another takes care of Dobroste, Nerashte, etc. We are in the center but there is nothing for us” (Tearce FGD/male respondent 2). Another participant referred to Tearce in this context as “the last hole on their flute” (Tearce FGD/male respondent 5). Slatino FGD participants made similar complaints:

*Our mayor comes from Dobroshte, and he invests in that village. He changed their lights, he built them sidewalks. Money was invested here in order to fix the streets, but nothing came out of it. He did nothing. He got the majority of votes, with which he won the election, from Slatino and from Nerashte, we voted for him. And he hasn't done anything here. You can go and see for yourselves what Dobroshte looks like. (Respondent 1)*

During the GA process, interviewees argued that there were few sources of tension. A retiree in one working group said, “It was great to meet with so different people in the working group and to share with them opinions and views and learn from them. We represented different ethnic groups, villages, but we worked very well together.” Another participant offered a more nuanced view: “There were a lot of discussions without consensus because everyone wanted something for their village... [but] even though people were thinking of their own village, discussions were productive and people were learning how to prioritize.”

The way the pilot project was finally decided upon, however, may have worked against any gains made in cohesion during the working group meetings. Many respondents in KIs and FGDs believe that the pilot project decision was a product of local patriotism. For example, a female FGD participant from Tearce said:

*I've heard of some surveys for climate change that were conducted recently. Apparently, some project connected with Bistrica's river bed was supposed to be developed. However, that same project was instead used for reconstructing the river of Ponika in Dobroshte. The reason for that is clear: the mayor is from Dobroste, not Tearce. They used it for personal gains.*

Thus, Tearce residents' belief that local patriotism drives decision-making may have been exacerbated by the way the pilot project was finally decided upon; especially since they anticipated the decision would be an outcome of the participatory GA process.

## **Summary by Evaluation Question: Social Cohesion**

### **EQ10: Did the MCCS pilot result in changes in stakeholders' attitudes towards social cohesion?**

#### **Findings**

“Local patriotism” was, by far, the most salient cleavage affecting MCCS. (While ethnic cohesion may have been a factor in Tearce since the conflict in 2001, it did not manifest itself as significantly in the case study research as did local patriotism). Although local patriotism did not appear to affect the working group meetings, it adversely affected perceptions of the pilot project and the larger GA process.

## **Conclusions**

The team concluded that the barriers to social cohesion in Tearce posed by local patriotism were unaffected by M CCS; rather, local patriotism framed the way residents who did not benefit from the pilot project (and even some who did) interpreted the outcome. The team notes that, while the GA process concerns climate change, the urgent actions and pilot projects can, often, be considered infrastructure projects. They can also be subject to traditional political tensions when it is time to allocate indivisible material resources.

### **EQI I: Did the M CCS pilot result in changes in stakeholders' levels of social cohesion?**

#### **Findings**

The evaluation found no evidence of changes in levels of social cohesion among stakeholders participating in the GA process. Among target beneficiaries of the pilot project, low levels of social cohesion were reflected in their discussions of these activities, which indicated there were no effects.

#### **Conclusions**

The team concluded that M CCS did not affect levels of social cohesion in Tearce.

# ANNEX M: CASE STUDY – VINICA

## Municipality Background

### Overview of the Municipality

Vinica became a municipality in 1955, and its territory expanded to include a neighboring rural municipality in 2003. It currently covers an area of 443 square kilometers, and comprises 16 settlements. Vinica is in the East Planning Region.

### Population

As of the 2002 census, the population of Vinica was 19,938 (51.2 percent men, 48.8 percent women).<sup>62</sup> The population density of 46 residents per square kilometer places it below the median for Macedonia, and well below the average. Much of the municipality is sparsely populated, as the majority live in the municipal center of Vinica (54.5 percent of residents in 2002) and the next four largest settlements (27 percent). The State Statistical Office projected that, by the end of 2015, Vinica's overall population would decline to 19,434, and that its working age and young population would decline, while the number of older residents would increase. These trends are due primarily to emigration.

Regarding ethnicity, as of 2002, most residents of Vinica were Macedonian (91.6 percent). The largest minority was Roma, at 6.2% of the population.

### Economy

The East Planning Region has a lower GDP per capita – US\$3,956 – than the national average of US\$4,240.<sup>63</sup> Among business entities, the dominant sectors are wholesale, retail, car repair, manufacturing, and transport and storage, with the textile industry a major driver of the East Region's economy. Agriculture and forestry are also important sectors; the major crops are wheat, corn, tobacco, potatoes, and beans. The total number of active businesses has decreased in the last four years (to 539 in 2015, from a high of 583 in 2010). In addition, the number of micro enterprises is increasing relative to small enterprises (which together make up the vast majority of businesses).<sup>64</sup> Because GDP per capita, poverty rates, and other important economic measures are not available in Macedonia at the municipal level, it is difficult to characterize Vinica's economic setting more precisely.

### Climate Change Issues

Vinica does not have a problem with water supply, as three small rivers and numerous streams provide water throughout the year. This water is used for drinking and irrigation. Most riverbeds are not regulated, however, and flooding is a major problem for both settlements and agricultural lands. Erosion of riverbeds, due to heavy rain in the last decade, has diminished the quality of drinking water.

Half the territory of Vinica is forest. In the last decade, a substantial portion of these forests has been destroyed by forest fires (more than 85 in ten years) and legal and illegal logging. New trees have been planted in burned areas, but they cannot replace the old trees in capturing carbon dioxide emissions

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<sup>62</sup> <http://www.stat.gov.mk/Publikacii/2.4.16.10.pdf>.

<sup>63</sup> As of 2013: <http://www.stat.gov.mk/Publikacii/RegioniteVoRM2016.pdf>.

<sup>64</sup> Climate Change Strategy of the Municipality of Vinica, 2015-2025 ([www.opstinavinica.gov.mk](http://www.opstinavinica.gov.mk)). The Strategy relies on data from the State Statistical Office ([www.makstata.stat.gov.mk](http://www.makstata.stat.gov.mk)).

until they reach a certain age. The trees are also used for household heating, which contributes to greenhouse gas emissions and deforestation.

## Politics

As a predominantly Macedonian municipality, political competition in Vinica in the last 14 years has been between the two major parties, VMRO-DPMNE and SDSM, and their coalitions. For the last 10 years, the ruling VMRO-DPMNE has won every election in the municipality, including parliamentary elections in 2006, 2008, 2011, 2014, and 2016, and local elections in 2009 and 2013 for the mayor's office and municipal council.

A slight shift is noticeable in the last three elections – parliamentary in 2014 and 2016, and local in 2013 – however. The majority for the ruling party has remained relatively stable (57.95 percent in the 2013 local elections, and 59.85 and 54.43 percent in the 2014 and 2016 parliamentary elections, respectively). But during this period, support for the opposition has increased, from 27.92 percent in the 2014 parliamentary elections to 36.4 percent in December 2016.<sup>65</sup>

## Prior Climate Change and Participatory Policy-Making Activities

Prior climate change activities conducted by or in the municipality mentioned by interviewees include: a Global Environment Facility (GEF)-funded project on energy efficiency of two kindergarten buildings that involved the roof, light bulbs, doors, and windows; a Swiss Agency for Development and Cooperation (SDC)-funded shift from oil to pellets in the heating systems of both municipal elementary schools; a municipality-funded shift from oil to pellets in the heating systems of both elementary schools; replacement of the façade of one elementary school; replacement of municipal light bulbs; and repair of some river beds.

Regarding municipal experience with participatory processes, the SDC implemented its Community Forums project in Vinica in 2013. The Community Forum is a participatory, representative process to help citizens identify their priorities, then conduct an in-depth analysis of specific problems and solutions. The cost of the selected intervention is shared between the municipality and SDC. One KII respondent said the municipality also holds an “Ideas Day,” where they open their offices to citizens to present ideas and initiatives. Municipal employees referred to the importance of urban and rural units as venues for participation in Vinica, though they also expressed dissatisfaction with the functioning of these units.

## MCCS in the Municipality

### Implementing Partner

The local partner for MCCS in Vinica was Aggrievance, the Association of Women Farmers. Agro-Vinka was formed in Vinica in 2002, and has roughly 60 members, including rural and urban women of different ethnicities. Agro-Vinka works on the empowerment of women farmers through education, training, and provision of services in such areas as organic farming and market access. Agro-Vinka also has a strong focus on environmental protection. As one of the most active CSOs in Vinica, Agro-Vinka is often a local point of contact for cooperation and partnerships with other CSOs and other relevant stakeholders on local, regional, and national levels. Agro-Vinka was a direct grantee of the GEF-funded energy efficiency project implemented from 2012 to 2013.

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<sup>65</sup> Parliamentary elections in 2016: <https://rezultati.sec.mk/Parliamentary/Results?cs=mk-MK&r=r&rd=rI&eu=4&m=22&ps=All>.

The MCCA Local Coordinator is one of the founders, and is currently president, of Agro-Vinka. She is engaged in several entrepreneurial activities, including handicrafts, developing an AirBNB-like effort, and small-scale farming and orcharding, and is an experienced civil society activist. Another Agro-Vinka member, who currently works in the Agency for Promotion of Agricultural Development office in another municipality, served as a Working Group coordinator and member of the Monitoring Group.

The Local Coordinator for the Green Agenda (GA) process was responsible for recruiting participants for the public meetings and working groups, developing and writing the municipal climate change strategy, organizing local events, and liaising between MKM and the municipal government. It is important to note that Agro-Vinka, like other MCCA implementing partners, was not involved in procurement for and implementation of the urgent action and pilot project; these steps are handled by MKM and its construction contractors.

## Green Agenda Process

Vinica was ranked second in the initial review of applications. However, as part of the IE design, it was designated as a Round 2 municipality. The Local Coordinator received training during MCCA's first year, while awaiting the kick off of the Green Agenda process.

At the beginning of the GA process, the Local Coordinator conducted a small survey of local stakeholders to identify community values related to climate change. She also reached out to a variety of individuals, organizations, and institutions that were interested in, and could contribute constructively to, the GA process.<sup>66</sup>

In May 2014, 140 persons attended the initial MCCA meeting in Vinica.<sup>67</sup> Participants included municipal staff, members of CSOs (such as Agro-Vinka, the Union of Unemployed Intellectuals, and an organization serving persons with disabilities), businesses, public enterprises, teachers, students, retired persons, and others. One Roma individual participated. Following the discussion of local values, participants formed working groups on water and water resources, agriculture and food, and forests and biodiversity. The diversity of the kick-off meeting carried into the groups, according to KII respondents. For example, the agriculture group included representatives of CSOs, the Agency for the Promotion of Agricultural Development, water management companies, the local branch of the agriculture ministry, the municipality, rural units, and individual farmers/producers. According to MKM reports, which do not fully explain the figures provided, water and water resources had 12 members (42 percent women); agriculture and food had 7 members (57 percent women);<sup>68</sup> and forests and biodiversity had 11 members (55 percent women).<sup>69</sup> The water working group was coordinated by a member of Agro-Vinka; agriculture by an agricultural engineer working for the municipal branch of the Agriculture Ministry; and forests by the head of the CSO concerned with people with disabilities.

In June 2014, the Local Coordinator and working group coordinators received training in the GA process (with others in Round 2). According to MKM reports, each Working Group met between 16 and 19 times. Working group meetings ran until February 2015.

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<sup>66</sup> The *Climate Change Strategy of the Municipality of Vinica, 2015-2025*, p. 21, provides a detailed list of stakeholders, supporting the finding that the Local Coordinator's outreach was extensive and thorough.

<sup>67</sup> MKM's report of this meeting does not include gender disaggregation.

<sup>68</sup> Several KII respondents said there were no women in the agriculture working group.

<sup>69</sup> The percentages do not yield whole numbers as they are applied to the number of "participants" in the working group meeting. MKM's quarterly reports do not define "participants" vs. "members" of the working groups, and the calculation of participants appear to differ by municipality (in some cases, it is a multiple of members times meetings; in the case of Vinica, it is not clear what the number represents). Nor are the numbers of women and men (vs. percentages) provided for Vinica.

## Urgent Action

The selection process for Vinica's urgent action did not go smoothly. According to MKM, it turned out that none of the proposals were viable, because they exceeded either the budget maximum of US\$20,000, or the required time frame for completion. Hence, in the fourth quarter of FY 2014, the working groups had to repeat the selection process and prepare new proposals. The activity finally selected was directed at the cleaning and leveling of the Kajanec ravine in the village of Istibanja to prevent flooding of nearby houses and roads. The concept note lists the components as: "Cleaning and removal of deposit from the ravine (mechanical excavation of third and fourth category excavation of earth surplus, and dredging material to 3km and compaction of the dredging material from the excavation); leveling and shaping the slopes of gullies, and final landscaping of the field; and purchase and planting of 400 cyprus seedlings."

In the first quarter of FY 2015, MKM reported that the contractor for the urgent action had been selected. As of the third quarter of FY 2015, USAID had approved the Environmental Review Checklist (ERC) and Environmental Mitigation and Monitoring Plan (EMMP), but the Bureau Environmental Officer (BEO) suggested several measures to improve the urgent action, including construction of culverts and gabions to make the river bed clean-up and leveling more sustainable. It is not clear to the evaluation team how the financing of these additional measures was handled. According to MKM's FY 2015 Third Quarter Report, after the contractor submitted a quote for these additional measures, "the municipality decided to pay for [them]. The additional funds were transferred to MKM's account and the project was ready for implementation." In the FY 2015 Fourth Quarter Report, MKM states: "The implementation of the first stage of the Urgent Action (cleaning of the Kajanecki Dol ravine) is in an advanced stage and is expected to finish in October. Because the estimated value of the second, expanded part of the project, is above €15,000 threshold, according to MKM's Procurement Manual, it is necessary to conduct a full procurement procedure with publication of a call in national newspapers. It was therefore impossible to implement it during this quarter. It is expected that the entire urgent action is completed in the next quarter." In the FY 2015 annual report, MKM states, "As the additional measures could not fully be funded from the project budget, the Mayor agreed to increase their part of the cost sharing to implement all BEO recommendations. At the time of writing of this report, only the first part of the measure was [sic] implemented (cleaning of the ravine), while the implementation of the additional measures is underway at this moment."<sup>70</sup> MKM described implementation of the urgent action as "finalized" in the first quarter of FY 2016.

The evaluation team visited the urgent action site in September 2016, and was unable to determine what work had been done. For the 800 meters immediately up from the main road, the team found no evidence of work having been done, except for recent deposits of rocks believed placed there by residents. The creek bed was overgrown with vegetation, and contained construction debris and trash. From a house on the ravine edge that was being renovated, workmen were depositing construction debris in the creek bed through a large duct projecting from the house's upper floor. Portions of the path along the ravine appeared still susceptible to flooding, as the creek bed is only a step deeper than the path in some places. The situation was the same at a follow up visit in December 2016, except for the presence of additional construction debris. Several interviewees, including a municipal employee, told the team that "almost nothing" had been done under the urgent action. When asked about this finding, MKM said in an interview that work had been completed, but that heavy rains had washed it away. MKM argued that, "It was simply not sustainable without the other planned intervention and there

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<sup>70</sup> The ERC states, "To complement this work a request will be made to the municipality to consider future funding to address some of the larger issues such as water diversion to other ravines, terracing of the ravine to slow the water flow, and culverts to guide the water off of the roads. Lastly they will request that the municipality use the twice a year Macedonia planting events to vegetate the ravine with the appropriate native plants adapted to these wet conditions which will also help prevent erosion." [italics added] The concept note does not mention the municipality's role.

was no way we could guess that the municipality would not fulfill their promise.” As this is an impact evaluation rather than an audit, the team did not pursue the issue further, but the outcome suggests some combination of poor planning, decision-making, monitoring, and reporting.

Of greater concern to this evaluation was the belief by residents of Istibanja that Agro-Vinka had embezzled the money meant for the urgent action since there are no visible results. This was relayed to the team by the Local Coordinator and another member of Agro-Vinka. Focus group discussions confirmed this, as FGD participants repeatedly accused the Local Coordinator, by name, of laundering the funds:

**Respondent 6:** There is one woman that is from Istibanja and married in Vinica. From a non-governmental organization. I was personally told that American Embassy has provided 20,000 MKD [sic] to make the sewer... They came to clean and they were cleaning for a day. The most important place was not touched... Then I heard that there was a fuss because the woman did not complete the job. The money was stopped because they only "laundered" the money.

**Respondent 1 I:** \$20,000 were gone.

...

...

**Respondent 6:** The money was supposed to be invested in Kajanichki dol. Having those 20,000 MKD, it would be good to make one wall from one side. But she didn't do anything. They only stole the money.

**Respondent 1:** She took the money and didn't invest in anything.

This finding is discussed further below.

## Strategy and Monitoring Group

The working groups developed specific climate change-related goals and identified priority actions contributing to those goals. Vinica's goals include providing sufficient water for drinking and irrigation, preventing flooding, preservation and afforestation of forests, sustainable agricultural production, and reducing greenhouse gas emissions. The working groups ranked their priority actions according to the following criteria: (1) technical feasibility (25 percent); (2) urgency (30 percent); (3) effectiveness (10 percent); (4) cost efficiency (15 percent); and (5) "can we afford it?" (20 percent). These were weighted somewhat differently from the other three case study municipalities. The top scoring activities (those that received the maximum of 60 points) were "technical documentation for water intakes" (to support drinking water conservation), cleaning gullies (to prevent flooding), and reconstruction and maintenance of mountain roads and tracks. A total of 34 measures are proposed and ranked.

The strategy was presented at a public meeting in the fourth quarter of FY 2015. The municipal council adopted the *Climate Change Strategy of the Municipality of Vinica, 2015-2025* on August 3, 2015.

The Monitoring Group (MG) was appointed at the time the strategy was approved. KIIs indicated that the MG met only once or twice, and without all members present. Members of Agro-Vinka said they had monitored the urgent action, and relayed concerns to MKM M&E staff, but it was not clear the Group or Agro-Vinka did more in this regard. The Monitoring Group was not active as of October 2016, according to the Local Coordinator and the first municipal contact person for MCCA who was also a member of the Monitoring Group.<sup>71</sup> Several KII respondents who were members of the

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<sup>71</sup> There were two municipal contact persons. The first was the Human Resources Manager in the municipality; the second was hired by the municipality later (in late 2014) as a Junior Associate for the Environment. The team assumes he was designated as a contact person due to his position.

monitoring group believed it had never met. The Local Coordinator did not know if any elements of the strategy had been implemented by the municipality. Another MG member employed in the municipality told the evaluation team money had been allocated to elements of the strategy in the municipal budget, but this person did not know more.

## Pilot Project

Vinica's pilot project involved "arrangement of the riverbed of the river Osojnica downstream and upstream of the bridge on the river in the village of Jakimovo."<sup>72</sup> It is intended to protect neighboring fields and buildings from flooding as well as the bridge. Planned elements included clearing of the riverbed, and the construction of cascades to regulate water flow. The project does not clearly appear as such in the strategy, and the evaluation team could not determine how it was ranked or selected by the working groups. A member of the agriculture WG who works in the municipality said it was one of multiple interventions needed on the Osojnica river, and that "it was not the best option, but obviously for the amount of funding available it was optimal." In an interview, MKM told the evaluation team the pilot project was "developed jointly with MKM." According to MKM, "the Mayor and the local population were at odds," but MKM "insisted" on following the preferences of the latter. While this debate delayed the pilot project start, the municipal government's counterpart's contribution was ultimately "quite large."

In June 2016, MKM, together with Agro-Vinka, organized a public meeting to provide information on the pilot project. Photos provided in the quarterly report indicate that approximately 13 people attended. While the project was expected to be completed in August 2016, the process of obtaining necessary permits delayed implementation. MKM held the ribbon cutting on October 6, 2016. The evaluation team observed the site on September 24 when it was not yet complete, and again on October 4 when there was no visible change from the first visit. On October 13, team members observed minor developments in the construction of the riverbed. During the team's last visit in December, the project had progressed, but was still incomplete, and appeared to have suffered damage on one side due to slightly higher water levels in the river. While the damage was minor, it raised questions as to the ability of the construction to withstand larger volumes of water.

Residents of areas adjoining the pilot project – who were anticipated to be its immediate beneficiaries – participated in a focus group in December 2016. They voiced concerns that the project might put more stress on the bridge it is intended to protect by narrowing the water flow and increasing its strength; they generally expressed skepticism or a "wait and see" attitude as to its benefits. They also hypothesized that the pilot project was designed to benefit a person who owns adjoining land and a house, and is a member of the ruling party.

**Respondent 6:** It's highly probable that besides that group of people, some higher ups are involved too, big time. The riverbed was the same height as the field and the entire field was rather high, but now groundwater levels have dropped 5-6 meters and the field has dried up.

**Respondent 4:** Just to add to this discussion: I think that those who projected the bridge in 1977 were surely professional architects and builders, and that bridge is 52 meters. Now...if you have seen the size of the cascades - and we here are creating just one gap. That river can overflow in 5 to 15 years and a great part of the field as well as houses in Jakimovo can be flooded again. Even that which is being done now can be gone by that time. It's possible that with the narrowing, the pillars will break. I am not an expert, but from my perspective, everything is about corruption and bribes.

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<sup>72</sup> Jakimovo abuts Vinica town.

**Respondent 1:** I said that it was a good idea, but the realization of that idea and the flow of the events is bad. As the others already said, there are a few people who profit from all of this and this is public knowledge. There are people who are removing sand, no one takes responsibility, but if we go with a small carriage to take some sand, the police will immediately stop us. And those few who profit are connected to the municipality, and they sell the removed sand.

**Respondent 7:** They are removing everything, selling everything and sharing the profit among themselves.

**Respondent 3:** As everyone else mentioned, this narrowing will contribute to the destruction of the bridge. ...Now we have a big narrowing, some wooden planks and stones that are stacked and nothing else. In the case of a bigger water flow or the melting of a larger amount of snow on Plachkovica, the entire thing will collapse. If you ask me, this is just a temporary solution to show that they are working. I don't know how much money was given and to whom, but that money along with USAID's board [signage with USAID branding] is gone. I am guessing someone else has to take photos before the local elections in order to say that it's something they are doing.

**Respondent 3:** I want to say that I, by chance, saw 5-6 cars at the village's entry, left from the bridge, where there is a private house where the VMRO-DPMNE headquarters are located. I came across a reporter from a local TV station, and I asked her what was the deal, and she answered that they were going to do "this and that" and that they had some professors come in from Ohrid. I was a counselor at the municipality council and I had no clue about this. I am saying this because I wasn't informed as a citizen, above all. Moreover, I could have contributed with some advice and suggestions. The reporter answered that she doesn't know much, I asked who does, she said that she doesn't even know who knows. Everything happens in that fashion, incognito, only a small circle of people who have a building near the bridge and who own the house where the event took place, know. ...Months after that, we saw how they were unloading rocks and something was in the making.

**Respondent 6:** The residents should be informed about the project in order to be able to contribute with their suggestions and opinions on whether or not they accept that project. I think they all will. This is organized by a very small group that can be counted on one hand, and the residents are not familiar with the regulation of the riverbed. We realized that they were doing something when they had already started to do things in the riverbed. We asked and we found out that they were doing this regulation.

These views are discussed further below.

As of the end of data collection in December 2016, the evaluation team did not have further information on pilot project results.

## Findings and Conclusions

### Climate Change

All respondents maintain that, prior to MCCS, awareness of and concern about climate change was low. As the Local Coordinator put it, "It was something that happened to someone else...People were more concerned about the economy." Another interviewee underlined the salience of Vinica's economy: "Even those that have some awareness [of climate change] are in 'survival mode' and have more urgent issues to think about."

Respondents said their awareness had increased because of participation in the GA process. However, many KII respondents who participated in the WGs could not remember any of the substance of the municipal climate change strategy.

The Local Coordinator believed MKM's awareness campaigns had had effects on those exposed to them, but was unsure how profound the effects were and how many were reached; few KII respondents – who were primarily WG members – could remember the awareness campaigns. Several respondents referred to the importance of the mid-2016 floods in alerting people to climate change.

The municipality had some understanding of climate change prior to MCCA, through the process of developing the Local Environmental Action Plan (LEAP). Interviewees believed awareness of climate change had improved within the municipal administration over the course of the project. One noted that the municipality's awareness may have been helped by a general increase in the availability of information on climate change.

One of the municipal contact persons said that increased awareness of climate change, due to participation in MCCA, led her family to replace their home's façade and windows with more energy efficient materials. Another municipal employee who participated in the agriculture working group said the project motivated him to change his attitude and increased awareness among his family members; as a result, he installed central heating in his home,<sup>73</sup> and is trying to address irrigation water shortages in his village.

KII respondents' views of the municipality's climate change actions prior to MCCA were mixed. Some characterized the action as "little," but clearly the municipality had, in fact, taken climate-related actions prior to MCCA, primarily to improve the energy efficiency of public structures. The Local Coordinator was skeptical that these were done from a climate change perspective, and the municipal contact noted that they were not part of a larger strategy. As noted elsewhere in this report, Macedonia in 2011 enacted the Law on Energy Sources to require municipalities to develop an Energy Efficiency Municipal Program adopted by the Municipal Council. These actions also relied heavily on the presence of donor funds.

This evaluation considers the urgent actions and pilot projects as immediate outputs in terms of climate change-related actions by stakeholders. However, as described above, Vinica's urgent action has not yielded results in terms of climate adaptation or mitigation, and the pilot project's effectiveness is uncertain based on the team's last observations of the site.

The team could not identify climate change actions taken by the municipality after its participation in MCCA.

## Summary by Evaluation Question: Climate Change

### **EQ1: Did the MCCA pilot result in changes in stakeholders' awareness of climate change?**

#### **Findings**

Interviewees argue that GA participants in Vinica are likely to have increased their awareness of climate change as a general concept. It was not possible to determine through the case study research if the wider population of Vinica had increased awareness of climate change due to the project. Key informants were divided on whether the municipality as an institution had improved its awareness of climate change. MKM's awareness campaigns received favorable reactions. In Vinica, respondents

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<sup>73</sup> It was unclear why the respondent thought the heating system was a response to climate change.

pointed to the importance of external events – particularly floods – and mass media in raising their awareness as well.

## **Conclusions**

Dedicated working group participants increased their awareness of climate change, but the evaluation could not determine wider impacts in the municipality. The MKM awareness campaigns may have raised the awareness of others, but the evaluation could not confirm this. The Vinica case also suggests that other sources of information had supplemental or confounding effects on climate change awareness.

### **EQ2: Did the M CCS pilot result in changes in stakeholders' awareness of the local impacts of climate change?**

#### **Findings**

Stakeholders who participated in the GA process argued it had increased their awareness of the local impacts of climate change, although few of those stakeholders could remember the content of the municipal climate change strategy, which centers on key climate change impacts on Vinica.

#### **Conclusions**

The GA process can raise awareness among stakeholders, but the effects are limited in scope to direct participants, and detailed awareness may be limited in duration.

### **EQ3: Did the M CCS pilot result in changes in stakeholders' attitudes toward climate change?**

#### **Findings and Conclusions**

Case study KIs and respondents did not distinguish between awareness of and attitudes toward climate change, so there are no standalone findings for this evaluation question from the case studies.

### **EQ4: Did the M CCS pilot result in changes in stakeholders' actions to improve adaptation to climate change?**

#### **Findings**

The team found no concrete evidence of changes in stakeholders' actions to improve adaptation to climate change, either among individuals or by the municipality. The urgent action does not appear to be in place. The pilot project appeared not to be complete at the close of evaluation fieldwork.

#### **Conclusions**

M CCS activities in Vinica were not sufficient to prompt stakeholders (individual citizens and municipal administrators) to change their behaviors related to climate change. At the close of fieldwork, the team could not conclude that the urgent action or pilot project had had an impact on climate change adaptation. It is possible that the latter could have a positive impact when completed.

### **EQ5: Did the M CCS pilot result in changes in stakeholders' actions that decrease greenhouse gas contributions to climate change (mitigation)?**

#### **Findings**

Neither the urgent action nor pilot project was designed to directly affect GHG emissions.

#### **Conclusions**

M CCS has had no effects on GHG emissions in Vinica.

## Civic Activism

Klls did not provide a clear picture of activism in Vinica prior to M CCS. There was great interest in the project at the outset, and Vinica's initial GA process meeting attracted one of the largest numbers of attendees among project municipalities. As in other municipalities, attendance at GA process meetings dropped off over time. The Local Coordinator believes this happened because a previous donor-funded project (the SDC Community Forum of 2012-2013) had provided lunch and travel reimbursement, but M CCS did not, causing disappointment. Several interviewees told the evaluation team the municipality's insistence on holding the meetings during working hours lessened attendance by those employed elsewhere. One participant stopped attending upon realizing M CCS would not directly benefit his institution. Nevertheless, a core of participants remained. In the agriculture working group, according to interviewees, attendance dropped from about two dozen to five to six, but the remaining participants "got the job done." In the forestry group, seven participants "stuck."

Klls confirmed the diversity of participants from the lists in the municipal strategy. Interviews also indicated different political orientations were represented. As in Bogdanci, the Local Coordinator had made concerted efforts to include a variety of stakeholders.

While the team notes some discrepancies in the data on the level of women's participation in the agriculture working group,<sup>74</sup> the high-level of female participation was confirmed by Klls. Several interviewees said, "women's leadership was never a problem in Vinica." Three interviewees indicated that it was difficult to involve Roma, and particularly Roma women, in the GA process. One Roma woman, a kindergarten teacher, participated, and suggested she had done so because the head of her kindergarten wanted to be sure the school's interests were represented. One interviewee suggested that the challenge of including Roma lies in part with the abundance of projects directed at that community; the challenge of including Roma women, however, also derives from traditional limits.

Several interviewees said their "on-the-job" skills, such as proposal writing, had improved because of their participation in M CCS. The team did not identify behavioral changes in activism at the individual level, however. Interviews suggested that those who remained active in the working groups throughout the GA process were those who had been active prior to the project.

A key finding is that the reputation of Agro-Vinka declined in communities targeted by the urgent action and pilot project. Agro-Vinka members told the evaluation team that citizens had accused them of embezzling the urgent action funds (although this is not possible given the direct contracting approach used by MKM throughout M CCS). The focus group discussion on the urgent action included such statements as:

**Respondent 9:** There is some association of female farmers. For me, that is no association. That is only for money laundering.

The discrediting of a prominent CSO in the municipality could have negative effects on activism in these communities by discouraging participation in civil society groups. At the same time, other CSOs and informed stakeholders continued to describe Agro-Vinka to the team as "the only real CSO in Vinica," indicating that their contributions to the GA process were valued.

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<sup>74</sup> MKM reported that more than half the participants were women, while several members of the agriculture working group the team interviewed said there were no women in the group.

## Summary by Evaluation Question: Civic Activism

### EQ6: Did the MCCA pilot result in changes in stakeholders' attitudes towards civic activism?

#### Findings

The evaluation did not find evidence of changes in stakeholder attitudes towards activism. Among GA process participants, women appeared committed to activism. This orientation did not change, despite perceived problems with the project.

#### Conclusions

The team concluded that MCCA did not change pre-existing attitudes toward activism among the core participants in the GA process, nor did it have positive effects on attitudes in the wider population in Vinica.

### EQ7: Did the MCCA pilot result in changes in stakeholders' levels of civic activism?

#### Findings

The evaluation did not find evidence of changes in stakeholders' levels of civic activism, among either core participants in the GA process or the wider population. Women are perceived as having relatively higher levels of activism than men in Vinica, and the team found no evidence of a change in this situation.

#### Conclusions

The team concluded that MCCA did not affect levels activism among the core participants in the GA process, nor did it have positive effects on levels of activism in the wider population of the municipality. It is possible that negative views of the local partner's role in the urgent action among target beneficiaries may discourage activism among them, particularly through joining civil society groups, in the future.

#### Engagement

Most interviewees rated citizen engagement as generally low prior to MCCA. They said citizens were more likely to be engaged if they personally experienced a problem on "big issues" or "direct threats" such as flooding and forest fires, or issues affecting large numbers of people. Estimations of the municipality's role in engaging citizens prior to MCCA varied among key informants. Not surprisingly, interviewees associated with the municipality tended to be positive. Several provided examples of municipal outreach, such as "Ideas Day," meetings with urban and rural units, projects with NGOs, budget development, and "regular information sharing." They argued the municipality tried to be responsive within its financial limitations. Municipal respondents also viewed cooperation with CSOs as "fairly good" to "very good." Several singled out Agro-Vinka as a prominent partner, suggesting that municipal engagement with it and other CSOs would continue.

Other interviewees were more critical, arguing that the municipality had done little to promote participation, that it lacks capacity and initiative, and that citizens were not satisfied with their interactions with the municipal administration. In this view, the municipality cooperated with CSOs if it needed to show participation to obtain funds. Members of Agro-Vinka felt their organization was involved in MCCA more to "play a décor role" than to contribute substantively, despite the effort they put into implementing the GA process. Neither set of respondents believed engagement had changed because of the GA process.

Findings regarding the engagement of citizens with the municipality and civil society because of MCCA are problematic, however. The focus group of potential pilot project beneficiaries repeatedly conveyed feelings of being left out of decision-making:

**Respondent 8:** We don't really cooperate. We don't even communicate with the people from the municipality. If we did cooperate, they would have called us to a conference to ask us if we needed anything for the village or anything at all.

**Respondent 11:** We have no information of how it all goes down.

**Respondent 4:** I can't understand why they are narrowing the bridge and are making roads and canals under it. The bridge is constructed according to studies for the next 100 - 200 years and now they are suddenly narrowing it. If the water overflows it will destroy the pillars and we will be left without a bridge.

**Respondent 5:** They haven't come out publicly to announce that there will be a debate for such a project.

**Respondent 6:** It's highly probable that we are talking about a very small circle of 3-4 people who know about or have participated in the project. That's why no one else knows. If there are 10 people from the village who know, they would most probably tell that information to their families and it would spread throughout the village. Perhaps the case was discussed in the Public Assembly, but the public counselor didn't inform anyone.

They also discussed, at length, participants' beliefs that local landowners and political party leaders had influenced the design of the pilot project (for the worse). Further examples of such statements include:

**Respondent 1:** Like many other things that are happening here, this work was also done secretly. Some people are building things, but no one knows what. It's only fair to inform the residents, right? I am not aware of anyone who knows, except 2 or 3 main people of VMRO-DPMNE in Vinica and 2 or 3 people of VMRO in Jakimovo.

...

**Respondent 5:** The people who are investing should come and check where their money is really heading, to elaborate the project to the public, and to control what has already been done in order to avoid a disaster. It's not a small sum of money. They should make analysis to reveal the truth. There is another story happening in the background and that is the fight between two families about towards which way the riverbed should be directed. Their fight has resulted in physical altercations. The location is after the bridge, from one side you have a farm and from the other side, you have a private house. The stronger of the two families decides which side the riverbed will be directed towards.

**Respondent 3:** The stronger one is the guy with the farm because he is close to the government. He owns the house where VMRO's headquarters for Jakimovo are located. That's where that meeting with the professor from Ohrid took place for the project. His aim is to save his farm because it's built on the riverbed, where the water flows. The parcel is not legally his. ...The entire project has already been compromised because the owner of the farm is the owner of the house where the VMRO headquarters are located and where the meetings about the project are being held. The people who are organizing the project are deluded, they have no idea what is going on.

The evaluation team did not seek to confirm or disprove this view. The finding is that these remarks convey deep cynicism about governance in Vinica that MCCA did not or could not allay.

As noted above, the focus group of potential beneficiaries of the urgent action centered on participants' (mistaken) beliefs that Agro-Vinka and the Local Coordinator had embezzled urgent action funds. Participants also criticized the municipality. For example:

**Respondent 9:** [The municipality] is here to take votes and then never returns.

**Respondent 11:** There is no cooperation [between the municipality and citizens]. They come only for the elections.

...

**Respondent 3:** [Municipal employees] take money [i.e. their salaries] and stay at home.

**Respondent 6:** You must not go through the municipality. They spent the money, there was not any project, no construction, there was nothing.

The discrediting of Agro-Vinka, thus, has potentially negative effects on engagement – connecting citizens to local policy makers – as well as on activism.

### Summary by Evaluation Question: Engagement

#### **EQ8: Did the MCCA pilot result in changes in stakeholders' attitudes towards engagement with each other?**

##### **Findings**

The municipality appears to hold positive attitudes toward engaging with CSOs and citizens, at least in principle, and expressed positive attitudes toward engaging the local implementing partner during the GA process. Stakeholders outside the municipal administration who had been involved in the GA process were more skeptical about the municipality's attitudes. Neither set of respondents conveyed that attitudes to engagement had changed because of MCCA. Target beneficiaries of the urgent action and pilot project held negative attitudes about engaging the municipality. They were unaware of the GA process, expressed a sense of exclusion from decisions related to the urgent action and pilot project, and viewed those activities' outcomes as the products of informal deals.

##### **Conclusions**

The team concluded that the status quo regarding attitudes toward engagement within the municipal administration and among CSOs and other institutional stakeholders in Vinica is unchanged. The team found no evidence of positive MCCA effects on the attitudes of the wider population in the municipality. Of concern, however, is the finding that target beneficiaries held negative views of what they believed to be the processes used to decide projects that affected them. It is possible that MCCA reinforced negative attitudes about engaging with CSOs and the municipality among the "ordinary" citizens it aimed to benefit because it did not or could not ensure that citizens were fully informed about MCCA activities.

#### **EQ9: Did the MCCA pilot result in changes in stakeholders' levels of engagement with each other?**

##### **Findings**

The municipality made modest attempts to engage CSOs and citizens in the past, and viewed its engagement experience under MCCA as positive. The implementing partner was less positive about its ability to engage under MCCA, but continues to be seen by the municipality and among CSOs as an important actor in civic processes. Citizens' engagement with both CSOs and the municipality appeared to be low, and the evaluation found no positive effects of MCCA.

## Conclusions

The team concluded that the status quo vis-a-vis levels of engagement among the municipality, CSOs, and civically active stakeholders in Vinica is unchanged. Agro-Vinka and such organizations are likely to be engaged with the municipality in the future, especially if donor projects support such engagement. Among citizens aware of the urgent action and pilot project, it is possible that negative attitudes about the transparency and fairness of municipal projects were reinforced by MCCS, and might reinforce low levels of engagement with the municipality and CSOs.

## Social Cohesion

It is unclear if MCCS affected social cohesion. Interviewees described collaboration during the GA process as good, and one working group member said the links formed in the WGs were an important effect of the project. In terms of inter-ethnic cooperation, the team noted that only one Roma participated in the GA process. Moreover, political differences and favoritism appeared as ongoing obstacles to participation, engagement, and open discussion outside the GA process. This was gathered in KIs and focus group discussions. When asked about cooperation among different groups in the municipality, focus group participants from Jakimovo (the site of the pilot project) had the following exchange:

**Respondent 3:** There is no division by ethnicity, only by party affiliation. Also, divisions happen according to place of residence - town/ village. ...[T]here are old and new people from Jakimovo. The newcomers are ruling, they are from VMRO.

[Heated debate ensues, everyone is talking at the same time and laughing.]

**Respondent 5:** There is no [cooperation between the old and new people], we don't know them.

**Respondent 6:** Up until the 80s, there was a great deal of understanding between the people. We built things and we advanced together. After the massive settling of the newcomers, nothing was the same. They didn't respect anything. They don't care if there is a road or not. They act as if they are still living in the mountains, like barbarians. Their political games divided the people, regardless of which party they are a part of. Even brothers are divided, and all the universal human interactions have wobbled.

**Respondent 4:** There is not really that big of a difference in the way people live, they are not arguing with each other. But the newcomers came to a completely built infrastructure in Jakimovo and that's why they are acting that way. We, the old ones, invested a lot of our money in building Jakimovo. We built the piping system, we built the bridge, we asphalted the roads, we built in the sewer, all with our own money without any help from the state. We built a school. Now they are the bosses, and we are humiliated.

This exchange underlines the political polarization operating in Vinica, and conveys how deeply it is felt by these villagers.

## Summary by Evaluation Question: Social Cohesion

### EQ10: Did the MCCS pilot result in changes in stakeholders' attitudes towards social cohesion?

#### Findings

Political partisanship is a more salient cleavage than ethnicity in Vinica. GA participants felt the process had helped to bridge some divides. Target beneficiaries of the pilot project expressed deeply rooted, ongoing animosity toward local members of the ruling party.

## Conclusions

The evaluation team concluded that M CCS did not have widespread effects on attitudes about social cohesion in Vinica. Participation in the GA process may have improved some stakeholders' attitudes about working with others, but the numbers affected are small, and the sustainability of such a change is not known. In the absence of a broader understanding of M CCS, the urgent action and pilot project had no effects on attitudes toward political divisions (a key barrier to social cohesion in Vinica) among target beneficiaries.

### **EQ I I: Did the M CCS pilot result in changes in stakeholders' levels of social cohesion?**

## Findings

The evaluation did not find concrete evidence of changes in levels of social cohesion among stakeholders participating in the GA process. Among target beneficiaries of the urgent action and pilot project, low levels of social cohesion were reflected in their discussions of these activities, indicating that there were no effects.

## Conclusions

The team concluded that M CCS did not affect levels of social cohesion in Vinica.

# ANNEX N: STATEMENTS OF DIFFERENCES

## USAID/Macedonia



January 19, 2018

Kathryn Stratos  
Division Chief, Planning, Evaluation and Learning  
USAID Office of Global Climate Change

Subject: USAID's position on the Municipal Climate Change Strategies (MCCS) Impact Evaluation Report

Dear Ms. Stratos:

USAID/Macedonia, from here on 'the Mission', would like to express its disagreement with the May 2017 MCCS Impact Evaluation Report findings and conclusions. The Mission contends that there were sufficient methodological inconsistencies and issues that may have resulted in impact evaluation's (IE) findings. Particularly, the poor timing of both the baseline and end-line data collections efforts, and the changing of the IE team are factors that may have resulted in incomplete and contradictory findings and conclusions.

Based on post implementation feedback from municipal authorities and interactions with the National Association of Municipalities, the Mission feels confident that the project was impactful, achieved significant results, and met the set targets.

In 2012 the Municipal Climate Change Strategies project was seen as an innovative and ambitious attempt to combine climate change challenges with developing democratic processes and societal changes. It was awarded to a small Macedonian non-governmental organization (NGO), MilieuKontakt Macedonia (MKM), whose proposal was initially conceived as a community-based environmental program. The Mission saw potential in MKM to encompass a broader scope of work to achieve USAID objectives under both the Global Climate Change (GCC) and USAID Forward initiatives. Right before the award was made, the new USAID Evaluation Policy was issued which required that all pilot projects are subject to an IE –thus the USAID E3/GCC Office included MCCS on the list for IE.

The IE sought to document whether the higher level, "democracy building" goals of the integration pilot were met. In 2012 the E3 GCC office engaged Development & Training Services, Inc. (dTS) to conduct the IE, which consisted of a baseline data collection, a mid-term review and an end-line impact evaluation. The baseline data collection was conducted in May 2013, eight months following the project inception. Additionally, in an unorthodox manner, the dTS team changed some of the treatment municipalities the project team had initially selected, and added two that did not meet the basic selection criteria the project had set in their call for expression of interest. The timing of baseline data collection and the changing of the treatment municipalities violate the experimental and quasi-experimental difference-in-difference IE methodology, which require clear and consistent selection criteria for both treatment and control units, and that the baseline data be collected prior to the implementation of project activities.

US Agency for International Development  
Samoilova 21  
1000 Skopje, MACEDONIA  
Tel: (389-2) 310-2000 Fax: (389-2) 310-2463  
[USAIDMacedonia Website](#) [USAID Macedonia Facebook](#)

Moreover, in February 2015, dTS conducted the mid-term phase of the impact evaluation in a form of developing “Mini Case Studies” for the project in two of the initially four selected Municipalities. The mini-case studies of the municipal pilot projects were integrated into the overall IE analysis by focusing on the evaluation questions 4 and 5 (on climate change actions) and evaluation questions 8 and 9 (on stakeholder engagement with each other). The Mini Case Studies presented positive findings of the selected pilot projects in both municipalities by all beneficiaries, including local residents, NGOs and municipal government representatives. Those pilot projects were characterized as climate change mitigation activities that contributed to changes in attitudes, increased overall levels of engagement, cooperation, and collaboration of the stakeholders resulting in engagement in the activities, especially between persons from different political parties, which was considered a key division in the municipalities. The study also acknowledged that those two municipalities might not reflect the situation in all municipalities, and offered lessons learned and best practices to be shared with other municipalities.

Unfortunately, for the end-line data collection and analysis in 2016, USAID E3 engaged Management Systems International (MSI), a different evaluation firm, in addition to dTS to conduct the last phase of the IE. According to the report, MSI “closely followed the baseline assessment and made modifications to it,” which, the Mission contends, introduced inconsistencies in the IE’s methodology and overall rigor. The change in the IE team led to significant differences in the findings between the mid-term and the end-line phases of the evaluation, which, in turn, reflected negatively on the project impact overall.

In addition, the final evaluation report neglected to consider or even mention the pre-election context in which the final data collection took place or the political crisis period that began in 2015. The Mission feels the pre-electoral and political crisis context should not have been overlooked in the final IE report, as these political phenomena may have been relevant in the evaluation of the Green Agenda process and to inform the IE findings.

Based on the aforementioned methodological issues, the Mission argues that the findings of the IE’s final report are questionable and do not reflect the project’s significant successes. The project achieved all of its targets, see MCCS May 2017 final report (page 161), and the Mission has sufficient qualitative data indicative of the positive results achieved by the project. The following are just a few examples of the project’s accomplishments:

- All treatment Municipalities developed and adopted Municipal Climate Change Strategies (MCCS) through the Green Agenda methodology;
- 18 pilot activities for climate change mitigation and adaptation purposes, selected through an inclusive and participatory process, were implemented by the Project – such as:
  - The reconstruction of the riverbed and the damaged cut-off walls of Ponika River in the village of Dobroshte; and
  - In the Mavrovo-Rostushe Municipality, the project supported the construction of a support wall to stabilize the main roads and drainage channel in the area above the landslides to change the pattern of rainwater and prevent future landslides;

These activities were selected by the respective local community through the Green Agenda process as a climate change adaptation measure;

- The Macedonian Ministry of Environment and Physical Planning endorsed the project methodology and Green Agenda methodology and decided to finance the development of MCCSs for an additional four Municipalities.
- On several occasions, when USAID officials interacted with local officials from treatment communities, the latter universally and independently praised USAID's assistance to develop their MCCSs.

In general, the Mission feels that the consistent qualitative evidence and continued utilization and expansion of the MCCSs contradict the IE's findings. Furthermore, the methodological issues raised above cannot be ignored and throw into question the IE's findings. We look forward to applying the lessons learned through the Project in future climate change mitigation and local governance initiatives, but we question the legitimacy of the IE's findings and point to the sustained success and impact of the Project's results as evidence of the soundness of the Project's approach.

Sincerely,



Edward Gonzalez  
Director of the General Development Office  
USAID/Macedonia

## MCCS Project Team



Dear Ms. Stratos,

Thank you for sharing the report on the impact evaluation of the MCCS project. We read it carefully, and we have to admit that the findings contained therein are rather unsatisfactory. It is indeed very disappointing and discouraging to read that the endline evaluation has found almost no impact in all of the indicators measured. And not only that no impact has been found, but it looks like the project has had an adverse effect in some areas when compared to the counterfactual municipalities. This is rather strange, as if we have had a negative campaign in these treatment municipalities. Further, the results of the impact evaluation are quite opposite to what we have seen in the field and to what our internal and external monitoring and evaluation has shown.

We would hereby like to provide some information and comments that may shed some light at the circumstances in which we were implementing the project and may help us understand why the evaluation results are as they are.

One thing that must be taken into consideration and we could not have anticipated at the time when we were developing this project in 2011, was the deep political crisis and tensions we were to encounter during its execution. The division of our society in 2011 and even in 2013, when the project started, was not as deep as it was in 2015 and 2016 amidst its implementation. At a time of deep political crisis and division along all lines of the Macedonian fragile society, one may understand that citizens' priorities may undergo a major shift, with climate change and environment dropping rather low on their list.

An example of the adverse impact of the political division on our project was the Municipality of Studenichani which has also been recognized in the impact evaluation. The project implemented an urgent action identified by the local residents and rebuilt a water reservoir which has been out of use for quite some time. Despite of the fact that our part of the project was implemented successfully, the water tank was not in operation at the time of impact evaluation because the head of the Skopje water authority failed to connect it to the main pipeline because the Mayor of Studenichani came from the opposition and the head was part of the ruling party.

In spite of this unfavorable project environment, and regardless of the fact that the endline evaluation has found no significant impact, we think the project was implemented successfully, as all envisaged activities have been completed successfully and to the satisfaction of all involved. The project implementation was closely monitored by our AOR and by other representatives of the USAID mission in Macedonia and they had no remarks whatsoever on how the implementation was going. In addition to this oversight, we were carrying out our own monitoring and evaluation activities - we had a company conducting periodical opinion polls similar to those conducted at the baseline and endline assessments, and an M&E expert from the Netherlands who conducted a number of visits in the field. None of them had any indication that the project was having no impact. Quite to the contrary, even in the case studies made as mid-term evaluation by the company that conducted the baseline, all indicators were showing that the project was making an impact. Furthermore, the participants in the project activities and all local residents involved were quite happy with what was going on during the project.

Проект на УСАИД  
за Општински стратегии за климатски промени,  
Милieuконтaкт Македонија;  
[www.mkm.mk](http://www.mkm.mk); [info@mkm.mk](mailto:info@mkm.mk)



One of the reasons why the project may have lacked the expected impact is that the project's theory of change may have been too ambitious and unrealistic. Although good for strengthening public participation in policy matters, which has undoubtedly been achieved, the Green Agenda Process may not have been suitable for achieving the major change in behavior expected in the theory of change. Also, although we may not have been aware at the time, we may have suffered from a certain degree of mission creep during the project implementation.

Another reason for the dissatisfying results may be an inadequate timing of the final impact evaluation. One has to bear in mind that the opinion polling and the interviews for the impact evaluation have been conducted right before the general elections in 2016, when the deep and long political crisis in the country was close to its climax. Further to this was the fierce anti EU, anti USA and especially anti USAID government-led campaign that was all over national TV and in all other pro government media. This campaign was especially strong at the time when the impact evaluation activities were taking place. At a situation when people are so much displeased with both central and local administration, it may be understandable that they may use every opportunity to voice their dissatisfaction with their mayors and council members, including in opinion polling and interviews about any issue related to local governance. The fact that this was a USAID funded project, may have further contributed to the citizens' negative attitudes. No matter that some things may be positive, local residents may undermine them on purpose, just to express their deep dissatisfaction with those in charge. The results of the local elections held in October 2017, around one year after the impact evaluation, support this possibility. The ruling party of that time, to which all of the mayors belonged, lost by a landslide in all but three municipalities. This clearly points out to the extent to which local residents have been unsatisfied with the previous local administration. Such great dissatisfaction may have influenced the answers given during the impact evaluation.

As everyone is aware, the company that conducted the initial baseline evaluation interfered both in the process of selection of municipalities, and their distribution between the intervention and counterfactual groups. Although the impact evaluation team discounts the significance of this interference, we nevertheless think that this largely influenced the entire project implementation and its impact. For example, when assigning the municipalities into one of the groups, the baseline assessment team failed to take into consideration the municipalities' exposure to climate change and its risks.

Let us also present some of the project's impact that the endline evaluation failed to register.

-The Macedonian Ministry of Environment decided to fund the development of additional four municipal climate change strategies in four additional municipalities: Saraj, Debar, Vasilevo and Radovish.

- By implementing the Pilot Project in Kivogashtani which was one of the priorities identified in their MCCA, the project helped the young municipality to open its first kindergarten ever. They dedicated part of the school building which was renovated for energy efficiency to serve as a kindergarten. This new kindergarten came as a great relief to the young women in Krivogastani and made it possible for them to enter into employment, not having to take care of their children all day long, thus contributing to their emancipation.

Проект на УСАИД  
за Општински стратегии за климатски промени,  
Милеукоктат Македонија;  
[www.mkm.mk](http://www.mkm.mk); [info@mkm.mk](mailto:info@mkm.mk)



- The Municipality of Pehcevo used the Green Agenda methodology that they experienced during the MCCSP to plan their 2016 municipal budget. They perceived this methodology as a good tool for public participation and they used it in an area completely different than climate change. This surely is an impact in the area of better local democratic processes.

- The Municipality of Tearce saved 700.000 Denars on street lighting in the first year following the implementation of the Urgent Action, but because of the centralized financing of municipalities they were unable to use these savings for additional energy efficiency measures as these savings resulted in lower transfers from the central budget in the following year.

All 14 strategies that were developed in the course of the MCCSP are for a period of five years, and given this timeframe, it may be expected that the newly elected local government may take upon some of the priorities identified thereby and implement them during their 4 year term of office. Unfortunately, in the period between the adoption of the strategies and the impact evaluation, there were no calls for application for EU or other funds suitable for the strategy priorities. Now, having local priorities already identified, the new local government may use them when applying for future funding opportunities. Therefore the strategies' impact, although maybe not measured at the time of conducting of this impact evaluation, may yet to happen in the time to come. Finally, a more suitable time to measure this project's impact may have been towards the end of the 5-year strategy timeframe rather than at its beginning.

Best regards,  
The MCCS project team

Проект на УСАИД  
за Општински стратегии за климатски промени,  
МиљеуCONTACT Македонија;  
[www.mkm.mk](http://www.mkm.mk); [info@mkm.mk](mailto:info@mkm.mk)

# ANNEX O: EVALUATION TEAM RESPONSE TO STATEMENTS OF DIFFERENCES

The E3 Analytics and Evaluation Project is pleased to submit this final report for the impact evaluation of the Municipal Climate Change Strategies pilot in Macedonia. The evaluation was an extensive undertaking over several years conducted across two mechanisms. Management Systems International and Development and Training Services, which implemented the evaluation, are grateful for the collaborative spirit and tireless efforts of USAID/E3/GCC and USAID/Macedonia throughout the design and implementation of the evaluation and for the feedback they provided on the draft report and earlier evaluation products. MKM's support and flexibility throughout the study was also very much appreciated and important to the evaluation's success.

Multiple USAID reviewers from E3/GCC, the Macedonia Mission, the Europe and Eurasia Bureau, and the Center of Excellence on Democracy, Human Rights and Governance Macedonia provided thoughtful feedback on the draft version of this report, and the evaluation team carefully reviewed every comment and incorporated changes that are reflected in this final version. The team's detailed responses to those comments are provided in Annex P.

USAID/Macedonia and MKM also prepared statements of differences to the draft evaluation report, which are provided in Annex N, expressing disagreement with evaluation findings and conclusions. The evaluation team stands behind the findings and conclusions presented in this report, which are the result of a comprehensive, objective, and scientifically valid data collection effort.

The evaluation answers a specific set of questions in USAID's statement of work. These questions relate to the MCCS project's impact on awareness, attitudes, and actions related to climate change, civic activism, intra-community engagement, and social cohesion. Issues raised in the statements of differences related to whether MCCS met its targets, was well regarded by key stakeholders, or achieved significant results outside of these impact indicators were outside the scope of this evaluation.

This final evaluation report incorporates additional information that considers questions and concerns those statements raised about the broader country context in which MCCS and the evaluation were implemented, the project's theory of change, the selection of treatment and comparison municipalities, and the timing of baseline and endline data collection for the evaluation. The report also provides further details about the evaluation design, including data collection and analysis methods the evaluation employed, the data quality assurance processes followed, and the mechanism transition between baseline and endline. The evaluation's data quality assurance methods follow best practices for this type of mixed-methods design and were informed by the decades of experience that the individual evaluators and evaluation implementing partners have in conducting this type of research.

The evaluation design and transition between baseline and endline involved extensive collaboration and document consultations between the evaluation team, USAID/E3/GCC, and USAID/Macedonia. The evaluation design proposal that USAID approved also went through a comment and revision phase that incorporated feedback from USAID/E3/GCC, USAID/Macedonia, USAID/E3's Office of Gender Equality and Women's Empowerment, and MKM. While it is not uncommon for USAID impact evaluations to transition contracting mechanisms due to differences between evaluation contract timeframes and the timing requirements for evaluation data collection, this impact evaluation significantly benefitted from having both dTS and the survey research firm Rating Agency involved in both baseline and endline stages. This continuity helped ensure that issues common to transitioning impact evaluations, such as insufficient documentation of evaluation protocols and missing data files, did not negatively affect this evaluation. Furthermore, this final report describes the small number of changes that were made to the

evaluation approach and data collection instruments between baseline and endline, which were part of the collaborative design process between the evaluation team, USAID/E3/GCC, and USAID/Macedonia.

We again thank USAID and everyone involved in designing and implementing this evaluation, and hope that its results and lessons learned are valuable in informing future efforts to address climate change and strengthen democratic processes.

- The E3 Analytics and Evaluation Project team

# ANNEX P: EVALUATION TEAM RESPONSES TO USAID COMMENTS ON DRAFT EVALUATION REPORT

## Evaluation Team Responses to USAID Comments on Draft Evaluation Report: Impact Evaluation of the Municipal Climate Change Strategies Pilot in Macedonia

USAID Comments Received on June 13, 2017

Evaluation Team Responses Submitted on June 27, 2017; Revised July 18, 2018

### I. Responses to Questions Meriting Further Study or Documentation from MKM

Tangible Climate Change Adaptation and Mitigation Outcomes. Regarding EQ5 and the statement that “municipal finances are generally too tight to enable further action in the absence of additional external funding”, the case studies done previously documented an intention at the municipal level to take action on climate change. Treatment municipalities intended to invest cost savings from energy efficiency measures funded by the project into further energy efficiency measures.

Question #1: Did this take place? If so, it should be documented, including the GHG emissions benefits resulting from it.

**Evaluation Team Response:** From the case studies, we could not confirm cost savings, and respondents did not offer examples of use of cost savings. Generally, respondents from the partner NGOs and municipal administration did not raise the issue of cost savings, and we did not always ask about this (as can be seen from the case study guides in Annexes H and I), as we had agreed with USAID that the case studies would focus on EQs 8-I I. We also did not conduct these case studies in the same municipalities as the previous case studies. We did hear about “tight” municipal budgets in each case study municipality; the implication here is that municipal budgets are generally quite limited, and are perceived as insufficient to cover all but the basic operations and highest priority projects of the municipalities, so it is likely that any savings would be put into operations or current urgent needs. We also saw a lack of proactive local administration in some of the municipalities. For example, in Tearce, there was an intent to reduce expenses for public lighting, but there was no evidence that the savings occurred. We did not get the sense that the municipalities felt compelled to reinvest savings created by MCCS into climate change-related activities. We revised the text under the Overall Conclusions section (Institutional Weaknesses sub-section) accordingly.

The GHG emissions results were not available when the report was prepared, and this is referenced in the report.

Utility of Climate Strategies. Also, the assessment of the utility of the climate change action plans are in direct contradiction to feedback received by USAID staff. For example, when a USAID staffer was on field trip to one of the municipalities with a different project, the Mayor and his team could not stop praising MKM and the climate change strategy they developed - as the only one they are using now because it is an overarching strategy that encompasses all the other existing strategies.

Question #2: Was an open-ended question asked regarding how the climate change strategies are being used by the municipalities?

**Evaluation Team Response:** The basic form of the question we asked during the case study interviews, as can be seen in Annex H, was:

- I I. How about the municipality's adoption of the new climate change policy/strategy? Has it been enacted?
  - e. What are the priorities defined in the strategy? Which have been implemented or are in progress? Did policy/strategy development and enactment encounter challenges? If so, how were they resolved?
  - f. What % of the total annual municipal budget is allocated for climate change? What is the absolute amount?

Some respondents in Bogdanci and Tearce praised the strategies, but as reported, could not offer specifics of how they had been applied. In Studenichani, the strategy had not been enacted as the time of the case study fieldwork, and in Vinica, respondents whom we expected to be well informed about the status of the strategy could not provide information on how it has been used.

Drying up of Other Funding for Climate Change Action. Also, as we remember it, the project sought to capitalize on the availability of EU funding through the Ministry of Environment to implement the municipalities' action plans, however this funding failed to materialize.

Question #3: Was securing EU funding part of the plan? If so, it would be good to mention this.

**Evaluation Team Response:** While the action plans are a part of the strategies, and they include projections about needed budget and potential resources – including EU funding through IPA and IPARD – respondents in the case study municipalities did not mention pursuing EU funding, nor did MKM. Text has been edited under the Overall Conclusions section.

Question #4: What GCC activities or education events did the comparison municipalities have? There is mention of another donor's activities in this area, if more information is available, it would be good to include it.

**Evaluation Team Response:** We did not conduct qualitative research in the comparison municipalities. From the survey data, we do not have any additional information on what events might have been conducted and who implemented them; we only have information on what respondents reported they remembered. We do have general local knowledge of a couple other donor activities happening outside of treatment communities (e.g., UNDP projects), but it is not exhaustive information. Text has been edited under the Overall Conclusions section.

## **II. Responses to Issues of Clarity with Format, Writing**

### Executive Summary

The executive summary (ES) contains quantitative findings and qualitative recommendations, but no conclusions. The conclusions are necessary to explain the results, and also serve as a basis for the recommendations. Furthermore, the way the recommendations are structured (bullet points) is hard to read.

Change Request #1: Please link the findings, conclusions, and recommendations together, to the extent possible.

Perhaps the ES can begin with a summary of the quantitative findings for each evaluation question (EQ) since those are EQ-specific. Then, since the conclusions and recommendations are cross-cutting, break out the conclusions by the subject areas from the report (Overall Conclusions p58) and under those same headings, list the associated recommendations (Recommendations p65).

**Evaluation Team Response:** We have revised and rearranged the Executive Summary to flow better and address these comments.

#### Description of Methodology and Issues of Clarity regarding Writing or Format

To minimize selection bias, the evaluation team took steps to minimize it - matching, PSM, and fixed-effects regression modeling). Since matching (including propensity score matching) is not one of the strongest methods for creating a counterfactual in the suite of quasi-experimental methods, the description of the methodology in the report should include more explanation of evaluation team's thought process (e.g., excerpt from design?).

Change Request #2: Please provide greater justification for the choices of matching variables used.

**Evaluation Team Response:** PSM is one of the most common and recognized rigorous methods to deal with selection bias in a quasi-experimental design. Moreover, we did not solely rely on PSM; we also used a fixed-effects regression, which is another method of controlling for selection bias. Thus, the evaluation used two methods to minimize selection bias. The Evaluation Design section of the report explains why these two methods were used.

As for the selection of the matching variables used, we conducted a series of sensitivity tests to check which variables yielded the best and closest matches using the established matching parameters. Annex D contains more details on the sensitivity tests which justify the choice of matching variables.

Request #3: Please explain how the final respondents were chosen for the case studies.

**Evaluation Team Response:** As stated in the Data Collection and Analysis Methods section of the report:

“Interviewees selected to participate in KIIs included those individuals who had maximal exposure to activities at the municipal level:

- Municipal government representatives who participated in MCCA activities or have some responsibility for work related to climate change and citizen participation in treatment municipalities.
- CSO staff and active volunteers who participated in MCCA activities in treatment municipalities.
- Citizens who participated in MCCA working groups, monitoring groups, or other MCCA activities, or who are direct urgent action/pilot project beneficiaries in the treatment municipalities.
- Other individuals seen as critical for understanding activity impacts, including those who were expected to have participated in MCCA activities, but did not.”

In other words, we prioritized interviews with those most closely involved in MCCA and thus who would likely know the most about the activity: the municipal administration, the partner NGO, and the working groups. We also interviewed mayors in Bogdanci (who proactively participated in MCCA, even attending working group meetings) and Studenichani (who provided access to some of the stakeholders

in the municipality). We did not interview the mayors in Tearce and Vinica because they were not actively involved with MCCA. This information has been added to the report.

The respondent selection process consisted of collecting all participant lists for all MCCA events that MKM and the other implementing partners could provide. The draft interviewee list included candidates from all four listed categories above. Through analysis of the participant lists and in consultation with the local MCCA implementing partners we shortlisted candidates, aiming at:

- Representing all working groups created at the municipal level;
- Including different groups of stakeholders;
- Obtaining adequate ethnic representation; and
- Providing gender balance wherever possible.

We added details on the process of selecting respondents for the case studies to the Data Collection and Analysis Methods section of the report, as well as information on the data quality assurance processes the evaluation team followed.

Other requests for greater clarity:

- 4) Indicate in Tables starting with Table 34 that these are treatment municipalities.

**Evaluation Team Response:** These are not only treatment municipalities. These are the regression results, where the DID coefficient column is the effect of the activity (odds ratio of the treatment respondents compared to comparison respondents over time).

- 5) Discussion re: Table 40 includes the phrase "(see Figures 18 and 18)"?

**Evaluation Team Response:** This is a typo; it should say "Figures 17 and 18". We corrected the report accordingly.

- 6) Define "local patriotism" the first time the term is used.

**Evaluation Team Response:** "Local patriotism" refers to the primacy of village origins and allegiances in politics and decision-making, and it can override party affiliation (and ethnic identity) to create intra-party and intra-group conflict. We added a footnote to the report after the first occurrence of the term.

- 7) Delete "although falling marginally more among treatment respondents" above Table 35--the numbers are virtually the same.

**Evaluation Team Response:** We deleted this phrase and revised the sentence in the report.

- 8) Please double-check/explain the positive activity impact discussed as part of Table 37. Is this tiny change really statistically significant?

**Evaluation Team Response:** Small differences can still be statistically significant. In this case, while the percentage of respondents replying they were comfortable/very comfortable fell and the percentage of respondents replying they were uncomfortable/very uncomfortable rose, it did so by a lesser degree in the treatment municipalities than in the comparison municipalities. While this difference is small, it is still statistically significant. This indicates that the project had a

positive effect in terms of limiting the rise of a negative attitude. The language in the report has been clarified.

- 9) Figures 12, 13, etc. missing. (Or not visible when reading on Google drive?)

**Evaluation Team Response:** These figures show up in our Word and PDF versions of the report.

- 10) Report says there was "low awareness of events" and "low participation" in the GCC educational events. We do not necessarily agree with the characterization that this is "low" awareness.

**Evaluation Team Response:** Figure 14 shows that one-quarter of treatment respondents were aware of any climate change informational campaign. Of those who were aware, we asked additional questions about awareness of specific events and then if they participated in these events. Thus, the numbers in Figure 15 and 16 are misleading when taken as absolute numbers. For example, 34.1 percent of treatment respondents who were aware of any informational campaign (24.9 percent) reported awareness of "school presentations." So, only 8.5 percent of the treatment respondents were aware of "school presentations." Similarly, only 17.8 percent of treatment respondents were aware of "trucks, vans, and other vehicles" (71.4 percent of the 24.9 percent who were aware). The participation numbers are even lower because the numbers in Figure 16 show the proportion who participated out of those who were aware of that specific event. So, participation in "school presentations" is actually 3.2 percent of the treatment respondents (37.3 percent of the 8.5 percent who were aware of this event). We have explained this in the text of the report to reflect the awareness and participation levels from the overall treatment and comparison groups.

- 11) The number participating in GA events is considered low but assume this does not include the number who participated in educational events, or? Please define GA events.

**Evaluation Team Response:** The GA components are defined in the "Activity Background – MCCA" section.

In the case studies, we refer to the numbers in the working groups as provided by MKM; MKM did not provide us with attendance figures for awareness raising events. From the surveys, we can only indicate how many people who were surveyed were aware of or participated in the GA events. The limitation, however, is that there is not a representative sample in any of the municipalities individually, so we cannot say how many people or what percentage of people within the sample municipalities attended the GA events. We have edited the report to clarify the attendance information and note that the survey results are not a reliable measure of actual attendance.

- 12) Should the political and ethnic characteristics of the municipalities be summarized somewhere in the endline? If they are included in the attachments somewhere, please reference where these descriptions can be found in the executive summary and the body of the report.

**Evaluation Team Response:** We have included this information in Annex E and referenced it in the report.

### **III. Responses to Substantive Concerns with Conclusions and Presentation of Conclusions:**

Lack of Context: Macedonian Political and USAID Policy. Most importantly, we believe that providing a fuller picture of the forces that shaped the project design and its implementation would increase the reader's appreciation for how MKM came to implement such a complex project and for the difficult circumstances under which the organization sought to implement it. Therefore our chief recommendation is that the report provide this background understanding.

The three USAID managers most involved in the program and the evaluation since their inception—Jennifer Donnelly, Becky Nicodemus, and Kathryn Stratos— were responding to the broader Macedonian political and USAID policy context. These policies heavily influenced much of the program and evaluation design. As we are all still involved, we provide some context below. We are of course available for further discussion.

**Evaluation Team Response:** We have added the political context and USAID policy context provided below to the report.

Political context. The political context in Macedonia since the activity began in 2012 has been marked with ever-deepening political divisiveness, which stymies efforts to foster greater social cohesion across ethnic and political lines. Also, while it has only been overtly displayed in the past few months - the seeds of anti-US/anti-Soros/anti-perceived liberal agenda have been growing for several years, which some observers in our mission feel made progress on this program impossible. We believe this difficult reality should be better reflected in the report itself. Should the team require more information on this topic, the mission can help.

USAID policy context. While the USAID Climate Change and Development strategy was not released until January 2012, it existed as an advanced draft and influenced USAID climate change programming prior to its official release. The strategy has three objectives: mitigation, adaptation and integration. To further the integration objective, USAID's GCC Coordinator put out a call for proposals on October 6, 2011 to fund climate change integration pilots. At the same time, the Agency was fully engaged in USAID Forward, an internal reform agenda. Two of its chief tenets involved evaluations and evidence-based decision making and cultivating the capacity of local partners through local procurement and involvement.

As part of a goal to increase the amount of USAID funding going directly to local implementers, the Agency set mission-specific targets for awarding contracts and grants directly to local partners. And in January 2011, USAID issued a new and rigorous evaluation policy in January 2011 that mandated that all pilots be subject to an impact evaluation.

Thus three higher level policy objectives animated the decision to fund MKM:

- 1) To promote integration of climate change considerations into other Agency programming
- 2) To build the capacity of local implementers through direct funding by and engagement with USAID
- 3) To conduct rigorous, high-quality impact evaluations when attempting new programmatic approaches such as the MKM Green Agenda approach to climate change and community action.

The combination of all three of these USAID policy priorities came to bear on the MKM proposal which was initially conceived as a community-based environment program. The mission saw potential in MKM as an organization as well as in the prospect of using climate change, a neutral topic in the Macedonian political context, to promote democratic practices and social cohesion at

the community level. The requirement that pilots be subject to an impact evaluation was added by E3 as a requirement subsequent to the Request for Proposal in October 2011 and prior to awarding funds in early 2012 in order to comply with the new Evaluation Policy.

This was both an opportunity for MKM, a small local NGO as well as a heavy burden of complexity and expectation. And while USAID/Skopje and the Global Climate Change Office did many things to support the effort, including assisting with financial management, monitoring and evaluation, climate change adaptation training to MKM and its local partners, and facilitating discussions between MKM and the original evaluation team, we acknowledge that the support was not adequate given the complexity of the situation and the task.

In retrospect, a conflict assessment of the treatment municipalities would have been in order as well as training for MKM staff and NGO partners on how to assess political and conflict dynamics at the community level. The project would have benefitted both in its design and implementation.

The impact evaluation sought to document whether the higher level, “democracy building” goals of the integration pilot were met. And clearly, they were not. While this is disappointing, we think it is worthwhile to point out that other policy goals have been achieved:

- 1) The integration pilot did achieve climate change adaptation and mitigation results, including promoting energy efficiency, flood mitigation and other measures.

**Evaluation Team Response:** At the request of USAID/E3/GCC, on July 13, 2017 the evaluation team interviewed Bureau Environmental Officer Mark Kamiya, who had visited and reviewed municipal pilot projects for environmental compliance before they were approved. While Mr. Kamiya’s insights are valuable in terms of better understanding the process before the pilot projects were actually implemented, his limited involvement in only the design review of these projects did not provide better understanding of the expected environmental impacts.

- 2) The project achieved climate change integration objectives by raising climate change awareness and/or knowledge at several different levels: among the communities that were reached—as documented by the evaluation, among the network of implementers involved in the program—as reported by E3/GCC staff who trained them and interacted with the organization and its partners throughout the project, and to a lesser extent, among both USAID/Macedonia and Democracy, Rights and Governance (DRG) staff who interacted with the program.

**Evaluation Team Response:** The MCCS implementing partners in the case study municipalities did, to some degree, all become more aware. While we cannot quantify the change, it was probably substantial. The exception might be Studenichani, because the “NGO” is really just one person. Since the evaluation looked in-depth at only four municipalities, we do not have findings about the “network” of implementing partners. We edited the report text to mention the implementing partners. Awareness and knowledge at the USAID/Macedonia and DCHA/DRG staff level was outside the scope of this evaluation.

- 3) Local procurement did build the capacity of MKM. Awarding the grant directly to MKM led to intensive and direct engagement of USAID staff and the evaluation team with MKM, building its capacity on a number of fronts, from honing its contract management skills, building up its knowledge of climate change and development issues, to learning about the intricacies of rigorous surveying and evaluation practices.

**Evaluation Team Response:** The evaluation scope did not include questions regarding MKM's capacity; the evaluation team did, however, in the course of research develop findings and conclusions regarding MKM monitoring and the report includes those.

- 4) The evaluation represents a rigorous impact evaluation as required by the 2011 Evaluation Policy. This was only possible thanks to the cooperation and combined efforts of MKM, USAID/Skopje, E3/GCC, dTS and MSI, two companies operating under different contracts charged with collecting the baseline and the endline data respectively. This was no small feat, requiring extensive communication across institutions, geography and time as well as flexibility on the part of the implementer and evaluators. While the results were not what we hoped for, the fact that the evaluation was conducted and conducted well, was in itself an achievement and reflects well on all involved.

**Evaluation Team Response:** We added an "Acknowledgements" page to the report to reflect the effort and coordination to undertake this impact evaluation.

- 5) Furthermore, the requirements of the impact evaluation called for changes to MKM's project design to avoid contamination. Most significantly, MKM was forced to drop its plans to use TV as a platform for sharing information about climate change, as both treatment and comparison municipalities would have benefited. MKM was fully aware that TV is the most effective way to reach rural communities in Macedonia, and made the change regretfully at the request of the original evaluation team.

**Evaluation Team Response:** We agree with this observation and have made the report text more explicit that MKM could not broadcast material it had developed or advertise upcoming events on TV at the request of the evaluation team, and that this may have affected why awareness and participation in the GA events/pilot projects was not as widespread as hoped.

It would be a shame if an overly negative report that unfairly puts the blame for failure only at MKM's feet closed the organization—and its peers in Macedonia and elsewhere--off from the valuable learning that this evaluation could spur.

Therefore USAID asks that the draft report be revised to be more nuanced.

#### Substantive USAID-Recommend Changes to the Report

- 1) *The full report and the executive summary should acknowledge that the heavy historical burden of conflict and divisiveness increased dramatically during the project's performance period and affected it in multiple ways.* Furthermore, the amount of instability at the national level presumably also diminished the opportunity to secure funding for implementation of the municipalities' climate change plans, as promised EU funding did not materialize. The increasingly toxic political environment and the drying up of additional resources were unanticipated and outside of MKM's (and USAID's) control.

**Evaluation Team Response:** We added this context to the report.

- 2) *The full report and the executive summary should acknowledge that multiple USAID objectives were pursued simultaneously through the MKM grant.* MKM originally had not proposed to achieve documented social cohesion results during the life of the project. A review of project documentation might reveal when the development hypothesis that improved social cohesion emerged as from a more indirect and long-term contribution to an objective to be evaluated—

i.e., the project likely suffered from “mission creep”. Also, the report should acknowledge both the extensive support provided by USAID and substantial accomplishments of MKM as a result of the project, as well as pointing out that even more support and capacity building would have been required to increase the chances of success.

**Evaluation Team Response:** The documents we reviewed do not clearly signal “mission creep.” The Background and Indicator sections of the program description from September 26, 2012 clearly emphasize improved democratic practices. MKM’s first quarterly report (covering September-December 2012 and submitted in January 2013) provides the following text on the first page:

“Results: The project hypothesizes that achieving this goal will require the project to focus on two Intermediate Results: 1) Improve Local Democratic Processes; and 2) Increase Capacity to Adapt to Climate Change.

1) Improve Local Democratic Processes;

- increased civic activism;
- more responsive local governments;
- increased cooperation among CSOs, citizens, and local governments; and
- increased CSO involvement in policy and oversight.

2) Increase Capacity to Adapt to Climate Change.

- improved local policy environment for climate change;
- reduced emissions of greenhouse gases by municipalities;
- increased resilience of stakeholders to climate change; and
- increased citizens’ awareness of climate change.

Approach: The project approach seeks to address both the need to strengthen civil society and the need to raise awareness, boost activism, and bolster local resilience to global climate change. Using an innovative methodology called the Green Agenda method (GA), this project proposes to bring together stakeholders, including CSOs, citizens, the private sector and municipal authorities, to develop a consensus-based strategy and action plan to address adaptation to climate change and mitigation of its effects.”

This text does not change in any subsequent reports, and MKM did not raise the issue of “mission creep” with us in interviews. This indicates that the “mission creep” occurred within USAID prior to the award of MCCA. The evaluation design was built upon the MCCA objectives as stated in the award documents.

Regarding the “extensive support provided by USAID and substantial accomplishments of MKM as a result of the project,” the scope of the evaluation did not include looking at USAID support nor did it include looking at MKM’s capacity per se. However, we did find and recommend that additional support and monitoring of sub-grants, especially through feedback mechanisms, be provided.

- 3) *The full report and the executive summary should acknowledge that MKM was asked to refrain from using TV as an outreach and education tool to avoid contamination of project impact on comparison municipalities.*

**Evaluation Team Response:** The report has been edited to make it more explicit that MKM could not broadcast material it had developed or advertise upcoming events on TV at the request of the evaluation team, and that this may have affected why awareness and participation in the GA events/pilot projects was not as widespread as hoped.

U.S. Agency for International Development  
1300 Pennsylvania Avenue, NW  
Washington, DC 20004