### Country: MONTEMEGRO

### **COUNTRY PROGRAMME PERFORMANCE SUMMARY[[1]](#footnote-1)**

### Reporting period: 2012-2016

### **I. EXECUTIVE SUMMARY**

The UNDP Country Programme Document (CPD) for 2012-2016 committed to outcomes in three distinct but interrelated areas of Social Inclusion, Democratic Governance and Energy and Environment, closely aligned with the overall Integrated UN Programme. An external Outcome evaluation of the Country Programme undertaken in 2015 noted that it was:

“very relevant to the national context, […] The Country Programme responds to the issues, which key importance has been emphasized in the national strategic documents as priorities of the reforms in the three area of the rule of law, social inclusion and the environment. It is consistent with the needs of women, men, girls and boys in the country. The CO has implemented all outcomes of the CPD […] and at times exceeding most of the targets. It has broadly met its overall resource mobilization target in both regular and non-core resources. The CPD period was characterized by repeated challenges in the political environment and declining donor resources.

UNDP addresses Montenegro’s developmental challenges, especially those related to vulnerable groups and regional disparities where a solution can be found in the national context. The objectives of the UNDP Programme are also consistent with the country’s international and regional commitments, including on human rights (i.e. core human rights treaties), and other global priorities (i.e. sustainable development, environment, etc.).”

The key achievements in the area of **Democratic Governance** include support in development of the national strategic and legislative framework for accession negotiations through the flagship *Capacity Development Programme*, as recognised in EU Progress Report, 2015; Technical support in the area of Rule of Law and Human Rights to align frameworks, develop Reform Strategy 2014-2018 and an accompanying Action Plan, support in introduction of legal aid and anti-corruption measures; development of innovative ideas and use of new technologies to increase citizens’ participation through programmes such as “Be Responsible” and “Open Ideas” as well as strategic, legal and partnership initiatives focused on local economic development.

 In the area of **Social Inclusion**, a comprehensive Social Welfare Reform programme was implemented including new legal and normative framework; provision of innovate community based social services and social inclusion plans. Social system reform was underpinned by development of the Integrated Social Welfare Information System, enabling 70mil euro of cash transfers, with improved efficiency, targeting and reduction of exclusion/inclusion errors. Transformational results on gender equality were pursued in the area of political participation; economic empowerment and fight against domestic violence. The CO was awarded Gold Gender Seal in 2015 among other reasons, because:

“*UNDP is identified as lead player on gender by all partners and plays strategic role as bridge between state and CSOs. UN System partners acknowledge and appreciate UNDP's leadership on gender mainstreaming, while Government counterparts look to UNDP for guidance on gender elements of EU accession process. In terms of results, all partners gave credit to UNDP for bringing gender issues into national agendas.”*

 In the area of **Economy and Environment**, the key achievements are related to the establishment of the Centre for Sustainable Development – a joint programme of UNDP and the Government of Montenegro, focusing on areas: of (i) sustainable tourism; (ii) sustainable energy (iii) resource and ecosystem management, and (iv) resilience to climate change and environmental security. Tangible results were achieved in expanding nationally protected area from 9,04% to 12,79%, provision of support in the development of key national strategic document – National Strategy for Sustainable Development 2015-2030, and supporting the Government in compliance and report on a wide range of environmental conventions and protocols, most notably in 2015 Paris Agreement.

### **II: Country Programme Performance Summary**

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| **Country information** |  |
| **Country name: Montenegro** |
| **Current country programme period: 2012 -2016** |
| **Outcomes** | **Total Expenditure** | **Key Indicators of outcome (1-4 per outcome)** | **Progress made against key indicators** |
| **1. Montenegrin society is progressively free of social exclusion and enjoys a quality of life that allows all individuals and communities to develop their full potential.**  | $10,714 | 1. *Gini Coefficient (2008: 0.253);*
2. *Human Development Index rating (2010: 0.769, ranked 49th);*
3. *Unemployment rate (2010: 19.2% /MONSTAT (Montenegro Statistical Office));*
4. *Gender empowerment measure (2010: 0.478)*
 | 1. *Gini Coefficient as a measure of inequality rose from 2008 base of 0.253 to 0.264 in 2010, reaching 0.265 in 2012 and then dropping back to 0.263 in 2013. Data for 2015 are not available.*
2. *Human Development Index value has risen to 0.802 in 2014 putting M*ontenegro in the category of countries with very high human development. Ranking positioning (as 49th out of 188 countries and territories) has not changed.
3. *Unemployment rate dropped in 2015: 16.5% /MONSTAT (Montenegro Statistical Office).*
4. *Gender empowerment measure – progress is not measurable as GEM was replaced by other HD gender related measurements. Gender Inequality Index (GII) - Montenegro has a GII value of 0.171, ranking it 37th out of 155 countries in the 2014 index.*
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| **UNDP Contribution:****CP Outputs:**The UNDP CP identified five outputs to support the Government in achieving this outcome: 1.1: Protection of victims of violence in the family enhanced through a strengthened response system; sustainable measures to combat domestic violence introduced;1.2: Increased availability of disaggregated socio-economic data and analysis through National Human Development Reports and support to the National Reports on implementation of the Millennium Development Goals;1.3: Support to NGOs and authorities to issue documentation to Roma and displaced persons to increase access to social welfare and health services;1.4: Support to the Department of Gender Equality for implementation of the National Action Plan on Gender;1.5: Regional disparities reduced through innovative employment strategies and active labour schemes implemented through a decentralized Social Welfare System.**Progress and Achievements:**Throughout the 2012-2016 cycle, in Social Inclusion, UNDP mainly focused on supporting the Ministry of Labour and Social Welfare to undertake comprehensive social sector reform. The reform process included development of strategic and legislative (normative frameworks), institutional development, introduction of new technologies (ICT), local level planning and the actual social services’ provision to beneficiaries. A **new Law on Social Welfare** and two strategies (on elderly care and social protection) supported by UNDP and UNICEF, were adopted in 2013, opening space for pluralism in provision of social services, as well as for the introduction of new approaches and standards in provision of services in state/public social welfare centres. Over this period, UNDP provided expert and administrative support to develop: the normative framework (13 new rulebooks created); 21 local social inclusion plans (out of which 15 were adopted by the end of 2015); and to provide new, innovative community-based social services for the elderly and victims of domestic violence in 13 (out of 23) municipalities of the Northern region, the least developed part of the country. The development of social inclusion plans provided an important baseline analysis of needs and services required, while at the same time the process of formulating the social inclusion plans generated increased interest and improved capacity among municipalities and their departments for social affairs in planning and provision of targeted social services. Through implemen Reimbursing travel costs tation of the new **Social Welfare Information System (SWIS)** significant reforms to the overall system were realised. The SWIS facilitates social transfers of some 70 million euros annually to approximately 40,000 beneficiaries nationwide. The new SWIS provided an entry point for upgrading the institutional, organizational, technical and human capacities within key social welfare institutions through reducing the Government’s administrative costs, as well as compliance costs (fees for issuing documents and travel) for applicants by effectively turning social welfare centres into “one-stop-shops”, where means-tested determination of eligibility can be made on the very same day when the application is submitted. Before the SWIS was introduced, the processing of applications for social transfers took 3 months on average. The most important results included: (i) improved targeting and cost reduction of social benefits (fairness and efficiency); (ii) reduction in the costs of managing the system; (iii) improved security and accessibility of the data; (iv) ensuring collection of relevant data for managing the system and developing social welfare policies; (v) improving the overall provision of services to the citizens, particularly vulnerable categories; (vi) ensuring better planning of resources in this sector, especially for specific groups of users; (vii) increased credibility of the social welfare system, and (viii) providing valuable information for development policies. The system was put into full operation as of January 2015, after being tested since July 2014. The initial operation included processing of almost 50,000 social benefits/transfers cases and veterans’ transfers through the SWIS and full revision and entry of each single case. As a result of this systematic revision, over 10% cases were found non-eligible for social transfers thus reducing the ‘inclusion errors’. This process resulted in public savings, initially estimated at over 10% (over 4 million euros).In order to enable improved access for the most vulnerable to basic employment and social services, UNDP supported **the displaced and Roma** in resolving their legal status, covering some 20% of the total displaced and domicile Roma caseload. Proper documentation is a basic precondition for the enjoyment of fundamental human rights and a higher quality of social integration of vulnerable groups, in this case Roma and Egyptians, as the most marginalized and poorest minority in Montenegro. UNDP‘s strategy was to engage Roma NGOs whose activists work as ‘mediators’ providing legal support to Roma beneficiaries in the processes of: i) obtaining personal documents; ii) resolving their legal status in the country; iii) access to social assistance, and iv) access to employment programmes. In the past four years, UNDP and its NGO partners supported issuance of more than 3,000 documents, which helped regulating the status of some 700 Roma and Egyptians (some 8% of the total Roma and Egyptian population in Montenegro).UNDP, as the primary recipient of the GFATM, continued supporting the implementation of significant part of **the National HIV/AIDS Response**, contributing to successful maintaining of the HIV prevalence among most at risk populations at low level (less than 1%) except for the MSM population.On issues concerning **gender equality and women’s empowerment** and following the change of the electoral laws and introduction of a quota system for women in electoral lists, UNDP continued to advocate for further changes in the Law and additional legal measures and provisions so as to secure better representation of women in politics. In addition, UNDP supported capacity development of the women’s political leadership through tailored educational programmes for women from all parliamentarian political parties. Gender equality remained one of the priorities, with focus on: i) increased reporting of domestic violence (an increase in criminal offenses by 12.5% and misdemeanour cases by 22%). UNDP supported introduction of the national SOS helpline for victims of violence, which was launched in September 2015. In only two months’ time 750 cases were reported, while in 2014, the total number of reported cases was 1,347 for the period of one whole year; and ii) increased political participation (representation of women in local assemblies increased from 5% to 26% in the period from 2010 to 2014). The UNDP Gender Programme invested significant efforts in the establishment of the system of multi-sectorial support to victims of violence, reflected in improved legislation, capacity development for all relevant institutions (social welfare centres, police, judiciary, health, education and NGOs). With respect to economic empowerment of women, UNDP continued to develop capacities and networks among local authorities, NGOs, experts and women- potential entrepreneurs. This resulted in establishing a local system of support for women’s entrepreneurship in 3 municipalities, with more than 150 women using those services. Furthermore, UNDP co-facilitated discussions among EU partners and the regional gender mechanisms in creating national and regional networks in order to address gender concerns as political priorities in EU accession processes. Strategies are considered effective because they were drafted after some research and initial activities were undertaken, which resulted in an adequate response at the implementation time.Outcome level results are consequently coming from multi-annual and intensive work on **gender equality** in the country. This was confirmed by the Gender Equality Seal mission that awarded the CO a gold seal and evaluated that CO strategic frameworks are congruent with national goals and corporate mandates on gender equality. The Gender seal mission concluded: “Management accountability systems are strong with active and competent GFT and pro-active and committed leadership. While there is clarity on national needs and UNDP's role, there is also high overall level of consciousness, commitment and technical expertise support across clusters enabled. UNDP identified as lead player on gender by all partners and plays strategic role as bridge between state and CSOs. UN System partners acknowledge and appreciate UNDP's leadership on gender mainstreaming while Government counterparts look to UNDP for guidance on gender elements of EU accession process. In terms of results, all partners gave credit to UNDP for bringing gender issues into national agendas. Key changes in legislative frameworks and institutional mechanisms for gender equality are clearly attributable to UNDP. Media and civil society recognize and appreciate UNDP's commitment to gender equality. UNDP has made significant contributions to national policy discourse on gender”. Over the past five years, UNDP produced three **National Human Development Reports**: i) NHDR 2012 on Human Capital; ii) NHDR 2014 on Resource Efficiency and ii) NHDR 2016 on Informal Work (employment); NHDR on Resource Efficiency was published in 2014. Recommendations of the Report were endorsed by the Government, and included in one of the most important development documents of the country – i.e. the National Sustainable Development Strategy (2015-2030). The new NHDR on Informal Work launched in May 2016, has been already adopted by the Government and is already influencing a set of new laws and policies which will include disaggregated socioeconomic data drawn from the NHDR, e.g. Law on Investment Promotion, bylaws derived from this Law, Law on Budget 2016, Law on Labour, Law on Pension Insurance, etc. Also in 2015, during the process of development of the NHDR on Informal Work- specific gender dimension findings resulted in concrete recommendations on policies designed to address women’s economic empowerment.UNDP was very active **in Post-2015 consultations process**. As a part of this campaign, through a synchronized and well-orchestrated first phase of the campaign, voices of more than 8,000 people have been heard. As the campaign included 1.3% of Montenegro’s population of 620,000 people, the process represented an unprecedented nationwide outreach within the global campaign. UNDP led this process on behalf of the UN Country Team, while all resident UN agencies were involved in the implementation. National Consultations web-gate was designed to channel discussions on future development challenges in the country, as well as to inform on key aspects of the process. The findings were incorporated in the National Sustainable Development Strategy of Montenegro. In the 2nd phase of the Post-2015 consultations, which was conducted under overall coordination of the UNCT and with UNDP support, some 4,000 individuals (0.7% of population of Montenegro) were engaged.**Lessons learnt** * Social sector reform is one of the areas where joint UN approach is yielding significant results. UN agencies complement each other and create synergetic effects, for e.g.: UNDP and UNICEF working on Social Sector Reform; UNDP and UNHCR addressing the issues of stateless and displaced persons by resolving the legal status of Roma population residing in the country; UNDP joining forces with ILO to develop NHDR on Informal Work.
* Introduction of new technologies (ICT) was recognized as a valuable instrument in increasing the overall efficiency of the system, while at same time, it enables better targeting and reducing inclusion/exclusion errors.
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| **2. Fostering a democratic society that fully respects, protects and fulfils human rights through the rule of law, government transparency and accountability*.*** | $7,002 | 1. *Transparency International Index (2010: 3.7);*
2. *Rate and pace of success in meeting European Union progressive benchmarks (2010: candidacy status; 7 specific benchmarks set);*
3. *Public Perception on Transparency and Effectiveness of Public Administration (2010 survey baseline).*
 | 1. *Transparency International Index (2014 Montenegro score: 42 (0-highly corrupt and 100 –very clean);*
2. *Rate and pace of success in meeting European Union progressive benchmarks. (20 out of 33 EU negotiation chapters opened and 2 provisionally closed);*
3. *N/A, Survey was not conducted.*
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| **UNDP Contribution:****CP Outputs:**2.1: Implementation of the Law on Legal Aid; Increased use of mediation and alternative sanctions;2.2: Government coordination authority set up for the implementation of the Public Administration Reform Strategy;2.3: Improved capacities at the local level for project management, monitoring and evaluation, public finance and inter-municipal cooperation;2.4: Anti-corruption institutions have improved capacities for qualitative analysis and reporting;2.5: Enhanced capacity for the Ministry of Defence in managing weapons and ammunitions destruction and storage;2.6: Support to National Council for Cooperation with NGOs.**Progress and Achievements:**Over the past five years, UNDP contributed to the advancement of EU integration process by providing support in programming of the Instrument for Pre-Accession (IPA II), and in the revision and development of key strategic documents, such as the: Programme for Accession, National Economic Reform Programme, and Employment and Social Policy Reform Programme, as well as the Strategy for Informing the Public on the EU Accession Process 2014 -2018. The administrative capacities of the Ministry of Foreign Affairs and European Integration (MFAEI) to coordinate the EU accession process have been further strengthened through the **Capacity Development Programme**, recognized by both Government and EU Delegation, as the key "vehicle" for ensuring high level advisory support. UNDP supported the EU accession negotiation process, structure, coordination and substantial preparatory work and provided expert support for more than 10 negotiation chapters (out of 35). The role of UNDP was recognized by the EU Commission representatives in Brussels, where a joint presentation of the Chief Negotiator of the European Commission, UNDP Resident Representative and UNICEF Representative to Montenegro was held. Results of cooperation with UNDP are also positive regarding the preparation of the: Strategy for Regional Development (2010-2014); Strategic Development Plans for local self-government units; Strategy for Sustainable Economic Growth through the Introduction of Business Clusters 2012-2016; and enhancement of the capacities within the ministries, municipalities and economic entities in the area of cluster development. In terms of the overall country results (taking into account UNDP’s strategies), while the implementation of the **Strategy for** **Sustainable Economic Growth** in Montenegro through the Introduction of Business Clusters 2012-2016 is generally successful, the implementation of the Strategy for Regional Development of Montenegro 2010-2014 was partially successful, mainly because of the consequences of the global economic crisis in that period.Furthermore, the UNDP work on judicial reform focused on developing a five-year strategic framework for legal aid, and prioritized chapters 23 and 24 in the accession negotiation. UNDP supported the development of a new **Strategy and Action Plan for** **Reform of the Judiciary** (2014-2018), which represents a key strategic document in this area, and was characterized by NGOs as progressive in terms of methodology, overall approach, clarity of goals and measures. UNDP’s implementation strategies are considered effective, since the Strategy directed reforms in the area of the rule of law, which are now being carried out under the established guidelines. The Action Plan contains measures, deadlines and indicators for monitoring their implementation, and a specially formed Commission enables a clear view of the fully and partially implemented measures. UNDP advisory and technical support, as emphasized by the Ministry, is seen as instrumental not only in strengthening capacities of the Ministry of Justice, but also in relation to assisting them in implementing key projects such as those related to legal aid and integrity. Building upon the normative framework and institutional infrastructure created for the legal aid system in Montenegro with support from UNDP since 2009, the functionality of the 15 legal aid offices throughout Montenegro was enhanced (11% increase in the number of legal aid cases), while creation of the database allowed ongoing systematic monitoring and evaluation. Also, UNDP supported the work on strengthening the integrity of the holders of judicial position through the implementation of the anti-corruption training programme (developed by UNDP and implemented since 2009). National partners pointed out that results have been effectively achieved, which may be exemplified by the reforms related to international legal assistance in civil and criminal matters, where the training curricula for both areas were drafted and implemented, which raised the professional capacities of the judicial representatives dealing with international legal assistance. Also, regional cooperation was strengthened through the intensified meetings with the UNDP colleagues from other countries in the region. Moreover, crucial support was provided to the Ministry of Justice in the following areas: implementation of the Action Plan for Chapter 23 of the EU accession negotiation related to drafting changes and amendments to 4 key laws; drafting the new Law on the Seizure of Property Acquired through Criminal Offence; and development of the Integrity Plans for the Ministry of Justice and the Code of Ethics for Courts. Finally, the Code of Ethics for State Prosecution Offices was also improved. The public administration reform was strengthened through **citizens’ participation**, improved financial management at the local level and increased inter-municipal cooperation. The reform was tackled through the efforts for strengthening municipal finances that improved processes and techniques for revenue projection and expenditure planning, cooperation among the municipal finance departments, as well as quality and discipline in reporting to the Ministry of Finance. Transparency and accountability of the administration were promoted with the work on supporting implementation of the Open Government Partnership commitments, initiated in 2012, and sustained until 2015. In addition, the evaluation of the project “Strengthening mechanisms for public finance at the local level in Montenegro” specified that the training courses for municipalities were of high quality. On-the job mentoring which followed some of the classroom trainings allowed them to close the gaps in their knowledge on specific topics. The project’s assistance provided to 3 municipalities with their official websites, as well as the training in the best practices, has contributed to some improvements in transparency and accountability of these municipalities.In an effort to change the way citizens and their government interact, a **social innovation** project was conducted, creating favourable conditions for citizens to take the lead in both problem identification and problem solution. Using new technologies and innovation, UNDP continued to lead efforts on enhancing citizens’ participation, as a powerful “glue” that brings together the Government, NGO sector and citizens around pressing social issues. The winner of the UNDP-led competition “Open Ideas for Montenegro” was the web and mobile application known as “Be Responsible”, which played a key role in detecting and sanctioning the grey economy. The “Open Ideas for Montenegro” was the first ever social innovation contest, which took place in 2013, aimed at asking the community not only to identify problems, but also to solve them with the aid of technology, through a bottom-up participatory design process. The winner was the ‘Be responsible’ app, developed by a group of teachers and students of the Faculty of Electrical Engineering, in order to report things that bug them, from potholes to illegal waste or misuse of state-owned vehicles. The app quickly gained momentum, attracting 1,000 active users in a month’s time, when the Ministry of Finance decided to invest in scaling the app and make it the channel to report on the grey economy. This was a daunting task knowing that the informal economy amounts to 20% of GDP, siphoning out dozens of millions of euros each year. The app was redesigned to enable citizens to report illegal bills, violation of consumer rights and informal work. The team made reporting easy and allowed tracing, showing the status and response from the authorities. The solution also gave people a financial incentive to report the cases of grey market activity. The Government committed 50% of all the fines that result from citizens’ reports to community projects that are proposed and voted for by the public. The plan was to pilot the app for 6 months, hoping to raise 50,000 EUR for community projects. In reality, the project achieved staggering results: Over the course of two years, more than 1.6 million euros in imposed fines have been collected thanks to citizens’ vigilance and active participation. Out of this amount, 700,000 euros was invested in 14 community-based projects for social good, which were identified and voted for by the people, e.g. the reconstruction of day-care centres for disabled children, the purchase of equipment for the main children’s hospital, the renovation of local parks etc. The app resulted in a unique revolving fund for community projects that is capitalized through curbing informal economy.Communication with citizens improved, including through direct interaction via social media and the use of existing channels for reporting suspected cases of informal economy. The “Be Responsible” project put Montenegro on the global map, earning two international prizes from the Open Government Partnership and the US National Association of Government Communicators. Sustainability of the project was ensured through the national ownership over the whole initiative, which continues to be implemented by the Ministry of Finance and Tax Administration, in cooperation with the Faculty for Electrical Engineering, even without support of UNDP and other international donorsCO Montenegro’s experiences in social innovation, especially in the domain of the use of innovative platforms for citizen and private sector engagement, were showcased to the Moroccan Government in 2015. “Cutting Red Tape” (new project started in the second half of 2015) and “Be Responsible” projects were presented by UNDP together with partners from the Ministry of Finance as best examples in tailoring public administration to the needs of people. This exchange of experiences was part of the World Bank workshop for strengthening capacities of the Moroccan National Committee for Business Environment, and Montenegro’s case was recommended by the UK Government.In the area of security, the Euro-Atlantic integration process was supported by the destruction of 1600 tons of **surplus ammunition**, as well as by completing the reconstruction of designated ammunition storage sites and through the implementation of a nation-wide campaign “Respect life, surrender weapons” that aimed at awareness raising and collection of weapons illegally possessed by citizens, while implementing the amnesty clause (anonymous weapon surrendering without legal punishment).**Lessons learnt** * Support to social innovation and use of new technologies, open data and social media has led to more participatory policy formulation, decision-making, monitoring and evaluation. UNDP’s experiences in social innovation, especially in the domain of the use of innovative platforms for citizen and private sector engagement is an example in tailoring public administration to the needs of people and serves to build a communication bridge between the state and citizens. The target population are all citizens who want to be engaged in the process of developing more effective, efficient, inclusive, accountable and transparent institutions at central and local level.
* Well designed, nationally owned and led interventions lead to sustainability, as was the case with the establishment of the legal aid system. The provision of expert support and training provision to key counterparts had resulted in the increased quality of services and access to citizens, especially vulnerable groups.
* Furthermore, the UNDP support in development of capacities of the Government and progress in establishing strategic framework and institutional structures provided basis for a good policy making system and had improved coordination between the institutions involved in the EU accession process and programming of EU funds.
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| 3. Balanced and equitable regional economic growth based on sustainable planning and use of natural resources that will provide a high quality of life and long-term economic opportunities for its inhabitants. | $ 13,247 | 1. Quality of life: HDI disaggregated by region (2010: Northern: 6.21, Southern 7.6; Central: 6.5)/ NHDR;
2. Unemployment rates disaggregated by region (Northern: 29.6%, Southern 10.3%, Central: 18%)/MONSTAT;
3. Greenhouse gas emissions (2003: 5320.17 CO2 e.q. tonnes) National Communications to UNFCCC.
 | 1. Quality of life: HDI disaggregated by region; N/A not produced by NHDR since 2012;
2. Unemployment rates disaggregated by region 2015 (Northern: 36.4%, Southern 5.6%, Central: 11.7%)/MONSTAT;
3. Greenhouse gas emissions (2013: 3,178.28 Gg) National Communications to UNFCCC.
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| **UNDP Contribution:****CP Outputs**3.1. Climate change adaptation and mitigation measures integrated into sector strategies and urban planning;3.2 Development of quantifiable indicators on environmental impact of growth;3.3. Ministry of Sustainable Development and Tourism is capacitated (with inventories and action plan) to implement the Strategy on Formalization of Informal settlements; 3.4. Improved management and financing of protected areas;3.5. Support to establishment of institutional and regulatory framework for disaster risk reduction (including a variety of climate change induced risks);3.6. Established financing and mentoring system for entrepreneurial capacity-building, public-private partnerships for ’green” jobs.**Progress and Achievements**Following the intensive support provided over the past four years, in 2015 Montenegro increased the percentage of **protected areas** (PA), by designating its first regional parks: ‘Piva’ in the municipality of Plužine and ‘Komovi’ on the territory of Andrijevica and Podgorica municipalities, thus increasing PAs from 9,04% to 12,768%. UNDP focused on improvement of protected areas management and planning, as well as on capacity building for PA institutions. In addition, the coastal/marine area of Platamuni is in the process of being recognized as the first marine protected area, and a related Study on Nature Protection was developed with support of UNDP. Also, with UNDP’s support, a new Law on Nature Protection was developed and adopted in 2015, aligning national legislation of the country with relevant EU directives. Additionally, new National Biodiversity Strategy and Action Plan was developed in 2015, which has provided full integration of Aichi targets in the national strategic framework in line with the Strategic Plan for Biodiversity 2011-2020 and the EU Biodiversity Strategy to 2020, redefining the national strategic goals. Introduction of the Document Management System and Business Information System in the National Parks of Montenegro improved planning and management capacities of PA institutions. During the reporting period, UNDP support was concentrated on improvement of the country’s strategic and legal framework in environment and climate change area. Government adopted the **National Strategy for Waste Management until 2030** and the National Waste Management Plan 2015-2020, both developed with UNDP’s support. With UNDP expert support, the Government prepared and submitted the Second National Communication under the UN Framework Convention on **Climate Change** in May 2015 and adopted and submitted its Intended Nationally Determined Contributions (INDC) to the 2015 Paris Climate Agreement. INDC is part of the Climate Strategy, also adopted in September 2015. With UNDP’s support, the Law on Air Quality was amended, to align more closely with the EU acquis. Climate change issues were taken into consideration in development of strategies and plans – the Second National Communication was used for development of the National Climate Change Strategy. In addition, the first Montenegrin Biennial Update Report (FBUR) was developed and adopted by the Government of Montenegro in December 2015. Furthermore, the inputs on low carbon tourism, with focus on low carbon mobility were incorporated into draft Coastal Area Spatial Plan, to be adopted in 2016. For the first time, a low carbon concept was incorporated into the general provisions of the draft Law on Tourism, which will be adopted in 2016. Additionally, a set of relevant measures was defined by the Law on Environment, which is in procedure of endorsement by the National Parliament. UNDP supported improvement of the overall country’s capacities to **monitor environmental indicators**. The list of the environmental indicators was nationally agreed and approved, and the first indicator-based State of the Environment Report was produced with UNDP support. In addition, capacities of national partners, primarily Environmental Protection Agency, were also improved, so that they can continue with fulfilling the reporting requirements in the future period. Moreover, national network of air quality monitoring was expanded in March 2015 with the opening of five pollen monitoring stations and organizing continuous monitoring.During development of the Biennial Update Report (BUR), Green House Gas Inventory (GHG) was re-calculated based on 2006 guidelines, starting from 1990 and adding data from 2012 and 2013. In addition, tailor-made methodology for GHG emissions accounting from tourism sector was developed, based on the IPCC, GHG Protocol and ISO standardized methodologies. Based on the developed methodology, recalculations for baseline 2013 were completed, while total in-country emissions from tourism sector were 60.2 ktCO2e.UNDP has been supporting the country’s market transformation toward low emissions, resource efficient economy and strengthening its resilience, with important scale up/replication effect through: support in retrofitting the buildings of cultural heritage, creating over 40% of energy savings and new (temporary) jobs; testing energy efficient based formalization method in one municipality and several households; and supporting disaster risk reduction through the unprecedented development of 12 flood preparedness plans at the local level; emergency support during the winter period as well as strengthening, through trainings, the UNCT capacity to respond in the times of such crises.In the area of low carbon development, savings made through retrofitting of buildings and public spaces in Cetinje, using new energy efficient lighting, are a proof that being energy efficient is the engine of economic development and is a way to save local and central budgets. Also, in this way unused potentials for development of cultural tourism will be unleashed thus creating new possibilities for employment. Results were promoted through nomination of the Old Royal Capital Cetinje as one of the ten Sustainable Cities worldwide, at the 2014 General Assembly. Moreover, the approach that UNDP developed on “Energy Efficiency for Legalization of Informal Settlements” received the Massachusetts Institute for Technology (MIT) award 2013 for the best idea in the category of sustainable energy.Montenegro also demonstrated strong engagement in relation to the United Nations Conference on Sustainable Development and was a pilot country for the Sustainable Energy For All initiative.UNDP supported cross-border and regional cooperation in two areas: a) local economic development and b) diversification of the tourism offer in hinterlands of Montenegrin coast and rural areas in the North of the country. Through bilateral efforts with Croatia and Serbia, main outcomes achieved were: i) new trans-boundary tourism products were developed, based on richness of natural resources and cultural heritage; ii) tourism entrepreneurs across the borders were organized into forums and clusters, as platforms for long-term business cooperation, iii) new professions were standardized in the national system: guides for caving and still waters kayaking; iv) safety standards for outdoor tourism were up-scaled with international certifications of mountain rescuers; v) innovative promotional tools, such as GIS-based portal and mobile applications were developed.These results laid foundation for the regional initiative ‘Via Dinarica’ - a corridor for sustainable development in Montenegro, Bosnia and Herzegovina and Croatia. The programme is designed with an overall objective to contribute to socio-economic development of the Dinaric region through increased competitiveness of the regional tourism offer and improved mechanisms for the local communities-led entrepreneurial initiatives. In 2014, the Centre for Sustainable Development was established as a joint initiative of the Government of Montenegro and UNDP under the “close partnership” model. The mission of the Centre is to promote sustainable development in the context of EU accession agenda, tailored to the specific needs of Montenegro and the Western Balkan region, working in 4 focus areas: of (i) sustainable tourism, (ii) sustainable energy (including energy efficiency and renewable energy), (iii) resource and ecosystem management and (iv) resilience to climate change and environmental security.Centre for Sustainable Development (CSD) supported: i) drafting of the Strategy for Sustainable Development (NSSD); ii) defining the indicators for NSSD (Domestic Material Consumption (DMC) and Land Use Indicator); iii) mainstreaming the NHDR on Resource Efficiency throughout sectorial policies (energy, tourism and agriculture sectors), and iv) elaboration of the Scenario 4 of NHDR, recommending 20% reduction of estimated DMC until 2020. Five (5) new government laws and policies include disaggregated socioeconomic data drawn from key findings and recommendations of the NHDRs. Additionally, Regional Ministerial Conference on Sustainable Development, held in 2014, gathered more than 200 participants, including high UN and Government officials, representatives of international organizations, and prominent experts in charge of sustainable development.**Lessons learnt:**Evaluations conducted confirmed the relevance of the interventions and their impact in the country development. More attention needs to be given to project design; all measures need to be justified in the light of the results chain (logical flow from objective over outputs to activities); in this way, it can be avoided that a project conducts measures which are actually not used and do not contribute to the project objective; a project needs to be designed within a realistically analysed baseline of capacities, i.e. in a way that it measures commitment of the stakeholders (human capacities, knowledge, resources present and forthcoming, priority/power to execute) and accordingly timeframes and steps necessary for planned processes and change, instead of just willingness to receive funding and have the project on board, as this can often lead to ambitious targets. The recommendations were followed up and incorporated in the subsequent projects.Major lessons learned during the implementation of the climate change related projects (SNC, FBUR) are the following:* Take into consideration country specific characteristics when planning Mitigation scenarios;
* Be realistic, i.e. take into account realistic measures and specific requirements which country has in the EU accession process in order to make realistic options, not a “wish list”,
* Proper involvement of national partners during the development phase significantly improves the quality of the documents and helps build national ownership, as well as national capacities*.*
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| **Please add rows above for additional outcomes as appropriate** |
| Summary of evaluation findings (e.g. from outcome and project evaluations, UNDAF reviews, and other assessments)**Extracts from the Executive Summary of the CPD Outcome evaluation conducted in 2015**The UNDP Country Programme **is very relevant** to the national context, having in mind that it focuses on the European integration of Montenegro. It is aligned to national priorities related to the EU pre-accession, sectoral policies and strategies, as expressed in the 7-years Country Strategy (indicative strategy paper 2014-2020), with 2020 as the expected closure date. The Country Programme responds to the issues, which key importance has been emphasized in the national strategic documents as priorities of the reforms in the three area of the rule of law, social inclusion and environment. It is consistent with the needs of women, men, girls and boys in the country. UNDP addresses Montenegro’s developmental challenges, especially those related to vulnerable groups and regional disparities where a solution can be found in the national context. The objectives of the UNDP Programme are also consistent with the country’s international and regional commitments, including on human rights (i.e. core human rights treaties), and other global priorities (i.e. sustainable development, environment, etc.).In terms of **efficiency and cost-effectiveness**, the different areas of UNDP’s work and partners confirmed that resources have been spent effectively and efficiently. Projects have been implemented with the exact amount of funds planned in the period foreseen. The Integrated UN Programme also reduced transaction costs, increased the efficiency of the UN System, and resulted in better synchronized and more harmonized UN programmes and activities. The concept of ‘Delivering as One’, through the joint funding of different UN organizations, contributed to greater effectiveness and coherence of the UN System, reducing the possibilities of overlapping of activities and ineffective use of human and financial resources. It has also allowed Montenegro to access new funding sources. Many projects and programmes made significant impact on the overall development, inducing positive transformational changes for the society, economy and environment of the country. **Sustainability** has been taken into account at different stages of programmes and projects (design stage or later). The benefits of UNDP’s development interventions continued, or are very likely to continue, even after completion of direct-execution model of implementation. Their on-going implementation by the Government or other actors in most cases is ensured, and interventions are functional, operational and funded to ensure sustainability. The quality of intervention in most cases is high, which contributes to scaling up of a number of programmes in the country.  |

III. Country Programme Resources

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| --- | --- | --- |
| **Focus Area** | **Programme Expenditure ($)** | **% of Total** |
| Social Inclusion | 627 | 10,087 | 10,714 | 34.6% |
| Democratic Governance | 627 | 6,375 | 7,002 | 22.6% |
| Economy & Environment/ Sustainable Development Center  | 687 | 12,560 | 13,247 | 42.8% |
| **Total** | **1,941** | **29,022** | **30,963** | **100%** |

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| **Data sources: (please indicate the main sources from which data were obtained for this report.)**  |
| Result Oriented Annual Reports (ROAR) , 2012, 2013, 2014, 2015Strategic Notes (SN), 2012, 2013, 2014, 2015, 2016CPD Outcome Evaluation 2015UNDAF Evaluation 2015EU Progress Report 2014, 2015Gender Seal Report , 2015National statistics Institute publicationsNational and Global Human development ReportsEconomist Intelligence Unit Reports  |

1. This assessment of results is to be prepared only in the absence of a completed Assessment of Development Results (ADR) for the cycle. [↑](#footnote-ref-1)