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**Outcome Evaluation of the
Democratic Governance Cluster Within
The UNDP CO Montenegro Country Programme
2007 – 2011**

FINAL

FINAL: 1 March 2011
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Commissioned by: UNDP, Montenegro Country Office

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LIST OF ACRONYMS

ACP	Anti-corruption Programme
AID	Aid Management Platform
BRC	Bratislava Regional Center
CEED	Centre for Entrepreneurship and Economic Development
CDP	Capacity Development Programme
CO	Country Office (UNDP)
CPD	Country Programme Document
CPAP	Country Programme Action Plan
CPC	Criminal Procedure Code
CSP	Country Strategy Paper
DACI	Directorate for Anti-Corruption Initiative
DG	Democratic Governance
DPM	Deputy Prime Minister
DPRS	Development Poverty Reduction Strategy
EC	European Commission
EI	European Integration
EU	European Union
FOSI	Foundation Open Society Institute
HRMA	Human Resource Management Agency
GRECO	Group of States against the Corruption
IFC	International Finance Corporation
IMC	Inter-Municipal Cooperation
IDDRS	Integrated Disarmament Demobilization and Reintegration Standards
IPA	Instrument for Pre-Accession Assistance
IT	Information Technology
JTC	Judicial Training Center of Montenegro
LG(P)	Local Governance Programme
MoD	Ministry of Defense
MEI	Ministry of European Integration
MONDEM	Montenegro demilitarization capacity development programme
MoF	Ministry of Finance
MoFA	Ministry of Foreign Affairs
MoF	Ministry of Finance
MoJ	Ministry of Justice
MIPA	Ministry of Interior and Public Administration
NAP	National Programme Against Corruption and Organized Crime
NATO	North Atlantic Treaty Organization
NEX	National Execution
NGO	Non Government Organization
OSCE	Organization for Security and Cooperation in Europe
OSD	Office for Sustainable Development
PAR	Public Administration Reform
RLHR	Rule of Law and Human Rights Programme

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SAA	Stabilization and Association Agreement
SALW	Small Arms and Light Weapons
SAP	Stabilization and Association process
SD	Sustainable development
SEESAC	South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons
TA	Technical Assistance
ToR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNODC	UN Office on Drugs and Crime
YIHR	Youth Initiative for Human Rights
WB	World Bank

EXECUTIVE SUMMARY

INTRODUCTION AND CONTEXT

- UNDP Montenegro and its project implementing partners are finalizing the Country Programme Document (CPD) for 2012 - 2016. To support the design of the next country programme, it is important to review and evaluate the previous country programme (CPD, 2007-2011) which was approved by the UNDP Executive Board in November 2006. This evaluation report contains the findings, conclusions and recommendations of the outcome evaluation of the Democratic Governance (DG) cluster of the UNDP Montenegro Country Programme.
- The evaluation assesses DG programme performance over the period 2007-2010 in the programme areas of (1) **CDP** - capacity development programme, (2) **RLHR** - rule of law and human rights, (3) **ACP** - anti-corruption programme (4) **LGP** - local governance, and (5) **MONDEM** - Montenegro Demilitarization. Also, as inferred from the TOR, the scope and issues to be addressed fall within the evaluation criteria (efficiency, relevance, effectiveness, and sustainability) and related dimensions (lessons-learned, UNDP comparative advantage, etc).
- A mixed method approach was employed based on qualitative and quantitative data collection methods, interviews with key UNDP, government and other stakeholders, and workgroup sessions. The evaluation was carried out by an international consultant over the period November - December, 2010, including a mission to Podgorica.

PROGRAMME PERFORMANCE

- The DG cluster/component focuses on legislative, institutional and administrative reform and capacity development at the central and local government levels in support of Montenegro's European and Euro-Atlantic integration processes. As at end 2010 a total of 12 projects were ongoing with a total budget (core and non-core) of about USD 10.3 million.

(1) Programme Relevance

- The DG programme was found to be highly relevant to the national development and European Integration (EI) goals of Montenegro, recently confirmed by two recent major national events.
- The first is the formulation of the "*Strategy of Public Administration Reform in Montenegro 2010-2015*" (or 'AURUM') which is to focus on reforms and capacity development at both the state and local self-government levels.
- The second major event is the communication of the European Commission on Montenegro's application for membership which is quite emphatic on the need for capacity development and reform within the public administration to meet EU membership criteria, especially with respect to the Copenhagen political criteria.
- The DG programme was also found to be relevant to its programme target groups and to the UNDP country programme.

(2) Programme Effectiveness

- The evaluation examined the performance of each of the five DG sub-programme areas, in terms of the objectives to be met, the outputs produced and the degree of client satisfaction. The strengths and weaknesses of each programme were also examined, along with the value-added role of UNDP, and opportunities for improvement. As findings on effectiveness constitute the main body of the report, the reader is referred to Section 4 for details. Highlights follow.
- **CDP.** The CDP has been highly effective in sustaining strong and diversified performance, in meeting the objectives of the programme and its various projects in a flexible and responsive manner, and in securing a high degree of satisfaction from programme partners. The focus has been on strengthening Government capacities for implementation of the Stabilization and Association Agreement (SAA), the provision of EU related policy support, and system support in terms of management and evaluation. The CDP may be seen as a reasonably sound platform for ongoing successful contribution to Montenegro's goal of accession to the EU.
- The success of the CDP was found to be grounded in its initially designed three stage approach in addressing capacity development demands: (1) an initial functional review to identify needs; (2) an assessment of existing capacity; and (3) capacity development activities to fill capacity gaps.
- **RLHR.** The RLHR programme was found to have delivered substantively and qualitatively over the past three years - contributing to achievements 'over and above' the UNDP CPD.
- Among the evidence of substantive achievement is the EC Progress Report for 2009, especially the section dealing with the judicial system, which was identified as the key European Partnership. The report lists several activities carried with the support of UNDP, with particular mention given to the *Action Plan for the implementation of the Strategy for the reform of judiciary (2007-2012)* and the new *Criminal Procedure Code*. As with the CDP and other DG programmes, government stakeholders and funding partners commented on the very strong working relationships, the high calibre of programme staff, and both the responsiveness and flexibility of UNDP in meeting demands for support.
- **ACP.** The ACP has only very recently been assigned to the DG cluster, and as such there is little in the way of documentary evidence on programme performance. However, based on previous performance and DG based performance to date (primarily of a research nature), the evaluation found, through interviews with key government and donor partners that the ACP project has met performance expectations in terms of the quality, quantity and timeliness of the research that has been carried out.
- Stakeholder feedback revealed that all of the research reports have been produced to a high quality standard, and that the recommendations contained therein are seen as generally practical and have been taken up or are being taken up by various authorities. In terms of the role of UNDP as the implementing agency, the evaluation found that UNDP's performance has been highly valued, and in fact is seen as "*one of the most important partners of the government over the past few years in implementing the projects, along with OSCE and the EU*".

- **LGP.** The only currently operational project under the LG programme is “*Local Governance Capacity Development in Montenegro*”, operational for only a few months. Based on performance to date and feedback from senior officials of government, one of the main outputs (the ‘handbook’ on strengthening inter-municipal cooperation in Montenegro) has been one of the most significant results thus far. The immediate impact was found in the raising of awareness of inter-municipal issues among key local decision-makers, and that enlightened self interest can lead to cost effective development and other forms of cooperation at the local levels.
 - The UNDP role has been highly appreciated by government, with the same strengths as reported by the programmes discussed above. In putting these factors together, senior officials from the ministry suggested that the LGP project “... is a model for successful project implementation at the national and regional level” in terms of doing what it said it would do, in terms of cooperation and coordination, and in terms of producing quality outputs.
 - **MONDEM.** The Demilitarization Capacity Development Programme is multi-faceted, dealing with issues of human / physical safety and security associated with toxic chemical hazardous waste, surplus conventional ammunition and explosives, ammunition storage infrastructure and management systems, and the destruction of heavy weapons. Four major components have been underway since 2008. Based on the annual reports and supported by consultations with senior MoD officials and OSCE, the programme has been successful in terms of meeting objectives in a cost-effective manner.
 - The main features of this positive performance were found to include: the provision of timely technical policy advice, the development of essential capacities, sound project design, strong government ownership and management (this, the only NEX project within the cluster), the government-UNDP-OSCE partnership, transparency, and a base of rigorous operating procedures that focused on security and safety.
- (3) Effectiveness in Other Areas**
- **Partnerships.** The CDP set the model for flexible partnerships, and one in which national ownership is strengthened. For all of the programmes under the DG cluster, partnerships have expanded to a far greater number and variety than envisaged in the CPD. A total of some 25 formal partnership arrangements have been secured through the 14 DG projects, and the evaluation found that these partnerships have worked effectively.
 - **Gender.** It was reported that gender mainstreaming is given as much attention as possible in all project activities, and particularly during the project formulation stage. In some projects such as that dealing with support to anti-corruption, it was learned that gender issues were not an explicit factor since project activities were not seen as lending themselves directly to gender mainstreaming (i.e. research and surveys of corruption). However, in future projects, it is expected that gender issues will become more directly addressed.
 - **South-south cooperation.** It was found that the DG programme has been actively involved in south-south cooperation, even though this issue is not addressed in either the current CPD or in the CPAP.

(4) Programme Sustainability

- In looking at sustainability, it is important to note that governance reforms take a long time to produce sustainable results and outcomes. Assessing sustainability is also difficult as there are few meaningful measures or baselines in the CPD which is the only high level definition of the DG programme. It was found, however, that there are some strong indications of the sustainability of results and outcomes.
- First, the DG programmes respond directly to the demands and needs of the government. Second, these demands fall primarily within the domain of capacity development and institutional strengthening as necessary political conditions for PAR and EI. Third, UNDP has established strong working relationships with key ministries and agencies, proven through positive performance. Fourth, strong relationships have been built with key funding donors, though continuous attention will need to be given to the EU relationship. Fifth, there are strong working relationships with the other clusters within the CO.

(5) Programme Efficiency

- The evaluation of programme efficiency is not an explicit objective of this evaluation; however, questions of efficiency do arise implicitly through issues of cost-effectiveness. Some 'proxies' include resource mobilization, programme delivery, range and quantity of outputs produced as a function of inputs, and staffing, among others.
- Using only these broad 'proxies', the DG programme may be seen as relatively efficient (or cost-effective) in terms of producing quality outputs at reasonable cost, and within well-defined timelines.

MAIN CONCLUSIONS

- **Design.** The current UNDP country programme is nearing the completion of its five year cycle. With one year to go, it can be concluded that the DG programme, as it has evolved from the initial CDP, has far exceeded initial planned outputs in terms of both scope of activities and volume of outputs. Flexibility has been applied to the DG programme design, in that it has expanded and evolved over the past four years to meet emerging priorities and demands from the government.
- **Relevance.** The DG programme, as it has evolved, is highly relevant to Montenegro's European and Euro-Atlantic integration goals and processes. Each of the DG cluster sub-programmes addresses priority issues of the government, and each is well aligned to high level strategic and planning documents.
- **Effectiveness.** All of the programmes and supporting projects within the DG cluster have been highly effective in sustaining strong performance, in meeting their objectives in a flexible and responsive manner, and in securing a high degree of satisfaction from programme partners within government and the donor / funding community.
- **Sustainability.** The DG programme is potentially highly sustainable over the medium term due to the fact that it is demand driven and that such demands derive from high priority policy imperatives of the government, it has established strong working relationships with key ministries, agencies and key funding donors, and there are strong working relationships with the other clusters within the CO.

MAIN RECOMMENDATIONS

#1. DG programme design and labelling. It is recommended that the DG programme for the forthcoming country programme period be based on three main themes: PAR, judicial reform and security sector reform. Some consideration should be given to possibly renaming the programme cluster to take the emphasis away from governance per se, and more to capacity development and institutional reform.

#2. Strengthen cluster programme management capacity. It is recommended that programme management be strengthened to include the production of annual action plans and performance reports for the cluster as a whole. In light of possible major changes in the external environment and ongoing significant challenges (e.g. global financial crisis, sovereign debt issues in the EU, etc), emphasis would be given to ensuring that programme design and priorities remain relevant to emerging national development and EI priorities.

It is also recommended that the internal systems for document and knowledge management be beefed up (while ensuring integration with CO systems). This includes developing indicators to measure capacity development performance, and consistency in the management and institutional arrangements of the individual projects (e.g. project boards). Finally, it is also suggested that the country programme undergo a mid-term review to ensure that its design continues to be well aligned to national priorities

Numerous other opportunities for improvement are noted in the main body of the report, and these may be considered by DG programme management as recommendations of a more technical or operational nature.

#3. Pursue opportunities for 'issue-driven' programming. From an overall country programme perspective, it is recommended that opportunities be sought for cross-sectoral programming, in light of the fact that development issues are becoming increasingly cross-sectoral in nature. Some of the opportunities for such issue-based programming could also be extended to joint UNDP programming (along the lines of the UN delivering as one), but involving two or more of the UNDP CO clusters or practice areas), include: re-entry into the sustainable development area, health sector reform (focusing on capacity and governance issues), and energy sector reform, but focusing on the cross-sectoral dimensions (including sustainable development).

#4. Develop a programme exit strategy. It may be some years before Montenegro is welcomed as a full member of the EU, and by that time there may no longer be a need for UNDP support in at least the governance area, as well as perhaps other areas supported by UNDP. The disengagement of UNDP support by this time, likely incremental over the ensuing years as more and more conditions for EI are met, should be seen as the successful completion of the UNDP role in such incremental areas. Such an exit strategy could be linked to major milestones achieved by Montenegro on its path to EU accession, and would have the additional benefit of reducing the shared 'uncertainty' of whether and how long UNDP should continue to be engaged.

1. INTRODUCTION

1.1 Background

UNDP Montenegro and its project implementing partners are in the early stages of preparing the Country Programme Document (CPD) for 2012 – 2016. To support the design of the next country programme, it is important to review and evaluate the previous country programme (CPD, 2007-2011) which was approved by the UNDP Executive Board in November 2006. This report contains the findings, conclusions and recommendations of the outcome evaluation of the Democratic Governance cluster of the UNDP Montenegro Country Programme. As part of the UNDP Montenegro Country Office (CO) evaluation plan, Terms of Reference (TOR) for the evaluation were developed in late 2010 (see Annex 1). An international expert was recruited in November 2010 with the bulk of the work conducted from late November through end December 2010.

1.2 Objectives of the Evaluation

As set out the TOR, the overall objective of the evaluation is “. . . *to assess/evaluate:*

- a) *progress made so far in relation to the objectives / outcome set in the CPD 2007-2011,*
- b) *cluster positioning in relation to current national priorities (taking into consideration of course UNDP’s comparative advantages and mission in Montenegro) in terms of whether cluster is present in all relevant strategic programmes/areas in democratic governance and whether programme interventions are well aligned and reinforcing each other, and based on the a) and b), . .*
- c) *provide recommendations for future programming.”*

Several specific objectives of the evaluation are also set out in the TOR:

- a) *“To assist the UNDP and other project implementing partners to understand a number of key dimensions of the DG programme (efficiency, effectiveness, relevance, sustainability, stakeholder satisfaction, impact).*
- b) *“To assess the contribution of the programme to achieve the country priorities and goals.*
- c) *“To distil lessons learned based on programmatic and operational strengths and weaknesses for the future programming.*
- d) *“To assess UNDP’s comparative advantage in addressing the support and capacity needs of implementing partners during the course of DG cluster projects’ implementation.*
- e) *“To assess how gender concerns have been integrated in DG projects implementation and to formulate set of recommendations to ensure efficient and effective gender mainstreaming and maximizing impact¹.*
- f) *“To highlight the anticipated and unanticipated outcomes of the programme both positively and negatively impacting the lives of the target group*
- g) *“To provide recommendations on the future implementation and strategy options for effective and efficient delivery of UNDP commitments as per the CPAP.*

¹ Please note that gender mainstreaming has been integrated as a mandatory component of the programming cycle as of 2009.

- h) *“Factors affecting the outcomes: factors – other than UNDP interventions – which affected the achievement of the outcome (Montenegro becoming middle income country, turnover of the staff/officials in the Ministries; donors’ environment and interests in specific areas).”*

1.3 Scope of the Evaluation

The main result of this evaluation, as set out in the TOR, focuses “... on the strategy options for the forthcoming UNDP CPD 2012-2016. The evaluation will assess the contributions of UNDP towards development results stipulated in the CPD, which is expected to strengthen the formulation and implementation of the next CPAP and associated UNDP projects.”

The evaluation assesses DG programme performance to date in the defined programme areas of (1) capacity development, (2) rule of law and human rights, (3) anti-corruption (4) local governance, and (5) MONDEM (Montenegro Demilitarization). Also, as inferred from the TOR, the scope and issues to be addressed fall within the evaluation criteria (efficiency, relevance, effectiveness, and sustainability) and related dimensions (lessons-learned, UNDP comparative advantage, etc).

1.4 Methodology

A mixed method approach was employed utilizing qualitative and quantitative data collection methods allowing for the triangulation of data, which provides a stronger basis for the substantiation of findings and conclusions. ‘Triangulation’ refers to empirical evidence gathered through three major sources of information: perception, validation and documentation. Validation of the information and findings is achieved through cross-referencing of sources. Data collection and analysis spanned the following:

- *Mission* to Podgorica and structured *interviews* with key stakeholders (see Annex 2).
- *Desk review* of project documents, progress and performance reports, policy and planning papers, internal records, selected reports (see Annex 3).
- Self-assessment *questionnaires* to the managers of the five DG programmes (completed for all programmes except RLHR, see also Annex 4).
- Reliance on other *independent evaluations* and reviews of DG programmes and projects.
- Analyses of a range of DG programme *performance metrics* in such areas as resource mobilization, partnerships, and financial activity.
- *Technical support*, meetings and review sessions with DG and UNDP CO management.

1.5 Limitations

The main limitation to this evaluation is the fact that it has been carried out in a very compressed timeframe with limited resources. Second, as the evaluation addresses the overall performance of the DG programme in terms of its performance, it did not look in detail at the separate Project Documents. Finally, some of those interviewed commented that the evaluation was being undertaken toward the UNDP year-end, a very busy time of year

for office and programme staff, and this has constrained, somewhat, the provision of information.

2. BACKGROUND

2.1 Programme Context

UNDP has been operating in Montenegro since 2001 to promote and implement sustainable human development strategies and programmes based on national priorities in line with the country's reform agenda which is focused on accession to the European Union and membership in NATO. In support of these broad development goals, the CP for 2007-2011 focuses on three distinct programme areas: (a) social inclusion and poverty alleviation, (b) capacity development for public management (democratic governance) and (c) environmentally sustainable economic development.

Since early 2010 Montenegro has been involved in a unified model of UN System functioning within the "Delivering as One" integrated programme. The aim of the UN Integrated Programme for Montenegro is to improve the results and impact of development by integrating comparative advantages of the UN system into a unified strategic framework. The programme was created in accordance with government priorities on the way to joining the European Union as well as the national development priorities outlined in strategic documents, development strategies and action plans.

2.2 Evolution of the DG Programme

At the outset, it should be noted that the DG programme has evolved and grown significantly from the time when the CPD 2007-2011 was designed to the present point in time. The genesis of what is now referred to as the Democratic Governance Programme is in fact the Capacity Development Programme (CDP) which was the only programme active in the cluster as at January 2007 (and only one project "*Strengthening Capacities of European Integration Secretariat and DPM Office for European Integration*"). By the end of 2007, another six projects had been initiated: three within the CDP and the addition of the new MONDEM programme with three projects. By the end of 2008, an additional five projects had become operational (2 within the CDP, and 2 within the new rule of law and human rights programme (RLHR) and the one anti-corruption project which was transferred to the DG cluster in 2009. In 2009, a new project within the CDP commenced (Ministry of Finance), plus another project in RLHR (Ministry of Justice). This represents a significant organic growth in both projects and programmes that went beyond the initial CDP.

Over this period of time, the name of the cluster also changed, to reflect changes in programme make-up. In 2007, the cluster referred to as the Capacity development Programme, which was a carry-in from the previous country programming period. In 2008,

the name was changed to the Judicial and Institutional Reform cluster, to reflect the addition of the RLHR projects. In 2009, with the re-organization of the office, the current name of Democratic Governance Cluster was applied.

2.3 Objectives of the Current DG Programme

The Democratic Governance cluster/component has been focusing on legislative, institutional and administrative reform and capacity development at the central and local levels in support of Montenegro's European and Euro-Atlantic integration processes. As noted in Section 1.3, the programme is currently composed of five (sub) programmes. A brief description of each follows.

- (1) **Capacity development programme (CDP).** The CDP contributes to strengthening of institutional and administrative capacities of Montenegro for the European Integration process. This Programme has been successfully operating since September 2003 as a partnership between the Government of Montenegro, the Foundation Open Society Institute (FOSI-ROM) and UNDP. The initial budget of \$550,000 in 2003 grew to \$1.7 million by the end of the first phase in 2007. The budget for the second phase (from 2007-2009) was \$1.7million while the initial budget for the third phase (2010 – 2013) is \$ 1.7 million. The CDP has been supporting a series of institutional and functional horizontal and vertical reviews, re-structuring and reorganization in different ministries.
- (2) **Rule of law and human rights programme (RLHR).** The rule of law and human rights remain one of the main concerns in the process of democratic reforms of the Montenegrin society and its European integration processes. UNDP Montenegro has been supporting judicial reform since 2004. The RLHR programme has been providing policy and technical support to the Ministry of Justice in drafting the most important documents in this field, such as the *Strategy and Action Plan for the implementation of the reform of Judiciary (2007-2012)*, Criminal Procedure Code, Criminal Code and manual for their implementation. Ongoing efforts are focused on responding to major priorities: independence of judiciary, efficiency of justice, access to justice, anti-corruption and integrity, and organized crime. The focus will be on finalizing the Law on Legal Aid, strengthening capacities of the Center for Mediation and promotion of alternative sanctions, and strengthening the capacities of the judiciary to fight corruption and organized crime through the continuous education and a series of tailored trainings for judges and prosecutors.
- (3) **Anti-corruption programme (ACP).** The fight against corruption is a priority for Montenegro in terms of further democratization and fulfillment of European partnership objectives. In the previous programme period, UNDP Montenegro implemented a two-year project with the main aim to contribute towards effective implementation of anti-corruption initiatives, by building partnerships with the Directorate for Anticorruption Initiatives (DACI), local civil society organizations and business sector, as well as raising public awareness and strengthening the capacity of civil society organizations to participate in the implementation of the national anti-

corruption policies. Planned efforts will be directed to securing adequate follow up to ongoing research in terms of resource mobilization and relevant policy and institutional changes, and implementation of the capacity development response in DACI based on a previously completed capacity assessment.

- (4) **Local governance programme (LGP).** The LGP aims at responding to three major challenges. First, in relation to service provision at the local level, UNDP is supporting Ministry of Interior and Public Administration (MIPA) and municipalities through the Union of Municipalities in strengthening inter-municipal cooperation as well as strengthening local public finances. Second, UNDP is working directly with municipalities on the empowerment of Municipal Assembly representatives by building administrative capacities of Secretary Generals, councillors and administrative staff to become more efficient and responsive to the local citizens. Third, UNDP will conduct functional analyses of municipalities in close partnership with the European Union (EU) delegation under the Instrument for Pre-Accession (IPA 2010).
- (5) **Montenegro demilitarization capacity development programme (MONDEM).** Established in 2007, MONDEM is a joint initiative of the Ministry of Defence (MoD), the Organization for Security and Cooperation in Europe (OSCE) and UNDP. It has four components of which two have been completed: Toxic Waste Disposal and Destruction and Recycling Heavy Weapons. The first phase concerning the demilitarization of conventional ammunition has also been completed while the second phase is awaiting further resource mobilization. To date, more than \$4 million has been mobilized including \$ 1 million generated from the recycling of the scrap material. By the end of the programming cycle, it is expected that developed indigenous local capacity will be sufficient for the maintenance, storage and future disposal of conventional munitions required by the security structures of the Government of Montenegro in accordance with NATO and EU standards.

2.4 Programme Financial Resources

Table 1 on the next page presents the DG budget allocations by programme area, while Table 2 lists all of the DG programmes and projects that were active at some point over the period 2007 – 2010. Some of these projects have since been completed and as at end 2010 a total of 12 projects were ongoing. The total budget (core and non-core) for the DG cluster programmes is about \$10.3 million, and the breakout by individual programme within the cluster is shown in Table 1.

The total budget is very close to the projected budget of \$12.368 million set in the initial CDP outcome area of the country programme. As there is one more year to go in the current programming period, it is very likely that the DG cluster will achieve, if not exceed, this budget target.

Table 1. DG Budget allocations by programme area (2007 - 2010)

Programme Area	Allocation (core and noncore)	Percentage
Capacity development	3,188,000	36.18
Rule of law and human rights	1,544,079	17.54
Anti-Corruption	138,000	1.56
Local Governance *	100,665	1.14
MONDEM	3,840,838	43.58
Total	8,811,582	100 %

- Note: Local Governance Programme Area received funding outside of the reporting period (government of Netherlands in the amount of 1.080,900 USD)

Table 2. List of DG Projects

Type / Award #	Project Title	Total budget	Start Date	Completion Date
Capacity Development				
00046894	Strengthening capacities of Public Relations Bureau of Government of Montenegro to communicate reforms and European Integration to media and public	64,000	Jan, 2008	Dec, 2010
00046069	Strengthening Capacities of European Integration Secretariat and DPM Office for European Integration	879,990	Jan, 2007	Dec, 2011
00057369	Strengthening capacities of Ministry of Finance to efficiently plan analyze and manage the public finances in support to country's aspirations for sustainable development and EU integration	990,000	May, 2009	Dec, 2011
00046894	Enhancing the capacity of the Ministry of Foreign Affairs to better respond to Montenegro's national priorities for European integrations	282,200	May, 2007	Dec, 2009
00046894	Introduction of European contents in the state examination for work in the state institutions	25,130	Nov, 2007	Nov, 2008
00046894	Enhancing the capacity of the Parliamentary Committees for International Cooperation and European Integration and for Constitutional Issues	192,000	Jul, 2007	Dec, 2008
00059365	Strengthening capacities of Ministry of Foreign Affairs to efficiently address the priorities of Foreign policy of Montenegro	585,880	Jan, 2010	Dec, 2011
00046894	Assessing and Monitoring the State of Governance in the context of European Integration in Montenegro	168,800	Jan, 2008	Dec, 2009
Rule of Law and human rights				
00046895	Strengthening Capacities of Judiciary in Montenegro to Fight Corruption and Organized Crime	572,808	Jan, 2008	Dec, 2011

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Type / Award #	Project Title	Total budget	Start Date	Completion Date
00051063	Reform of the Legal Aid System in Montenegro	384,500	Sept, 2008	Dec, 2010
00051417	"Strengthening Capacities of the Ministry of Justice of Montenegro - Jan 2009 - July 2010	293,534	Jan, 2009	Dec, 2010
00060174	Strengthening the Capacities of the Center for Mediation of Montenegro and Promotion of Alternative Sanctions	293,237	July, 2010	Dec, 2012
Anti-Corruption				
00050873	Enhancing Strategic Operational Capability of the Directorate for Anti-Corruption Initiatives (DACI) through Capacity Building	417,817	July, 2010	July, 2012
00049339	Support to the implementation of National Action Plan against corruption and organized crime (NAP) in Montenegro	138,000	Jan, 2008	Dec, 2011
Local Governance				
00060164	Local Governance Capacity Development in Montenegro	100,665	Jan, 2010	Jun, 2011
00060164	Strengthening mechanisms for public finance at the local level in Montenegro	1.080,900	Jan, 2011	Dec, 2012
MONDEM				
00047648	Disposal of Hazardous Toxic Waste (Liquid Propellant and Napalm), Annex A	288,687	July, 2007	March, 2009
00047648	SALW (Conventional Ammunition) Stockpile Management and Security, Annex B	2,251,784	July, 2007	Dec, 2011
00047648	Conventional Ammunition Demilitarization Capacity Development and Operational Support, Annex C	1,300,367	July, 2007	Dec, 2011

3.0 FINDINGS ON RELEVANCE

This and the next two sections of the report present the main findings according to the evaluation criteria, beginning with programme relevance. To avoid unnecessary duplication, findings in respect of common elements such as programme /project management, performance metrics, financial activity and the like are addressed in a separate and later subsection in this report. Annexes contain detailed supporting information.

3.1 Relevance to National Priorities

The initial mandate of the DG programme is seen to be grounded in the stated CDP 2007-2011 outcome for “capacity development of public management” (CDP, para. 23) wherein the aim is “. . . to support both the state administration and the political system to deal efficiently with the transition to independent statehood and European Union accession”. While the activities associated with this outcome have evolved over the past four years, as discussed in Section 2, they are nonetheless found to be supportive of and perhaps even increasingly relevant to the aim of the initial programme and confirmed in this evaluation through the interviews and other consultations with key government stakeholders and funding partners.

Two recent events at the national level are seen to confirm the initial and ongoing relevance of the DG programme. The first is the formulation of the “*Strategy of Public Administration Reform in Montenegro 2010-2015*” (or ‘AURUM’) by the local expert group, pending approval from the Government.² This strategy is discussed in a later section, but it is important to note here that its focus is on reforms and capacity development at both the state and local self-government levels. In fact, the greater emphasis is seen to be on local government reforms comprising *inter alia* decentralization, finance, service delivery, citizen participation, and inter-municipal cooperation. At the central or state level, reforms are envisaged to tackle state administration, public finance, quality of legislative and strategic documents, administrative procedures, e-governance and inspection supervision. As discussed in more detail in the next section, the DG programme has provided substantive support to most of these areas at the state level, and with the recent launching of the local governance programme is well positioned to support reforms at this level.

The second recent national event which confirms the relevance of the DG programme is the communication of the European Commission on Montenegro’s application for membership.³ This report is quite emphatic on the need for capacity development and reform within the public administration to meet the membership criteria, especially with respect to the Copenhagen political criteria “. . . requiring the stability of institutions guaranteeing notably the rule of law” (ibid, page 11). This report presents seven key priorities (also referred to as the seven conditions) that need to be met by Montenegro, and these cover: legislative reform,

² Government of Montenegro, “*Strategy of public administration reform In Montenegro 2010-2015*” - ‘AURUM’, Podgorica, Oct/2010, and the accompanying “*Action plan For Public administration reform in Montenegro*”

³ European Commission, “*Commission Opinion on Montenegro’s Application for membership of the European Union*”, Communication from the Commission to the European Parliament and the Council, COM (2010) 670, Brussels, 9 November 2010.

public administration reform, the rule of law, anti-corruption, combating organized crime, media freedom, and a range of issues dealing with human rights and social inclusion. The DG programme in its current design and the design envisaged for the next country programming period are seen to be highly relevant to Montenegro's prime strategy for EU membership as well as achieving independent modern statehood.⁴

Other direct and indirect confirmations of the relevance of the DG programme were found in a number of government strategic documents dealing with the implementation of various sectoral and cross-cutting reforms. Some of these are mentioned in the next subsection.

3.2 Relevance to Programme Target Groups

The target groups and main beneficiaries of the DG programme have been primarily at the state level (Judiciary and Executive) and recently at the local government level. Substantial evidence of this is found in the active engagement of national partners, and especially the CDP which is a government led partnership with UNDP and the Foundation Open Society Institute (FOSI-ROM) where projects are designed in response to the needs and demands from government. Relevance is confirmed to a certain extent from the evaluations of selected training sessions⁵, but also more directly from the interviews and consultations with key government and funding partners for each of the five DG sub-programmes.

The demand-driven and programme approaches to the design of individual and focused projects, the localization of individual assessments, training events, and production of a range of documents, combined with highly participatory approaches were found to be the first main indicators of relevance. The resources mobilized from various international organizations as well as cost-sharing by the government bears testimony to the above-noted finding. Other evidence gathered during the course of interviews also point to the take-up, utilization and national ownership of project outputs. Two examples serve to demonstrate this:

- the development of a handbook Inter-Municipal Cooperation (IMC)⁶ produced with support from the Local Governance project, where senior management of the Ministry of the Interior and Public Administration (MIPA) stated that it has not "landed on a shelf" but is being used by local officials as a constant and ready resource for "expanding awareness and understanding of IMC challenges"; and

⁴ In the DG Cluster meeting of 29 November 2010, the Capacity Development Programme team presented (in PPT format) an analysis of the EC opinion paper, highlighting areas where the DG programme might concentrate support.

⁵ One of the examples selected was the recent Local Governance Programme training of local councilors and secretaries on "*Knowledge Transfer of the Czech Experience in the Field of Good Local Governance towards more Efficient and Democratic Municipal Assemblies in Montenegro*". While there were no questions addressing relevance per se, answers to what may seem to be proxy questions were highly positive (e.g. "Content of the seminar was practical. I can use this new knowledge for my own work"). In future training event evaluations, it may be useful to include a question on "relevance" to the work of the trainees, to envisaged administrative reforms, to accession to the EU, or other some such measure as may be particular to the training event.

⁶ Government of Montenegro, "*Strengthening Inter-Municipal Cooperation in Montenegro*", joint publication with UNDP in Montenegro in cooperation with UNDP in FYR Macedonia, 2010.

- the training of young diplomats from EU and the Western Balkans region through the Montenegrin Diplomatic Summer School "Gavro Vukovic", supported by the CDP Ministry of Foreign Affairs project. Senior ministry management stated that the School (or Academy) was not only an excellent opportunity for young diplomats to exchange the experience and knowledge on EU and NATO, but also helped to break down some of the communications barriers between the countries in the region, thus fostering potential for greater regional cooperation.

3.3 Relevance to the UNDP Country Programme

Finally, the evaluation found that the DG programme as it has evolved has contributed substantially to the achievements and delivery of the UNDP country programme and the country programme action plan (CPAP).⁷ With the exceptions noted in Section 2 (e.g. dealing with the Office for Sustainable Development), not only has the programme exceeded the established targets for results, but it has gone above and beyond what was expected – in terms of the scope of the programme (beyond the CDP), in terms of the numbers of people trained, in terms of the number of workshop/conference events conducted, and in terms of knowledge and awareness expanded through its highly participatory approaches to project implementation. There has also been good synergy between the DG cluster and the other two clusters in terms of conducting joint capacity assessments and generally coordinating work.

⁷ UNDP, "Country Programme Action Plan 2007 – 2011 between the United Nations Development Programme and the Government of Montenegro", Podgorica, signed 10 September 2008.

4.0 FINDINGS ON EFFECTIVENESS

This is the main section of the report, focusing on findings related to the performance of the DG cluster. Attention is given to the individual programmes within the cluster and, in some cases, to the individual projects. For each of the programmes, a brief description of the context is first provided. This is then followed by findings on the overall performance of the programme in terms of the main outputs and results, followed by a summary assessment of programme performance including findings on the UNDP role. Findings on the programme are then concluded with a brief assessment of the challenges and opportunities going forward.

As there is a considerable degree of commonality in the findings to each of the programmes, especially in terms of programme strengths and the UNDP role, the findings for each area are dealt with in slightly different ways, or different orientations are applied. This is done to avoid unnecessary duplication, and also to make the report somewhat more readable. An attempt is made to give each of the programme areas equal attention, despite the fact that these programmes vary considerably by size (projects, budgets) and the time that they have been operational. Subsequent sections of this report present DG cluster level findings on efficiency and sustainability.

4.1 Capacity Development Programme (CDP)

(a) Programme context

As discussed in Section 2 of this report, the country programme features “capacity development for public management” as one of the three main programme outcomes for the 2007 - 2011 period. The programme forms the basis of the current CDP as well as the ‘launching pad’ of the DG programme as it has evolved over the past years. The principal objective of the original CDP ‘pilot’ programme was to contribute to the successful reform and development of state administration in Montenegro. The programme has since expanded that mandate through two successive “Framework” documents to support Montenegro’s over-riding policy of accession to membership with the European Union⁸ as well as to support the previous PAR programme. The previous CDP has “*proven to be an excellent model for flexible partnerships*” and the “. . . main lesson learned from the preceding period was to shift responsibility for day-to-day implementation away from UNDP and to further increase national ownership” (CPD, para. 13).

The CDP, as a partnership, has been designed to respond flexibly to government demands for capacity development support, in a dynamic environment, by filling critical gaps between needs and capacity in the central state administration. A unique feature of the CDP is a set of criteria used to select and fund projects under the overall programme framework. These criteria not only apply directly to capacity development in support of EU integration,

⁸⁸ The two framework documents cover the current CPD programme period, and are: (1) “*Capacity Development Programme For The State Administration For The Republic Of Montenegro - Phase Two - January 2007 - December 2009*”, December, 2006; and (2) “*Capacity Development Programme - Phase III -- March 2010 - March 2013*”.

but also promote linkages to economic development, and incorporate what are seen as key features of democratic governance which *inter alia* are: openness and transparency in policy processes, consultation and participation of civil society.

The CDP is the only DG programme to have undergone an independent (impact) evaluation, and this was carried out in late 2009 to cover the Phase II period (2007-2009).⁹ The CDP is also one of the longest-standing programmes within the UNDP Montenegro CO (starting in September 2003). Over the 2007-2010 programme period, and given its longevity, it is no surprise that the CDP is the largest sub-programme in terms of projects (8, with three currently ongoing), in terms of outputs (training events, workshops, recruitments) and in terms of budget and programme delivery second only to MONDEM.

Oversight and executive direction to the CDP is provided by the Executive Committee which is comprised of representatives of UNDP, the Government of Montenegro, the Open Society Institute and the EU Delegation to Montenegro. This institutional arrangement has existed from the beginning of the programme and has been found to provide needed direction, planning and decisions on CDP initiatives. The committee and CDP is supported by a small programme support unit located within the Ministry of European Integration. The findings presented below draw heavily from the above-noted evaluation and are supplemented by the interviews, the programme self-assessment and related documentation review.

(b) Overall performance of CDP Phase II (2007 - 2009)

For the projects that were completed or ongoing over the period 2007 - 2009 as noted in Table 1 of the preceding section, the impact evaluation found that the CDP was generally highly effective in achieving stated objectives - as contained in the framework document, as well as in the individually funded projects, of which there were six ongoing at the time. The impact evaluation identified several key outputs achieved by CDP-II (*ibid*, extracted directly, pages 13-14):

- Development of National Programme for Integration (NPI): Chapter 3 - The ability to assume membership obligations.
- Introduction of new EU related dimensions in the state exam and manual for civil servants.
- Development of assessment framework on the state of governance in the context of European integration in Montenegro.
- Programming support for the Preparation of IPA National Programme 2009/2010.
- Training provision to the Parliamentary Committees for International Cooperation and European Integration and for Constitutional issues and Legislation to develop a more

⁹ UNDP, "Impact Evaluation of the Capacity Development Programme (CDP) in Montenegro", September 2009.

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effective role in the process of the harmonization of Montenegrin legislation with the *Acquis* and scrutiny of governmental work.

- Establishment of the new International Legal Office within the Ministry of Foreign Affairs.
- Organization of the first Montenegrin Diplomatic Summer School on challenges faced by diplomats of small countries in the process of European and Euro-Atlantic integration, in cooperation with Ministry of Foreign Affairs.
- Improved internal and external communication system of the Government Public Relations Bureau.
- Development of an Aid Management Platform (AMP) for the transparent, efficient and effective management and coordination of donors' assistance in line with the national priorities for European Integration.
- Capacity Assessment of the Ministry of Foreign Affairs.
- Action Plan for Implementation of the Strategy for training of public servants and state employees 2009-2012.

One of the more important outcomes, building on the experience of CDP-I, was the creation of a National Experts Database which was (and continues to be) used to quickly mobilize national experts under UNDP recruitment procedures. Of all of the outputs noted above, the only one subsequently found not to be sustainable was the Aid Management Platform, which simply became defunct. The reasons given for this were that the design was too sophisticated and over-shot the basic needs of the government and donors at the time, and that it was too expensive to operate and maintain.¹⁰

In addition to the donor coordination function, the CDP-II was found to have been overly ambitious in terms of those objectives addressing the devolution of functions of government to self-governing agencies or private/public partnerships, and the integration of the government's separate strategies for development into a single coherent (National) development plan. The impact evaluation found that *"... To effectively address these issues would mean the transformation of the CDP into a larger EU/PAR Reform Facility. The expansion of the CDP into such a format would undermine its flexibility and ability to respond to support on a demand basis. There is a strong case for the expansion of the CDP activities into more areas of PAR but this would contradict the CDP's founding rationale, as a rapid response instrument for institutional building needs"* (Ibid, page 15).

In respect of the performance of CDP-II, the impact evaluation found that it had *"... both directly and indirectly supported institutional change in the Montenegrin Administration. The*

¹⁰ Later, during 2010 the Government changed its approach. Since donor coordination and aid management have been identified by the government as an important area, a senior advisor to the Deputy Prime Minister has been appointed to set up a basic system (i.e. the recent government report *"Information on Establishing a System of Coordination of Donor Support in Montenegro"*, Office of the Deputy Prime Minister for International Economic Cooperation - Structural Reforms and Improving Business Environment, undated). An internal government donor coordination working group has been set up. UNDP has prepared a draft project proposal to support this function, but the government has opted instead to develop its systems internally, but is open to potential support in the future, as demands may grow.

greatest impact to date has been on the European Integration institutions and the CDP's role in developing the capacity of the Ministry of European Integration has been particularly effective. . . The CDP supported the establishment of the permanent government institutions and coordination structures, Commission for European Integration and Groups for European Integration" (Ibid, page 19).

The impact evaluation also found, as has the present outcome evaluation, that alternatives to the CDP approach to capacity building and institutional strengthening support are limited in that such alternatives (other donor funded mechanisms) would likely not have the same degree of flexibility and responsiveness. Flexibility was highlighted in the CDP-II Framework Document as an important feature – perhaps the distinguishing feature. Sub-elements of flexibility were seen to be the speed of response and the delivery of practical and readily usable outputs. The impact evaluation concluded that the CDP-II had “. . .developed an important intermediary role between the government and the EC Delegation. This is a result of the lack of capacities in the Montenegrin administration and the increased government ownership over the CDP” and that the CDP was “. . . a successful example of targeted and flexible capacity building support to address major Public Administration Reform challenges” (Ibid, page 20).

In terms of challenges going forward, the impact evaluation:

- cautioned that project preparation required more attention in order to more successfully utilize EU funding, and to consolidate its service provision around limited but key support areas.
- identified that the CDP does not have a stand-alone operational budget but relies on individual project budgets to fund its costs. As stated in the current CDP Framework document, “ . . . future successful operation of (the) CDP requires a stand-alone operational budget. Funding of the subprojects of CDP has been provided by the Donor Community, but it would be of great importance that founders, at least partially, provide the operational budget for CDP” (Ibid, page 13). This issue has also been identified in annual CDP progress reports.
- emphasized the importance of the EU delegation relationship, particularly in respect of supporting the EC's needs in improving the environment for the operation of EU technical assistance actions.

(c) Findings on recent performance (through to late 2010)

With the launch of CDP Phase III, two more projects have come on stream, as noted in Table 1, and were underway during the course of the present outcome evaluation. The first is the project in support of the Ministry of Finance, and the second is seen as an extension of the previous project in support of the Ministry of Foreign Affairs. Attention below is given to the Ministry of Finance project which is a two-year project funded by the Government of Netherlands. It became operational in May, 2009, although substantive activities did not commence until July. It has been extended to end 2011. The project was found to be significant from several standpoints:

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- 1) The project proposal was developed jointly by the Ministry of Finance and UNDP through the CDP framework, and as with the other projects has responded to demands from the government.
- 2) The project is funded by the Government of the Netherlands under a “constituency agreement” between the World Bank, the Netherlands and the International Monetary Fund (IMF) for only a few countries in the region. The significance here is that UNDP is directly involved in the implementation of the project in a sectoral area (Ministry of Finance) that is not typically the domain of UNDP.
- 3) The project is significant from the standpoint of its broad scope of capacity development support, covering five main components, each having a somewhat different unit within the Ministry as counterpart: (1) the government’s economic and fiscal programme (EFP), (2) budget, (3) customs and taxation, (4) insurance, and (5) the development international competitiveness indicators. Each of these components is being managed as five sub-projects.¹¹

While the project has been extended to end 2011, it has been found to have produced a number of significant results, as highlighted below (in addition to IT procurement and some office reconstruction):

- Support to the preparation and publication of the Economic and Fiscal Programme 2010, which is expected to be approved by the government in early 2011. Two international experts were recruited to support this task, and has resulted in a comprehensive and highly professional publication well appreciated by senior ministry management.
- The recruitment of two international experts who assisted the Insurance Supervision Agency in drafting the ISA Rulebook on the Chart of Accounts, the Rulebook on the Assessment of Financial Position and the drafting of amendments to the Law on Insurance.
- Support to the preparation of the document “*Program orientation of the Ministry of Finance for the period 2010 – 2013*”, which is intended to be the key programming document of the Ministry for the next medium-term period and as such will also provide an overall framework for the upcoming Project’s activities.
- Support to the newly established Department for improving the business environment through the organization of a 5-day workshop. The workshop familiarized policy makers with the methodology of the “Doing Business indicators report” and with the recommendations of the International Finance Corporation (IFC) team for improvement of the business environment in Montenegro.

¹¹ These components differ somewhat from the outcome areas described in the project document, as it was explained that the needs had changed slightly from the time the project was designed and approved to the time it became operational. Senior ministry management commented that the agreed changes was an indication of the flexibility of the CDP programme (and funded project) to meet emerging priorities.

(d) Note on the Office for Sustainable Development

Under programme outputs as specified in the Results and Resources Framework of the CPD, one is related to the transformation of the Council for Sustainable Development into a fully functional institution and ongoing support to the associated Office for Sustainable Development (OSD). In relation to this output, it should be noted that the OSD was functional during the CP 2007-2011 period, although it did not receive ongoing support from UNDP. During the preceding country programme, UNDP had provided substantive support and in fact was instrumental in setting up and staffing the OSD. At that time, the OSD and council received considerable political support, had strong institutional leadership and SD issues were highly prominent on the government agenda. Over the past few years, however, the council has undergone a number of changes in leadership with the post of Director currently vacant, and the overall issue of sustainable development has not been a priority of the government.¹² Subsequently, there was not a well articulated demand from the government or from the OSD for technical assistance or capacity development support. Therefore, as priorities were higher for programme support in other areas of government, the CDP refocused its efforts on these areas.

(e) Summary assessment

From the preceding analysis, it may be concluded that the CDP has been highly effective in sustaining strong and diversified performance, in meeting the objectives of the programme and its various projects in a flexible and responsive manner, and in securing a high degree of satisfaction from programme partners. The focus has been on strengthening Government capacities for implementation of the Stabilization and Association Agreement (SAA), the provision of EU related policy support, and system support in terms of management and evaluation. The CDP may be seen as a reasonably sound platform for ongoing successful contribution to Montenegro's goal of accession to the EU.

The success of the CDP is found to be grounded in its initially designed three stage approach in addressing capacity development demands: (1) an initial functional review to identify needs; (2) an assessment of existing capacity; and (3) capacity development activities to fill capacity gaps. The finding on this performance contained in an earlier mid-term review of the CDP is equally applicable to the present phase, and that is that programme support has demonstrated what can be achieved by relatively modest but speedy and flexible programme response to urgent needs in a complex and rapidly changing policy environment.

¹² The main reasons for this, as explained to the evaluator, were that: (1) some of the sustainable development issues were politically sensitive, and the government was not prepared to address or tackle them at that time, and (2) the government's austerity measures resulted in minimal budgetary resources to support either the council or the OSD.

(f) Challenges and opportunities going forward

As the CDP moves forward in its third phase, the policy environment is expected to be more demanding in that the Government will need to meet the full challenge of preparation for EU membership. This policy environment includes continued *acquis* approximation demands, ministerial and inter-ministerial reform, building central/local government and civil society relations and capacities, efficient programming and use of EU pre-accession funding and the preparation for full structural/cohesion funding in terms of strategic programming, funds management, national co-funding, project preparation and implementation. In order to meet this main challenge, other challenges and opportunities present themselves (some of these apply to other programmes within the DG cluster).

Financial sustainability. First, as discussed in the preceding analysis, the CDP has not been able to fully transform itself into “. . . a self-sustaining management unit for donor coordination, resource mobilisation and procurement”.¹³ Financial sustainability would depend on a fixed and predictable source of funding to maintain a critical mass operational platform. In the absence of such funding, the CDP has nonetheless been successful in generating a sufficient level of income from funded projects to sustain its programme management. The degree to which this may continue in the future depends on donor funding and continued strong relationships with the main funding donors, especially the EU delegation. The availability of bilateral donor funds is expected to diminish over the next couple of years as these bilateral withdraw from Montenegro. However, such plans are not certain, and UNDP will need to follow bilateral donor funding policies and plans very closely.

Instrument for Pre-Accession. Second, the availability of external funding from the IPA and the relationship with the EU delegation are seen to be both an opportunity and a challenge, respectively.¹⁴ This applies to the CDP, to the DG programme and to the UNDP programme generally, but perhaps more specifically to the CDP in view of its historic support to the Ministry of European Integration and support to numerous EU accession capacity development initiatives. In terms of the opportunity (and challenge), the aforementioned Impact Evaluation of the CDP analyzed in some detail the upcoming major workload under IPA Components I through V, and the significant institutional capacities that still need to be developed to make effective use of the funds (e.g. in strategic programming, sound project preparation, and especially absorption and implementation capacities).

The CDP programme management team with its strong implementation relationships with key government ministries is in a good position to support the IPA processes, although there are significant technical and institutional hurdles (e.g. the preference for Twinning projects, etc.). As noted in the Impact Evaluation, the challenge for the CDP is to “. . . to determine where it can best address this issue with other EU and donor funded actions. Ideally, the CDP should facilitate better project preparation in terms of building the institutional awareness internally and between line ministries to prepare project pipelines. It would not be advisable for the CDP to engage in

¹³ UNDP Country Programme Document, Results and Resources Framework, output indicator #6.

¹⁴ The legal ground for the establishment of the Instrument for Pre-Accession Assistance (IPA) is set in the Council of the European Union Regulation (Council Regulation (EC) No 1085/2006, adopted on 17 July 2006).

project preparation (e.g. feasibility studies, technical documentation) rather its ideal role would be prepare the institutional groundwork for future project preparation activities” (Ibid, page 24).

In light of the recent EC opinion on Montenegro’s application for membership, this approach may need to be modified.¹⁵ For example, if severe capacity constraints exist within government, the CDP – as a government programme – could be expanded to support project preparation as a stop gap measure as well as to continue to prepare the institutional groundwork. This would require close negotiation with the government and the EU delegation.

EU Delegation relationship. The CDP as well as other DG programmes have been successful in implementing projects in partnership and in cooperation with the EU delegation. However, it was found that there are some mixed signals with respect to the ‘robustness’ of this relationship. At the ‘diplomatic level’, the relationship is seen to be sound and mutually supportive, and this is to be expected. However, at the ‘operational level’, the relationship is reported to be somewhat more pragmatic in terms of UNDP being a welcomed partner for the reasons outlined in the preceding analyses, but where there may be some areas of perceived overlap or duplication. This would need to be worked out through constant discussion and negotiation among the parties, as projects are proposed and designed.

Strategy of Public Administration Reform (PAR). The PAR, mentioned in Section 4.1.1 of this report, is seen as a key opportunity for the CDP (as well as for other DG programmes) as it a top policy priority of the government. The PAR was developed by a specially set up working group, and technical assistance was provided by the CDP in its development. It is expected that the PAR will commence formal implementation in early 2011 (although several elements of it are already being tackled) and will be managed primarily by the Ministry of Finance, with some coordination at the inter-ministerial levels. One initial success of the PAR is that its concept and politically sensitive issues (e.g. significant reductions in the size of the civil service and number of state authorities) were openly discussed and debated at the top levels of the government, which has lead to an increasing awareness, understanding and acceptance of the need for these reforms.

Significantly, the PAR contained a high level business case for cost reductions and savings to the government and the business environment, with an initial estimate of € 44 million as the cost for its implementation (€ 4 million from the budget and €40 million from foreign technical assistance). While these figures will very likely change, the PAR presents both a significant source of funding as well as project opportunities for especially the CDP (for capacity development related state level reforms and overall coordination) and the Local Governance programme (discussed later). One potential weakness of the PAR is the absence of a solid central or secretariat level policy coordinating body to ensure that key cross-sectoral decisions are made and implemented, as well as coordinated with other sectoral reforms. The CDP has discussed this aspect with the government and has proposed to

¹⁵ Montenegro submitted its application for EU membership on 15 December 2008.

support the PAR implementation coordination function.¹⁶ The challenges for the government in implementing and coordinating the PAR translate into opportunities for the CDP and LG to provide essential, responsive implementation support.

4.2 Rule of Law and Human Rights (RLHR)

(a) Programme context

The rule of law and human rights are among the main political conditions and criteria under the Stabilization and Association Process (SAP), which was established in 1997 for South Eastern European countries (the others are democratic governance, respect for and protection of minorities, a market economy and regional cooperation), and the subsequent Stabilization and Association Agreement signed in 2007. Strengthened rule of law and human rights (as a cross-cutting theme) were among the main outcomes of the previous United Nations Development Assistance Framework (UNDAF, 2005 - 2009) and was one of three programme clusters in the previous CPD for the same period (but called the 'rule of law and access to justice' cluster). In the current CPD and CPAP for 2007-2011, there is no reference to the rule of law, human rights or the judiciary as explicit programme objectives or outcomes.¹⁷

Notwithstanding the seeming oversight in the current CPD, four projects have been launched since 2007 (or since the drafting of the CPD) that explicitly deal with the rule of law and human rights, as listed in Table 1. All of these projects are currently ongoing, and the longest standing and largest project in terms of budget is "*Strengthening Capacities of the Judiciary in Montenegro to Fight Corruption and Organized Crime*". The four projects were grouped into the Rule of Law and Human Rights (RLHR) programme within the DG cluster in 2008 (initially referred to as the Judicial Reform Programme). No "framework document" has been developed for this programme, nor is there any other general description of the programme, other than what is briefly described in the evaluation TOR.¹⁸ The recently produced One UN Programme for Montenegro does include human rights and rule of law reforms under the expected results for Democratic Governance.¹⁹

(b) Overall performance

UNDP has supported rule and law and human rights initiatives since 2004 through an initial project dealing with reform of judiciary at which time a UNDP unit was established in the Ministry of Justice under the CDP as one of three initial pilot ministries selected by the

¹⁶ See: UNDP, "Concept Note - Support to the Implementation of the AURUM", November, 2010.

¹⁷ However, the Ministry of Justice was noted as one of the partners for the CPD objective of "*Promoting the participation of women in business, politics and governance*" as well as noted as one of the partners for the capacity development programme.

¹⁸ However, a general description was provided in an internal UNDP "Success Story Questionnaire" (undated) for what was referred to as the Judicial Reform Programme, comprising three projects: reform of the legal aid system, support to the judiciary, and support to the Ministry of Justice. This evaluation draws on this document.

¹⁹ See: UN Montenegro, "*Integrated United Nations Programme, Results and Budgetary Framework (2010-2015) for Montenegro*", UNCT, 7 April 2010, pp 14-15.

Government. The rule of law remains one of the main concerns associated with democratic reforms and EU integration, particular emphasis for which is given in recent annual EC staff progress reports. In addition to strengthening the capacities of the Ministry of Justice, other RLHR activities focus on: finalizing the Law on Legal Aid that will establish for the first time a Legal Aid system in Montenegro, strengthening the capacities of the Center for Mediation and promotion of alternative sanctions, and strengthening the capacities of the judiciary to fight corruption and organized crime. Highlights of programme performance for these projects are given below, with some emphasis given to the first project for which detailed annual progress reports have been prepared since 2008. No evaluations or reviews have thus far been conducted for any of the projects.

Project 1: Strengthening Capacities of the Judiciary in Montenegro to Fight Corruption and Organized Crime

The primary objective of the project is to strengthen judicial capacities for the effective fight against corruption and organized crime through: (1) the reform and advancement of criminal legislation, (2) the implementation of the anti-corruption and organized crime training programmes for judges and prosecutors, and (3) the provision of Information Technology support to the judiciary. As this project has received substantial funding from the Government of Norway, annual progress reports have been prepared and submitted since 2008. A project management unit has been set up within the Ministry of Justice to provide dedicated programme management support.

Some of the significant outputs during the first year of implementation (2008) include, for the first component, support to: (1) the drafting of the Law on State Prosecutor, (2) amendments and changes to the Law on Courts, which established the Special Departments for organized crime, corruption, terrorism and war crimes within two High Courts in Montenegro for the first time, (3) with OSCE support to public discussions on the Draft Criminal Procedure Code, and (4) the drafting of changes and amendments to the Criminal Code. With respect to the second component dealing with the Judicial Training Center (JTC), support was given to: (1) the development and delivery of the training for judges and prosecutors in the area of organized crime²⁰, (2) the organization of study visits to Croatia and Serbia, (3) the development of a special Training Programme on anticorruption for judges and prosecutors and (4) the creation of a database in the JTC for keeping records on the participation of the holders of judicial position in training activities. Finally, with respect to the third component, support was given to the creation of a unique database for the police, prosecutors and courts for entering statistical data on criminal offences with elements of organized crime and corruption.

Activities were reported to continue at a more intensive scale during 2009, during which time the programme team expended efforts to mobilize additional resources for the continuation of the project in 2010, focusing on the implementation of the Anti-corruption

²⁰ It is significant to note that an international prosecutor and Head of Department for organized crime and corruption in Bosnia and Herzegovina was engaged to facilitate one of the seminars, and was reported to be the first practical training on pre-trial proceedings, especially to new judges coming from recently established Special Departments for organized crime, corruption, terrorism and war crimes.

training programme for judges and prosecutors. Other significant outputs from the first project component covered support to: (1) drafting the new Criminal Procedure Code (CPC), which is considered one of the most important legal documents in the state,²¹ and (2) the drafting of the changes and amendments to the Criminal Code by means of providing expert opinions, together with the OSCE. With respect to the second component, continued support was provided to the JTC in (1) the delivery of the Anti-corruption training programme, and (2) trainings on Personal and institutional integrity and Investigation of corruption criminal offences and related matters. The PMU also supported the Ministry in the formulation of answers to the EC Questionnaire for the EU integration process.

During 2010, the project continued with its planned activities, and also secured approval for extension to end 2011 supported by a cost-sharing agreement with the Government of Norway. Supporting efforts focused on drafting of the changes and amendments to the Criminal Code, ongoing implementation of the anti-corruption training programme (with 12 seminars held for the central, southern and northern parts of Montenegro), and related activities. Additional metrics on project performance are presented in a later section of this report.

Project 2: Strengthening Capacities of the Ministry of Justice of Montenegro

The objective of this project is to strengthen the capacities of the Ministry of Justice to ensure its readiness to respond to requirements of EU integration. The project is intended to contribute to the achievement of an efficient, effective and transparent system capable of implementing its mandate through: (1) improvement of the organizational setup of the Ministry; (2) development of management capacities of Ministry staff; (3) strengthening the capacities of the Ministry to plan, develop and implement EU integration and international legal assistance/co-operation policies; (4) realization of a sustainable improvement in information technology capacities of the Ministry; and (5) promotion of the public relations aspect of the Ministry's operations.

Formal project activities commenced in 2009 and since that time, considerable progress has been made in achieving its objectives. The component dealing with the raising of understanding of European integration and of international legal assistance/co-operation processes was made functional at the very beginning of the project, working closely with the OSCE. With respect to the other components, the project provided support: (1) to the promotion of the "*Mutual Legal Assistance Request Writing Tool*" and its User Manual that had been developed by OSCE, (2) the writing of the "*Handbook on international legal assistance in criminal matters*", which gave an overview of bilateral and multilateral agreements to which Montenegro had acceded, (3) translation support to a range of documents, (4) the facilitation of international legal assistance/co-operation, (5) facilitation to the conclusion of and seminars on a number of bilateral agreements, (6) seminars on international legal assistance

²¹ It is also important to note that the final version of the Criminal Procedure Code was translated and distributed to all the courts and Prosecutor's offices in the state, relevant national authorities, international organizations, Embassies and donors who helped in the process of the Code drafting and non-governmental organizations, together with the official accompanying letter by the Ministry of Justice, explaining the background and reasons for this undertaking.

and cooperation, (7) the Capacity Assessment of the Ministry of Justice, (8) an assessment of IT capacities of the Ministry, (9) study visits to the Ministry of Justice of Croatia, and Federal Office of Justice of Switzerland, and (10) establishment of a donor coordination mechanism at the level of Deputy Minister of Justice, who is in charge of the reform of the judiciary in general.

Project 3: Reform of the Legal Aid System in Montenegro

This project was formally launched in January 2009 in a presentation to the main stakeholders in the country, including the international donor community.²² Subsequent to the development of a project action plan, the project supported: (1) the "Analysis of legal aid in practice in Montenegro" in cooperation with FOSI, (2) research based visits to the municipalities that currently provide legal aid, (3) the establishment of and logistical support to the working group to draft the Law on legal aid, (4) the drafting of a Fiscal impact analysis, (5) the development of a Pilot project proposal, which is to be used in order to test the new Law on probability and sustainability before its implementation, (6) a study visit to the Netherlands, (7) the launching of a public awareness campaign in coordination with the UNDP Communications department focusing on Internet visibility, (8) the development of plans for the training of journalists, (9) presentations of project outputs at the Regional Access to Justice Conference and Knowledge Fair focused on Europe and the CIS and the UNDP Access to Justice Community of Practice meeting, and (10) cooperation with NGO Youth Initiative for Human Rights (YIHR) Montenegro.

Based on the implementation plan 2010, major achievements thus far cover support to: (1) the finalization and translation of the Law on legal aid (complemented by a Fiscal impact analysis), (2) broad public discussions on the draft Law, (3) the analysis on gender sensitivity of the Law on legal aid, (4) a round table for the civil sector's representatives' inputs and the presentation of the Council of Europe's experts' Opinion on the draft Law, which was the closing public discussion's session, (5) the creation of the website on legal aid (www.pravnapomoc.me), (6) the launching of the aforementioned pilot project in the Basic court in Podgorica, (7) the public tender for reconstruction of the premises in the Basic court, including the tender for IT equipment, and (8) a study visit to Slovenia.

Project 4: Strengthening the Capacities of the Center for Mediation of Montenegro and Promotion of Alternative Sanctions

This fourth project of the RLHR programme began very recently in September, 2010 and has five components to support: (1) the drafting of changes and amendments to the draft Law on Mediation, (2) strengthening the capacities of the Center for Mediation of Montenegro, (3) training of future national mediators, (4) a public awareness campaign, and (5) promotion of alternative sanctions. Local consultants have since been recruited and commenced work with the Mediation Center, where a small support unit has been set up. Early in December, a first regional Ministerial Conference on Mediation was held.

²² Present were: the representatives of the Ministry of Justice, Supreme court and State Prosecutor's office of Montenegro, Basic courts, Bar chamber, Municipal legal aid offices, international organizations, Law Faculty and NGOs. For more information, please visit the website: <http://www.undp.org.me/home/legal.html>.

(c) Summary assessment

From the preceding analysis, it is clear that the RLHR programme has delivered substantively and qualitatively over the past three years – contributing to achievements ‘over and above’ the UNDP CPD. Among the evidence of substantive achievement is the EC Progress Report for 2009, especially the section dealing with the judicial system, which was identified as the key European Partnership priority.²³ The report lists several activities carried with the support of UNDP. Particular mention is given to the *Action Plan for the implementation of the Strategy for the reform of judiciary (2007-2012)* and the new *Criminal Procedure Code*. The EC report also noted that “*the overall professional capacity of judges and prosecutors has been strengthened by training, including anti-corruption*”, and that the Special Prosecutor's Office for organized crime and corruption and special court departments were bolstered by training and equipment, all through support from the RLHR programme. Overall, the report concluded that additional efforts were needed in the consolidation of independence, accountability, integrity and efficiency of the judicial system.

Attestations to performance have also been provided through interviews and consultations with the RLHR's key programme stakeholders within the Ministry of Justice, the Judicial Training Centre, the Mediation Centre and some of the funding donors/partners. In all cases, senior government officials and donors expressed their high degree of satisfaction with the projects, the outputs and support provided, and the implementation role played by UNDP. As with the CDP, government stakeholders commented on the very strong working relationships with the PMU, programme staff and UNDP. Key features of this relationship were found to include: (1) the high quality of UNDP personnel assigned and recruited to the projects, (2) flexibility and responsiveness to ministry and government priorities and needs (hence, demand-driven), (3) the approach of process facilitation, (4) the location of the PMU within the Ministry and co-location of other programme staff and experts with government counterparts, (5) joint design of the projects and the evidencing of government ownership of the process and of substantive matters, (6) the overall high quality of national and international experts recruited by UNDP.

In terms of the most significant outputs which were felt to have the greatest beneficial and sustainable impact, senior government officials identified the following:

- **The initial Action Plan** for the reform of the Judiciary, as this formed the basis for donor coordination, the identification of projects and donor support, and the cross-referencing of required EU integration conditions (SAA).
- **Negotiations with UNDP & Donors.** The action plan formed the basis for successful negotiations with UNDP for the four projects.
- **Judicial Training Center, based on a well designed project and effectively implemented,** and considered a major success. It is also seen as an example of “continuous learning” that can be applied to other programmes and areas of the government (perhaps as a best practice).

²³ See: EC, “*Montenegro 2009 Progress Report - Commission staff working document*”, Brussels, October, 2009.

- **Legal Aid, also as** an example of a good project design and sound strategy for implementation in terms of beginning with a pilot or two to test the strategy and other reform objectives.
- **Alternative dispute resolution mechanisms**, seen also as an example of a good practice, based on learning from other country experiences and well integrated with other activities.

(d) Challenges and opportunities going forward

In terms of some of the major challenges that lie ahead, identified by government, other partners and programme staff, the following are worthy of note, in no particular order of priority. Some of these are also relevant to the other DG programmes.

- **Government implementation capacities.** As with most other sectoral and programme areas, the concern has been expressed that it is one thing to develop laws and regulations, but a quite larger challenge to implement, as this takes considerable time, resources and capacities. Capacity constraints are the major impediment to full implementation. This calls for practical and phased implementation strategies linked to resource availability (e.g. with legal aid, starting with pilots), and the recognition that reform is a long-term process of change.
- **Sustainability and donor dependency.** With respect to the JTC, a concern was expressed that its operation is highly dependent on donor support, and hence may not be sustainable once donor funding ceases. Government austerity has resulted in budget cutbacks, and uncertainty over future funding or continuing operations in the current facilities. Here, the opportunity is to develop a longer term strategy for the JTC that would look at its financial sustainability, its relationship to the Judicial Council and Supreme Court, and other institutional factors. One option suggested by a donor deals with the setting up of a permanent academy for Judges, which might be integrated with the JTC – but it was pointed out that this would be a costly proposition.
- **Combating organized crime.** The RLHR programme incorporates elements to combat organized crime. The recent EC opinion paper stresses the need for a “solid track record in proactive investigations, prosecutions and convictions in corruption cases at all levels”, including similar proactive action on fighting organized crime. In the case of organized crime, one key donor pointed out that such “fights” are extraordinarily complex, take a long time to process and as in some countries can potentially reach into the senior executive and political classes. As such, the process would be politically sensitive, and could jeopardize progress on other RLHR anti-corruption initiatives. An opportunity here may be to initially approach the fight against organized crime through a regional initiative / project, since this issue crosses borders. As a regional initiative, national authorities may be more inclined to participate, as the country would not be singled out.
- **Managing Expectations.** The stakeholder community and constituencies in the RLHR area is diverse and mixed, and it is a challenge to understand differing expectations, and then to constantly manage such expectations through strong communications and other strategies.
- **Continuity.** There is a risk that reforms can experience abrupt stops and starts, due to unpredictable flows of funding, changing priorities, changes in ministry management and staffing, and ongoing capacity constraints, among other factors. Major reforms require

some sense of momentum and continuity in order to secure ongoing commitment and funding support, and this also depends very much on delivering results along the way.

- **NGO and Media relations.** The point has been made by some of those consulted that generally the media are not an optimal ally in reforms, as they seem to be often more interested in sensational and tabloid style reporting, rather than informing citizens of real progress or changes. Other NGOs have been successfully engaged in the process, in terms of supporting public consultations and so on. Some are highly politicized, which presents other risks. In any event, the challenge is how to positively engage these groups, as they have considerable potential in advancing the RLHR reforms.
- **Project implementation.** A couple of implementation and technical issues were raised with respect to UNDP implementation, and also common to other programme areas. The first relates to UNDP procedures which are seen by some government counterparts to be slow and bureaucratic. However, this is a relative assessment, and it is also accepted that UNDP is more responsive and quicker than other donors and implementing organizations. The second area was more of an isolated incident dealing with what was perceived to be low quality publishing and printing of a document (through a 'lowest-cost' procurement).
- **RLHR strategy.** Like the DG cluster as a whole, the RLHR programme has grown organically, without the benefit of either a framework document, or a high level 'outcome' component in the CPD / CPAP. As this area will become increasingly critical to the EU integration process, a basic strategy for the programme should be developed, and adequately reflected in the next CPD/CPAP. A draft DG strategy for the next CPD has already been developed that addresses this issue. A RLHR strategy would need to be closely integrated with the CDP, and the issues of IPA funding and EU Delegation relationship as discussed under the CDP apply here as well.

4.3 Anti-Corruption Programme (ACP)

(a) Programme context

The fight against corruption is seen as a high policy priority of the Government of Montenegro and is an important condition to be met for EU accession. The Council of Europe and annual EC progress reports have consistently identified corruption as a possible hurdle in Montenegro's goal to be a full member of the European Union. Consequently, the government adopted the national programme against corruption and organized crime in August of 2005, and in 2006 approved the action plan for the implementation of the National Programme Against Corruption and Organized Crime (NAP).

During the previous CPD period, UNDP launched two major projects related to anti-corruption. These were: (1) the project on '*Capacity Building of Local NGOs to Participate in Anti-corruption Initiatives in Montenegro*' which consisted of a series of activities targeting civil society and NGOs as well as the Directorate for Anti-corruption Initiative (DACI) of the Government of Montenegro, and (2) the project '*Increasing Capacities of NGOs and Governmental institutions to fight Corruption*'. These projects were managed by the Social

Inclusion cluster, and an independent evaluation was carried out in early 2009.²⁴ In late 2008 a capacity assessment was carried out for the Directorate for Anti-Corruption Initiative of Montenegro (DACI).²⁵ This assessment was done within the framework of a regional project implemented by the UNDP Bratislava Regional Centre (BRC) in cooperation with the UNDP Montenegro Country Office.²⁶

Corruption is identified in the current CPD as a major issue wherein it is noted that the Joint Staff Assessment (JSA) of the Montenegro Development Poverty Reduction Strategy (DPRS) carried out at the time recommended increased attention to this issue. However, the CPD does not contain any explicit programme, outcome or result dealing with anti-corruption, other than to be looked at as a cross-cutting issue: i.e. “ . . . *improved transparency and reduced corruption in the delivery of services will remain cornerstones of all UNDP activities. These objectives will be achieved by means of technical support to local NGOs and the Government, facilitating dialogue and supporting the implementation of legislative and institutional changes*” (CPD, para.33). The CPD includes the improvement in Transparency International’s anti-corruption rating as one of its output indicators of the Capacity Development Programme.

Notwithstanding the seeming low-level of importance given to anti-corruption in the current CPD, UNDP launched a 2-year anti-corruption project in 2008: “*Support to the implementation of National Action Plan against corruption and organized crime (NAP) in Montenegro*”. The objective of the project is to provide support “. . . *by facilitating concrete and coordinated activities of key Anti corruption Governmental Agencies, thus helping them to fulfill their commitments under the NAP. In addition to this, UNDP would also contribute to the development of capacities of Governmental Agencies through the concrete project activities as well as it would engage into the overall awareness raising towards the understanding and tolerance of the corruption*”. The project was initially managed by the UNDP Social Inclusion cluster, but with the restructuring of the Country Office in mid-2009, the project was transferred to the DG Cluster, since it was nearing completion and the activities were more focused with government agencies rather than NGOs.

In terms of context, it is important to note that in 2007, DACI’s mandate had been extended to include the carrying out of research on the scope, forms and causes of corruption. At the time, DACI did not have in-house capacity for this activity and it was agreed that research and surveys would be outsourced. In the same year, DACI received a substantial budgetary allocation that was intended to cover the cost of several research activities. Through the carrying of the first major research project on the judiciary (discussed below), DACI and UNDP learned two lessons: (1) that such intensive research required more time than initially planned; and (2) DACI did not have sufficient capacity to carry out multiple concurrent

²⁴ See: UNDP, “Evaluation of UNDP’s Anti-Corruption Programme”, Vera Devine, April, 2009.

²⁵ UNDP, Dan Dionisie, Joe Hooper, Francesco Checchi “Capacity Assessment Report, Directorate for Anti-Corruption Initiative of Montenegro”, UNDP Bratislava Regional Center (BRC), January 2009.

²⁶ The regional project (Anti-Corruption Practitioners Network - ACPN) supports anti-corruption agencies in the Eastern European and the CIS region and promotes the implementation of the UN Convention against Corruption (UNCAC) with particular reference to chapter 2 of the Convention (Preventive measures) through knowledge management activities and delivering targeted institutional capacity development support (Ibid, page 4).

research activities. As a result, toward the end of 2007 and with agreement with UNDP, DACI transferred its remaining annual research budget to the project as a cost-sharing component.

In January of 2010 a second project, as noted in Table 1, was formulated and in September 2010 was launched after negotiations with the funding donor (Government of Norway). The project is entitled “*Enhancing Strategic Operational Capability of the Directorate for Anti-Corruption Initiatives (DACI) through Capacity Building*” and its design is based to a large extent on the aforementioned capacity assessment of DACI. A new project manager for the anti-corruption component was recruited in September of 2010.

(b) Overall performance

The project dealing with support to the implementation of the NAP has focused on a number of key research activities, each resulting in the publication of a major report as the main project outputs. It should be noted that the primary goal of DACI is the prevention of corruption and this implies raising the level of public awareness on this issue. Raising public awareness depends on a solid understanding of the scope, forms, causes and mechanisms of corruption. One of the main methods of achieving this is by researching segments of the legal system as well as segments of the broader public administration and society as a whole. This approach has been recommended by the Group of States against the Corruption (GRECO), and with the significant expansion of competencies in late 2007, this has been transferred into an ongoing obligation of DACI. Hence, through support from the project, three major researches have been carried out thus far and published by the DACI. These are described briefly below.

- “*Integrity and Capacity Assessments of the Judiciary in Montenegro*” (October, 2008). This report was developed by DACI through collaborative research with the UN Office on Drugs and Crime (UNODC), was conducted by the Centre for Entrepreneurship and Economic Development (CEED) from Podgorica, and is the first research of its kind in the country. As noted in the report, “. . . What separates this research project from the others is the methodology developed by the ... UNODC, which is not based on bare perception, but includes a thorough scanning of the system and data analysis received from direct actors in judicial system. It is important to mention that Montenegro was the first country in the region that used this methodology. Also, this research uses a comprehensive approach to the assessment of the integrity and capacity of the judicial system, which is necessary so that insufficient efficiency and system accuracy (timelines) are not automatically interpreted as corruption”.²⁷ The report presented analysis and recommendations on a range of issues: access to and timeliness of justice delivery; quality of justice delivery; independence, impartiality and fairness of the judicial system; public trust in the judicial system; corruption in the system; and coordination and cooperation among institutions in the judicial system
- “*Local Self Government Sector – Integrity and Capacity Assessments*” (May, 2009). This research was also published by DACI jointly with CEED and UNDP.²⁸ The research focused on a full analysis of local self government sector integrity and capacity, including all its individual

²⁷ Directorate for Anti-corruption Initiative, “Integrity and Capacity Assessments of the Judiciary in Montenegro”, October, 2008, page 3.

²⁸ Directorate for Anti-corruption Initiative, “Local Self Government Sector – Integrity and Capacity Assessments”, May, 2009.

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elements and full scope of activities. The research is seen as unique as it had never been carried out before. It covered: the use and service quality of local self government bodies; corruption and promptness in local self government bodies; access to local self government services and attitudes of employees toward service users.

- “*Survey of the Capacity and Integrity of the State Administration Sector in Montenegro*”, December 2010. This is the most recently published research by DACI and UNDP. The survey focused on eight segments of the functioning of the public administration system in Montenegro: (1) access to state administration services, (2) trust in the state administration, (3) employees in state administration, (4) budget spending and public procurement, (5) quality of services provided by the state administration, (6) transparency of services in state administration, (7) corruption, and (8) fight against corruption. A twofold methodology was applied: (1) A quantitative survey targeting the general population, NGOs, businesses and civil servants; and (2) a qualitative survey targeting high level officials in the Public Administration based on using in-depth interviews.

In addition to the research reports, a workshop on “Programming in Support of Anti-Corruption Agencies” was conducted at the UNDP Bratislava Regional Center in July, 2009. The workshop was aimed at engaging UNDP staff, practitioners and international experts working on anti-corruption in a substantive discussion on how to best support the institutional arrangements against corruption, with a particular focus on corruption prevention. Complementing the project, a DACI website has been developed with support from the EU in the framework of the IPA 2007 Twinning project “*Fight against Corruption and Organized Crime*”. The website contains all the published material, other reports and links – seen as a demonstration of full transparency and public access to information on the sensitive issue of anti-corruption.

(c) Summary assessment

No evaluations, reviews or programme monitoring reports have been produced for the anti-corruption projects, as they have only very recently been assigned to the DG cluster. The assessment, therefore, is based solely on perceptions gleaned from interviews with the key government counterparts and programme staff, supplemented by a quick review of some of the project outputs. Nonetheless, it was found that the NAP project has met the performance expectations of DACI in terms of the quality, quantity and timeliness of the research that has been carried out. The highlights of this performance are:

- **Capacity assessment by BRC.** This assessment was seen by DACI as the first critical step in terms of understanding and then planning what needed to be done in order to implement its mandate. The assessment formed the basis of action plans, staffing, training, developing administrative procedures and related areas of capacity development including the design of the project proposal for the Capacity Building project.
- **Quality of research reports and recommendations.** All of the research reports have been produced to a high quality standard. The recommendations contained in these reports are seen as generally practical and have been taken up or are being taken up by various authorities. The integrity assessment of local self-government is seen as the best report in that its recommendations are expected to have the greatest impact, and are already being adopted by some authorities (such as the training and capacity development of local officials, and the Municipalities Action Plans to fight corruption).

- **Ministry of Health request.** As a result of the successful research carried out by DACI, the Ministry of Health has requested support from DACI dealing with the integrity of the health care system in Montenegro. A TOR for a research project was published in November 2009; the contract with the selected company was signed in December 2009, the research is nearing finalization and the report is expected to be published in early 2011. The intended outcomes of the proposed research are: increased availability of information on the prevalence in the health sector of cases and dimensions of vulnerabilities to corruption; increased awareness on corruption by public and health officials on the need to fight corruption; increased advocacy on anti-corruption; strengthened capacity of Ministry of Health through a rationalized prioritization of action plan and policy advice; and increased of public confidence in national efforts to curb and reduce corruption in the health sector.

In terms of the role of UNDP as the implementing agency, the evaluation found that UNDP's performance has been highly valued, and in fact is seen as *"one of the most important partners of the government over the past few years in implementing the projects, along with OSCE and the EU"*. The main value added of UNDP's role was reported to be quick delivery, responsiveness to requests, the quality and professionalism of the team, and programme management. UNDP's in-country capacity is also well-appreciated as well as its neutrality and objectivity – especially important in dealing with anti-corruption issues, as this is reported to have raised the overall public confidence and trust in the research processes and published reports. UNDP was also found by its partners to be a 'good partner' in terms of facilitating coordination among the players. The comment was made that it takes time to build trusting and sound working relationships, and this has been done with respect to the current project, and points to positive expectations for the implementation of the most recent signed project.

(d) Opportunities and challenges going forward

DACI and its participating partners have produced high expectations in terms of the research that has been carried out, and this is seen to reflect on demands for a higher level of DACI performance. However, capacity constraints continue to prevail, especially at the senior managerial professional levels. The new project *"Enhancing Strategic Operational Capability of DACI"* will place pressure on the limited absorptive capacity of the organization, and this situation is expected to worsen with the commencement of a new IPA 2010 project by late 2011. The evaluation was informed UNDP and EC agreed with DACI that that most activities under the UNDP project will be accelerated and completed by end 2011, which will then allow DACI capacities to better focus on the IPA project once it comes on stream. This will however require solid planning and disciplined implementation.

A second challenge, and perhaps opportunity, is the potential role of NGOs in ongoing anti-corruption activity. As noted above, the earlier anti-corruption projects focused mostly on the NGO sector, in terms of both building their capacity and also assisting them in their fight against corruption (much of it localized in the government sector). As this may understandably have created some friction between the NGO and government sectors, UNDP risked being seen to ally itself with the NGO community, possibly jeopardizing its relationship with government. The new and ongoing anti-corruption projects are now mainly focusing on support to DACI and to evidence based research. The comment has been made that the NGO sector has been receiving considerable funding from a number of

sources. If UNDP is to get directly engaged in supporting NGOs, careful strategic planning and coordination would be needed to secure value added and avoid overlap. Potentially there may be room for targeted support to other smaller NGOs (who do not qualify for other funding) and civil society organizations to participate in anti-corruption initiatives related to projects implemented by UNDP. It is beyond the scope of this evaluation to offer any recommendations in this regard, other than to suggest that some 'strategic thinking' might be applied to the issue since UNDP maintains as one of its strengths its more comprehensive approach to democratic governance, and this includes the roles of both civil society and the private sector.

A third challenge rests with DACI itself, in terms of its mandate. Its primary role, as noted, is on the prevention of corruption – not enforcement of anti-corruption measures (which is the mandate of other institutions). The comment has been made by some that this could potentially dilute the effectiveness of the Directorate, as not having a meaningful role (here, meaningful in terms of actual enforcement and reductions in corruption). However, as some of the initial research shows – and embedded in the DACI mandate – successful anti-corruption measures can only result from expanded awareness and understanding of the issue. It is in this area that DACI can, with ongoing support, continue to build its reputation and credibility, and its effectiveness through performance to be seen in the reduction of corruption.

A fourth challenge is in the managing of a discrete anti-corruption programme, when anti-corruption is in effect a cross-cutting issue that should be factored into all of the other programmes. This is most clearly evident in the RLHR programme that does have anti-corruption training activities, and both the CDP and LG programmes that build in anti-corruption measures. Since anti-corruption is an increasingly important issue for EU accession, as noted in the political conditions of the most recent EC Opinion on the merits of Montenegro's application for membership, it may be appropriate for UNDP to both maintain a unique anti-corruption programme while at the same time mainstreaming elements in the other programmes. Such mainstreaming would require very close coordination among the programmes within the DG cluster, as well as between the three programme clusters of the CO. It is also important to closely coordinate anti-corruption related activities in relations with external donors and national players.

With respect to the coordination, it was learned that DACI has initiated routine donor coordination in the anti-corruption area. The first donor coordination meeting was held in mid 2009 and a second meeting was held in December of the same year. However, as noted in the discussion of the CDP in Section 3.2.1 of this report, the government is setting up mechanisms to strengthen the overall donor coordination and aid management functions, and anti-corruption would be covered by this. Such coordination is also an opportunity for UNDP to become more substantively involved, beyond direct support to DACI.

4.4 Local Governance Programme (LGP)

(a) Programme context

At the strategic level, the CPD recognizes that the process of EU accession “. . . poses significant challenges that will test the weak capacities of the Government at both the central and local levels” and with respect to the IPA, “. . . absorption . . . will be a major issue, particularly at the local level, unless institutional capacity issues are suitably addressed” (CPD, para. 8). However, the current CPD does not identify any explicit outcomes or results in the area of local governance, although programmes in the other two clusters do address local level capacity related issues.²⁹

The Law on Local Self-Government in Montenegro is seen as the foundation for the establishment of the local self government system in compliance with the European Charter of Local Self-Government. Other donors have been involved in a range of capacity development initiatives at the local level, directly and indirectly related to the implementation of the law on self-government. The ‘space’ and demands for technical assistance and capacity development support at the local level were seen to be quite broad, and the UNDP CO determined that certain areas were not being addressed. To flesh out these areas and to potentially form the basis of concrete project proposals, a couple of preliminary assessments were carried out.

The first was in the area of Municipal Assemblies where little attention appeared to be given to the capacity development of the members of the Municipal Assemblies -- the local councillors. In order to assess the current functioning and effectiveness of the Municipal Assemblies, the CO commissioned an assessment in September, 2009. This resulted in the production of the report which formed the basis of a proposal to launch a programme to assist and strengthen the functioning and effectiveness of the Municipal Assemblies, in close cooperation with the Union of Municipalities of Montenegro and a number of partner organizations. The proposed “Municipal Assemblies Support Initiative” would build upon and further strengthen partnerships between various domestic and international organizations in Montenegro.³⁰ While a specific project did not result from this work, it did form the basis of one of the components in a project document that was being developed concurrently (discussed below, “Local Governance Capacity Development in Montenegro”).

The second assessment focused on the capacities of municipalities in Northern Montenegro.³¹ This assessment was carried out in October 2009 as a collaborative effort between the UNDP Serbia and UNDP Montenegro. The findings of the assessment focused on capacities

²⁹ The one reference given in the CPD to local level issues was in relation to the expanding of awareness and capacity at the local and national levels on key environmental issues, under the then envisaged outcomes for the Office of Sustainable Development.

³⁰ See: De Vrieze, Franklin., “Towards an Municipal Assemblies Support Initiative Report of the assessment mission to Montenegro UNDP ‘Global Programme for Parliament Initiative’ in Montenegro in September 2009”, UNDP Global Programme for Parliamentary Strengthening, October, 2009.

³¹ UNDP, Novovic, “Capacity assessment of Municipalities in North Montenegro”, October, 2009.

associated with organization and project implementation (especially as related to IPA funds), strategic and investment planning, cross-cutting capacities including gender mainstreaming, and vulnerability to corruption. This work influenced the preparation of the finance related LG project with funding from the Dutch, both of which are discussed below.

By October of 2009, the above noted work supported the development of a “*Project Fact Sheet*” on Capacity Development for Local Self-Governments of Montenegro. This was a proposal for a two-year programme and in retrospect may be seen as a type of framework agreement for the LG projects that were subsequently formulated and funded. Its broad objective was to “. . . support municipalities (particularly in the most impoverished region of the country, i.e. North) to increase capacities in the areas of organizational and leadership development, improving its responsiveness to socially-excluded citizens and lowering barriers to doing business”. Four programme components were envisaged:

- Organizational development (focusing on a range of reviews, project development and implementation, modernization of service delivery, accountability and transparency).
- Municipal networking (or Inter-Municipal Cooperation).
- Citizens’ participation (e.g. inclusive development strategies, public awareness, capacity development with respect to decentralization, pluralistic civil society development, public media performance).
- Governance benchmarking indicators at local level for EU integration.

Based on these proposals, two project documents have been formulated, as noted in Table 1. The first is “*Local Governance Capacity Development in Montenegro*”, which was signed and became operational in June 2010. The second is “*Strengthening mechanisms for public finance at the local level in Montenegro*”, which was signed in October 2010 and is expected to become operational in early 2011. In March 2010, UNDP recruited a Project Manager to manage the emerging local governance mandate. The project is being executed directly by UNDP, and separate project boards are being set up for the two components.

(b) Overall performance

As noted, the only currently operational project under the LG programme is the aforementioned “*Local Governance Capacity Development in Montenegro*” which is a two-year initiative funded through UNDP core funds and a Czech trust fund. The project has two very distinct components, each of which is intended to have its own project board. The first component deals with Inter-Municipal Cooperation (IMC) and the second addresses capacity development of municipal assemblies. As the project has only just begun, no status or progress reports have been produced and the Project Boards have not met (these are scheduled for early next year). Nonetheless, the present evaluation has been able to obtain some early indications of performance, based on consultations with the key stakeholders in the Ministry of the Interior and Public Administration (MIPA) and with the Union of Municipalities of Montenegro, as well as a general review of some of the project outputs.

With respect to the first component dealing with IMC, the evaluation was informed that most activities have been completed, with a study tour planned for the FYR Macedonia in

early 2011. The main results of the component's activities are: develop/carry out/analyze survey targeting all municipalities on IMC, production of the handbook on strengthening inter-municipal cooperation in Montenegro, and holding round-table discussions on IMC/presentation of the handbook. As noted in Section 3.1.2 of this report, the handbook in particular as well as the round tables were found to be highly relevant to the needs of the target groups.

Activities relating to the second component were managed primarily by UNDP BRC in cooperation with UNDP Montenegro, and financed by Czech Trust Fund and UNDP Montenegro. .. The resulting initial report focuses on the analysis and potential transfer of Czech experiences in the functioning of democratic municipal assemblies.³² The remaining reports are expected to be completed during the early part of 2011. The evaluation was informed that the main recommendations from the MEPCO report are to be taken up by HRMA and Union of Municipalities. Regarding the training sessions, the participants of the training activities (councilors and secretaries of the municipal assemblies) gave high marks to other aspects of the training sessions (ratings of 4.5 – 4.8 out of a possible 5.0).³³

(c) Summary assessment

Based on feedback from senior officials of MIPA, it was found that the aforementioned "Handbook" in combination with the round tables has been the most significant result of the project's first component (IMC) thus far. The immediate impact has been the raising of awareness of inter-municipal issues among key local decision-makers, and that enlightened self interest can lead to cost effective development and other forms of cooperation at the local levels. As noted by one senior executive of the Ministry, the Handbook has not been "put on the shelf" but is now being used regularly has an essential reference tool. The observation was made that the handbook and round tables were based on actual local practical needs, and not on theoretical solutions from external sources. It was also noted that the project's second component (municipal assemblies) was the first such donor intervention to support capacity development of local officials, as represented by the Union of Municipalities, and consequently has been very much appreciated.

It was also found that the capacity development (training) has been highly relevant to EI needs, in terms of meeting accession conditions and criteria. In this regard, the training was

³² UNDP, "Knowledge transfer of the Czech experience in the field of good/local governance towards more efficient and democratic municipal assemblies in Montenegro", Assessment Paper, MEPCO, July-August, 2010, plus several annexes.

³³ The evaluation questions to which trainees responded were: (1) Goals of the seminar were clearly formulated and communicated, (2) Content of the seminar reflected the set forth goals, (3) Content of the seminar was inspiring, (4) Content of the seminar was practical, (5) I can use this new knowledge for my own work, (6) Topics were selected wisely, (7) Scope of the topics was adequate to my knowledge and experience, (8) In discussions and group work I was able to utilize my knowledge and experience, (9) My questions were always properly answered, (10) Methods used were suitable, (11) Information provided prior the seminar was sufficient (12) Strength of the Knowledge of trainers was strong, (13) seminar was adequate, and (14) Presentation and facilitation skills of the trainers were excellent.

directly related to the implementation of the National Training Strategy that had been approved by the government in 2008.³⁴

In terms of the UNDP role, it has been very much appreciated by the government and the strengths of this role parallel what has been found for the other DG programmes (responsiveness, timeliness, quality of project management and professionalism of project staff). In addition, the government appreciated the UNDP role in facilitating knowledge sharing – i.e. the transfer and sharing of inter-municipal cooperation from countries in the immediate region (i.e. FYR Macedonia). In putting these factors together, senior officials from the ministry suggested that the project “... is a model for successful project implementation at the national and regional level” in terms of doing what it said it would do, in terms of cooperation and coordination, and in terms of producing quality outputs. This is a good start and is seen as forming a sound relationship-foundation for the completion of the current project, the implementation of the new finance project, and support to other initiatives in the near to medium term, such as those under IPA2010.

(d) Challenges and opportunities going forward

Some of the challenges and opportunities for the LG programme, the government and UNDP are similar to those identified for the other DG programmes. However, a few are in need of specific mention:

- **Need for a programme strategy** Ministry officials observed that there are numerous policy, programming and service delivery issues at the local level which need to be worked out, despite the fact that the normative / legislative frameworks have been put in place. Key areas such as administrative decentralization, financing and fiscal decentralization, anti-corruption, performance, citizen participation, salaries and incentives for local officials, civil service reform and related areas are highly complex and inter-related. There is a need – and perhaps an opportunity for the development of a longer-term programme strategy that would move from one-off training events to ongoing learning and capacity building, to ensure sustainability. MIPA has developed an action plan, but this plan may need to factor in other dimensions of capacity development, as well as to integrate other issues such as the PAR (discussed under the CDP), anti-corruption, energy and environmental concerns, among other areas.
- **Policy and programme coordination.** The comment was made that the PAR and other LG reforms will require close coordination at the policy and political levels, at both the state and local levels. Envisaged reforms are seen to be ambitious and costly to implement, and absorption capacities at the local level are limited. At the programme level, close coordination is required with especially the EU as well as other donors that are active in a range of local activities. The evaluation was informed that the design of the new finance project was done in close coordination with the EU delegation in order to avoid potential overlap and duplication. However, while this coordination has been done at the design stage, even closer coordination may be needed once the (finance) project becomes

³⁴ See: Government of Montenegro, “National Training Strategy – Local Government Montenegro”, MIPA, July, 2008. This was an EU funded project managed by the European Agency for Reconstruction and implemented by the Council of Europe, in cooperation with the OSCE.

operational in early 2011 (i.e. the inception phase) as this is the time when specific activities will be pinned down and it is determined who does what.

- **Managing expectations.** MIPA management commented that while meeting EI conditions is key, attention must be focused on reforms that result in better, more cost-effective and more accountable service to citizens, including real benefits at the local government level (e.g. revenues, economies of scale, real cooperation on projects and investments, etc). The UNDP supported project has raised expectations for ongoing support, more training – and to expand the training into other areas – i.e. to transform it to a continuous process. In view of funding constraints, expectations as to what can be done will need to be carefully managed. The government expressed its view that it is also looking to UNDP to help mobilize resources as well as to implement funded projects.

4.5 Demilitarization Capacity Development Programme (MONDEM)

(a) Programme context

The Montenegro Demilitarization Capacity Development Programme (MONDEM)³⁵ is a multi-faceted programme dealing with issues of human / physical safety and security associated with toxic chemical hazardous waste, surplus conventional ammunition and explosives, ammunition storage infrastructure and management systems, and the destruction of heavy weapons. The inclusion of the MONDEM programme within the DG cluster would appear to be somewhat of an anomaly, as the programme is only remotely related to governance issues, and no provision was made for either it or any security issue in the UNDP CPD 2007-2011. However, the programme does incorporate a number of capacity development outcomes, and for this reason the argument might be made that it is related to the overall CDP, which is one of the main outcomes of the CPD.

The programme has its genesis in an initial 28 February 2007 request from the Deputy Minister of the Ministry of Defence (MoD) in his address to the OSCE Forum for Security Co-operation. In that address, he requested assistance in destroying surplus SALW (Small Arms and Light Weapons) conventional ammunition as well as disposal of hazardous toxic waste. The MoD had also indicated at the time that the demilitarization of conventional ammunition combined with the establishment of safe storage according to NATO operational standards was a priority in the defence reform process. As Montenegro was a new member of the UN and OSCE, it had also committed to complying with UN and OSCE agreements and mechanisms relating to SALW. Based on this request, a joint UNDP/SEESAC Ammunition Technical Assessment of Montenegro was conducted during January and February 2007.³⁶

Based on the findings of the technical assessment, the MoD requested that OSCE and UNDP in a joint partnership assist with the process of demilitarization and associated capacity

³⁵ The full title of the programme is “Capacity Development Programme for SALW (Conventional Ammunition) Demilitarization and Safe Storage for the Republic of Montenegro (MONDEM)”.

³⁶ Ammunition Technical Assessment of Montenegro, SEESAC, February 2007, brief to all stakeholders at the SEEC Working Group Meeting in Podgorica on 14 March 2007.

development. Through a quick series of negotiations, a programme framework document was developed in April 2008 in which it was agreed that UNDP would be responsible for the implementation of the operational aspects of the programme, based on the rationale that (paraphrased from the programme document):³⁷

- “UNDP had an established legal framework and history of successful partnership with the Government of Montenegro;
- “UNDP had established financial and administrative structures in Montenegro that could be utilized for overall programme management;
- “UNDP could draw on its global and regional resources, including UNDP Bureau of Crisis Prevention and Recovery (Mine Action and Small Arms Unit) and SEESAC, for resource mobilization and technical assistance; and
- “UNDP would focus on utilizing and developing the local capacities available in Montenegro in order to contribute to the overall sustainable development of the country and integration into EU and NATO structures” (Ibid, pages 4-5)

Adding to this, several cross-cutting issues were noted in the framework document, each of which are seen as relevant to the UNDP country DG programmes. These include, *inter alia*: (1) human security which is an essential condition to human development, (2) public administration reform within the MoD (and later possibly the Ministry of Interior) through the establishment of related efficient and effective management processes, (3) reduction of environmental pollution, and (4) sustainable development by contributing to the wider process of defence reform. Four programme components were identified in the framework document, each of which has led to the formulation of a discrete project as noted in Table 1, with considerable funding from donors.

- 1) Disposal of Toxic Hazardous Waste.
- 2) Stockpile Management (Infrastructure Development of Ammunition Storage Areas and Capacity Development of Ammunition Management Systems).
- 3) Demilitarization of Conventional Ammunition (Capacity Development and Operational Support).
- 4) Recycling and Demilitarization of Heavy Weapons.

The Programme is managed by a Supervisory Board (Minister of Defence, OSCE Head of Mission and UNDP Resident Representative chaired by Minister of Defence) which meets twice a year, and is assisted by an Executive Committee (representatives of UNDP, OSCE and MoD) which meets monthly. The UNDP Programme Management Unit consists of a Programme Manager, Chief Technical Advisor and a Programme Assistant. The first and fourth projects have been completed, and the second and third are currently ongoing.³⁸ The following provides a brief assessment of the programme, derived primarily from the

³⁷ UNDP, Programme Framework Document, “Capacity Development Programme For SALW Demilitarization and Safe Storage For The Republic Of Montenegro - Apr 2007 – Dec 2009”, April 2007.

³⁸ Most of the projects are nationally executed, in order to build national MoD capacity. The project dealing with hazardous waste is executed directly by UNDP, and was contracted to a Swedish company.

MONDEM annual reports, plus interviews with key MoD officials and MONDEM programme staff.

(b) Overall performance

Project 1: Disposal of Toxic Hazardous Waste

This project became operational in early 2008 and, as noted, was executed directly by UNDP. It was successfully completed by the end of 2008 through a publicly tendered contract with a Swedish firm. The project involved the disposal of a stockpile 128 tonnes of toxic hazardous waste that were assessed as a serious humanitarian and environmental threat to the population and environment surrounding the Kotor Bay region. The actual process of waste disposal was carried out in Sweden in November of 2008 when the final report and Certificate of Destruction were submitted to UNDP.

Project 2: Stockpile Management

The full title of this project is “*Infrastructure development of ammunition storage areas and capacity development of ammunition management systems*” and is currently ongoing. As implied in the title, the component’s objective is to solve problems of secure storage and management of ammunition, by reducing and consolidating the storage depots from nine facilities to three (Taras, Brezovik and Taras). The project is expected to increase stockpile management and security standards to a level corresponding both to national requirements and to recommendations set out in the UN Integrated Disarmament Demobilization and Reintegration Standards (IDDRS) and the OSCE SALW Best Practice Guide ‘*Stockpile Management and Security*’.

Tenders for the design and construction of the facilities are being managed by the MoD with technical support provided by UNDP, and the first is nearing completion. These are large, complex and expensive works projects that are being done according to NATO standards (e.g. full security, environmental controls), and hence the tendering processes, including those for engineering oversight, have also been found to be complex. The construction of the first warehouse experienced some delays, but was eventually constructed at a cost \$1.17 million and has a storage capacity of 400 tonnes. The tender for the design of the second warehouse is planned to be issued in January 2011. The design will then be used as the basis for construction costing and additional resource mobilization. This project was recently extended to the end of 2011, and may be extended in future years in order to complete all three warehouses, depending on the availability and flow of funding.

Project 3: Demilitarization of Conventional Ammunition

This third component of the MONDEM programme is perhaps the most complex, and is considered to be the most important due to the very large stockpiles (over 9,900 tonnes) of surplus ammunition that requires destruction, disposal or demilitarization. The ammunition presents a growing safety risk to local communities due to its age and the fact that Montenegro does not as yet have an effective system to ensure stability and safety in storage (i.e. and lack of appropriate inspection processes and variable standards of storage). As

noted in a recent programme progress report, any undesired explosive event would lead to environmental damage, civilian casualties and the requirement for a complex and expensive explosive ordnance disposal clearance operation. Consequently, the project is designed to dispose (demilitarize) of conventional ammunition in a safe, efficient and effective way in full compliance with relevant international and EU environmental and safety legislation.

The project is supporting the strengthening of national capacity for demilitarization, where such capacity exists in two ex-military factories (Berane and Mojkovac). The project will be deemed completed once sustainable sufficient capacity is developed within MoD to carry on with ammunition disposal. The project became operational in July 2009 upon the securing of funding, with the first phase focusing on the disposal of ammunition that does not require the purchase of additional equipment. Phase I faced some delays but was completed at a cost of €850 thousand in June 2010 with the destruction of 436 tonnes of ammunition. Some income was realized from the sale of scrap, and this was re-invested by MoD for the purchase of some equipment. The delays were caused by some reaction from the local community regarding security and danger. To address this situation, a commission comprising local community members, local authority representatives and the representatives from the Ministry of Interior was formed to closely monitor the disposal activities. All precautionary measures were taken to ensure that there was no negative impact on the environment, and the project has reported that it is expecting no further such reactions from the local community.

The second phase, requiring additional equipment, is currently being prepared and will commence once funding is made available (estimated cost of \$ 725 thousand). The list of ammunition (estimated at 870 tonnes) has been approved and the methodology for disposal is being discussed with the factories. The phase has been extended for one year, and itself may be split into sub-phases depending on the availability of funding.

Project 4: Recycling and Demilitarization of Heavy Weapons³⁹

Although Montenegro has a small number of obsolete heavy weapons systems inherited from the former State Union, they present both an impediment to defence reform and a financial and security liability. These systems require significant numbers of MoD personnel to maintain and secure them. The aforementioned technical assessment had recommended that dismantling and recycling was the most practical and cost effective option, and it was this option that is pursued through this component since a considerable proportion of the operating costs would be offset against the value of scrap recovered. This project was completed in July 2008 according to plan. It is interesting to note that a total of 152 heavy weapons, 61 tanks, armoured combat vehicles, howitzers, artillery pieces and various smaller calibre weapons were recycled, yielding a return to \$594 thousand to the programme. The scrapping of the tanks attracted widespread attention in local and international media (e.g. CNN, Voice of America, International Herald Tribune).

³⁹ This project was executed and implemented by the MoD. UNDP, through the PMU, provided some support to the project in terms of coordination with the overall programme, annual reporting and the like.

(c) Summary assessment

Based on the annual reports and supported by consultations with senior MoD officials and OSCE, the programme has been successful – in terms of meeting its objectives and results in a cost-effective manner. In addition to the concrete results produced, as noted in the preceding, the main features of this positive performance were found to include the following:

- **Timely policy advice.** Prior to the project, MoD reported that the government was in a dilemma as to what to do with the hazardous materials obsolete ammunition and heavy equipment. Different options were being discussed internally, but no clear direction was forthcoming. The initial technical assessment rendered timely and quality advice on demilitarization and the tackling of related issues. The advice was taken and the dilemma solved, the programme formulated and implemented, and has proceeded successfully – attestation to the quality and timeliness of this advice (in terms of linkages to NATO and EU).
- **Capacities developed.** The results from the technical assessment and the implementation of the programme have resulted in learning within MoD (and other sectors of society) and an understanding and acceptance of how such issues need to be managed – from assessment techniques, risk analysis, management of large works projects, disposal and other related processes.

The factors found to have led to the success of the project include the following:

- **Design.** First lesson and success factor was the initial design of the programme based on the technical assessment. The design featured a modularization (of the components into projects) and phased implementation, each of which was handled according to its specific needs.
- **Leadership and management.** The programme has benefitted from well structured institutional and management arrangements that worked according to their design, as noted in the preceding (i.e. Supervisory Board, Executive Committee and working groups) – in line with classic ‘command-and-control’ structures typical of a military organization. Decisions were made in a timely manner, supported by quality information and technical advice.
- **Partnership and programme team.** The design of the partnership (MoD, OSCE, UNDP) worked out to be an excellent model in practice (according to all partners consulted). The partnership was supported by a strong integrated team at the implementation and technical levels, reflective of a high degree of institutional trust and cooperation, individual personal professionalism, constructive attitudes, and commitment – with a good mix of national and international experts. There was a mutual desire to achieve success without incident (i.e. a sense of military mission). UNDP proved to be highly responsive, flexible and pro-active.
- **Transparency.** Due to the sensitive nature of the programme and its complex aspects (as well as high costs), transparency with the public and donors was both key determinant and a condition of success. Transparency and credibility of the process were enhanced by the roles played by UNDP and OSCE.
- **Operating procedures.** As might be expected from a military type operation, rigorous operating procedures were developed and/or adapted from best international practice, and these rightfully focused on technical and security aspects. These procedures were followed and worked, also evidenced by the fact that there were no security or safety incidents. These

procedures involved mutual verification by the MoD, by the Partners and by independent technical experts.

- **National Ownership (NEX).** With the execution of one component, the programme was nationally executed and fostered a strong sense of national leadership, ownership and control by the MoD. This was complemented by the implementation role of UNDP and the value that it brought to the programme.

A few important lessons have been learned through the experiences. The first is that the programme might have factored to a greater extent **environmental concerns** and potential remedies (or at least remedial strategies) into the design. This is particularly relevant for UNDP, as one of the main partners, given its extensive experiences in environmental issues, especially dealing with natural and man-made disaster prevention and reduction. This may have minimized environmental concerns that were raised by various groups during implementation. This points to the second lesson, and that is the lesson dealing with the need for a stronger **public relations** component, in design and during implementation. Such a capacity may have helped to identify and mitigate many of the public concerns (founded and unfounded) with respect to the disposal of ammunition and other security/safety issues.

The final lesson is that UNDP took a **risk** by engaging in this project (one that is outside of its normal mandate, but there are projects of its type in the region), but the risk was calculated, well managed and responsive to the needs of the country at an important point in its nation-building. This is a good example of a downstream operational project that developed from some initial upstream policy advice rendered through a partnership with OSCE. It is also a good example of local entrepreneurialism.

(d) Challenges and opportunities going forward

In a recent meeting of the MONDEM Supervisory Board, it was decided that the programme be extended for another year, or on a year-to-year basis depending on the flow of funding for the remaining two projects. While this is seen as a practical approach to the funding situation, there may be a need and opportunity to develop a **medium-term programme strategy** that would look at not only funding but also at the sustainability of capacities that have been developed within the MoD, or other related capacities that may need to be developed. It was learned, for example, that the logistics function within the MoD may be downsized or otherwise weakened -- and it is sound logistics capacities that will be required to ensure sustainable munitions management, including the operation and maintenance of the warehouses. Such a strategy would look at any related EI conditions, and the sorts of programming support that may be needed to assist the MoD in meeting such conditions. The strategy might also link in the new project dealing with SALW.

A second challenge and potential opportunity relates to the demilitarization of the remaining obsolete ammunition stores, in the event that funding cannot be found for the project. The issue of obsolete ammunition is common to several countries in the region (and a larger problem in the two neighbouring countries of Bosnia-Herzegovina and Albania). There may be an opportunity to approach this requirement through a **regional or multi-country project**. It was learned that the possibility of this has been raised informally at a number of recent regional workshops, but no response or reaction has been elicited. Significant economies of

scale might be achieved through a regional effort, and a formal proposal from prospective participating countries could have a better chance of securing funding, rather than countries pursuing such initiatives on their own.

Third, there may be an argument to set up a security or crisis prevention type of cluster within UNDP, which would address these types of issues. UNDP, through support from the MONDEM team, has recently secured another project dealing with SALW. In support of that project, UNDP received \$95,000 from BCPR in 2010 as part of the Crises Mitigation project (green employment). This work is being used to position UNDP for a future project with the MIPA on the SALW issue.

Fourth, the MONDEM project has been successful, despite its size and complexity. Given the high cost and other interesting dimensions of the programme, it may be worthwhile to carry out a full evaluation – generating lessons and practices that might be useful to future such programmes in Montenegro as well as other countries. It was learned that mention has been made of the programme in regional workshops that it is one of the most successful of its type in the region. As such, it would be a good case for UNDP ‘knowledge management’.

4.6 Effectiveness of Cross-Cutting Themes

(a) Partnerships

The development of partnerships is a feature of the UNDP CPD 2007-2011. It has already been noted that the Capacity Development Programme has proven to be an excellent vehicle for flexible partnerships, and one in which national ownership is strengthened. In the current CPD, the main partners of what has now become the DG programme were noted to be the Prime Minister’s cabinet and the general secretariat, the Office and national Council for Sustainable Development, a couple of ministries and civil society. For reasons discussed in the preceding section on the CDP programme, these partnerships did not work out. However, as noted throughout the assessment of all of the programmes under the DG cluster, it was found that partnerships have expanded to a far greater number and variety than envisaged in the CPD. In fact, as listed in Table 3 on the following page, a total of some 25 formal partnership arrangements have been secured through the 14 DG projects.⁴⁰

The term partnership is loosely defined and is not given any specific meaning in the CPD, although the nature of the partner relationships is more specific in the individual project documents. Some of the partnerships have a very legal meaning (e.g. cost-shared project), while others appear to be more statements of common interest. Different partnerships were found to be used for different purposes, which fall into a number of broad categories or types. While more analysis is needed, it was found that partnerships encompassed international, national, UN system and internally within the CO (in terms of collaboration

⁴⁰ In addition to these partnerships, a range of ad hoc and informal coordination and supporting relationships have been established with such organizations as the World Bank, EU Member States’ programmes, the European Judicial network, Europol, FBI, Stability Pact, etc.

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with the other clusters).In terms of opportunities of improving DG (and possibly CPD) design, partnerships may be broadly seen as a programme implementation instrument. Further consideration might be given to:

- Defining what is meant by partnership, the typology and how they are to be strategically employed in achieving the different programme outcomes;
- Identifying the main partner institutions and develop an overall policy and partnership strategy. These would appear to the EU delegation and the main central ministries of the government, with whom UNDP already has very positive working relationships. At the more strategic level, arrangements with the EU delegation require continued attention in order to avoid the potential for competition and/or duplication on EI related development issues.
- At the UN regional level, seeking out opportunities for more collaborative, joint or regional UN programmes.

Table 3 - Democratic Governance Programme Partnerships
<p>Government of Montenegro - ministries and agencies</p> <ul style="list-style-type: none"> Directorate for Anti Corruption Initiatives Judiciary of Montenegro Parliament of Montenegro Ministry of Defense Ministry of Finance Ministry of European Integration Ministry of Foreign Affairs Ministry of Health Ministry of Interior and Public Administration Ministry of Justice Human Resources Management Authority Judicial Training Center Mediation Center
<p>Donors, funding and other cooperating organizations</p> <ul style="list-style-type: none"> Delegation of the European Union in Montenegro Foundation Open Society Institute (Office in Montenegro) Government of UK Government of Netherlands Government of Norway Government of Denmark Government of Sweden
<p>United Nations Agencies and related international organizations</p> <ul style="list-style-type: none"> UNDP Bratislava Regional Center UNDP Serbia country office OSCE SEESAC (South Eastern and Eastern Europe Clearinghouse for the Control of

Small Arms and Light Weapons) UNODC WHO
Other organizations Union of Municipalities of Montenegro All municipalities in Montenegro (through training programmes)

(b) Gender

The TOR for this evaluation requires an assessment of gender concerns and how they have been integrated into DG projects. Based on the feedback from the self-assessment questionnaires, the DG project managers indicated that gender mainstreaming is given as much attention as possible in all project activities, and particularly during the project formulation stage. In some projects such as that dealing with support to the NAP on anti-corruption, it was learned that gender issues were not an explicit factor since project activities were not seen as lending themselves directly to gender mainstreaming (i.e. research and surveys of corruption). However, in future projects, it is expected that gender issues will become more directly addressed. In the CDP, gender concerns were reported to have begun to be addressed more significantly over the past year in terms of targeting equal participation of men and women in training and other events organized by the programme. Gender was found not to be a major issue in the MONDEM programme due to its technical nature.

With respect to some of the more recent projects and initiatives, gender mainstreaming is identified as a major issue in the Local Governance programme framework document. In the first project document, it is noted that “. . . Montenegro has ratified the UN Convention on Elimination of all forms of Discrimination against Women and adopted the Law on Gender Equality, more will be required to enhance the participation of women in politics and policy development. The Government Department for Gender Equality has supported the establishment of Gender Focal Points network in ten municipalities. . .” and, further, that the project proposes that “. . . Additional efforts are required to increase the effectiveness and outreach of the Municipal Assembly Councils for Gender Equality and to create additional Municipal Assembly Councils in other municipalities of Montenegro”.⁴¹

Gender concerns are also prominent in the project in support of the Mediation Center where it is noted that the adoption of the amendments to the Law on Mediation would be accompanied by gender sensitivity within the final text, and that gender issues would be factored into other components of the programme.

In assessing gender mainstreaming, it is important to note that no measures or data are available within any of the programme documents whereby the performance of gender mainstreaming can be assessed. To be sure, some measures can be developed in terms of the

⁴¹ UNDP, Project Document, “Local Governance Capacity Development in Montenegro - Jan, 2010 – June, 2011”, p. 8.

numbers of men and women attending training and other events (as has been done in the CDP), but other measures may need to be developed. The need for this should be driven by national priorities, policies and authorities. The degree to which UNDP might play an 'advocacy' role should be addressed for the country programme as a whole, and not done specifically for the DG or any other programme.

(c) South-South Cooperation

It was found that DG programme has been actively involved in south-south cooperation, even though this issue is not addressed in either the current CPD or the CPAP. South-south cooperation is nonetheless a main theme in global UNDP programming. Many of those consulted expressed their appreciation for the learning and sharing of experiences particularly from countries within the immediate region (e.g. Slovenia, Czech Republic, Croatia, Serbia, and Macedonia, the case for which is described in the box at right).

Formal cooperation arrangements have been made with organizations such as SEESAC that are seen to have strong south-south orientations (although in the case of SE Europe, the term 'south-south' may need to be changed, but the meaning is clear). Also, most of the experts engaged to provide specialized policy and technical assistance are recruited from the immediate region, Europe and in some cases internationally, depending on the particular requirement.

Time was not available to explore this dimension of the DG programme, but the limited evidence collected points to a strong, albeit informal, emphasis on 'south-south' cooperation. The design of the future DG and country programme might emphasize the strengths of this form of cooperation, focusing on those areas that would be especially relevant to Montenegro's national development and EI goals. Of course, it is recognized that the EI agenda is predominant, as are the relationships with the EU delegation and individual EU countries (e.g. via IPA, twinning projects and the like).

Knowledge Transfer with Macedonia

Since UNDP Montenegro and national counterparts had very limited knowledge on this particular topic, UNDP Montenegro requested additional support from UNDP FYR Macedonia. As the Project on inter-municipal cooperation in Macedonia was at advanced stage, the transfer of knowledge, facilitation and integration of relevant experiences into the UNDP Montenegro Project appeared to be very relevant and realistic to achieve. The cooperation focused primarily on the sharing of all relevant documentation regarding inter-municipal cooperation, the transfer and adaptation of the survey, a visit of UNDP FYR Macedonia experts to Montenegro in order to provide advice and to participate in the creation of the bilingual publication "Strengthening inter-municipal cooperation in Montenegro". In a later stage, cooperation involved active participation in the public presentation of the publication through the provision of "best practice" examples from FYR Macedonia in this area, and securing the participation of one mayor from FYR Macedonia. As a result of this very successful cooperation, and as a last activity under the Project, the project is planning a study visit to FYR Macedonia and to hold meetings with the most relevant national/local institutions dealing with inter-municipal cooperation and to conduct a couple of visits to the municipalities where successful inter-municipal cooperation has been established.

5.0 FINDINGS ON SUSTAINABILITY AND EFFICIENCY

5.1 Sustainability

One of the final areas to be assessed in this outcome evaluation is the sustainability of programme results including ownership on the part of the project implementing partners. In looking at sustainability, it is important to note that governance reforms take a long time to produce sustainable results and outcomes, and that the required capacities are multi-dimensional and system wide in nature. Assessing such sustainability is also very difficult as there are few meaningful measures or baselines in the CPD which, despite its shortcomings, is the only high level definition of the DG programme. Further, the CPD emphasizes the production of outputs and associated output baselines, indicators and targets (discussed in the preceding sub-section). Some very general observations can be made on the sustainability of the CPD 2007-2011 stated DG-related outcomes, and these are presented in the table on the following page.

The sustainability of programme results as measured through ownership on the part of the partners was found to be encouraging in some cases, although in others there is some cause for concern. All of the partners consulted expressed a high degree of commitment to their mandates and to the UNDP supported projects in support of those mandates. The main exception is the Office of Sustainable Development that has already been discussed. A second exception is the JTC which appears to be highly dependent on donor funding for its continued operation. For this organization, and perhaps others, the dependency on donor funding to achieve sustainable operations would need to be explored in more detail. The Government is entering a period of austerity and depending on how the global financial crisis evolves (especially in the Euro-zone), the risk of producing unsustainable capacity results may increase.

A final way of looking at sustainability is to look at the DG programme itself. Of course, a key determinant of sustainability will be ongoing availability of funding. Beyond this, the programme is found to be potentially highly sustainable due to the following factors: (1) the DG programmes are not supply driven, but rather respond directly to the demands and needs of the government; (2) the demands from the government fall primarily within the domain of capacity development and institutional strengthening as necessary political conditions for PAR and EI (meaning optional positioning for the programme); (3) UNDP through the programme has established strong working relationships with key ministries and agencies, proven through positive performance; (4) similarly, strong relationships have been built with key funding donors, though continuous attention will need to be given to the EU relationship, as already discussed; and (5) there are strong working relationships with the other clusters within the CO.

CPD Outcomes for the DG Programme 2007-2011	General observations on sustainability
<p>Outcome # 1.</p> <p><i>Efficiency and transparency of Government improved in order to effectively lead policy formulation, coordination and service delivery in accordance with European Union requirements.</i></p>	<p>From anecdotal evidence and based on discussions with senior government representatives, it may be said that the programme has 'contributed' to the establishment of a more efficient and more transparent government in those areas where it has been active, although no concrete data or measures are available to confirm this.</p> <p>The only other evaluation carried out in the DG area was the 2009 impact evaluation of the CDP. Neither of these issues was addressed in any detail.</p> <p>The individual DG project documents in many cases address the sustainability of the organizations, functions and/or activities that are supported, but only at a general and non-measurable level.</p> <p>The Results and Resources Frameworks of the individual projects are primarily output based, with indicative activities, but no established measures of performance. It is therefore difficult to assess sustainability from these documents or the performance of the projects, without separate outcome evaluations being carried out.</p>
<p>Outcome # 2.</p> <p><i>Government capable of efficiently managing the requirements of independence and European Union accession.</i></p>	<p>It may be said that the DG programmes have 'contributed' to the Government's capacity to efficiently manage these requirements. As with the first outcome, there are no measures or data against which this can be ascertained.</p> <p>The case of the MEI is noteworthy from past performance of the CDP, in terms of getting this ministry up and running and on a sustainable footing. Other significant contributions are to those Ministries that are on the front-line, so to speak, of EI – the Ministries of Justice, Finance and Foreign Affairs.</p> <p>However, as with the first outcome, it is expected to take quite some time for these outcomes to be realized, and UNDP's role will be restricted to supporting them or contributing to them, rather than such outcomes being attributable to UNDP.</p>

5.2 Efficiency

The evaluation of programme efficiency is not an explicit objective of this evaluation; however, questions of efficiency do arise implicitly through issues of cost-effectiveness. As with other areas of this evaluation, there are no measures or baselines against which programme efficiency or cost-effectiveness might be measured. Some proxy type measures can be used to provide indications of programme efficiency, and a few are selected and discussed briefly below.

(a) Resource Mobilization

The DG programme, along with other country programmes, is dependent on the mobilization of considerable non-core resources due to the scarcity of core programme resources. A measure that is generally used is the 'multiplier' of non-core to core resources. Table 4 below presents the core-non-core multiplier for the five DG sub-programme areas over the period 2007 – 2010, with an average of 8.23 for the DG programme as a whole. In other words, each dollar of core funds has resulted in the mobilization of an additional 8.23 dollars of non-core resources. The higher the multiplier, the more 'efficient' resource mobilization may be seen. While comparisons with the country office or other similar UNDP COs cannot be made due to the unavailability of data, a multiplier of 8.3 is seen to be fairly positive.

Table 4. DG Programme core / non-core multiplier, 2007 – 2010

Area	Expenditures Core resources	Contribution Non-core resources	Multiplier (non-core / core)
Capacity development	1,239,500	1,242,935	1.00
Rule of law & human rights	150,555	1,074,679	7.14
Anti-Corruption	59,200	99,475	1.68
Local Governance	83,163	-	--
MONDEM	20,000	3,755,608	187.78
Total	1,552,418	6,172,697	3.98
Montenegro CO	3,447,000	28,363,000	8.23

Data provided by UNDP

(b) Programme delivery

A second proxy measure that may be used to indicate programme efficiency is the delivery rate of the programme – i.e. programme expenditures as a proportion of available programme budget. A programme's efficiency may be seen as directly proportional to its delivery rate. Table 5 on the next page presents the delivery rates of the DG sub-programmes over the same period, averaging 0.88 for the programme as a whole. This is seen as a fairly strong or positive and compares favourably to the Montenegro CO delivery rate of 0.82 over the same period.

Table 5. DG Programme Vs Montenegro CO Delivery Rates, 2007 -2010

Area		2007	2008	2009	2010	Average rate
Democratic Governance	Budget	954,000	2.050,000	2.520,000	3.679,000	
	Expenditure	616,000	1.658,000	2.013,000	3.438,015	
	Delivery rate	65,00	81,00	80,00	93,00	80,00
Montenegro CO	Budget	5.098,000	8.077,000	8.061,000	9.353,000	
	Expenditure	3.928,000	6.423,000	7.047,000	7.973,000	
	Delivery rate	77,00	80,00	87,00	85,00	82,00

Data provided by UNDP

(c) Other Measures

Programme outputs. Other proxy measures for programme efficiency that might be used are the range and volume of programme outputs as a function of programme inputs. This is a more classical view of efficiency in terms of tasks or activities being accomplished with a minimum expenditure of time and effort. In the case of the DG programme, the main (intermediary) outputs range from training events and number of people trained, study visits, the engagement of national and international experts, among others that may be selected. Table 6 below presents a number of these (intermediary) outputs and the 'volume' of their production over the period 2007 - 2010.

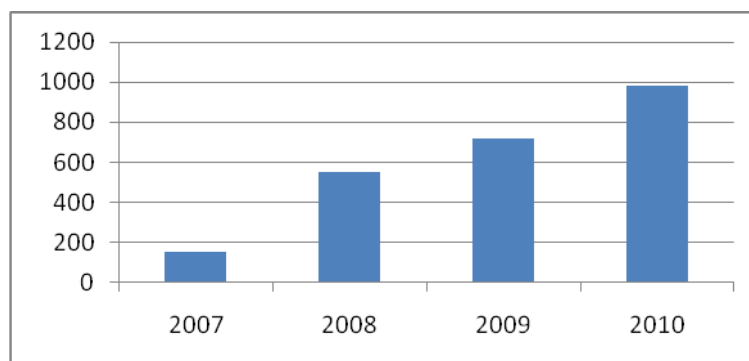
In all cases, it is interesting to note the increase in 'production' over this period of time that has more or less kept in pace with the rate of programme expenditure. Figure 1 graphically illustrates this growth in the number of participants in training and related events over the period 2007 - 2010. It is not possible to say whether or not the efficiency or cost-effectiveness of the delivery of these outputs has increased or decreased over this time period, as many other factors would need to be taken into consideration and considerably more analysis would need to be carried out.

Table 6 - Type and volume of DG programme events, 2007-2010

EVENT	2007	2008	2009	2010	Total
Training events	7	23	32	69	131
Study visits	2	5	4	9	20
# of participants (training, visits)	150	550	717	983	2,400
International experts	20	19	27	25	91
National consultants	7	7	12	18	44

Note: Data provided by the Montenegro CO

Figure 1. # of Participants in Training and other events, 2007 - 2010



Programme inputs. For information purposes only, Table 7 presents a break-out of DG programme expenditures by main input line item. The significant proportion of expenditures on international and corporate contractual services is due primarily to the contracting of the aforementioned MONDEM components. Otherwise, there appears to be a reasonably even distribution of expenditure across all main input items.

Table 7. DG Project Expenditures, 2007 - 2010

Account Category	Total	% of total
Sub-contracts (Gov. implement partners)	1,189,000	15.4
Contractual services - National	329,925	4.3
Contractual services - International	901,712	11.7
Contractual services - Companies	2,986,130	38.7
Personnel costs	396,346	5.1
Service contracts	815,851	10.6
IT equipment / procurement	93,361	1.2
Rental & maintenance premises	55,792	0.7
Training, workshops, conferences	395,979	5.1
Travel	438,044	5.7
Other programme costs	122,975	1.6
Grand Total	7,725,115	100.0 %

Data provided by UNDP

Note on staffing. As found in the main body of the report, the successful performance of the DG programme to date is attributable in large part to the quality of the DG programme staff. The recruitment and retention of high quality staff is a challenge in Montenegro, not only for UNDP but for all organizations, especially the government, as the demand for such resources is greater than the supply - particularly as the demands for managerial, technical and professional resources is expected to increase as the government implements greater

efforts to meet the conditions associated with EI. At times, this has resulted - and is expected to continue to result - in some competition for these scarce human resources.

As noted in previous evaluations of the CDP, UNDP has been successful in building HR capacity in key government ministries associated with EI, and that process has continued to the present time.⁴² This has involved, in part, in the flow of senior level professional resources between the government and UNDP. However, the present evaluation found that this dynamic is not a function of any explicit plan or strategy, but rather evolves organically, and as circumstances arise.

As the competition for scarce resources may increase over the medium term, there is an opportunity for the government and UNDP (along with other UN agencies and resident donor organizations) to develop a general strategy for the exchange of human resources. Having such a strategy in place may prevent the sudden and unplanned loss of key human resources from one organization to another, which might otherwise result in serious capacity gaps and erosion of programme performance. Where such situations may occur, formal exchange programmes could mitigate such circumstances. Such programmes might include formal executive interchanges between government (and UNDP as well as other funding / development agencies), fixed term secondments and other methods. Such programmes would look to protecting the interests of government, donor organizations and especially the individual who likely has personal and career objectives to be met.

(d) Monitoring and reporting

The evaluation found that the monitoring and reporting of the programmes within the DG cluster is relatively sound, but with some variations. The MONDEM and CDP areas produce regular and comprehensive programme monitoring reports. However, such reports have not been produced by the RLHR. The LG and ACP areas have only recently become operational and hence reporting has not been initiated. There does not appear to be any routine or annual reporting of performance for the DG cluster as a whole, although routine meetings (twice monthly) are held by the cluster to review performance and delivery, to plan, and to discuss common issues.

Each of the programme areas is supported by standard management or institutional arrangements, such as the setting up of project boards and in some cases (as in MONDEM) supporting executive structures. The longest serving such board is the Executive Committee of the CDP which meets on a regular basis and provides executive direction and decision making. The evaluation did not look into the operation of these structures in any detail, but did observe that for some, routine agendas and minutes of meetings are produced (e.g. MONDEM), whereas for others, this is not the case (RLHR). The necessity for the rigorous operation of the project boards and steering committees is mitigated to some extent by the co-location of PMUs and project staff within partner ministries, that provide a dynamic interaction between the projects/programmes and partner management. Nonetheless, there is an

⁴² UNDP, "Review of the Capacity Development Programme of the Government of Montenegro", FMP, December, 2004.

opportunity here to apply some sort of standard management arrangement, but adjusted to the particular needs of each partner structure. Consideration will need to be made to utilize very carefully the scarce management time on the part of senior government officials, with a view to keeping such institutional overheads and mechanisms at the minimum.

The evaluation also found that the baselines, indicators and measures of performance contained in the RRF of the CPD are not particularly well suited to the DG programme as a whole. Some are very explicit and lend themselves to quantitative measures (e.g. *“No. of senior civil servants in the central Government trained with UNDP support. Baseline: 15; target: 50”*) while others are more obscure and difficult to measure (e.g. *“Cross-institutional strategic support provided by the Office for Sustainable Development on a continuing basis, including for regional projects”*). In any event, as demonstrated above, the quantitative targets set by the CPD have been met and exceeded by the DG cluster programmes, especially in numbers of civil servants trained.

In terms of performance measures, the most challenging task is to measure capacity development since this is the main aim of the DG cluster programmes. Capacity development has not been so well defined in the current CPD or in the individual programme / project documents, even though UNDP has a well-developed base of literature and definition on the subject. There is an opportunity to better define and encourage the government to formally adopt capacity development as a system-wide, multi-dimensional process of change whereby individuals and organizations obtain, strengthen and maintain capabilities to set and achieve their own development objectives, particularly as they relate to EI. It might also be emphasized that state capacity is an integral part of broader national capacities, including those of civil society and the private sector.

In terms of measuring capacity and capacity development, progress has been made by the various DG programmes in formal institutional reviews and capacity assessments (the previously noted approach of the CDP). However, a challenge is what sort of indicators might be used to measure capacity development – and such measures would seem to point initially at how national policies are made, how services are delivered, how markets are developed, how justice and security are provided, how the rights of all people are protected, and perhaps how EU integration goals and conditions are met. As the DG programme (and other cluster programmes) operate at multi-levels and multi-dimensions, indicators would need to be developed at the system-wide level (e.g. PAR, SAA or EI as a whole), at the institutional or organizational level, and at the individual level. This could become a very complex exercise, but there is an opportunity for the UNDP/CO via the DG programme to begin to examine these issues, and perhaps develop a small number of higher level indicators for the next programming period – indicators and baselines that are quite different from those contained in the existing RRF. How these would be translated into specific DG programmes and projects would be the next challenge.⁴³

⁴³ A good point of reference might be the recent report on capacity development prepared by the UNDP CO in Albania as a prospective NHDR.

6.0 CONCLUSIONS AND RECOMMENDATIONS

6.1 Main Conclusions

(a) DG Programme Design

The current UNDP country programme is nearing the completion of its fourth year in its five year cycle. With one year to go, it can be concluded that the DG programme, as it has evolved from the initial capacity development programme, has far exceeded initial CPD planned outputs in terms of both scope of activities and volume of outputs. Flexibility has been applied to the DG programme design, in that it has expanded and evolved over the past four years to meet emerging priorities and demands from the government. A main explanation of this is that senior DG programme staff members are co-located and work very closely with key government counterparts and decision-makers and hence are at the 'front-line', so to speak, of emerging issues, priorities and demands (and in fact often support the government in the articulation of same).

On the other hand, some targets in the RRF point to some weaknesses in the design of the country programme, rather than to weaknesses in the DG programme per se: that is, an initial overly narrow scope definition for the CD related components, the fixation on specific institutions (e.g. the OSD), and some inflexibility in the CP in terms of adjusting to external factors that were changing during the course of implementation.

The DG cluster has recently produced a draft strategy for input to the UNDP country programme for the period 2012 - 2016. This document is seen as the high level design for the ongoing DG programme, a design that has been built on the lessons and experiences of the past four years. The period 2012-2016 will be critical for Montenegro as it will likely be awarded candidate status and formal negotiations for EU accession will begin. The DG cluster is particularly well positioned to help the Government meet the political conditions which the recent EC opinion paper identified as in need of high priority attention. Combining these conditions with the reforms envisaged in the new PAR, the DG cluster is seen to be now well designed in terms of aligning its main sub-programmes with key reform, capacity development and institutional strengthening priorities of the Government.

(b) Relevance

As implied above, the DG programme, as it has evolved, is highly relevant to Montenegro's European and Euro-Atlantic integration goals and processes. Each of the DG cluster sub-programmes addresses priority issues of the government, and each is well aligned to high level strategic and planning documents -- particularly the recent PAR strategy and assessment documents of the EC, but also with the more established strategies such as that dealing with the NAP.

Secondly, the DG programme is highly relevant to the needs of individual target groups. These target groups are seen at both the institutional level (e.g. the JTC, Mediation Center, individual ministries) as well as at the individual level. At the level of the individual, the

main beneficiaries have been state officials at the central and local levels, including elected officials and some from civil society members where the various training events, workshops, seminars and other events were deemed to be highly relevant to their needs and mandates.

As a last note, it is concluded that the DG programme is highly relevant to the UNDP country programme and the new Integrated UN Programme, as capacity development, institutional strengthening, anti-corruption and related activities cut across all UNDP clusters as well as some of the programmes of other UN agencies.

(c) Effectiveness

All of the programmes and supporting projects within the DG cluster have been highly effective in sustaining strong performance, in meeting their objectives in a flexible and responsive manner, and in securing a high degree of satisfaction from programme partners within government and the donor / funding community.

Strong relationships have been secured at the working levels through the programme support units and at the management levels through pro-active engagement from the CO. With little variation across the individual DG programmes, the main features of this relationship were found to include: (1) flexibility and responsiveness to government priorities and needs (i.e., demand-driven), (2) the approach of process facilitation, (3) the co-location of programme staff and experts with government counterparts, (4) joint design of the projects, (5) government ownership of the processes and of substantive policy matters, and (6) perhaps the most significant factor, the overall high quality of national and international experts recruited by UNDP, combined with the dedication and commitment of programme staff, often performing 'over and above the call of duty'.

The use of partnerships as an implementation modality has expanded to a far greater number and variety than envisaged in the CP Document. In fact, a total of some 25 formal partnership arrangements have been secured through the 14 DG projects that have been active over 2007-2010. The CDP in particular has proven to be an excellent vehicle for flexible partnerships, and one in which national ownership has been strengthened - but this is found to be applicable to all of the DG programmes. Gender concerns have begun to be addressed more significantly over the past couple of years in terms of targeting equal participation of men and women in training and other events organized by the programmes, and in factoring explicit gender issues into project design. The DG programme has been active in south-south cooperation, even though this issue is not addressed in either the current CPD or the CPAP. Many of those consulted expressed their appreciation for the learning and sharing of experiences particularly from countries within the immediate region (e.g. Slovenia, FYR Macedonia, Czech Republic, Croatia, Serbia).

As stated in the draft DG cluster inputs to the new country programme, the programme's main focus is on legislative, institutional and administrative reform through capacity development and institutional strengthening at the central and local level in support to Montenegro in its European and Euro-Atlantic integration processes. As such, it is seen to

contribute to contribute to the national goal of democratic governance, but not addressing it head on. In this regard, the labeling of the programme might be better aligned with its focus (capacity development, institutional strengthening, administrative reforms), rather than democratic governance per se – since these dimensions are more suitably addressed by the direct Government - EU Delegation relationships.

(d) Sustainability

In looking at sustainability, it is important to note that governance reforms take a long time to produce sustainable results and outcomes, and that the required capacities are multi-dimensional and system wide in nature. The sustainability of DG programme results as measured through ownership on the part of the partners is encouraging in some cases, although in others there is some cause for concern. One exception is the JTC which appears to be highly dependent on donor funding for its continued operation. For this organization, and perhaps others, the dependency on donor funding to achieve sustainable operations would need to be explored in more detail. The Government is entering a period of austerity and depending on how the global financial crisis evolves (especially in the Euro-zone), the risk of producing unsustainable capacity results may increase.

Beyond the necessity of and dependency on funding, the DG programme is potentially highly sustainable over the medium term (or until such time that Montenegro may accede to the EU) due to the fact that it is demand driven and that such demands derive from high priority policy imperatives of the government (e.g. PAR and EI), it has established strong working relationships with key ministries, agencies and key funding donors, and there are strong working relationships with the other clusters within the CO.

6.2 Main Recommendations

#1. DG programme design and labelling. In light of the government's priorities on PAR and EI, as well as ongoing need for reform and capacity development of the security sector, it is recommended that the design of the DG programme for the forthcoming country programme period be based on three main themes: PAR, judicial reform and security sector reform. The existing projects or sub-programmes dealing with CPD, LG and anti-corruption would logically fit within the PAR theme. Organizationally, management would continue to have the flexibility in structuring the DG cluster in such a way as to optimize inter-programme, thematic and cross-cluster synergies and cooperation. Some consideration should be given to possibly renaming the programme cluster to take the emphasis away from governance per se, and more to capacity development and institutional reform.

#2. Strengthen cluster programme management capacity. It is recommended that programme management be strengthened to include the production of annual action plans and performance reports for the cluster as a whole. In light of possible major changes in the external environment and ongoing significant challenges (e.g. global financial crisis, sovereign debt issues in the EU, etc), emphasis would be given to ensuring that programme design and priorities remains relevant to emerging national development and EI priorities. It is also recommended that the internal systems for document and knowledge management be beefed up (while ensuring integration with CO systems), and this includes the strengthening the collection and reporting of data and other performance metrics. This includes developing indicators to measure capacity development performance, and consistency in the management and institutional arrangements of the individual projects (e.g. project boards). Finally, it is also suggested that the country programme undergo a mid-term review to ensure that its design continues to be well aligned to national priorities.

#3. Pursue opportunities for 'issue-driven' programming. From an overall country programme perspective, it is recommended that opportunities be sought for cross-sectoral programming, in light of the fact that development issues are becoming increasingly cross-sectoral in nature. The current UNDP practice architecture somewhat constrains cross-sectoral programming since the organization is structured around the practice areas. Some of the opportunities for such issue-based programming could also be extended to joint UNDP programming (along the lines of the UN delivering as one), but involving two or more of the UNDP CO clusters or practice areas) include:

- re-entry into the sustainable development area – the national council and its supporting office, looking at sustainable development from a broader perspective in light of the financial crisis, government budgets, resource constraints and the like; and also to help Montenegro position for the 2012 global conference on sustainable development (which is looking at institutional issues).
- Health sector reform (focusing on capacity and governance issues), in that it is linked to reforms at both the central and local levels, alternative service delivery mechanisms, financing mechanisms and the like.

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- Energy sector reform, but focusing on the cross-sectoral dimensions (including sustainable development).

#4. Develop a programme exit strategy. It may be some years before Montenegro is welcomed as a full member of the EU, and by that time there may no longer be a need for UNDP support in at least the governance area, as well as perhaps other areas supported by UNDP. The disengagement of UNDP support by this time, likely incrementally over the ensuing years as more and more conditions for EI are met, should be seen as the successful completion of the UNDP role in such incremental areas. Such an exit strategy could be linked to major milestones achieved by Montenegro on its path to EU accession, and would have the additional benefit of reducing the shared ‘uncertainty’ of whether and how long UNDP should continue to be engaged. Such a strategy would be preferable to the implicit assumption that UNDP will be in the country for an indeterminate period of time. This strategy would also look at increasing the shift to NEX from DEX, and full operational ownership of programmes (and also achieving Paris harmonization goals).

Numerous other opportunities for improvement are noted in the main body of the report, and these may be considered by DG programme management as recommendations of a more technical or operational nature (e.g. stable funding base for the CDP, sustainability strategy for the MONDEM and JTC areas, implementation strategy for the PAR).

Annex 1 – Terms of Reference

For Evaluation of Democratic Governance cluster within UNDP CO Montenegro Country Programme 2007 – 2011

I Background:

The United Nations Development Programme (UNDP) has been operating in Montenegro since 2001 to promote and implement sustainable human development strategies and programmes based on national priorities in line with the country's reform agenda.

Since early 2010 Montenegro has been involved in a unified model of UN System functioning within the "Delivering as One" integrated programme". The reform agenda initiated by UN member states, an integral part of which is the programme "Delivering as One" requires the UN development system to intensify its efforts to improve compliance and the effectiveness of its activities in the field. The aim of the UN Integrated Programme for Montenegro is to improve the results and impact of development by integrating comparative advantages of the UN system into a unified strategic framework. The programme was created in accordance with government priorities on the way to joining the European Union as well as the national development priorities outlined in strategic documents: development strategies and action plans.

Currently, the UNDP Montenegro and its project implementing partners are in early stages of preparation of the Country Programme Document (CPD) for 2012 – 2016. For improved and effective implementation of the strategies and mechanisms for the 2012 – 2016, it is important to review and evaluate the efficiency and success of the previous programme cycle (2007-2011). This evaluation will provide lessons learned and make recommendations to improve programme modalities and management approaches.

The CP for 2007-2011 has focussed on three distinct programme areas: (a) social inclusion (b) democratic governance (institutional and judicial reform) and (c) economy and environment for sustainable development.

The Democratic Governance cluster/component has been focussing on legislative, institutional and administrative reform and capacity development at the central and local level in support to Montenegro in its European and Euro-Atlantic integrations process. It is currently composed of five programmes: 1. Capacity Development Programme, 2. Rule of Law and Human Rights Programme, 3. Montenegro Demilitarization Programme (MONDEM), 4. Local Governance Programme, and 5. Anti-corruption Programme.

1. Capacity Development Programme

CDP contributes to strengthening of institutional and administrative capacities of Montenegro for the European Integration process. This Programme has been successfully operating since September 2003 as a partnership between the Government of Montenegro, the Foundation Open Society Institute (FOSI-ROM) and the UNDP. The initial budget of \$550,000 in 2003 grew to 1,7 million by the end of the first phase in 2007. The budget for the second phase of CDP assistance from 2007- 2009 was \$ 1.7million while the initial budget for the third phase of CDP assistance from 2010 – 2013 is \$ 1,7 million.

CDP has been supporting a series of institutional and functional horizontal and vertical reviews, restructuring and reorganization in different ministries. Third phase is focused on further support to the European Integration process, supporting the development of the new Public Administration Reform

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Agenda for 2010-2014 and capacity development of the Ministry of European Integration, Ministry of Foreign Affairs and Ministry of Finance.

2. Rule of Law and Human Rights Programme

The rule of law remains one of the main concerns in the process of democratic reforms of the Montenegrin society and its European integration processes. UNDP Montenegro is involved in the judicial reform area since 2004. Rule of Law and Human Rights Programme has been providing policy and technical support to the Ministry of Justice in drafting the most important documents in this field, such as the *Strategy and Action Plan for the implementation of the reform of Judiciary (2007-2012)*, Criminal Procedure Code, Criminal Code and manual for their implementation. Ongoing efforts are focused on responding to major priorities: independence of judiciary, efficiency of justice, access to justice, corruption and integrity and organized crime and include: finalizing the Law on Legal Aid that will for the first time establish Legal Aid system in Montenegro, strengthening the capacities of the Center for Mediation and promotion of alternative sanctions, strengthening the capacities of judiciary to fight corruption and organized crime through the continuous education and a series of tailored trainings for judges and prosecutors.

3. MONDEM (Montenegro Demilitarization) Programme

MONDEM is a joint initiative of Montenegrin Ministry of Defence, Organization for Security and Cooperation in Europe and UNDP established in 2007. It has four components out of which two have already been fully completed: The Toxic Waste Disposal - disposal of 128 tons of rocket fuel and Destruction and Recycling Heavy Weapons (61 tanks, 7 armoured vehicles, 24 howitzers, 60 field artillery guns and 1000 various heavy weapons). First phase of the demilitarization of conventional ammunition (480t) has also been completed while second phase is awaiting further resource mobilization while reconstruction of the ammunition storage site and capacity development of ammunition management system, a 1.5 million USD project, is expected to be finalized by the end of 2010. So far more than 4 million USD were mobilized including 1,000,000 USD generated from recycling of the scrap material that Ministry of Defence contributed. The aim is that by the end of the programming cycle an indigenous local capacity will remain for the maintenance, storage and future disposal of conventional munitions required by the security structures of the Government of Montenegro in accordance with NATO and EU standards.

4. Local Governance Programme

UNDP Local Governance Programme is aimed at responding to currently identified three major challenges. Firstly, in relation to the lack of capacities for service provision at the local level UNDP is supporting Ministry of Interior and public administration and municipalities through the Union of Municipalities in strengthening inter-municipal cooperation as well as strengthening local public finances through better budgeting and support to improving allocation process of the equalization funds.

Secondly, directly with municipalities UNDP is working on the empowerment of Municipal Assembly representatives by building administrative capacities of President/Secretary Generals and administrative staff to become more efficient and responsive to the local citizens needs and requests as well as exercise better their legislative power and their role of supervising the executive branch. Thirdly, UNDP will contribute to understanding and addressing the human resource challenge at the local level by conduct functional analysis for Montenegrin municipalities in close partnership with European Union delegation under IPA 2010.

5. Anti-corruption Programme

The fight against corruption is a priority for Montenegro in terms of further democratization and fulfillment of European partnership objectives. In the previous period UNDP Montenegro has implemented a two-year project with the main aim to contribute towards effective implementation of

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anti-corruption initiatives, by building partnership between Directorate for Anticorruption Initiatives within Government of Montenegro (DACI), local civil society organizations and business sector, as well as by raising public awareness and strengthening the capacity of civil society organizations to participate in the implementation of the national anti-corruption policies in the country. Under the umbrella of this project capacity assessment of DACI has been completed as well as two assessments of the integrity and capacity of the judiciary system and the local-self governance. Currently two more researches focusing on the integrity of the health sector and the state administration are ongoing.

Future efforts will be directed towards securing adequate follow up to the two ongoing researches in terms of resource mobilization and relevant policy and institutional changes, and implementation of the capacity development response in DACI developed based on the previously completed capacity assessment and with financial support secured from the Government of Norway. For more details on specific projects please see <http://www.undp.org.me/dg/index.html>

II Objectives of the evaluation:

Overall objective of the evaluation is **to assess/evaluate** a) progress made so far in relation to the objectives/outcome set in the CPD 2007-2011, b) cluster positioning in relation to current national priorities (taking into consideration of course UNDP's comparative advantages and mission in Montenegro) in terms of whether cluster is present in all relevant strategic programmes/areas in democratic governance and whether programme interventions are well aligned and reinforcing each other, and based on the a) and b) the final objective would be to c) provide recommendations for future programming. The key objectives of the evaluation are:

- To assist the UNDP and other project implementing partners to understand:
 - ✓ the efficiency, effectiveness and relevance of the UNDP Democratic Governance Programme;
 - ✓ the sustainability of programme results including ownership of the project implementing partners
 - ✓ the level of satisfaction of programme stakeholders and beneficiaries with the results,
 - ✓ whether UNDP was effectively positioned and partnered to achieve maximum impact
- To assess the contribution of the programme to achieve the country priorities and goals
- To distil lessons learned based on programmatic and operational strengths and weaknesses for the future programming
- To assess UNDP's comparative advantage in addressing the support and capacity needs of implementing partners during the course of DG cluster projects' implementation
- To assess how gender concerns have been integrated in DG projects implementation and to formulate set of recommendations to ensure efficient and effective gender mainstreaming and maximizing impact⁴⁴.
- To highlight the anticipated and unanticipated outcomes of the programme both positively and negatively impacting the lives of the target groups
- To provide recommendations on the future implementation and strategy options for effective and efficient delivery of UNDP commitments as per the CPAP.
- Factors affecting the outcomes: factors – other than UNDP interventions – which affected the achievement of the outcome (Montenegro becoming middle income country, turnover of the staff/officials in the Ministries; donors' environment and interests in specific areas).

III Scope of the evaluation:

This is an outcome evaluation, as summative evaluation of DG cluster projects developed within one CPD outcome – Democratic Governance with clear recommendations on the strategy options for the forthcoming UNDP CPD 2012-2016. The evaluation will assess the contributions of UNDP towards

⁴⁴ Please note that the gender mainstreaming has been integrated as mandatory component of programming cycle only as of 2009.

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development results stipulated in the CPD, which is expected to strengthen the formulation and implementation of the next CPAP and associated UNDP projects.

The evaluation will cover the entire programme period and will focus on assessing the strategies, implementation mechanisms and programmatic results based on management, programme coordination, design of the CP and communication and cooperation between the stakeholders. The evaluation will highlight strengths, weaknesses/gaps, good practices and provide forward looking recommendations. It is expected that the recommendations should be formulated both in light of forthcoming CPD development as well as having in mind positioning of UNDP democratic governance programmes within Delivering as One framework.

In addition, the Evaluator should bear in mind that the evaluation is to be conducted one year prior to 2007-2001 CPAP end. Therefore the evaluation should, to the extent possible, take in consideration those activities/outputs which would significantly contribute towards outcome achievement and which would take place in 2011.

It is suggested that among others the evaluators should consider as 'point of departure' an Assessment of Development Results (ADR), a comprehensive Country Office Programme evaluation which took place in 2005.

The evaluation should be conducted in a participatory manner involving and soliciting views, feedback and opinions of stakeholders including implementing partners (Ministry of Finance, Foreign Affairs, European Integrations, Justice, Interior and Public Administration, Defence, then Deputy Prime Minister's cabinet, Directorate for Anticorruption, Union of municipalities, Human Resources Management Authority, Judicial Training Centre, as well as partner international organizations such as EC, OSCE, American Embassy.

IV Methodology:

The evaluation will be undertaken in close consultation with the government throughout the process to ensure the principles of national ownership, transparency and mutual accountabilities are followed. The relevant national partners will be consulted at all levels of the process including setting evaluation methodology, identification of external consultant following the UNDP recruitment procedures and the overall management of the evaluation process.

In general, the evaluator will adopt an integrated approach involving a combination of quantitative and qualitative data collection and analysis tools to capture both the tangible and quantifiable impacts as well as to understand the factors and processes contributing to those changes in the lives of beneficiary groups. The evaluation will comprise of the following key stages/processes:

1. Desk review: the evaluator will review all available material related to the programme, such as CPD, CPAP, UN Integrated Programme Document, Project/programmes progress reports, project evaluation reports, projects documents, relevant national and international surveys, project outputs (brochures, assessments, etc.) knowledge produced, attitudes and practices surveys as well as policy and legal documents.
2. Finalisation of evaluation methodology and work plan: In consultation with the relevant UNDP staff and relevant national partners (as required), the Evaluator will finalize the appropriate methodology to address the underlying objectives of this evaluation. The methodology will entail a participatory process for data collection, generating an evidence base to substantiate all findings while ensuring that the data collection methods and data analysis is of high quality, triangulated and verifiable; and that stakeholders are involved in data collection processes and debriefed on regular basis to address any unforeseen challenges requiring support or clarification.

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3. Field visits: the evaluator will conduct field visits supported by UNDP to collect data using a mix of qualitative and quantitative approaches such as structured surveys, structured and semi-structured interviews and observation techniques. The team, in consultation with UNDP, will identify key stakeholders to be consulted with during the evaluation so that their engagement and involvement in the evaluation process can be arranged in a timely manner. Key stakeholders include officials from government departments, civil society representatives, UNDP staff, and beneficiary groups.
4. Debriefing session: the evaluator will debrief the relevant stakeholders and UNDP management about the initial findings including key observations and recommendations based on verifiable facts and figures.

V Expected products:

The Evaluator will be responsible for producing the final evaluation report in English following the UNDP Guidelines on Evaluation Report. The first draft will be presented to and discussed with the UNDP prior to the completing the evaluation mission in Montenegro. The final Evaluation Report will be send to UNDP at the latest, one week after the end of the mission.

The evaluator is required to follow the following guidelines and standards developed by UNDP Evaluation Office:

- UNDP Guidelines for Outcome Evaluators
- UNEG Ethical standards for evaluation
- UNEG Norms and Standards for Evaluation
- UNDP Evaluation Report standards

These resources are available on <http://erc.undp.org>. The Evaluator will be provided with these guidelines prior to starting their assignment with UNDP.

VI Proposed evaluation schedule:

Activity	Timeframe	Place	Responsible Party
Desk review	5 days	Consultants place of residence	Evaluator
Evaluation design, methodology and detailed work plan	2 days	Consultants place of residence	Evaluator in collaboration with UNDP
Field visits, interviews, consultations	5 days	Montenegro	Evaluator with logistical support from UNDP
Preparation of draft evaluation report for debriefing	4 days	Montenegro	Evaluator
Debriefing with UNDP and Partners/ key stakeholders	1 day	Montenegro	Evaluator
Finalization of evaluation report	5 days	Consultants place of residence	Evaluator
Evaluation Dissemination			UNDP
Management response			UNDP
Posting of evaluation TOR, summary and report on ERC			UNDP
Half day sessions to share and discuss the evaluation findings with implementing partners and relevant line ministries			Programme staff...

VII Management arrangement:

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UNDP will manage the evaluation process, provide backstopping support and ensure the coordination and liaison with concerned agencies. The UNDP will work with the Evaluator providing overall guidance and quality assurance.

UNDP will support the evaluator in terms of providing all the reading materials, introductory letter to the Ministries in the Government of Montenegro, logistical support for conducting the consultation meeting & field visits and brief orientation to facilitate & initiate the evaluation process.

UNDP will ensure that the evaluation is on agreed schedule, follows UNDP evaluations standard and all the stakeholders are informed & involved in the evaluation process. UNDP will also ensure that there is a management response to the evaluation in place and measures & plans to take these responses forward.

VIII Evaluator

An international consultant selected by UNDP Montenegro will be engaged to undertake the evaluation.

The international consultant will be responsible for the entire work of the mission and to deliver the expected outputs of the mission (high quality UNDP format Project Evaluation Report agreeable to the UNDP standards and requirements).

Specifically, the international consultant will perform the following functions:

- (a) Conduct desk review and provide basic findings
- (b) elaborate the research methodology of the evaluation
- (c) conduct the evaluation mission in cooperation with UNDP;
- (d) formulate and submit to UNDP Montenegro first a draft end then a comprehensive UNDP format Programme Evaluation Report agreeable to the UNDP standards and requirements

Qualifications and experience of international consultant Team-Leader:

Requirements

- Ph.D. degree in social sciences related to political science, international development, international relations, public and business administration or equivalent,
- Extensive (at least 10-year) experience and proven track record with evaluating projects, programmes in development area preferably related to the democratic governance issues,
- Extensive experience on providing policy advice, development, formulation and implementation in the area of democratic governance including field experience, strategic planning and evaluation;
- Extensive experience of programming on issues of capacity development,
- Experience in conducting evaluation
- Strong inter-personal and presentation skills
- Proficiency in English (knowledge of South-Slavic languages would be an asset).

Desirable

- * Experience in the Balkan region is an asset
- * Experience in programme/project creation and management for emerging countries, including cost assessments and sustainability issues
- * Prior experience with UNDP in programme/project implementation, assessments of impacts, results, M&E, etc.

Reference documents

- CPD 2007-2011
- CPAP 2007 -2011
- Projects evaluations, reviews, progress reports that have been prepared in the past.
- Key strategy papers produced during the review period to which UNDP contributed
- All guidelines from Evaluation Resource Centre
- Assessment of Development results Montenegro (ADR 2005)
- Delivering as One Integrated Framework

Annex 2 – Individuals Consulted

UNDP Country Office

Alexander Avanessov	Resident Representative and UN Resident Coordinator
Kristine Blokhuis	Assistant Resident Representative
Miodrag Dragisic	Team Leader, Social Inclusion Cluster
Milica Begovic Radojevic	Team Leader, Economy and Environment Cluster

Democratic Governance Cluster

Sanja Bojanic	Team Leader
Marija Novkovic	Project Manager, Anticorruption Programme
Jelena Djonovic	Programme Manager, Rule of Law and Human Rights Programme
Gordan Ivanovic	Programme Manager, MONDEM
Vladimir Djurkovic	Programme Manager, Local Governance Programme
Sanja Medjedovic	Project Manager, Finance Project, Capacity Development Programme
Olivera Dimic	Programme Manager, Capacity Development Programme
Dragan Djuric	Senior Technical Advisor, Capacity Development Programme
Richard Djuricic	Programme Assistant

Government of Montenegro

Directorate for Anti-Corruption Initiative (DACI)

Vesna Ratkovic	Director
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Center for Mediation of Montenegro

Miroslav Knezevic	Director
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Office of the Deputy Prime Minister for International Economic Cooperation

Ivana Petricevic	Adviser to the Deputy Prime Minister (aid coordination)
Lav Lajovic	Adviser to the Deputy Prime Minister (PAR project)

Judicial Training Center of Montenegro

Maja Milosevic	Director
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Ministry of Defense

Rifet Kosovac	Deputy Minister
Dragoslav Vuksanovic	Adviser General Staff

Ministry for European Integration

Aleksandar Drljevic	Deputy Minister
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Ministry of Finance

Milorad Katnic	Deputy Minister
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Ministry of Foreign Affairs

Mirsad Bibovic	Deputy Minister
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Ministry of Interior and Public Administration

Dragan Pejanović	General Secretary
Osman Subasic	Deputy Minister for Interior Affairs
Mladen Jovović	Deputy Minister for Local Self Government
Aleksandar Vukcevic	Advisor, Sector for Local Self Government
Sandra Bugarin	Advisor to the Deputy Minister

Ministry of Justice

Branka Lakocevic	Deputy Minister
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Office for Sustainable Development

Bosiljka Vukovic	Director, a.i.
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Donors, Funding and Other Organizations

Delegation of the European Union to Montenegro

Pierre-Yves Bellot	Attaché, Task Manager, Operations Section
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OSCE Mission to Montenegro

Waldemar Figa	Deputy Head
Ana Milisavljevic	Senior Programme Support Assistant
Cecelia Maronnier	Programme Officer, Human Rights Advisor

Union of Municipalities of Montenegro

Aleksandar Scekcic	Advisor to the Secretary
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United States Embassy

Cecilia Bratten	Resident Legal Advisor
Ana Grgurevic	Legal Programme Assistant

Annex 3 – Documents Reviewed

CAPACITY DEVELOPMENT

01. UNDP, Framework Project Document, *“Capacity Development Programme For The State Administration For The Republic Of Montenegro - Phase Two - January 2007 - December 2009”*, December, 2006
02. UNDP, Framework Project Document, *“Capacity Development Programme – Phase III “-- March 2010 – March 2013,*
03. UNDP, Project Document, *“Strengthening capacities of Public Relations Bureau of Government of Montenegro to communicate reforms and European Integration to media and public - 2007 – 2011”*, May, 2008 \$ 60K, UNDP core)
04. UNDP ProDoc, *“Strengthening Capacities of European Integration Secretariat and DPM Office for European Integration”* (January 2007 –December 2009)
05. UNDP, Project Document, *“Strengthening capacities of Ministry of Finance to efficiently plan analyze and manage the public finances in support to country’s aspirations for sustainable development and EU integration 2009 - 2011”*, undated
06. UNDP ProDoc, *“Enhancing the capacity of the Ministry of Foreign Affairs to better respond to Montenegro's national priorities for European integrations”* (May 2007 – December 2008)
07. UNDP ProDoc, *“Introduction of European contents in the state examination for work in the state institutions”* (November 2007-November 2008) Part of CDP – II
08. UNDP ProDoc, *“Enhancing the capacity of the Parliamentary Committees for International Cooperation and European Integration and for Constitutional Issues”* (July 2007 – December 2008)
09. UNDP, Project Document, *“Strengthening capacities of Ministry of Foreign Affairs to efficiently address the priorities of Foreign policy of Montenegro - 2010 – 2013”*, undated
10. UNDP, Project Document TTF, *“Assessing and Monitoring the State of Governance in the context of European Integration in Montenegro”* (February 2008 – February 2009).
11. UNDP, Project Document, *“Strengthening capacities of Government of Montenegro, and in particular Ministry for European Integration, line ministries and other gov. structures for European Integration”* (2010-2013)
12. UNDP, *“Impact Evaluation of the Capacity Development Programme (CDP) in Montenegro”*, September 2009.
13. UNDP, Project Document, Proposed, *“Establishment of Aid Coordination and Management Institutional Framework and Mechanisms in Montenegro – 2010 – 2013”*
14. UNDP, *“Review of the Capacity Development Programme of the Government of Montenegro”*, FMP, December, 2004.
15. UNDP, Capacity Development Programme – Phase II: Programme Progress Report Feb 2008 – Feb 2009.
16. UNDP, Capacity Development Programme – Phase II: Programme Progress Report Mar 2009 – Mar 2010.

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17. EC, Grant Application Form, "Strengthening Capacities for IPA Programming and Project Fiche Preparation in Montenegro", undated.
18. UNDP, "Strengthening Capacities of Ministry of Finance to efficiently plan, analyze and manage public finances", Report of Project Activities for September – December 2009
19. UNDP, "Concept Note – Support to the Implementation of the AUURUM", November, 2010
20. FMP, "Independent Review of the Capacity Development Programme", November, 2004

RULE OF LAW AND HUMAN RIGHTS

01. UNDP, Project Document, "Strengthening Capacities of Judiciary in Montenegro to Fight Corruption and Organized Crime – Jan 2008 – March 2009", December, 2007.
02. UNDP, Project Document, "Reform of the Legal Aid System in Montenegro – Sept 2008 – Dec 2009", undated.
03. UNDP, Project Document, "Strengthening Capacities of the Ministry of Justice of Montenegro – Jan 2009 – July 2010", undated
04. UNDP, Project Document, "Strengthening the Capacities of the Center for Mediation of Montenegro and Promotion of Alternative Sanctions – July 2010 – Dec 2012".
05. UNDP, "Report (January 2008-December 2008) – Strengthening Capacities of Judiciary in Montenegro to Fight Corruption and Organized Crime", undated
06. UNDP, Annual report on our three joint projects of the Judicial Reform Programme (CO Montenegro, United Nations Development Programme) Reporting time: January - December 2009.
07. UNDP, Semi-annual report on our four joint projects of the Rule of Law and Human Rights Programme (CO Montenegro, United Nations Development Programme) Reporting time: January - June 2010.
08. UNDP Success Story Questionnaire, "Support to the Ministry of Justice of Montenegro in creating the Action plan for the implementation of the Strategy for the reform of judiciary (2007-2012) and establishment of the UNDP Judicial Reform Programme in Montenegro", internal, undated

LOCAL GOVERNANCE

01. UNDP, Project Document, "Local Governance Capacity Development in Montenegro – Jan, 2010 – June, 2011"
02. UNDP, Project Document, "Strengthening mechanisms for public finance at the local level in Montenegro", undated (probably prepared in 2010).
03. UNDP, Project Fact Sheet, "Capacity Development for Local Self-Governments of Montenegro"
04. UNDP, Franklin De Vrieze, "Towards an Municipal Assemblies Support Initiative Report of the assessment mission to Montenegro UNDP 'Global Programme for Parliament Initiative' in Montenegro in September 2009", October, 2009.
05. UNDP, Novovic, "Capacity assessment of Municipalities in North Montenegro", October, 2009.

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06. UNDP, *“Knowledge transfer of the Czech experience in the field of good/local governance towards more efficient and democratic municipal assemblies in Montenegro”*, Assessment Paper, MEPCO, July-August, 2010, plus several annexes
06. UNDP, *“Knowledge transfer of the Czech experience in the field of good/local governance towards more efficient and democratic municipal assemblies in Montenegro”*, Terms of reference.
07. UNDP, *“Knowledge transfer of the Czech experience in the field of good/local governance towards more efficient and democratic municipal assemblies in Montenegro”*, Policy Paper, MEPCO, July-August, 2010, plus several annexes
08. UNDP, Evaluation Score sheets, Training Sessions, *“Knowledge Transfer of the Czech Experience in the Field of Good Local Governance towards more Efficient and Democratic Municipal Assemblies in Montenegro”*, Training of Local Councilors and Secretaries

ANTI-CORRUPTION

01. UNDP, Project Document, *“Enhancing Strategic Operational Capability of the Directorate for Anti-Corruption Initiatives (DACI) through Capacity Building”*, July 2010 – July 2012.
 02. UNDP, Project Document, *“Support to the implementation of National Action Plan against corruption and organized crime (NAP) in Montenegro”*, Jan 2008 – Dec 2009.
 03. UNDP, Health Care System Research, Internal information page, undated.
 04. UNDP, *“Anti Corruption Project Montenegro”*, *“Terms of Reference: Integrity and Capacity Assessments of the Public Administration Sector in Montenegro”*, annex III, undated.
 05. UNDP, Dan Dionisie, *“Capacity Assessment Report, Directorate for Anti-Corruption Initiative of Montenegro”*, 8-12 December 2008.
 06. Government of Montenegro, *“Integrity and Capacity Assessments of the Judiciary in Montenegro”*, October, 2008 (1st research report).
 07. Government of Montenegro, *“Local Self Government Sector – Integrity and Capacity Assessments”*, May, 2009 (2nd research report).
 08. Government of Montenegro, *“Survey and Capacity of the Integrity of the State Administration Sector in Montenegro”*, December 2010 (3rd research report).
 09. UNDP, *“Workshop on Programming in Support of Anti-Corruption Agencies”*, UNDP Bratislava Regional Center, July, 2009.
 10. UNDP, *“Evaluation of UNDP’s Anti-Corruption Programme”*, Vera Devine, April, 2009.
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MONDEM

01. UNDP, Programme Framework Document, *“Capacity Development Programme For SALW Demilitarization And Safe Storage For The Republic Of Montenegro - Apr 2007 – Dec 2009”*, April 2007.

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02. UNDP, Project Document, *"Disposal of Hazardous Toxic Waste (Liquid Propellant and Napalm)", (Annex A), 2007*
03. UNDP, Project Document, *"SALW (Conventional Ammunition) Stockpile Management and Security", (Annex B), 2007-2008*
04. UNDP, Project Document, *"Conventional Ammunition Demilitarization Capacity Development and Operational Support", (Annex C), 2007-2010*
05. UNDP, Project Document, *"Recycling and Demilitarization of Heavy Weapon Systems", (Annex D), 2007*
06. UNDP, *"MONDEM Annual Report July 2007 - July 2008"*.
07. UNDP, *"MONDEM Annual Report July 2008 - July 2009"*.
08. UNDP, *"MONDEM Annual Report July 2009 - July 2010"*.
09. UNDP, *"Crisis mitigation in uncertain times: Conflict prevention through green employment and institutional building", proposed project, undated*
10. UNDP, Small Arms (SALW) Reduction Program, proposed project strategy
11. UNDP, Small Arms and Armed Violence Prevention Project in Montenegro, proposed project, undated

OTHER REPORTS

01. EC, *"Montenegro 2008 Progress Report - Commission staff working document", Brussels, November, 2008.*
02. EC, *"Montenegro 2008 progress report - Commission staff working document - Accompanying the Communication from the commission To the European parliament and the council", November, 2008*
03. EC, *"Montenegro 2009 Progress Report - Commission staff working document", Brussels, October, 2009*
04. EC, *"Montenegro 2009 progress report - Commission staff working document - Accompanying the Communication from the commission To the European parliament and the council", October, 2009*
05. EC, *"Commission Opinion on Montenegro's application for membership of the European Union", November, 2010*
06. UNDP, *"UNDP Country Programme Republic of Montenegro (2007-2011)", November, 2006, plus CPAP 2007-2011*
07. UNDP, *"Evaluation of the Economy and Environment Cluster of UNDP Country Office in Montenegro", 2008*
08. UNDG, *"2008 Resident Coordinator Annual Report Montenegro", plus annexes*
09. UN, *"Integrated UN Programme, Results and Budgetary Framework (2010 - 2015) for Montenegro", April, 2010*
10. UN Montenegro, *"Integrated United Nations Programme, Results and Budgetary Framework (2010-2015) for Montenegro", UNCT, 7 April 2010*

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11. Government of Montenegro, *"Strategy of Public Administration Reform In Montenegro 2010-2015"*, "AURUM", Podgorica, October 2010.
12. Government of Montenegro, *"Action Plan for Public Administration Reform In Montenegro - 2010-2015"*,
13. Government of Montenegro, *Strengthening The Independence And The Autonomy Of The Judiciary*
14. Government of Montenegro, *Anti-Corruption Training Programme For Judges And Prosecutors Of Montenegro*
15. Government of Montenegro, *Strategy For The Reform Of The Judiciary (2007 - 2012)*
16. Government of Montenegro, *"Strengthening Inter-Municipal Cooperation in Montenegro"*, joint publication with UNDP in Montenegro in cooperation with UNDP in FYR Macedonia, 2010.
17. Government of Montenegro, Directorate for Anti-corruption Initiative, *"Integrity and Capacity Assessments of the Judiciary in Montenegro"*, October
18. Government of Montenegro, Directorate for Anti-corruption Initiative, *"Local Self Government Sector - Integrity and Capacity Assessments"*, May, 2009.
19. Government of Montenegro, *"National Training Strategy - Local Government Montenegro"*, MIPA, July, 2008.
20. Government of Montenegro, UNDP *"Strengthening Inter-Municipal Cooperation in Montenegro"*, Booklet, August, 2010.
21. Government of Montenegro, *"National Training Strategy - Local Government Montenegro"*, July, 2008.
22. EU Delegation in Montenegro, IPA Centralized Programmes, Project Fiche 3, *"Support to Local Self-Government for implementation of the NTS and provision of grants to municipalities"*, CRIS Number: 2010/022-154, undated

Annex 4 – Self Assessment Questionnaire

EVALUATION OF THE DEMOCRATIC GOVERNANCE CLUSTER WITHIN COUNTRY PROGRAMME 2005 - 2011

Effectiveness:

Have programme objectives been met? How can these be enhanced? Have gender concerns been adequately address and mainstreamed?

Efficiency:

Are the programme inputs being converted economically into desired and agreed upon outputs? How? How can this be improved?

Relevance:

Are the programmes relevant to the Government / UNDP mandates, national priorities? How so?

Are they flexible enough to respond to emerging needs? What suggestions can you make to increase relevance in the future?

Sustainability:

What is the evidence and likelihood that the programme achievements can be enhanced, over the remaining programme period, and sustained thereafter?

Impact:

To what degree are you satisfied with the contribution of the programme? In your view, what is the most significant result, success or impact of the project / programme?

How have anticipated (or unanticipated) outcomes impacted the lives of the target groups (negatively or positively)?

Has UNDP been effectively positioned and partnered to achieve impact? What have been UNDP's comparative advantages?

Lessons learned and Success Factors:

What are the main lessons to-date that can be applied for the rest of the programme and to the next country programme period 2012 - 2016?

What are the factors that positively or negatively affect the achievement / performance of the programmes – strengths, weaknesses, opportunities, risks?

Do you have any other ideas or suggestions on how the programme can be improved, changed or strategically positioned in the next country programme?

ON THE MANAGEMENT / GOVERNANCE OF THE PROGRAMMES / PROJECTS

PART A - PROJECT / PROGRAMME IDENTIFICATION

Project Title _____

Project Number _____

Project Manager _____

Date ProDoc Signed _____

Initial Planned Project Start Date _____

Actual Date Project Started _____

Expected date of project completion _____

PART B - QUESTIONS ON OVERALL PROJECT MANAGEMENT

1. If different from that specified in the Project Document, please provide an outline of the management arrangements that have been used for the project / programme.
2. Please indicate which project management aspects have worked well and which you feel need improvement for effective implementation.
3. Has the Steering Committee (or project board or equivalent mechanism) met regularly and has it performed according to its TOR? Please attach any recent SC Minutes.
4. What have been the main contributions of the Steering Committee to the performance of the project? Do you have any suggestions for improving the role of the SC?
5. Have any other steering or **review committees** been set up or used by the project (e.g. technical advisory, management committee, oversight committee)? If so, what are they and their role? Have they been effective?
6. Have **annual work plans** been prepared? Have they been reviewed and accepted by the Steering Committee?

PART C - QUESTIONS ON PROJECT PARTNERS / PARTNERSHIP STRATEGY

7. Have the project partners as identified in the project document been active in the project?
8. Have any separate partnership agreements been signed (e.g. joint programme arrangements with other UN agencies, cost-sharing / co-financing agreements, partnership support agreements, MOUs, etc)? If so, please identify.

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9. Please identify the partner and the nature of the relationship to UNDP and/or the project (i.e. the main role of the partner - UN agency, governments, donor/funding source, implementing partner; regional or country level institutions, etc)

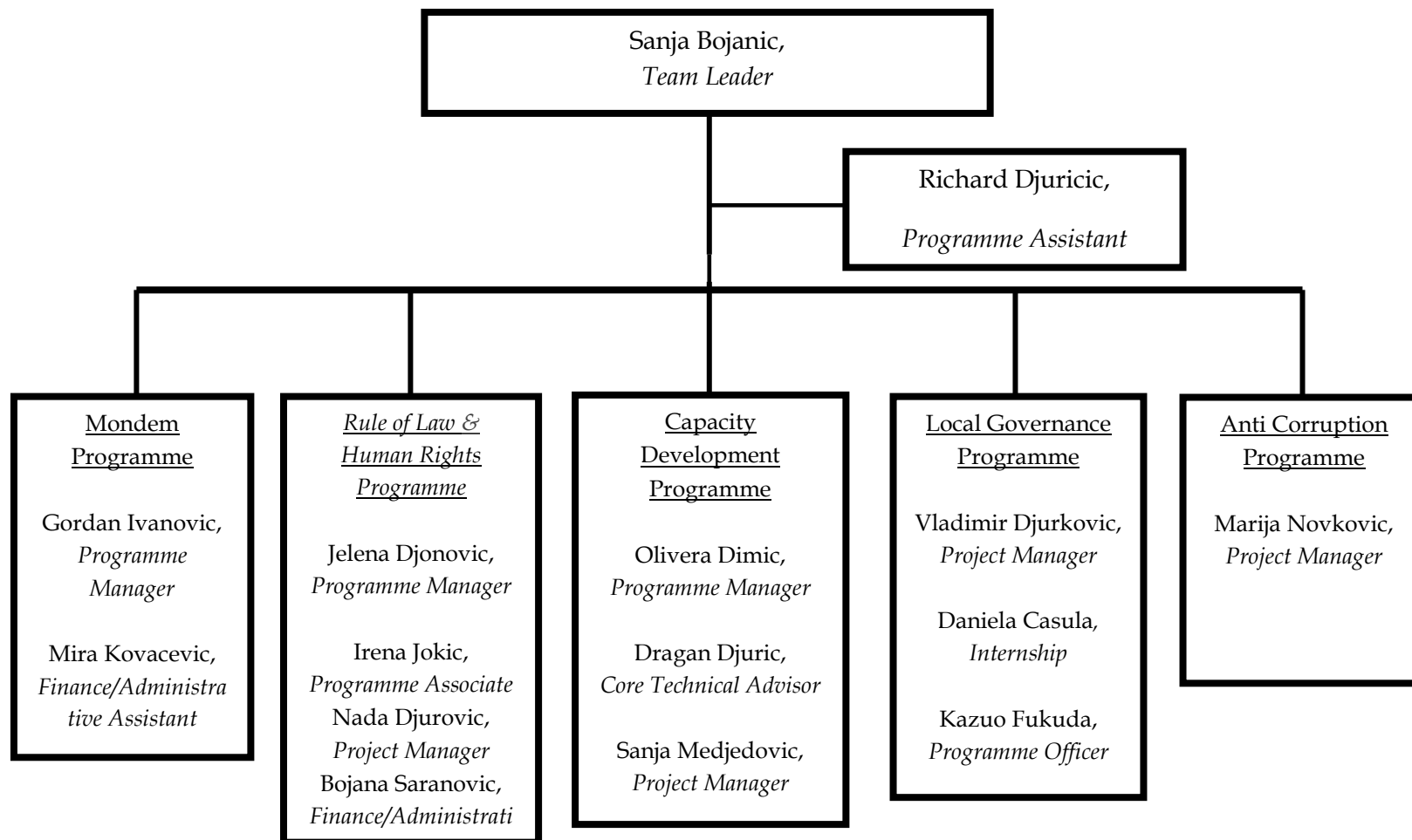
Partner	Nature of Relationship / Partner role
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

10. Do you have any recommendations for improving the partnership strategies of UNDP regional projects / programmes?

PART D - QUESTIONS ON MONITORING FRAMEWORK AND EVALUATION

- 11. Have **quarterly quality assessments** and **project reports** (QPRs) been done? If not, why?
- 12. Has an **Issue Log** been activated in Atlas and updated? Has it served a useful or intended purpose?
- 13. Has a **project Lesson-learned log** been activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project?
- 14. Have **annual review reports** been prepared and submitted to the Project Steering Committee? If you have not done so already, please provide a copy of the most recent report.
- 15. Has a **mid-term project review** been carried out? If so, please provide a copy.
- 16. Has an **outcome evaluation** been carried out? If not, when will this be scheduled?

Annex 5 - Organization of the DG Cluster



Annex 6 – DG Programme Metrics

A. CAPACITY DEVELOPMENT PRPROGRAMME

SUMMARY TOTALS – MAIN EVENTS BY YEAR

EVENT	2007	2008	2009	2010	Total
No of trainings	7	13	13	18	51
No of Study visits	2	2	1	5	10
No of participants	150	200	450	450	1250
No of international experts	20	15	20	14	69
No of national consultants	7	6	6	13	32

All CDP events have been evaluated with the average mark between 4 and 5 (5 is being the highest mark)

EVENT DETAILS BY PROJECT

I. Project: *“Strengthening Capacities of European Integration Secretariat and DPM Office for European Integration”* (January 2007 – December 2009)

Trainings/workshops/roundtables:

- March 19-22, 2007 – Training for new staff of SEI; 13 participants;
- May, 2007 – Training on projects development for EU funds for SEI and Ministry of Finance; 7 participants
- June 11-12, 2007 – Regional workshop on challenges on SAA implementation for SEI with representative form Macedonia, Croatia, Serbia and Bosnia and Hercegovina; 38 participants
- October 2007 – Workshop for leaders of Groups for European Integration; 15 participants
- November 2007 – Training on preparation of project fiches; 10 participants (Project: Strengthening capacities of SEI and DPM for EI)
- July 4-6,2008 – Training on Project Fiche and Log-frames preparation for IPA National Programme 2009; 35 participants
- September 4-6, 2008 – Training on Project Fiche for IPA National Programme 2009; 40 participants
- March 5-7, 2009 – Training on Project Cycle Management focusing on implementation phase and activities before and after the signing of the Financial Agreement for national IPA 2009; 30 participants
- March 26-27, 2009 – training on PRAG, procurement rules and budgeting and PCM for CBC programmes
- April 22-24, 2009 – Training on preparation of call for proposals, information distribution, etc for CBC programmes; 25 participants
- April 30, 2009 - Training on Project Cycle Management focusing on implementation phase and activities before and after the signing of the Financial Agreement for national IPA 2009; 50 participants
- May 14-16, 2009 – Roundtable on Operational Manual for IPA I; 30 participants
- May 27-29, 2009 – Training on project evaluation, preparation of contracts for CBC programmes; 25 participants
- May 28 – 30, 2009 - Training on preparation of Terms of Reference; 40 participants
- May, 2009 - Training for about 30 translators on how to use the WordFast programme.

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- July 7 – 9, 2009 – Training on preparation of log-frames for IPA National Programme 2010; 50 participants
- July 28-30, 2009 – Training on preparation of project fiches for IPA National Programme 2010; 30 participants

Study visits:

- 16-19 April, 2007 - Study visit for SEI to Macedonia regarding sharing of experience on absorption of EU funds ; 9 participants
- September 24, 2007 – Study visit of high level officials of General Secretariat of the Government of Montenegro to the General Secretariat of Government of Macedonia; 4 participants.
- December 2008 – Study visit to Estonia on introduction of e-Government; 8 participants

Experts:

- 35 international experts
- 5 local consultants

Products:

- February 2007 – Administrative Capacity Building Action Plan for the implementation of the SAA
- April 2007 – Policy paper on establishment of new structures for European Integration within the Government of Montenegro
- July 2007 – printing of Stabilization and Association Agreement
- August 2007 – Development of website “Integration ”
- November 2007 – Establishment of National experts database
- November 2007 – establishment of the Development Assistance Information and Online Database;
- June 2008 – Action Plan for implementation of the Program for fight against corruption and organized crime
- November 2008 – Montenegro in Stabilization and Association Process – 10 quarterly reports of the GoM to the Parliament on SA process
- April 2009 - Operational Manual for programming of IPA Component I
- April 2009 - the Action Plan for the implementation of the Public Servants and State Employees
- May 2009 – Manual for Translation
- November, 2009 - the Action Plan for preparation of Montenegro to use the IPA Components III – Regional Development and IV – Human Resources Development. The Action Plan was presented and agreed with general directorates of EC (DG Region and DG Employment) in Brussels on November 11,2009

II. Enhancing the capacity of the Ministry of Foreign Affairs to better respond to Montenegro's national priorities for European Integrations (May 2007 – December 2009)

Trainings/workshops/roundtables:

- April – June, 2008 – »on job« training for ILO staff; 2 participants
- June 2008 – the first Montenegrin Diplomatic Summer School; 25 participants
- July 21-24, 2009 - The second Montenegrin Diplomatic Summer School “Gavro Vukovic” for young diplomats from EU and Western Balkans region; 35 participants

Experts:

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- 4 international experts
- 3 local experts

Products:

- Website of the MFA
- Establishment of the International Legal Office
- Capacity Assessment of MFA

III. *“Introduction of European contents in the state examination for work in the state institutions”* (November 2007 – November 2008)

Trainings/workshops/roundtables:

- February 2008 – May 2008, meetings of the working group that prepared the Manual for the state exam

Experts:

- 6 local experts

Products:

- Manual for state exam

IV. *“Enhancing the capacity of the Parliamentary Committees for International Cooperation and European Integration and for Constitutional Issues”* (July 2007 – December 2008)

Trainings/workshops/roundtables:

- September 17-19, 2007 – Training for the staff of the two Parliamentary Committees on EU Integration; 30 participants
- October 29, 2007 – Roundtable for the members of the two Parliament Committees; 20 participants
- May 2008 – Workshop for the two Parliament Committees; 20 participants

Study visits:

- July 2008 – study visit for members of the two Parliament Committees to Slovenia; 9 participants

Experts:

- 4 international experts
- 2 national consultants

Products:

- Assessment of legal, institutional and administrative capacity aspects of the two Committees and relevant recommendations for the Committees and Parliament

V. *“Assessing and Monitoring the State of Governance in the context of European Integration in Montenegro”* (February 2008 – February 2009)

Trainings/workshops/roundtables:

- April 2008 – Roundtable about the context and methodology for governance assessment; 35 participants
- November 2008 – Roundtable on conducting the governance assessment with representatives of National Council for European Integration; 10 participants

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- June 9, 2009 – Roundtable on report on “Transparency and Accountability in the Montenegrin Governance System ”; 50 participants

Experts:

- 7 international experts
- 2 local experts

Products:

- December 2008 – The report on “Transparency and Accountability in the Montenegrin Governance System”

VI. “Strengthening capacities of Government of Montenegro, and in particular Ministry for European Integration (MEI), line ministries and other gov. structures for European Integration” (2010 – 2013)

Trainings/workshops/roundtables:

- March 26-27, 2010 – Workshop of the expert task force for Public Administration Reform (PAR) Strategy; 15 participants
- May 27 – 29, 2010 – Team building training for Ministry for European Integration; 40 participants
- March-June, 2010 – on job training on legal harmonization for MEI; 10 participants
- June 10-11, 2010 – Three trainings on harmonization of national legislation with the acquis; 80 participants
- October 1, 2010 – The second public hearing on Strategic Coherent Framework and Operational Programmes; 70 participants
- December 1-3, 2010 – Training on implementation phases of SEE and MED programmes; 25 participants
- December 16-17, 2010 – Seminar on Legal Harmonization in Croatia, 3 participants

Experts:

- 5 international experts
- 4 local consultants

Products:

- Translation of the Lisbon Treaty
- Database of terms and expressions on EU legislation
- National Roadmap for DIS for IPA III and IV components

VII. “Strengthening capacities of Ministry of Foreign Affairs to efficiently address the priorities of Foreign policy of Montenegro” (2010 -2011)

Trainings/workshops/roundtables:

- July 5-9, 2010 – Third Summer School for Young Diplomats; 60 participants
- November 17 -19, 2010 – Two trainings on modern communication techniques; 15 participants
- June-December, 2010 – Leadership and Management Development Programme; 2 participants

Experts:

- 2 international experts
- 4 local experts

Products:

- Administrative software

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- Diplomatic Book

VIII. *“Strengthening capacities of Public Relation Bureau of Government of Montenegro to communicate reforms and European Integration to media and public”*

Trainings/workshops/roundtables:

- December 9-12, 2008 – Two trainings for the employees of the Public Relations Bureau and PR officials of the Ministries on “Contemporary Communication and Public Presentation in the Process of European Integrations”; 20 participants
- November – December 2010 – Eight online trainings organized by the European Association of Communications Directors titled “Learn from Brussels insiders how to make your voice heard in the EU”; 3 participants

Study visits:

- December 2-5, 2008 – Study visit to the Directorate General for Enlargement and Directorate General Communication of the European Commission, Brussels; 2 participants
- June 14-19, 2009 – Study visit to communication departments of the Government, the Parliament and the President of the Republic of Estonia; 2 participants

Experts:

- International expert

Products:

- Information tool kit for foreign visitors of the Montenegrin Government, including media representatives

IX. *“Strengthening capacities of Ministry of Finance to efficiently plan, analyze and manage the public finances in support to country’s aspirations for sustainable development and EU”* (2009 – 2011)

Trainings/workshops/roundtables:

- October 26 – 30, 2009 - Workshop on The Doing Business Indicators, Methodology and Recommendations for Further Reforms; 56 participant, from 20 institutions.
- June 04, 2010 - Workshop: Assignment & Coordination of Activities relating to Macroeconomic Reporting, Planning & Development, 32 people, from 4 institutions.
- June 07-11, 2010 - Seminar” Legal days in Budva, on topic “Important questions of modern legislation “(Governing law, property - legal, harmonization - EU), for 4 participants,
- June 07 – 11, 2010- Seminar: “Introduction to public Finance Management”, Slovenia, 3 participants
- September 13-14, 2010 - Seminar: How to integrate better structural reforms into medium-term fiscal projections, 60 people, from 21 institutions.

Study visits:

- November 1-4, 2009 - Study visit to Slovenia, 4 participants, Sector for Tax & Custom MF, Tax Administration office, Custom Administration office, Component: Tax and Custom
- March 28 – April 1, 2010 - Study visit to Slovakia, 5 participants, Sector for Tax & Custom MF and budget sector MF, Component: Tax and Custom
- April 25 –28, 2010 - Study Visit to Macedonia, 5 participant, Sector for International Communication and Commercial Courte, Component: International Competitiveness Indicators
- June 15 –18, 2010- Study visit to Malta, 12 participants, Component: Budget
- September 29 – October 1, 2010- Study visit to Slovakia, Treasure Sector
- October 14-15, 2010 - Study visit Malta, 10 participants; Component Insurance

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Experts:

- 11 international experts
- 6 local experts

Products: Publication: “*Montenegro Economic and Fiscal Programme 2009 – 2012*. Published in June 2010.

B. RULE OF LAW AND HUMAN RIGHTS PROGRAMME

SUMMARY TOTALS – MAIN EVENTS BY YEAR

EVENT	2008	2009	2010	Total
No of trainings	10	19	48	77
No of Study visits	3	3	7	13
No of participants	350	267	480	1,097
No of international experts	4	7	11	22
No of national consultants	1	6	7	14

Mediation project 2010 –

- One Ministerial Conference and Community of Practice Meeting (2 events)
- around 100 participants
- 2 study visits (Norway and Slovenia)
- 3 international consultants
- 5 national consultants

AC OC project

2010 –

- 16 AC seminars + 2 CPC/CC seminars + 6 CPC and Extradition events – 24 seminars
- Participants – all judges and prosecutors in Montenegro (150 out of 252 judges and 50 out of 86 prosecutors) plus representatives of other institutions (Ministry of Justice and other Ministries, police, Tax Authority, Anti-corruption Directorate, Human Resources Management Agency, etc.) – around 60 (total: 260 participants)
- Two study visits to judicial authorities in Croatia, Zagreb
- Six international consultants

2009 –

- 4 events (public promotion of AC and one seminar, two seminars on CPC) – around 100 participants
- No study visits
- 1 international consultant
- 1 national consultant

2008 –

- 10 events (3 public discussions + 2 seminars on pre-trial proceedings + 4 seminars on the new solutions in CPC + 1 Prosecutorial conference) – 350 participants
- 3 study visits for judges of Supreme, High and Appellate courts (2 in Croatia and 1 in Serbia)
- 4 international experts
- 1 national expert (database)

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Strengthening capacities of the Ministry of Justice

2010

- Ministry of Justice retreat -25 participants, European days of the judiciary, roundtable – 60 participants, 3 donor coordination meetings – 70 participants, 2 trainings in HRMA related to mutual legal assistance (Total: 7 events)
- 1 international consultant
- Study visit (Switzerland) – 6 participants

2009

- One National conference on the International Legal Assistance -30 participants, Three seminars on bilateral agreements on legal assistance – 75 participants – 4 events in total
- 5 international consultants
- 2 national consultants
- One study visit (Croatia) – Ministry of Justice's staff, 7 participants

Legal aid Project

2010

- 4 roundtable public discussions, 10 Working group's meetings to draft the Law on legal aid, NGO Regional conference – 25 participants - 15 events in total
- 1 international consultant (gender assessment)
- 2 national consultants (fiscal analysis of the Law and website)
- Two study visits (Slovenia) – 12 participants

2009

- 10 Working group's meetings to draft the Law on legal aid, presentation of the project – 11 events in total – 40 participants
- 1 international consultant
- 3 national consultants
- Two study visits (the Netherlands, Slovenia) – 15 participants

C. LOCAL GOVERNANCE PROGRAMME

Project: "Local governance capacity development in Montenegro" (January 2010 – June 2011)

SUMMARY TOTALS

EVENT	2010
No. of trainings/participants	3 trainings/53 participants
No. of Study visits	2
No. of round tables/participants	2 round tables/76 participants
No. of national consultants	1

EVENT DETAILS BY PROJECT

Trainings/workshops/roundtables:

- Two trainings for the Presidents of the Municipal Council/councilors and Secretaries of the Municipal Council/staff in Becici, 27/28 September 2010;
- Training for the Presidents of the Municipal Council/councilors and Secretaries of the Municipal Council/staff in Kolasin, 4/5 November 2010;
- Two round tables on "Strengthening inter-municipal cooperation in Montenegro" held on 25 October 2010 (Podgorica) and 26 October 2010 (Bijelo Polje);

Study visits:

- Study visit to Czech Republic for the group of the Secretaries of the Municipal Council (28 November – 4 December 2010);
- Study visit to Czech Republic for the group of the Presidents of the Municipal Council (12 December – 18 November 2010);

Experts:

- 1 local consultant;

Products:

- Assessment Paper (Project component – **Municipal Councils**);
- Policy Paper (Project component – **Municipal Councils**);
- Set of learning modules ((Project component – **Municipal Councils**);
- Publication "Strengthening inter-municipal cooperation in Montenegro" (Project component – **Inter-municipal cooperation**)