



***Final Evaluation of the
United Nations Development Assistance Framework (UNDAF)
for Montenegro (2017-2021)***

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List of abbreviations

AIDS	Acquired Immune Deficiency Syndrome
CA	Contribution Analysis
CEDAW	Convention to Eliminate All Forms of Discrimination against Women
CPI	Corruption Perception Index
CPRP	Country Preparedness and Response Plan
CSO	Civil Society Organization
DAC	Development Assistance Committee
DaO	Delivering as One
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
FAO	Food and Agriculture Organization
FE	Final Evaluation
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GII	Gender Inequality Index
GNI	Gross National Income
HIV	Human Immunodeficiency Virus
HR	Human Rights
ILO	International Labour Organization
IOM	International Organization for Migration
JCSC	Joint Country Steering Committee
JCT	Joint Communication Team
JWP	Joint Work Plan
LSGs	Local Self Governments
M&E	Monitoring and Evaluation
MCH	Maternal and Child Health
MDG	Millennium Development Goals
MMR	Maternal Mortality Rate
MPI	Multidimensional Poverty Index
MTDP	Mid-term Development Programme
NCD	Non-Communicable Diseases
NGO	Non-governmental Organization
NHRI	National Human Rights Institution
OECD	Organization for Economic Cooperation and Development
OHCHR	Office of the High Commissioner for Human Rights
OMT	Operations Management Team
OVI	Objectively Verifiable Indicators
PHC	Primary Health Care
PISA	International assessment on learning achievement
RC Office	The Office of the Resident Coordinator
RF	Results Framework
SDG	Sustainable Development Goals
SIGI	Social Institutions and Gender Index
SME	Small and Medium-sized Enterprises
SOP	Standard Operating Procedures
SPF	Social Protection Floor
SWAP GEWE	System-Wide Action Plan for gender equality and empowerment of women
UN	United Nations
UN Women	United Nations Entity for Gender Equality and Empowerment of Women
UNCAC	United Nations Convention on Anti-Corruption
UNCT	United National Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme

UNECE	United Nations Economic Commission for Europe
UNEG	United Nations Evaluation Guidelines
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
UNSCR	United Nations Security Council Regulation
UPR	Universal Periodic Review
VAWG	Violence Against Women and Girls
WB	World Bank
WEF	World Economic Forum
WGI	Worldwide Governance Indicators
WHO	World Health Organization

Executive summary

Introduction and background

This report presents findings, conclusions and recommendations from the independent Evaluation of the Integrated United Nations Programme for Montenegro 2017 – 2021- UN Development Assistance Framework for Montenegro, that was commissioned by the United Nations Country Team, and undertaken by an external evaluation team from May to July 2020.

The Government of Montenegro (GoM) in collaboration with the United Nations Country Team¹ (UNCT) have formulated the United Nations Development Assistance Framework (UNDAF) covering the period from 2017 until 2021 as a mechanism to support achievement of the Montenegro's development priorities. Also, central to UNDAF implementation have been the post-2015 Agenda Sustainable Development Goals, the country's human rights commitments as well as other internationally agreed development goals and treaty obligations.

The UNDAF contains four (4) strategic "outcomes" that were identified jointly by the GoM and the UN, with involvement of civil society during the initial development of the framework. This framework also described how the GoM and the UNCT deliver on the commitments, including jointly-owned coordination and implementation arrangements, partnerships, coordinated resource mobilization, and effective progress monitoring, reporting, and evaluation.

Evaluation methodology:

The methodology for the FE reflected the essentials of the contribution analysis for country programmes (CA)² intending to establish credible causal claims about interventions, their results and created changes³. The FE covered the overall results framework of the 2017-2021 UNDAF, all programme- and activity-based contributions of the UNCT to UNDAF outcomes, and analysed activities and results of agencies without a formal country programme and non-resident agencies⁴. The FE adhered to UN Evaluation Group (UNEG) Norms and Standards⁵, and UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation⁶, OHCHR Guidance on Human Rights-Based Approach to Data⁷. The FE also used the UN-SWAP Evaluation Performance Indicator and its related scorecard⁸.

The evaluation followed a mixed-method approach to enable gathering of qualitative and quantitative information through a well-balanced combination of desk research and interviews with key informants, at various level of analysis. The evaluation used desk research to analyse secondary information that were received or collected. In-person and teleconference/online interviews served to collect primary data and to validate findings and conclusions from the desk phase. The evaluation team triangulated collected data to validate findings and identify points of convergence and divergence.

This approach served to identify challenges or obstacles that affected the progress and contribution towards the achievement of outcomes, while also suggesting a more substantive – follow-up analysis, when points of break in the contribution to outcomes were identified. The process considered the following steps of analysis: i) UNDAF relevance and coherence; ii) Progress towards the achievement of UNDAF outcomes; iii) Analyze UNDAF implementation framework; iv) Transformation that UNDAF made; v) UN normative work, programming principles and cross-cutting issues and vi) Recommendations for the UN Country Team in Montenegro.

FINDINGS

The final evaluation has generated the following key findings:

¹The UNCT refers to the totality of UN operations in Montenegro by resident and non-resident agencies, funds and programmes.

² Line Dybdal, Steffen Bohni Nielsen, Sebastian Lemire (Ramboll Management Consulting and Aarhus, Denmark): "Contribution Analysis Applied: Reflections on Scope and Methodology", The Canadian Journal of Program Evaluation Vol. 25 No. 2 Pages 29–57 ISSN 0834-1516

³ John Mayne: „Contribution analysis: Coming of age?" from Evaluation, 2012, Sage Publication, DOI: 10.1177/1356389012451663.

⁴ The methodology was focused to evaluate achievements from a cumulative perspective- joint results of different partners

⁵ <http://www.unevaluation.org/document/download/2787>

⁶ <http://www.uneval.org/document/download/1294>

⁷ <https://www.ohchr.org/Documents/Issues/HRIIndicators/GuidanceNoteonApproachtoData.pdf>

⁸ <http://www.uneval.org/document/download/2148>

- Overall, UNCT in Montenegro through UNDAF 2017-2021 addressed specific developmental needs jointly identified by UN Agencies and the national partners.

UNDAF implementation has, in general, been flexible and responsive to the emerging priorities and challenges of the country during the entire period of implementation. Also, the principle to "leave no-one behind" has been considered and the needs of the (main) vulnerable groups have been in focus throughout UNDAF implementation.

- UNCT has been in general effective in delivering results and contributing to progress under all UNDAF outcomes confirmed by positive changes in relevant statistical indicators. The results of UN Agencies could be credibly linked to these positive changes.

UNCT demonstrated its neutrality, impartiality, technical expertise and reputation in facilitating Montenegro's progress in critical reform areas linked to EU accession process and achievement of SDGs. Also, factors such as active dialogue with the GoM, and in general responsive UN Agencies with strong partnerships established with the national stakeholders and continuous communication ("exchange of information") with international development actors, have been some of the critical factors contributing to greater effectiveness of the UNCT.

UNCT in Montenegro has been in general successful in designing and implementing joint initiatives, addressing complex (sectoral) challenges and problems. Collective efforts of the UN Agencies and the UN Resident Coordinator Office have been critical factors that contributed to a more coordinated approach and synergies under UNDAF outcomes.

Many UN system interventions were verifiably effective regarding the achievement of their planned outputs. UN agencies have well-developed systems to measure their progress towards agencies-specific outputs, but the approaches to monitoring actual contribution towards achieving UNDAF outcomes are inconsistent and underdeveloped.

UNCT assisted in improving and strengthening policy processes in Montenegro in all strategic areas and under all UNDAF outcomes. This support to policy development and strategic planning continued to be highly valuable to the Government of Montenegro, starting from identifying priorities and defining appropriate measures.

UN Agencies have been steadily addressing capacity needs for delivery of quality services, particularly for socially excluded and marginalized groups. UNCT was using capacity development and transfer of knowledge (through direct interaction/ involvement of the key national stakeholders) to support SDG nationalization and operationalization in Montenegro, being at the forefront of the SDG achievement process. In this context, UNCT in Montenegro responded to the needs of the country to "pragmatically link EU accession process with the SDGs and the respective targets"⁹

- UNCT has in general considered sustainability of results from the design stage of UNDAF; while implementation of UNDAF ensured national ownership and involvement of national stakeholders. Still, sustainability of results would depend on the operational and technical capacities of national institutions to use deliverables (from UN assistance) and benefit from gained knowledge in their regular provision of (public) services.

As a result of UN interventions, many national partners feel more confident to lead the development process. The UN system has the capacity to focus on complex, cross-sectoral policy advice functions and empower the state partners to deliver programmes. Although the development realities of Montenegro and the needs of vulnerable groups require improved multi-sectoral partnerships, according to the several key informants that were interviewed there were examples of overlaps or missing links as implication of inflexible interpretations of the mandates of UN agencies, further affected by insufficient interactions between staff from different UN Agencies (especially programme and project staff).

The rights and needs of the marginalized and people in vulnerable situations have been in general considered and incorporated during design of UNDAF. However, UNDAF has omitted to include and address the needs of some of less visible vulnerable groups, such are unemployed poor people or children of parents who are abusing alcohol or drugs, which are in danger of "falling between mandates of individual agencies". Human

⁹ Ki notes

rights mainstreaming and no-one left behind principles have been, in general, followed during the entire period of UNDAF implementation. Still, there is a need to enhance the scope beyond most commonly recognized vulnerable groups and reach those furthest left behind (such are people in poor living conditions or children whose parents are abusing alcohol or psychoactive substances).

UNCT in Montenegro has been addressing gender equality and empowerment of women with varying level of attention under UNDAF outcomes. Although important results have been achieved in mainstreaming gender (especially considering prevailing traditional norms in the country), there are important areas for further work and efforts. It remains highly important to ensure that gender is addressed under all UNDAF outcomes with efforts and involvement of all members of the UNCT in Montenegro.

UNCT has used the principles of environmental sustainability effectively, contributing to achieving national development targets and international commitments of the country. This support has been evident as the results have been adopted by the Government of Montenegro.

- UNDAF Montenegro 2017-2021 has been, in general, implemented efficiently, following globally adopted procedures, adjusted to the specific context of the country. Still, strategic and operational structures could improve its involvement, including capacities for planning, coordination, cooperation and reporting under UNDAF.

The financial resources planned for implementation of UNDAF have been almost fully mobilized during the first three years and delivered to a large extent.

CONCLUSIONS

Conclusion 1. UNDAF 2017-2021 for Montenegro has been relevant from the design throughout the entire period of its implementation, addressing development priorities and needs of the country and its citizens.

Conclusion 2. UN Agencies were effectively following their mandates, international norms and standards, while being flexible and reliable partners, highly accountable for achievements under UNDAF outcomes.

Conclusion 3. UNDAF provided a basis for establishing and strengthening cooperation and coordination between UN Agencies, the authorities and other development partners in Montenegro.

Conclusion 4. UNCT in Montenegro could benefit from effective interactions between UN Agencies during planning and implementation of development initiatives, working also on genuinely integrated joint programming (as proven approach to enhance the relevance and effectiveness of UN support.)

Conclusion 5. Strengthened UNDAF Steering Committee and the Results Groups could enhance synergies between development interventions, enable strategic positioning and provide guidance to UNCT on priorities for the future involvement (including challenges).

Conclusion 6. Implementation of priority interventions and achievements of UN Agencies contributed to progress that Montenegro recorded under UNDAF 2017-2021 outcomes. During UNDAF implementation, UN Agencies have been effective in responding to the EU accession priorities, clearly linking them with the SDGs.

Conclusion 7. The sense of national ownership over the achievements under UNDAF 2017-2021 has been created through effective partnerships and active involvement of the national stakeholders in design and implementation of interventions. The national stakeholders expect that these achievements will be sustainable, expressing especially positive opinion of sustainability at the systemic, policy, and also at institutional levels.

Conclusion 8. UN Agencies benefited from joint efforts to communicate results to the national stakeholders and public at large. The approach “Communicating as one” has been in general used strategically to additionally facilitate progress under UNDAF 2017-2021 outcomes.

Conclusion 9. UNCT has contributed to mainstream gender and design and implement different actions for empowerment of women, bringing gender equality high on the development agenda of the country. Despite these results, more coordinated actions and active involvement of all UN Agencies could be beneficial to ensure further progress for gender mainstreaming and gender equality.

RECOMMENDATIONS

The analysis of primary and secondary data identified concerns and challenges during UNDAF implementation while exploring possible responses to these problems. The final evaluation has formulated the following main recommendations:

Recommendation 1: (for UNCT in Montenegro)

Focus new UNDAF on the most critical issues for the achievement of SDGs and EU accession priorities for Montenegro. Ensure strong focus on the inclusion of vulnerable groups and full implementation of “leave no one behind” principle (also addressing the needs of those left furthest behind).

Recommendation 2:

(for: UNCT in Montenegro; Government of Montenegro and the main governance actors- the Parliament of Montenegro, judicial institutions and other independent and regulatory bodies; CSOs in Montenegro)

UNCT should remain flexible and responsive to the needs and priorities of the citizens and authorities in Montenegro. Concerning responsiveness, some of the emerging priorities could be:

- supporting the digital transformation agenda of the GoM in various sectors based on UN experience and best suitable models;
- supporting green recovery of the country, especially in the key economic sectors;
- establishing a more systematic and integrated approach to youth programming;
- considering already existing, significant regional development differences, with even more negative perspectives, UN Agencies together with the Government of Montenegro and other stakeholders, should explore options for SDG-focused and area-based development programming to achieve local tangible results and combat the existing challenges;
- strengthening policy capacities in all of the policy cycle stages (e.g. policy planning, policy preparation/drafting; policy validation; policy implementation and policy evaluation)

Concerning policy planning stage, it is recommended to link (new) policies with the EU accession priorities, considering SDG targets and needs.

It is recommended to establish sound system for policy costing and explore opportunities to ensuring predictable sources for financing of policies.

- The priority remains to strengthen systems and capacities for policy monitoring, reporting, and evaluation;
- addressing challenges and issues related to demographic challenges and migrations (including return and sustainable integration) through a holistic approach and coordinated efforts of different sectors
- assisting with the strengthening of the existing national mechanism for policy coordination at the level of the Government of Montenegro. Also, support the Government to coordinate development assistance to the Montenegro
- supporting the enhancement of the core functions of the Parliament of Montenegro (from law-making, and oversight capacity), its openness and responsiveness;
- support the development of a systemic capacity of the authorities (all branches of power) for continuous human resources development;
- strengthening the role of non-government actors and civil society active in different governance areas and sectors, following the two-fold approach by continuing partnership and expanding support.

Recommendation 3:

(for: UNCT in Montenegro; Government of Montenegro and the main governance actors- the Parliament of Montenegro, judicial institutions and other independent and regulatory bodies; CSOs in Montenegro)

UNCT should intensify its normative work as one of its comparative advantages and further strengthen gender mainstreaming (focusing on gender transformation to the extent possible) across UNDAF outcomes.

Recommendation 4:

(for: UNCT in Montenegro; Government of Montenegro and other partners)

UNCT together with GoM should work to strengthen representation and involvement of the stakeholders in the UNDAF Steering Committee. Also, it is recommended to ensure its strategic involvement and guidance

for UNDAF implementation, through regular meetings and involvement of senior level representatives from the Government and other governance structures.

UNCT should consider expanding number of participants in the UNDAF Results Groups, bringing other partners in to improve planning, implementation and coordination of activities within UNDAF implementation.

Recommendation 5:

(for: UNCT in Montenegro)

UNCT in Montenegro should invest more efforts to define appropriate qualitative and quantitative indicators that would adequately reflect on progress under outcomes and capture UN contribution to this progress. In parallel, it is recommended to strengthen monitoring processes, and further build on the established results-oriented reporting practice (following the model for 2019 Annual Report).

It is recommended to include gender-sensitive practice in the results-reporting with focus on “gender transformation”.

Recommendation 6:

(for: UNCT in Montenegro; Government of Montenegro and the main governance actors- the Parliament of Montenegro, judicial institutions and other independent and regulatory bodies; CSOs in Montenegro)

New UNDAF (UN Integrated Cooperation Framework) should include practical sustainability strategy under its outcomes. It is recommended to analyse risks and assumptions regularly and adopt (strategic and ad-hoc) measures to mitigate their adverse effects.

It is recommended that UN develop a sound, hands-on approach to measure capacity development across all priority areas, linking them with changes and reform needs.

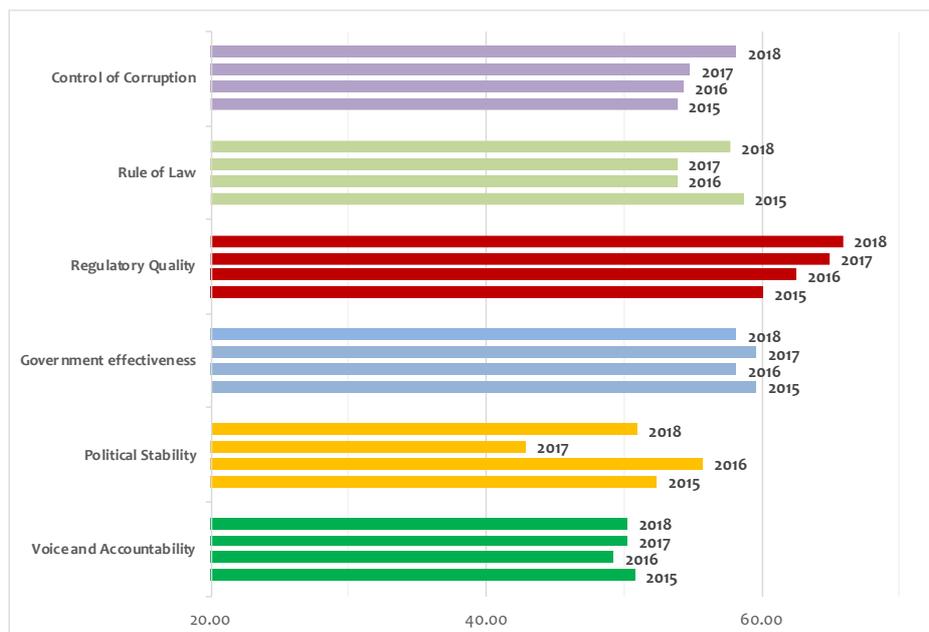
1 Country background

Montenegro is an upper-middle-income country with a total of 622,182 inhabitants¹⁰ (as of 01 January 2019). The country is on a steady path toward European Union (EU) membership and a front-runner for EU accession. After regaining its independence in 2006, it became EU candidate country in 2010 and a member of NATO in 2017. During negotiation process that started in June 2012, Montenegrin Government has opened 33 chapters and provisionally closed three.

The current Constitution of Montenegro¹¹ defines Montenegro as a civic, democratic and environmentally friendly country with social justice, established by the sovereign rights of its government. Politics of Montenegro take place in a framework of a parliamentary representative democratic republic with a multi-party system. The Government of Montenegro comprises the prime minister, the deputy prime ministers and ministers. Duško Marković is the Prime Minister of Montenegro and head of the Government. The ruling entity in Montenegro is the Coalition for a European Montenegro, headed by Democratic Party of Socialists of Montenegro (DPS). The Parliament passes all laws in Montenegro, ratifies international treaties, appoints the Prime Minister, ministers, and judges of all courts, adopts the budget and performs other duties as established by the Constitution. The Parliament can pass a vote of no-confidence on the Government by a majority of the members. The Judiciary is independent of the executive and the legislature. The rulings of the courts must be in accordance with the Constitution and the laws of Montenegro. Appointment to a judiciary position is permanent.

The latest European Commission progress report noticed that the political landscape in the country continues to be fragmented, polarized and lacking genuine political dialogue. The next Parliamentary elections are scheduled to be held on August 30th, 2020. They are going to be organized in the context of significant part of the opposition not participating in the Parliament and massive demonstrations organized by the Serbian Orthodox Church because of the Law on freedom of religious conviction and legal status of religious organizations which was passed in the late 2019.

Graph 1: Overview of the Worldwide Governance Indicators, 2015-2018



Source: World Bank- WGI

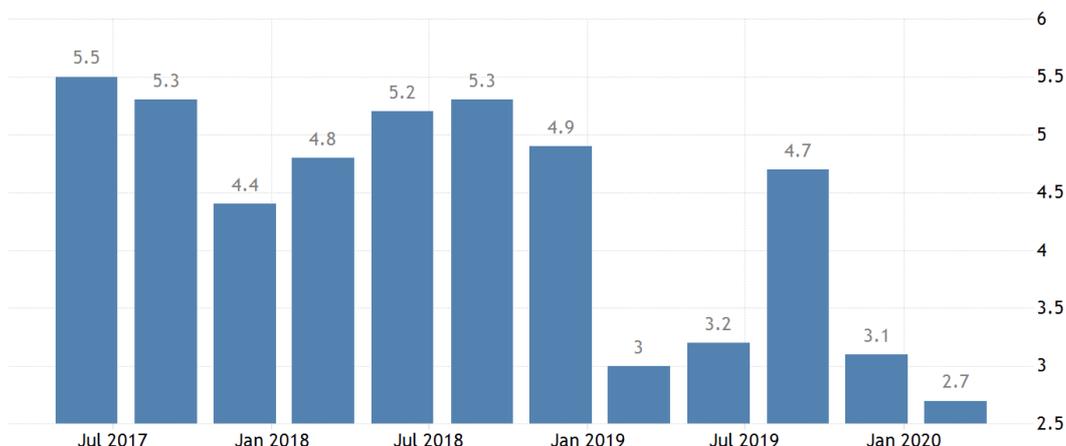
EU Montenegro report 2019 has also emphasized ‘need to strengthen transparency, stakeholders’ participation, and the government’s capacity to implement reforms.’ The aspects in focus of the report are moderate reforms of the public administration which ‘still needed to effectively address the de-politicisation’,

¹⁰ The Montenegrin population is relatively old with life expectancies of 81 years for women and 75 years for men in 2018, while the annual demographic increase was 1.2%.

¹¹ Ratified and adopted by the Constitutional Parliament of Montenegro on 19 October 2007 and officially proclaimed as the Constitution of Montenegro on 22 October 2007.

optimization and lack of accountability. Also, the European Commission emphasized moderate progress in judicial reform and fight against corruption and organized crime.¹²

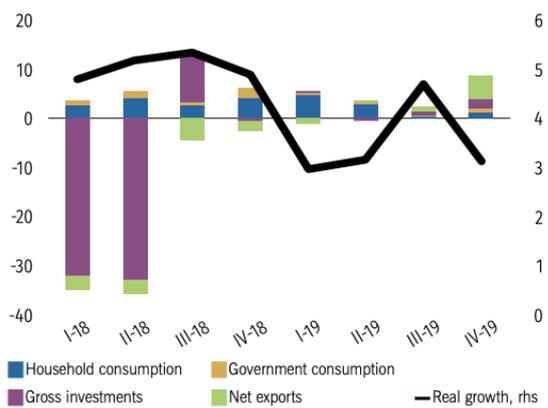
Graph 2: GDP growth in Montenegro, 2017-2020 by quarters



Source: Tradingeconomics.com/ MONSTAT

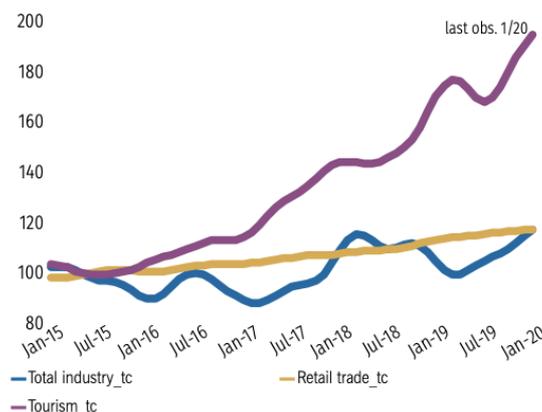
The growth in 2018 expanded quickly at 5.1 percent; however, in 2019, growth fell to 3.6% due to lower domestic demand. Private consumption still was the backbone of 2019 growth, adding 2.6%; it was supported by booming tourism, solid lending to households, and higher employment. From 2.6 percent in 2018, inflation fell to just 0.4 % and the recent plunge in oil prices is further cooling it.

Graph 3 Contribution to growth, Montenegro



Source: World Bank/ MONSTAT

Graph 4: Main income generation industries



On the other side, public debt continued to grow, and budget deficit persisted regardless of the efforts to achieve fiscal consolidation. These external factors (decreasing investments and contracted industrial production) together with the COVID-19 pandemic and the associated containment measures have begun to stifle economic activity. The travel restrictions amid the COVID-19 pandemic started reversing this trend in the first quarter of 2020.

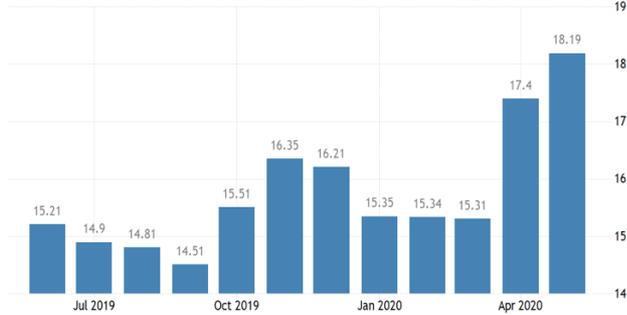
In 2019 employment went up 2.6%, mostly in construction, tourism, and retail sectors. The participation and employment rates reached their record highs of 57.4 and 48.7%. The unemployment rate was 15.1 percent and youth unemployment rate fell to a record low of 25.2%. Montenegro entered the COVID-19 crisis with employment at a historical high; still, many Montenegrins of working-age entered the crisis without a job and the number of unemployed reached fast 18.9%.

The European Commission outlined weakness of the private sector and business environment and a ‘high prevalence of informality’ which reflects lack of implementation capacities by the main state institutions in

¹² European Commission, Montenegro 2019 report, accessed June 21st 2020 at: <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20190529-montenegro-report.pdf>, p.3

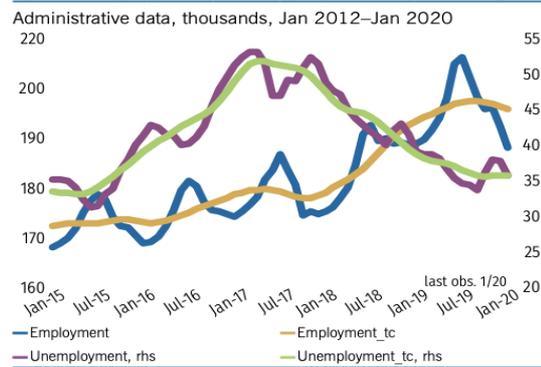
charge of enforcing the rule of law and market competition. World bank report described Montenegrin economy as ‘small’, ‘open’ and ‘vulnerable to external shocks, as it relies heavily on capital inflows from abroad to stimulate its growth.’¹³

Graph 5: Unemployment rate in Montenegro, 2019-2020



Source: tradingeconomics.com/MONSTAT

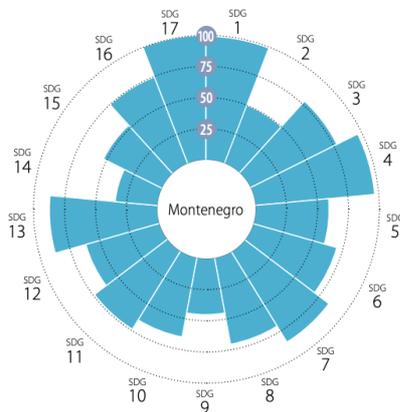
Graph 6: Employed vs unemployed in Montenegro



Source: World Bank/ MONSTAT

Montenegro has recorded some progress in achieving SDG targets; however, significant challenges remain for reaching targets in areas such as gender equality, climate action, peace, justice, and strong institutions.

Graph 7: Montenegro- Average performance by SDG¹⁴



Montenegro has been successful in achieving targets for the SDG1- ending poverty. The country scored 70.2 on the Sustainable Development Goal Index (slightly under the Western Balkans regional average of 70.9), reaching 72 position on the global level (out of 166 countries¹⁵).

Graph 8: Status of SDGs in Montenegro



Source: SDG Dashboard

The COVID-19 pandemic exposes how vulnerable Montenegro is to external shocks. Montenegro is particularly affected by plummeting income from tourism, which is a critical driver of growth: tourism

¹³ <https://www.worldbank.org/en/country/montenegro/overview>

¹⁴ <https://dashboards.sdindex.org/static/countries/profiles/Montenegro.pdf>

¹⁵ <https://dashboards.sdindex.org/static/countries/profiles/Montenegro.pdf>

receipts account for more than 20 percent of GDP. The country's limited monetary policy and fiscal buffers, and high public debt amplify its vulnerability. Due to COVID-19 pandemic, current Montenegrin economic projections for 2020 indicate that a very negative trend of -9% is to be expected when it comes to GDP growth.¹⁶ Also, the projections foresee further increase of public debt and possible danger to the fiscal stability.

The Government is focused on mitigating the devastating effects of the COVID-19 crises on the economy and has undertaken a number of measures to help the economy and the people at risk, including one-off financial assistances to the low-income pensioners and social welfare beneficiaries. However, it can be assumed that the pandemic will have significant effect on increasing existing and exposing new groups of population to the social vulnerabilities¹⁷. It is expected that due to the significance of the informal economy, substantial share of labor force could be negatively affected and fall into the risk of poverty.¹⁸

Graph 9: Montenegro and the EU-28; comparison between core domain values, 2019



Source: Gender Equality Index, Montenegro, 2019¹⁹

The UN system in Montenegro has conducted the first Rapid Social Impact Assessment (RSIA) of COVID-19 on particularly vulnerable groups of populations, which found that people are already being affected by income and job insecurity which as a result reduces households' ability to meet the basic needs. Also, the RSIA found that the pandemic 'promoted' new and amplified the old sources of inequality – such is access to education.

Montenegro ranked very high for human development²⁰, scoring 0.816 in 2018 being ranked 52 out of 189 countries and territories. The latest Gender Equality Index for this country is 55 (compared to 67.4 on EU-28 level).²¹ Sustainable Development Goal (SDG) Index was 67.3 in 2019, ranking Montenegro as 87 out of 162 countries on a global level²². Among the 17 SDGs, one goal was achieved in Montenegro in 2019 – namely, the targets set for ending poverty – while significant challenges remain for reaching targets in areas such as gender equality, climate action, peace, justice, and strong institutions.²³

Montenegrin performance against several indicators of the social scoreboard was relatively weak, while a significant part of the population remains at risk of poverty and social exclusion.²⁴ . Also, SILC data (2018)²⁵

¹⁶ https://www.imf.org/external/datamapper/NGDP_RPCH@WEO/OEMDC/MNE

¹⁷ More details available: IMF Country Report No. 20/210 and <https://www.imf.org/en/News/Articles/2020/07/02/nao70220-combating-the-impact-of-covid-19-in-montenegro>

¹⁸ United Nations, Rapid Social Impact Assessment

¹⁹ https://www.me.undp.org/content/montenegro/en/home/library/womens_empowerment/GEI2019.html

²⁰ <http://hdr.undp.org/en/countries/profiles/MNE>

²¹ <https://www.me.undp.org/content/montenegro/en/home/presscenter/pressreleases/2020/GEI2019.html>

²² The regional average for the Western Balkans was 70.4.

²³ UN Sustainable Report Dashboards 2019: Montenegro

²⁴ The social scoreboard was designed to monitor the implementation of the European Pillar of Social Rights. More details available at European Centre for Social Welfare Policy and Research, Country reviews: Performance of Western Balkan economies regarding the European Pillar of Social Rights, 2020.

²⁵ Statistics on Income and Living Conditions, https://www.monstat.org/eng/prikazi_metapodatke.php?id=1001&pageid=1001&name=Statistics%20of%20income%20and%20living%20conditions%20-%20EU%20SILC

show that the 20% richest households earn more than seven times more than the poorest 20%.²⁶ Even though there was some progress achieved in terms of providing better employment opportunities, the labor market performance was still poor when it comes to the youth unemployment, women participation, long term unemployment and inclusion of marginalized groups.²⁷ Poverty and social exclusion levels are still high, especially for children, persons with disabilities, Roma and Egyptian population, and for citizens of the Northern Montenegro.²⁸ Significant proportion of population is dependent on social welfare.²⁹

In 2018/2019 the National Statistics Office (MONSTAT) with support from UNICEF, and a contribution by UNHCR, conducted a multiple indicator cluster survey (MICS), collecting robust household data on the situation of children and women. The results showed positive trends for young children. Breastfeeding in the first hour after birth increased by 10% among the general population and doubled among Roma, compared to 2013. But exclusive breastfeeding rates during the first six months remain very low (20 % nationally, 14 % among Roma).

The percentage of women aged 15–49 years with a live birth examined by professional health staff increased among both Roma and the overall population. The early childhood development index (covering physical, social, emotional and mental well-being) of Roma children increased from 63 % in 2013 to 77 % in 2018. But 21 % of Roma children under five are stunted, compared to 7 % of children nationwide.

Declining immunization rates pose a new risk for Montenegrin children - MMR coverage in the second year of life was 42 % in 2018. Nationally, 54 % of mothers/caretakers reported delaying, and 27 % refusing, vaccination(s) for children under five. Preschool education coverage continued to rise to 72.4 % in 2018/19; the enrolment of Roma children in preschool nearly doubled (7.6 % in 2018, 14.6 % in 2019) but it remained low. Fifty-six % of Roma children complete primary school, a major increase since 2013 (29 %). However, 77 % of girls and 74 % of boys of secondary school age in Roma settlements are not in school. The number of children with disabilities enrolled in mainstream schools continued a gradual rise (16 % in 2016, 19 % in 2019) but coverage remains low, as does the number of children with disabilities who continue beyond primary school.

2 Integrated UN Programme for Montenegro 2017-2021

The Government of the Montenegro (GoM) in collaboration with the United Nations Country Team³⁰ (UNCT) have formulated the Integrated UN Programme for Montenegro - UN Development Assistance Framework for Montenegro (UNDAF) covering the period from 2017 until 2021 as the mechanism to support achievement of the Montenegro's development priorities³¹. Also, central to UNDAF implementation have been the post-2015 Agenda Sustainable Development Goals, the country's human rights commitments as well as other internationally agreed development goals and treaty obligations.

The participatory and consultative process has been the central element of UNDAF formulation, and this approach continued throughout the UNDAF lifespan, guiding development cooperation from 2017 through 2020 until the end of current implementation period to achieve national development priorities. In this context, a joint national Steering Committee (SC) was established under the leadership of the GoM Deputy Prime Minister/ Minister of Foreign Affairs and the UN Resident Coordinator with the role to provide overall strategic guidance during its implementation.

²⁶ European Centre for Social Welfare Policy and Research, Country reviews: Performance of Western Balkan economies regarding the European Pillar of Social Rights, 2020.

²⁷ European Centre for Social Welfare Policy and Research, Country reviews: Performance of Western Balkan economies regarding the European Pillar of Social Rights, 2020.

²⁸ Regional Cooperation Council, Country Reviews: Performance of Western Balkan economies regarding the European Pillar of Social Rights, 2020.

²⁹ In 2018 there were 9,319 families receiving family material support which included 31,066 family members, 2,500 people receiving disability allowance and 15,298 people receiving care and support allowance.

<http://www.monstat.org/userfiles/file/publikacije/godisnjak%202019/GODISNJAK%202019f.pdf>

³⁰The UNCT refers to the totality of UN operations in Montenegro by resident and non-resident agencies, funds and programmes.

³¹ The UNDAF document was signed on in 2016 by the Government of the Montenegro and fifteen UN Agencies, Funds and Programmes active in the country. (for some reason IOM didn't sign, check this out)

UNDAF included four strategic areas with corresponding major results, called ‘outcomes’ reflecting key national development and human rights priorities. These outcomes were identified jointly by the GoM and the UN, with active civil society participation during the initial development of the framework. UNDAF also describes how the GoM and the UNCT will deliver on these commitments, including jointly-owned coordination and implementation arrangements, partnerships, coordinated resource mobilization, and effective progress monitoring, reporting, and evaluation. Four Results Groups (RG) were formed to ensure efficient planning and coordination and the timely delivery of development results.

UNDAF 2017-2021 is established around four interlinked strategic pillars, operationalized through four outcomes, which responded to country needs and made use of the UN’s comparative advantages.

- By 2021, a people-centered accountable, transparent and effective judiciary, Parliament, public administration and independent institutions ensure security, equal access to justice and quality services for all people.
- By 2021, the population has improved access to quality, equitable, inclusive and mutually reinforcing systems of health, education, protection and decent work.
- By 2021, the people of Montenegro are benefiting from sustainable management of cultural and natural resources, combating climate change and disaster risk reduction.
- By 2021, the people of Montenegro are benefitting from an enabling institutional and regulatory framework for sustainable and inclusive economic growth based on innovation, entrepreneurship and competitiveness.

The current Integrated UN Programme for Montenegro 2017–2021 is coming to the end point of its implementation; thus, the final evaluation has been suggested, as a summative, external, independent and system-wide exercise aimed at generating an independent assessment of the UN Development System’s (UNDS) collective contribution at country level. It will focus on issues at strategic level and the aggregate contribution of UNDAF at outcome level, as well as the System’s contribution to Sustainable Development Goal (SDGs) targets.

3 Purpose, objectives and Scope of UNDAF final evaluation

The rationale for this final UNDAF evaluation has been to distil the findings and use them strategically to inform the next UNDAF cycle, as required from the on-going UN system reform. The results of the final evaluation should facilitate more substantive integration of Agenda 2030 and the SDGs and effective alignment of UN interventions. These efforts should form stronger coalition to support Montenegro’s efforts to achieve its 2030 commitments and facilitate process to the full membership to the EU.

Also, the independent evaluation process and findings serve as accountability tools, as the independent expert explored the effectiveness and potential influence of the UN system in Montenegro and provided key lessons learned and good practices for the UNCT and its partners from the current UNDAF cycle.

Concerning the scope, UNDAF evaluation covered the overall results framework UNDAF 2017-2021, all programme- and activity-based contributions to UNDAF outcomes. Due consideration was given to the activities of agencies without a formal country programme, activities implemented as part of global or regional initiatives, and the activities of non-resident agencies³².

In terms of the precise objectives, the final evaluation strived to:

- Assess performance of the Integrated UN Programme for Montenegro 2017-2021, its strategic intent, objectives and outcomes contained in the results framework, including the UNCT contribution to such results against evaluation criteria.
- Assess the extent to which UN Montenegro has been successful in achieving UNDAF Outcomes as a contribution to national development priorities, EU accession agenda and the 2030 Agenda for Sustainable Development;

³² UNDAF evaluation did not evaluate the individual programs, projects or activities of UNCT members but rather analysed their contribution to selected outcomes. This process ensured the plausibility of causal relationships between these achievements and outcomes.

- Assess whether the strategic intent, principle and spirit of the Integrated UN Programme has been taken forward by participating UN Organisations and identify the factors that have affected the UN agencies working together in the context of UNDAF as part of the Delivering as One Standard Operating Procedure;
- Generate evidence and lessons learnt based on the assessment of the current performance of Outcomes and Outputs that inter alia, can be used to accelerate implementation of the current UNDAF.
- Provide a set of actionable recommendations based on credible findings, to be used for organizational learning, and identify lessons learned and good practices that will inform the new Cooperation Framework cycle 2022-2026, bearing in mind the new guidance for development of UN Sustainable Development Cooperation Framework in line with the ongoing UN Reform.

4 Methodology for the final evaluation

This part provides a description of the evaluation methodology, data collection methods and data sources that have been employed, including the rationale for their selection (how they have informed the final UNDAF evaluation) and their limitations. In addition, this part reflected on data collection tools, instruments and highlighted on reliability and validity for the evaluation.

The high level of UNDAF objectives and the complexity arising from UNCTs' multi-actor nature, required the FE methodology to adhere to the evaluation dimensions defined by UNDAF evaluation guidelines³³ thus, the FE assessed the following four dimensions: Relevance and Coherence, Results, Efficiency, Transformation (Impact and Sustainability) and Normative (including programming principles and cross-cutting issues). The FE also adhered to UN Evaluation Group (UNEG) Norms and Standards³⁴, and UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation³⁵, OHCHR Guidance on Human Rights-Based Approach to Data³⁶. The FE benefited from the UN-SWAP Evaluation Performance Indicator and its related scorecard³⁷.

The methodology for the FE also reflected the essentials of the contribution analysis for country programmes (CA)³⁸ intending to establish credible causal claims about interventions within the programme, their results and created changes³⁹. The CA has been chosen as a viable approach, considering that the UNDAF outcomes⁴⁰ (defined as "intended changes in development conditions in Montenegro") have been set at the level that required joint work of many partners, credible attribution to the UNCT may be challenging or in some cases impossible to establish⁴¹.

The desk review of literature, key informant interviews (on-line and in person) served to collect critical information and capture different perspectives about UNDAF and its implementation. The evaluation team triangulated collected data to validate findings and identify points of convergence and divergence.

4.1 DATA COLLECTION METHODS

The evaluation followed a mixed-method approach to enable gathering of qualitative and quantitative information through a well-balanced combination of desk research and interviews with key informants, at

³³ It is important to highlight that complexity of UNDAF and high level of its outcomes required complex approach and not simply traditional evaluation criteria, e.g. OECD-DAC/UNEG criteria.

³⁴ <http://www.unevaluation.org/document/download/2787>

³⁵ <http://www.uneval.org/document/download/1294>

³⁶ <https://www.ohchr.org/Documents/Issues/HRIndicators/GuidanceNoteonApproachtoData.pdf>

³⁷ <http://www.uneval.org/document/download/2148>

³⁸ Line Dybdal, Steffen Bohni Nielsen, Sebastian Lemire (Ramboll Management Consulting and Aarhus, Denmark): "Contribution Analysis Applied: Reflections on Scope and Methodology", The Canadian Journal of Program Evaluation Vol. 25 No. 2 Pages 29–57 ISSN 0834-1516

³⁹ John Mayne: „Contribution analysis: Coming of age?“ from Evaluation, 2012, Sage Publication, DOI: 10.1177/1356389012451663.

Also, where a paucity of data necessitates a quick assessment of a contribution, this should be carried out using appropriate evaluation methodologies that identify contributions at the outcome level and ascertain the plausibility of causal relationships between activities and outcomes.

⁴⁰ UNDP, 'Handbook on Planning, Monitoring and Evaluating for Development Results', p.56. Outcomes are medium-term development results created through the delivery of outputs and the contributions of various partners and non-partners. They normally relate to changes in institutional performance or behaviour among individuals or groups. Ref also to "Outcome-level evaluation- a companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators", 2011

⁴¹ The Terms of Reference also recognized this challenge for the final evaluation.

various level of analysis. The evaluation was using desk research to analyse secondary information that were received or collected. In-person and teleconference interviews during the field phase served to collect primary data and to validate findings and conclusions from the desk phase.

The following table presents the main data collection methods and sources:

Table 1. Main data collection approaches

Approach	Activities
Document review	<ul style="list-style-type: none"> • Reviewed the UNDAF 2017-2021, with particular focus on the Results Matrix, the priority areas and outcomes, including indicators, baselines and targets; • Analyzed progress reports and reviewed documented results from the UNCT/ UN Agencies operating in Montenegro • Reviewed policies and strategies deriving from different governance levels and sectors thus analyzing the overall environment in which UNDAF was implemented. • Analyzed progress and reports on implementation of the international obligations of the country • Analyzed key socio-economic data and indicators for Montenegro (available via the Monstat, and also considered reports from the World Bank and the International Monetary Fund) • Identified key horizontal issues, themes, best practices and success stories for follow- up, further investigation, verification, and triangulation.
Field phase	<p>Personal interviews with the representatives of UN Agencies (Heads of Agencies, Programme Officers, Monitoring and Evaluation Officers)</p> <p>Personal interviews with the national partners from different levels and representatives of various organizations⁴²</p> <p>Personal interviews with international development partners</p> <p>Online survey with UN management and programmes staff, UN operations staff and national stakeholders.</p>

The final evaluation together with UNCT/ RC Office made efforts to encourage broad and active stakeholder engagement in the UNDAF evaluation process. Perceptions of UN neutrality, and opinions about UNDAF implementation, depend on representatives of the different main stakeholder groups, including those relating to different outcomes that needed to be equally consulted.

The FE team performed a simple stakeholder analysis (Graph 3), using the Stakeholder importance and influence matrix.⁴³

Different groups of stakeholders have been identified: Group 1: High Importance/ Low Influence Stakeholders; Group 2: High Importance/ High Influence Stakeholders; Group 3: Low Importance/ Low Influence Stakeholders and Group 4: Low Importance/ High Influence Stakeholders. The FE received longlist of the stakeholders from the UN Agencies in Montenegro. The next step was to prepare a table for the Identification of key stakeholders and their interests, followed by the Importance and influence of stakeholders' analysis.

Stakeholder importance and influence matrix

⁴² The final evaluation carried out semi-structured interviews, based on questionnaires presented in Annex 4, aligned with the Evaluation Matrix.

⁴³ Handbook on Planning, Monitoring And Evaluating For Development Results, UNDP, 2009



The FE identified a total of 105 representatives of different stakeholders' groups. The primary data collection process was organized between 18 May and 29 June 2020 and included consultations with 69 stakeholders (47 women and 22 men). The Table 1 provided a detailed overview of the type of stakeholders, with the majority being representatives of the national authorities (40 representatives of the Government of Montenegro and its ministries, regulatory and independent bodies, the Parliament), followed by representatives of UN Agencies (Heads of Agencies, Programme Officers, Monitoring and Evaluation Officers), representatives of other stakeholders (different CSOs and think-tanks) and international development organizations.

The time constraints for this evaluation and the COVID19 prevented the FE team from meeting with representatives of groups often left behind. The FE was using meetings with the grassroots CSOs for proxy information about those "whose voice is normally not heard on UNDAF-related issues". Additionally, it is important to be guided with the principle that any harm that may occur during data collection should not exceed the value of the information that is collected. When discussions with the most vulnerable groups could expose them to stress and trauma, it is even recommendable to talk to proxies if they can provide equally valuable information. FE team believes that this was true in this case, since CSO representatives we have talked to have all the relevant information we needed.

Table 1 Stakeholders interviewed during the Final evaluation

Types of stakeholders	Total number of interviewees	#Male	#Female
UN	12	2	10
Gov	40	16	24
Donors and international organisations	6	3	3
Civil Society	8	1	7
Other	3	0	3
Total	69	22	47

The FE was primarily using the interview guide approach, combined with the informal conversational interview. Although these types vary in the format and structure of questioning, they have in common the fact that the participant's responses are open-ended and not restricted to choices provided by the interviewer. The FE has prepared an outline of topics in the interview guides, remaining flexible in formulation and order of the questions. This approach enabled to collect more systematic and comprehensive data (than in the informal conversational interview), while the tone of the discussion remained somewhat conversational and relaxed. To avoid possible drawback, such as stuck to the outlined topics and prevented

to raise some critical issues, the FE was using the informal conversational interview to ask questions emerging from the immediate context.

Additionally, online survey yielded anonymous responses from 49 members of UN management and programme staff and 29 members of UN operations.

4.2 DATA ANALYSIS

The scope, complexity, and the period covered by the evaluation (the focus was on UNDAF implementation from 2017 until mid-2020; there are remaining part of 2020 and the whole 2021 for UNDAF implementation) required an analytical approach deriving from UNDG evaluation guidelines and international practices. The evaluation analyzed collected information and the Results Matrix through causality model, as explained in the previous parts of this report, complementing it with appropriate analytical approaches..

The assumption of the FE was that that UNDAF and the initiatives deriving from UNDAF⁴⁴ were relevant, necessary and sufficient to contribute to changes under the outcomes. The analysis of the Results Matrix enabled to better understand intervention logic of UNDAF and together with the analysis of the primary and secondary data, served to identify challenges or obstacles that affected the progress under outcomes. It also suggested a more substantive – follow-up analysis, when points of break in the contribution to outcomes were identified.

The FE was using triangulation of the collected information and other sources of information at different stages of the process. Interviews with the key informants and skype interviews, together with discussions with the stakeholders served to validate findings and substantiate conclusions and recommendations. The process considered the following evaluation criteria as provided in the ToR:

4.2.1 *Relevance (is the intervention doing the right things) and Coherence (how well does the intervention fit?)*

The review of relevance and coherence examined process and quality of UNDAF design including internal coherence. The review of the design phase explored the connection between the UNDAF outcomes, the national development priorities for Montenegro and identified needs of the citizens, with a particular focus on vulnerable groups. The evaluation analysed factors that were affecting implementation of UNDAF and assessed the flexibility of the UNCT/ UN Agencies to respond to the changing environment and arising needs of citizens.

The FE was using Human Rights Based Approach (HRBA) and gender mainstreaming lenses to assess the appropriateness of the focus areas, outcomes, expected targets and indicators. The broad scope, its thematic areas and the long period covered by the evaluation required analysis at the country level, focusing on the national priorities. In conjunction to this, the FE analysed alignment of UNDAF outcomes with the sectoral priorities.

4.2.2 *Effectiveness: is the intervention achieving its objectives?*

The FE assessed the overall progress towards the achievement of the UNDAF outcomes and set targets. The focus was to identify critical accomplishments, analysing a “chain of causality” to reveal linkages between these accomplishments and the progress that has been recorded under each of the UNDAF outcomes. Working to ensure “contribution claim”, the FE was focused on the indicators from the UNDAF Results Matrix⁴⁵, assessing the accuracy and the extent of their use to measuring progress⁴⁶. The FE analysed the extent of inclusion of the national stakeholders during the formulation and consequent implementation of UNDAF, assessing also the sustainable partnerships between different actors to deliver results. The analysis reflected on the challenges and obstacles that UNCT and the partners have experienced during the UNDAF implementation.

⁴⁴ In the absence of the Agency specific programmes-- the factual contributions at agency outputs and outcome's levels

⁴⁵ The FE analysed if the UNCT adequately used results-based management to ensure a logical chain of results and establish a monitoring and evaluation framework and the efforts and quality of data collected and analyzed.

⁴⁶ The FE analysed relevance, frequency of collection, reliability, disaggregation and quality of indicators from the Results Matrix

4.2.3 Efficiency: how well are resources being used?

The FE analysed adequacy and efficiency of the management system for implementation of UNDAF and delivery of results (strategic and operational mechanism⁴⁷). This included the analysis of the role and functioning of the Joint Country Steering Committee and the Results Groups, and also functioning of Operations Management Team and Communication Team.

Part of these efforts was to assess the degree of actual synergies established among UN agencies, involving concerted efforts to optimize results and avoid duplication.

4.2.4 Impact (what difference does the intervention make?) and Sustainability (will the benefits last?)

In the context of assessment of transformation that UNCT in Montenegro made through UNDAF implementation, the FE analyzed the extent of achieved benefits during the implementation of UNDAF, particularly answering if the positive results, including national ownership over them and established partnerships would continue after the end of implementation cycle. The FE analysed the longer-term influence of UNDAF on the wider development in Montenegro, particularly focusing on systemic changes (e.g. changes in the legal framework, institutions, social and economic structures) and sectoral changes (analysis if the results have been integrated in sectoral policies or practices).

The FE analysed the degree to which UNDAF has enabled innovative approaches for institutional learning and development of national capacities of key national stakeholders and assessed opportunities for scaling up or replicating UNCT's experience and best practices.

4.2.5 Analyze UN normative work, programming principles and cross-cutting issues

The evaluation analysed the extent to which UNCT prioritized the needs of most vulnerable from the perspective of their benefits from the accessible and quality assistance and other results delivered through UNDAF. The evaluation assessed whether the core UNDAF principles and UN normative work, have been considered and mainstreamed during the preparation and implementation of UNDAF.

The FE analyzed if the UNCT adequately use results-based management to ensure a logical chain of results and establish a monitoring and evaluation framework. The FE analyzed other country-specific factors that have affected the performance of the UN Agencies and UN Country Team in the framework of UNDAF design and implementation.

4.2.6 Prepare recommendations for the UN Country Team in Montenegro

The FE prepared this report that included findings, conclusions and identified lessons learned and good practices during UNDAF implementation. The report provided actionable recommendations, based on findings and conclusions, also considering new strategic planning cycle for the period 2021-2025 and the new generation of UNDAFs.

4.3 LIMITATIONS

The final evaluation included a primary data collection phase (comprising of on-line and in-person interviews), designed to complement document review and enable to collect in-depth information about the status of UNDAF outcomes. This phase also enabled to identify links between different programmes and issues impacting on achievement of UNDAF outcomes. However, this evaluation included limited time for primary data collection; still, the need to combine in-person and on-line interviews resulted that this phase has been extended to four weeks in total. The final sample of key stakeholders for interviews has been agreed in cooperation with UNCT, while the involvement and importance of the stakeholders in the UNDAF development and implementation⁴⁸ has been the main determining criteria. Although the evaluation team discussed UNDAF related issues with the representatives of different authorities, some of the local counterparts were not in the position to reflect on the cooperation and results appropriately.

⁴⁷ This also included the analysis of the existing monitoring system, reporting practice and management of risks

⁴⁸ A detailed list of interviewed people is provided in the Annex 1 to this document.

The terms of reference were clear that the evaluation should not focus on specific programmes or projects. The UNDAF's effectiveness needed to be considered assessing the extent to which the UNCT contributed to or is likely to contribute to progress under outcomes. However, it was challenging to determine "specific extent of contribution" towards the UNDAF outcomes without providing references to particular achievements of specific programmes to illustrate this.

During the implementation of UNDAF, UN Agencies have produced critical and strategic results under outcomes, presented through annual UNDAF progress reports and in other UN Agency various reports⁴⁹. Thus, considering requirements from the ToR, and request for the length of the evaluation report as well as the timeframe for the final evaluation, it would be highly challenging to extract "the most important" achievements contributing to the behavioral level (policy implementation and delivery of public services) to then validate the contribution to the UNDAF outcomes⁵⁰. The assessment of effectiveness and performance of UNCT relied on the indicators provided in the UNDAF Results Framework and the agency contributions through the reported outputs and intermediate outcomes, along with the data sources suggested for verification of progress. The indicators were in the majority of cases relevant especially at the level of outputs (less so at the level of outcomes) adequately informing the analysis of achievements under outcomes. In some other cases, the data sources were not available or could not be used to compare current status and performance with baseline data. The effectiveness was also assessed considering other requirements and criteria from the ToR.

Financial figures and other information from UN Agencies to assess "value for money" have been available through the RC office and the evaluation team was using these figures.

Sustainability and impact are ex-post measures and ideally, measuring these dimensions require a time-period between two to five years after the completion of the UNDAF. Therefore, the evaluation approach was to anticipate or forecast sustainability and impact. The intention was to measure the extent to which the positive results achieved through UNDAF implementation are likely to continue after the end of the implementation cycle, and also if the longer-term influence on the development changes (in the specific sector) would have lasting nature.

4.4 ETHICAL CONSIDERATIONS

The evaluation team followed closely the United Nations Ethical Guide for Evaluation in selecting interviewees, in interacting with them and in respecting their personal and institutional rights. They were assured that no attribution would be made to them if they did not want, they were chosen to ensure a fair representation of views in order to ensure a balanced perspective and, in the rare instances where potentially vulnerable groups were involved (e.g. persons with disabilities) the evaluation team was particularly conscious of compliance with ethical standards in interaction with them.

Generally, the evaluation team maintained an awareness of the United Nations Ethical Guidelines⁵¹. Informed verbal consent was sought from stakeholders prior to asking any questions related to the UNDAF evaluation. To obtain consent, the evaluation team briefly explained the reasons and objectives of the evaluation, as well as the scope of the questions asked during the interview. Stakeholders had the right of refusal or to withdraw at any time. The evaluation team also ensured respondent privacy and confidentiality. Comments provided during discussions were aggregated to render impossible the identification of specific stakeholders. The evaluation team was fully independent, unaware of any conflicts of interest for this work. During the overall process of the evaluation, the members of the evaluation team followed the principles of impartiality, credibility and accountability.

⁴⁹ The FE had access to annual reports from some of the UN Agencies- e.g. UNICEF and UNDP

⁵⁰ This could be mitigated to some extent through the analysis of case studies; however, this was not considered in the Terms of References and the proposed scope of the evaluation.

⁵¹ United Nations Evaluation Group (UNEG), UNEG Ethical Guidelines for Evaluation ((UNEG/FN/CoC [2008]).

5 Findings of the final evaluation

5.1 RELEVANCE (IS THE INTERVENTION DOING THE RIGHT THINGS) AND COHERENCE (HOW WELL DOES THE INTERVENTION FIT?)

- **The external intervention of UNDAF 2017-2021 under four outcomes, has been and remained within the mandate of UN Agencies, aligned with the national development priorities and the needs of the people in Montenegro.**

The process of UNDAF formulation has been comprehensive, reflecting appropriately priorities and needs of the country and its citizens and identifying adequately developmental responses.

The initial step in the identification of the needs of citizens was nation-wide consultations⁵² on the Post-2015 agenda to garner inputs and ideas for the “The Future We Want”. This process reflected on the key development priorities for the country for the next five years⁵³. This has followed with preparation of an analytical and human rights-based Common Country Assessment (CCA)⁵⁴, structured along the broad pillars of United Nations development cooperation and human rights work with Montenegro. The CCA provided an updated assessment of the needs and challenges in the country, with reference to the complex developmental trends related to social inclusion, including health and education sectors, economic and environment, gender equality, politics and democratic governance. The priorities were analysed in the context of the European Union accession priorities. The analysis of the results of collaboration with the UN and a forward-looking recommendation in the Final Evaluation of UNDAF 2012-2016 also complemented analytical basis. Other reports, presenting achievements and emphasizing challenges in Montenegro contributed to the in-depth analysis for UNDAF formulation⁵⁵.

Long-lasting presence (in the pre and post-independence periods)⁵⁶, their mandates and achieved results of the UN Agencies in Montenegro contributed to more substantive insight into development needs and challenges for Montenegro, with particular reference to vulnerable and excluded groups.

To validate findings and conclusions from the analysis of opportunities and challenges presented in the CCA and critical review of the UNCT work in the previous period, and also from the public discussions, UN Country Team ensured wide-ranging consultation with the main national partners. The Strategic Prioritization Retreat has been organized⁵⁷, involving almost one hundred participants (including several ministers, senior government officials, representatives of parliament, the judiciary and independent institutions, heads and senior staff of UN organizations). The development priorities, linked with the mandate of UN and UN Agencies, have been grouped under the four strategic areas⁵⁸ and defined the main structure and content of the UNDAF 2017–2021.

- **UNDAF has been well-aligned with the National Strategy for Sustainable Development by 2030**

UNDAF was in general aligned with the National Strategy for Sustainable Development by 2030 (NSSD)⁵⁹, the overarching country's plan prepared in parallel with UNDAF. The overlapping period of preparation for these

⁵² The consultation process was all inclusive and more than 8.000 people in Montenegro or 1.3% of total population in national post-2015 consultations on development priorities after 2015.

⁵³ The priorities that have emerged during the consultations have been: 1) creating new jobs and raising employment; 2) fight against corruption and crime; 3) addressing inequalities and growing gaps among people; 4) strengthening health care system; 5) planning and implementing public policies through a holistic and strategic approach; 6) ensure gender equality; 7) improve and protect environment 8) improve public infrastructure, particularly roads; 11) improve quality of education; 12) anti-discrimination-
ref to <http://www.un.org.me/Library/SDGs-Post-2015-and-MDGs/4%20The%20Montenegro%201%20Want%20-%20Report%20on%20Post-2015%20National%20Consultations%20in%20Montenegro.pdf>

⁵⁴ The Common Country Assessment for Montenegro- adopted in September 2016, available at

⁵⁵ Some of the most critical strategic documents have been Annual Progress Reports of the European Commission, the Internationally Monetary Fund analytical reports; the World Bank Partnership Strategy and Snapshots, SIGMA OECD analytical and monitoring reports, etc

⁵⁶ KII notes

⁵⁷ The SPR, organized under the auspices of the Joint Country Steering Committee, convened in October 2015.

⁵⁸ Notes from the Strategic Prioritization Retreat, 2015- Ref to Integrated United Nations Programme for Montenegro 2017 – 2021/ UN Development Assistance Framework for Montenegro

⁵⁹ On July 7, 2016, at its 164th session chaired by the Prime Minister, the Government of Montenegro adopted the National Strategy for

two documents did not contribute to stronger links between them. However, both strategic documents have been organized around the pillars of sustainable development, reflecting Sustainable Development Goals and addressing broad scope of (sectoral) challenges and needs of people⁶⁰.

The NSSD set the strategic goals and measures for achieving long-term inclusive development of society in Montenegro, while considering the actual developmental situation⁶¹, the UN Agenda for Sustainable Development 2030 and other international commitments. The vision it set has been “sustainable, open, tolerant, inclusive and prosperous society where the quality of life of each individual is continuously enhanced and where human and social capital is being invested into.” Among the strategic goals of the National Strategy for Sustainable Development until 2030 are *democracy and rule of law, efficient management of renewable natural resources and sustainable spatial planning and economic growth (including economic competitiveness, balanced regional development and green economy)*. The NSSD prioritized further development of the social system in Montenegro, through *improved health of citizens, inclusive and quality education and well-targeted social welfare system* and also strived for *cultural development* as a fundamental value of spiritual, social and economic progress. The NSSD committed to strengthen and expand partnerships for sustainable development, globally and regionally. However, (the FE finds that) the NSSD remained without (sufficient) strategic intent and a rather broad spectrum of priorities and activities.

The NSSD is a lengthy document, overburdened with statistical information and details of analysis. Still, the document missed more substantive analysis of root-causes for listed issues and challenges, failing also to identify reasons for exclusions and structural challenges for the “groups left behind”. The NSSD recognized a spectrum of “vulnerable groups⁶²” exposed to lack of social protection and inclusion; however, only in the Annex to the Strategy. This part of the document (Annex to the NSSD) provided also a list of the groups that could be considered as excluded but formally still not included in this category⁶³. In connection to this, the NSSD prioritized limited number of the exclusion and discrimination causes for the vulnerable groups. Almost all of these causes were related to social services (health, education and social protection). Still, the analysis did not include other reasons of exclusion related, for example, to access to justice and rule of law for the poor, remoteness and climate change.

Overall, the process of UNDAF formulation was sound, and the analysis of the situation in the country was comprehensive, following a bottom-up process of collaboration and involvement of policymakers from different levels and structures.

However, some weaknesses from the design phase have affected the coherence of the Results Matrix. The main shortcoming has been the absence of a robust “theory of change⁶⁴” (or similar and credible problem analysis tools). This had negative reflection on the formulation of UNDAF intervention logic, resulting in relatively broad outcomes and inappropriately formulated indicators, without links to the UN interventions.

Another challenge was insufficiently active participation of some of UN Agencies (especially non-resident) during planning and the formulation of UNDAF (although they have taken part during the Strategic and prioritization workshop). This has affected their position during the implementation of UNDAF as their priorities and work have been captured to a limited extent.

- **UNDAF was guiding effectively the work of UN Agencies, also reflecting international norms and standards and agreed goals and commitments for Montenegro.**

UNDAF 2017-2021 has grouped priorities under four strategic outcomes, aligned with the declared national priorities. Although broad in scopes, these outcomes captured and reflected international norms and

Sustainable Development until 2030 and adopted the Action Plan of the Strategy and the Report from the Public Debate <http://www.mrt.gov.me/ResourceManager/FileDownload.aspx?rid=272986&rType=2&file=NSOR%20do%202030%20FINALNA.pdf>

⁶⁰ The analysis of the National Strategy for Sustainable Development by 2030 and the UN Integrated Programme 2017-2021 for Montenegro

⁶¹ This document, as the umbrella, horizontal and long-term development strategy of Montenegro, analyzed human, social, natural and economic resources and defined the path for the establishment of strategic development priorities and targets in all critical areas of national interest.

⁶² The Annex of the NSSD provided that the vulnerable groups remained Roma population, displaced persons from former Yugoslav, refugees coming to Montenegro out of the region, persons in the statelessness risk, women in rural areas, disabled persons etc.

⁶³ The NSSD identified poor employed persons, redundancies, women from ethnic communities living in rural areas, large families, unemployed parents and single parents, and people in institutions of social protection.

⁶⁴ The latest UNDAF Guidance (from May 2017) set the mandatory requirement for preparation of Theory of Change https://undg.org/wp-content/uploads/2017/05/2017-UNDAF_Guidance_01-May-2017.pdf

standards for economic and socio-cultural development, security, human rights and rule of law, health and environmental sustainability.

UNDAF facilitated UN's leadership role in normative work in Montenegro, as one of its strongest comparative advantages. In general, UNDAF provided basis for normative work in two interlinked areas⁶⁵: i) assisting the Government of Montenegro and other national stakeholders to integrate the norms and standards into legislation, policies and development plans; and ii) supporting the GoM and others to implement legislation, policies and development plans based on the international norms, standards and conventions.

- **UNDAF outcomes have been broadly formulated, resembling more impact level visions. Internal links among outcomes have been insufficient, affecting joint efforts and cross-outcomes synergies**

The OECD DAC defines impact as “positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended” and outcomes as “likely or achieved short-term and medium-term effects of an intervention’s outputs”. The DAC definition draws attention to a longer time scale, in which short- and medium-term effects (outcomes) have played some part in the generation of “long-term effects⁶⁶” (impacts). Considering these provisions, the FE finds that the scope of UNDAF outcomes is set at the impact level.

For example, the review of Outcome 1 underlines its broad scope including (essentially) long-term effects, but unrealistically limited to 2021⁶⁷ (as set by UNDAF 2017-2021 timeframe). This outcome consists of two interlinked but distinct components, both at the impact level. The first component strives to establish “(by 2021) a people-centered, accountable, transparent and effective judiciary, Parliament, public administration and independent institutions”. Thus, this Outcome covers all the core institutions within the democratic governance system; these institutions have been UN partners, benefiting from different though mainly technical support. However, the commitment to ensure that these institutions (by 2021) become “people-centered, accountable, transparent and effective” remains far more difficult to ensure. Each of these characteristics/ qualities of governance institutions is already complex, associated with numerous issues and challenges. In the specific context of Montenegro (as in the vast majority of transitional countries) these are almost visions statements and desired scenarios, but certainly not possible to achieve within short period of five years (until 2021).

The second component of this outcome is equally set at the impact level, focused to “ensure security, equal access to justice and quality services for all people”. Already achievement (or even progress) under this component remains outside of the scope of a single Outcome 1, as these are ultimate objectives (or even purpose) of each country, especially without clearer reference to the kind of “quality services”.

Also, Outcome 3 aims to ensure progress in a large area of social inclusion, focusing to “improved access to quality, equitable, inclusive and mutually reinforcing systems of health, education, protection and decent work”. Similarly, this outcome has an ambitious and impact level focus. However, in addition to more “traditional social areas” (namely, education, health and social protection), it included “decent work”. Still, decent work is one of the pillars of economic growth, being unavoidably linked to a social inclusion in a broader sense. Furthermore, SDGs 8 is related to “Decent work and economic growth⁶⁸”, additionally confirming links between decent work and economy.

- **UNDAF intervention logic, including hierarchy of objectives and adopted benchmarks, were suboptimal**

The formulation of UNDAF outcomes has affected other elements of the Results Matrix (RM), especially, indicators and the benchmarks (baselines and targets). The RM included a total of 41 outcome indicators,

⁶⁵ For example, specialized agencies, such as the World Health Organization (WHO) was supporting adoption of technical standards and codes of practice in the area of health and implementation. The International Labour Organization (ILO) was working to adopt international labour standards drawn up by representatives of tripartite constituents (governments, employers and workers). The International Organization for Migration (IOM) has been leading on normative work for migration-related matters. Other UN Agencies, such as UNICEF and UNDP, cooperated to achieve international standards in relation to child rights, poverty reduction, SDGs, democratic governance and response to crisis situations.

⁶⁶ Therefore, impact is about “cause and effect- effect of development intervention”, thus, progress at the impact level is inevitably linked with the achievements under outcomes.

⁶⁷ The DAC definition draws attention to a longer time scale, in which short- and medium-term effects (outcomes) have played some part in the generation of “long-term effects” (impacts). It should be noted that the concept of a “long-term effect” does not define when in the overall results chain such an effect can begin, but highlights its duration.

⁶⁸ <https://dashboards.sdgindex.org/#/>

certainly insufficient to measure progress under outcomes with a reference to UN's work. The FE finds a certain extent of inconsistency among these benchmarks. While some of these indicators could be more appropriate output indicators - e.g. indicators that are counting number and quality of policies or innovative tools⁶⁹, the RM provided also indicators that are more adequate to measure of monitor impact of different initiatives⁷⁰. Some indicators were formulated technically incorrectly, including the targets. The RM did not provide enough quantitative or innovative indicators to capture more appropriately the actual contribution of UN agencies to the reported progress under respective outcomes.

The sources of verifications to validate or measure indicators included encompassing data sets, national surveys or available reports and records. In some cases, UN Agencies reports and products have been highlighted as sources of verification; this could be potentially conflicting as transparent and accountable reporting practice advises to use independent sources of information to verify the progress⁷¹. Also, some of the identified indicators, including sources of their verification remained vague – with no clarity on their attainability, time-specificity and regularity, such as documents of the Government of Montenegro, or some of its ministries, UN web-sites.

The RM did not include outputs as part of the structure; this was not required by the UNDAF development guidelines. Still, UNCT recognized that existence of lower level elements within the intervention logic could be instrumental to monitor implementation, validate achievements and indicate progress under outcomes with stronger contribution/ attribution claims. Therefore, annual UNDAF reports on results and work plans included a total of 14 outputs, with number of indicators under each. The links between these outputs and UNDAF outcomes have been in general established, facilitating assessment of effectiveness (validate progress and results).

The financial data⁷², planned and delivered resources confirmed differences in the scope and nature of UNDAF outcomes: for example, in 2019 the Outcome 3 reached almost half of the overall delivered funds, with Outcomes 2 and 4 reaching 15% and 16% respectively.

- **UNDAF implementation has, in general, been flexible and responsive to the emerging priorities and challenges of the country during the period of implementation. The main reference has been the EU accession agenda for Montenegro and associated reform requirements.**

Particularly responsive (and flexible) UNCT was during the COVID19 pandemic, helping the Government to develop Country Preparedness and Response Plan (CPRP), including measures to counterbalance its adverse impact

The main factor that contributed to UNCT's flexible and agile response during the implementation of UNDAF has been its active dialogue with the Government of Montenegro and interaction with other stakeholders. Partners also highlighted in general efficient decision-making and dynamic communication with the Resident Coordinator and heads of UN agencies in Montenegro⁷³, admiring their pro-active role in advocacy and maintaining policy dialogue on core development issues. Knowledgeable and experienced staff of UN Agencies, and the project teams present at national institutions, have been helpful in establishing active working ties with these institutions (with the management and staff). This has also been a contributing factor to a well-targeted and flexible UNDAF implementation.

Examples of flexibility and responsiveness during UNDAF implementation are numerous. Still, some of the highlighted examples⁷⁴ could be reaction of UN Country Team in Montenegro⁷⁵ over COVID19 pandemic, mobilizing its capacities and helping the country to implement bold measures in early stages of the outbreak.

⁶⁹ Examples could be the Indicator 5 under the Environmental Sustainability- Number of newly created ecological networks or Indicators number 2 No. of cases of domestic violence against women and violence against children registered (as a measure of the responsiveness of the system) and 5 No. of people accessing standardized family and community services and cash transfers under the focus area of Social Inclusion.

⁷⁰ Examples could be Indicators Democracy Index or World Wide Governance Indicators, Pisa Score, or Human Development Index and its derivatives.

⁷¹ Please, see the EU Project Cycle Management Guidelines: https://ec.europa.eu/europeaid/sites/devco/files/methodology-aid-delivery-methods-project-cycle-management-200403_en_2.pdf

⁷² More comprehensive analysis of financial figures has been provided under the Efficiency part of this report

⁷³ KII notes UN Agencies

⁷⁴ KII notes with national partners

⁷⁵ Collective push brought together WHO, UNDP, UNICEF, UNHCR, IOM, UNOPS and UN Resident Coordinator's team

The consolidated support included: assessment of medical and non-medical supplies; mobilizing funds; equipping two quarantines; support in risk communications to Institute for Public Health; mobilising UN networks to explore options for shipment of medical equipment from abroad to Montenegro and producing COVID-19 materials in six languages for asylum seekers and migrants. UN Agencies in Montenegro started also restructuring current programme activities towards mitigation of effects of the COVID-19 pandemic on the most vulnerable categories of population.

Importantly, UN assisted Government of Montenegro to prepare the CPRP, indicating financial resources to mitigate negative effects of COVID-19 crisis, and also highlighting areas of concerns⁷⁶.

UNCT in Montenegro has embarked into the Sustainable Development Goals Mainstreaming, Acceleration and Policy Support (UN-MAPS). The analytical "Unravelling Connections Report" has been produced, outlining linkages between two central processes of Montenegro's political and development agenda; namely, accession to the EU and achievement of the SDG targets (and the 2030 Agenda)⁷⁷. The areas of environment, justice, rule of law and fundamental rights, social policy and employment were identified as accelerators for the SDGs achievement and EU Acquis chapters. These are also core areas of UNDAF support. Linking EU accession requirements, SDGs and the actual policy-making process in Montenegro should facilitate sustainable development for the country and provide evidence-based recommendations and (practical) development solutions with the use of data science, behavioural insights and other innovative methods. This approach will enable that UNCT together with the Government of Montenegro and other stakeholders design "high-quality interventions that will benefit the people of Montenegro and bring them closer to the EU and Sustainable Development Goals achievement⁷⁸".

Another example could be UNCT response to the increased inflow of refugees, migrants and asylum seekers and tailor-made support to the authorities to establish mechanisms and systems to address these challenges. These activities have been twinned with UN efforts to enhance institutional mechanisms and strengthen authorities' capacities in delivery of free legal aid support, migration and border management. UNCT was working with the representatives of NGO and other stakeholders from the law enforcement, migration and asylum management, and social protection sectors. The objective of this support was to improve the identification, assistance, and referral of vulnerable refugees, asylum seekers and migrants.

In addition to these examples that presented UNDAF and UNCT responsiveness at level of programming, UN agencies were also flexible and responsive during implementation of projects and programs⁷⁹. The broad participation and different forms of involvement of the national partners, such as, for example, participating in steering and supervisory structures, benefiting or directly implementing activities, additionally contributed to UNCT responsiveness and adaptability. UNCT interventions have in general incorporated sufficient degree of flexibility during the planning and implementation to facilitate timely response to emerging changes and challenges⁸⁰.

5.2 EFFECTIVENESS: IS THE INTERVENTION ACHIEVING ITS OBJECTIVES?

Effectiveness refers to the relationship between the achieved results and UNDAF outcomes, measuring the extent to which the results of UN Agencies in Montenegro contributed to progress under outcomes.

- **Measured by positive changes in relevant statistical indicators, UN Agencies have been effective in delivering results making credible contribution to progress under UNDAF outcomes.**

The in-depth analysis of UNDAF effectiveness has been based on UNDAF aggregated annual progress reports, the JCSC reports and work plans, annual progress and evaluation reports from UNDAF-participating UN Agencies.

⁷⁶ <https://montenegro.un.org/en/41438-un-helps-montenegro-develop-national-response-plan>

⁷⁷ The fulfillment of all the EU requirements under Chapter 27 on environment, for instance, will trigger the achievement of as many as 40 SDGs targets; Chapters 23 and 24 on justice, rule of law and human rights - 28 targets; Chapter 19 on social policy and employment- 12 targets.

⁷⁸ Mainstreaming, Acceleration and Policy Support (MAPS) Workshop- the areas of environment, justice, rule of law and fundamental rights, social policy and employment are identified as accelerators for the SDGs achievement.

⁷⁹ KII notes with UN Agencies; KII notes with the authorities

⁸⁰ KII notes

The FE analysed results and established credible links to the extent possible between specific results reported UN Agencies and the UNDAF outcomes. The intention was to reflect on changes measured by proposed indicators and analyse the extent to which targets have been achieved. In the cases of missing information, the FE worked to link reported results with outcomes⁸¹.

Outcome 1: By 2021, a people-centered accountable, transparent and effective judiciary, Parliament, public administration and independent institutions ensure security, equal access to justice and quality services for all people.

The indicators of the Outcome 1 and the relevant targets have been as follows:

- Worldwide Governance Indicator (WGI) Voice and Accountability: [declining](#)
- WGI Political Stability/Absence of violence: [no progress](#)
- WGI Government Effectiveness: [some progress \(although declined from 2016\)](#)
- WGI Regulatory Quality: [improving- some progress](#)
- WGI Rule of Law: [no progress](#)
- WGI Control of Corruption: [improving- some progress](#)
- Democracy Index: [some progress](#)
- Percentage of UPR recommendations fully implemented or in the process of implementation - 2nd cycle: i) Women, Percent, Fully Implemented; ii) Children, Percent, Fully Implemented; iii) Persons with disabilities, Percent, Fully Implemented; iv) LGBTIQ, Percent, Fully Implemented; v) minorities and Roma, Percent, Fully Implemented: [data not available](#)
- Percentage of UPR recommendations fully implemented or in the process of implementation - 3rd cycle : i)-Women, Percent, Fully Implemented; ii) Children, Percent, Fully Implemented; iii)Persons with disabilities, Percent, Fully Implemented; iv) LGBTIQ, Percent, Fully Implemented; v) Minorities and Roma, Percent, Fully Implemented: [data not available](#)
- Level of preparedness of Montenegro to apply the Acquis and European standards in the areas covered by Negotiation Chapters 23 and 24, Number, EU Negotiation Chapter 23: [on track/ achieved](#)
- Percentage of specialized professionals who apply child-friendly justice proceedings in working with children: [some progress](#)
- Percentage of SDGs nationalized: [achieved](#)

UNCT in Montenegro has been prioritizing development of capacities of public administration and strengthening legislative framework and law enforcement. These efforts have been reflected in progress under the Worldwide Governance Indicators Regulatory quality and Government effectiveness indicators. Assistance also included areas, such as reforming the judiciary, achieving universal human rights especially for vulnerable and marginalized groups; enhancing participation of citizens in public affairs, improving and strengthening gender equality practices.

The country has achieved **relative stability measured by the Worldwide Governance Indicators**. Although political stability recorded somewhat negative trend, minor progress has been under the Regulatory quality, Control of Corruption and Government effectiveness. Much of the work of the UN System in Montenegro has been a direct contribution to these aspects. Even before UNDAF 2017-21 the UNCT has contributed to the reform of the policies and regulatory frameworks for anticorruption and for the integrity in the civil service⁸². Montenegro's score on the **Democracy index** (of the Economist Intelligence Unit) improved to 5.74 in 2018 from 5.69 out of 10 in 2017), and the country raised its rank by two places⁸³, to 81st of out 167 countries

UNCT has been highly instrumental in developing capacities to enhance operational and organizational effectiveness of public institutions. For example, UNCT has been on a forefront of support to public

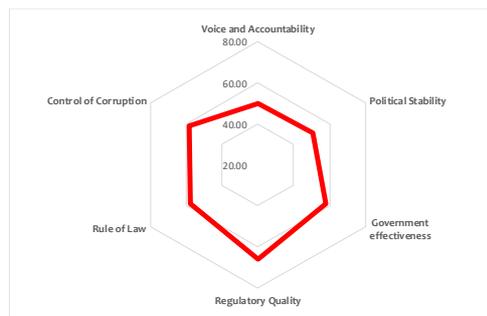
⁸¹ More detailed presentation of results achieved under UNDAF 2016-2020 have been provided in the Annex 4 to this report.

⁸² The 2019 Transparency International Corruption Prevention Index shows that Montenegro recorded the same score as in the previous year, 45 but improved its position from 67 to 66 (out of 198 countries and territories).

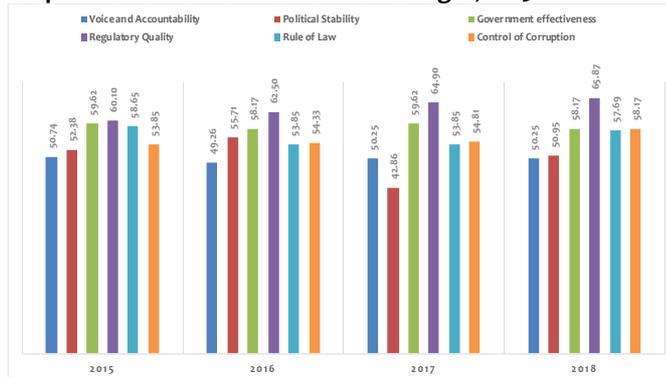
⁸³ Montenegro remained in the "hybrid regime" category.

administration reform assisting with preparation of the 2018-2020 Public Administration Optimisation (including local level). In the context, UNCT supported digital governance capacities through system wide interventions for cross-sectoral data exchanges among public institutions. UNCT has supported the adoption of the Law on Public Sector Accounting reflecting international standards, while the Law on Local Self-Government Finance was further improved, through the adoption of the bylaws to facilitate practical implementation.

Graph 10: WGI Montenegro, 2018



Graph 11: Overview of WGI for Montenegro, 2015-2018



Source: World Bank

Part of the efforts for greater effectiveness of public management system included development of knowledge and capacities for gender mainstreaming and institutional responsiveness towards promotion, protection and enforcement of human rights and equal opportunities.

Implementation of the new asylum system has been initiated, and relevant laws and policies adopted: the Law on Foreigners included a separate chapter related to statelessness determination procedure, while also adopted a by-law for implementation of the statelessness determination procedure. Draft Multi-annual Strategy on International Development Cooperation and Humanitarian Aid was created, while also delivering several trainings on Official Development Assistance (ODA) for the staff of the Ministry of Foreign Affairs.

UNCT contributed on progress under the gender-related indicators: the efforts have been invested to enhance women’s political and economic rights and improve their participation in policy and governance processes at all levels. The evidence basis has been prepared for the amendments of the draft Electoral Law with 40% quota provisions⁸⁴.

In the absence of data on the implementation of recommendations from the Universal Period Review for Montenegro - the last UPR was on 22nd January 2018 and mid-term reporting is scheduled for July 2020⁸⁵- formal verification and validation of progress under these indicators was not feasible. Still, UNCT has achieved important results related to human rights. UN supported the visits of two Special Procedures of the Human Rights Council in 2018 and 2019 (on the rights of older persons and on trafficking in persons). The UNCT submitted reports for reviews by various Human Rights Treaty Bodies and the Universal Periodic Review in the reporting period. The UN’s support assisted the mechanisms to make specific recommendations to Montenegro on how to enhance implementation of its human rights obligations. UN Assisted with the roll out of the human rights recommendations tracking database installed in the Ministry of Foreign Affairs by OHCHR. Also, assistance was provided to implement recommendations of the human rights treaty bodies and mechanisms. Knowledge among UN staff on the human rights-based approach to development and of the UN human rights system and its recommendations to help inform programming, was also enhanced through in-house training. UN in Montenegro is steadily working to monitor gender and human rights initiatives, also tracking gender and human rights contribution to each programme.

Concerning the **level of preparedness of Montenegro to apply the Acquis and European standards in the areas covered by Negotiation Chapters 23 and 24**, UNCT has notably contributed by the improvement of the

⁸⁴ UN in partnership with the Women Political Network (WPN) implemented strong advocacy work, creating enabling environment for women in politics and in 2019, number of women MPs was increased from 24% to 29,6% in the Parliament.

⁸⁵ <https://www.upr-info.org/en/review/Montenegro>

policies and regulatory frameworks, ensuring alignment with the EU Acquis. The focus was on the most demanding areas of judiciary and fundamental rights; justice, freedom and security; competition and environment and climate change (thus, contributing to the regulatory quality). Some of the UN Agencies in Montenegro have been recognized as “partners of choice” for the implementation of (some of) the EU accession priorities. The results highlighted during interviews and in the UN reports- some of these results have been mentioned in the previous parts of this report- in general confirm that UNCT has contributed to the achieving standards in the areas covered by Chapter 23 Judiciary and fundamental rights and Chapter 24 Justice, freedom and security.

UNCT has made contribution to the progress measured by the indicator **“percentage of specialized professionals who apply child-friendly justice proceedings in working with children”**. On the policy level, the Strategy for Realization of Child Rights (2019-2023) was developed, while the “child equitable access to justice” principle became an integral part of the reform of the judiciary, reflected in this and in the overarching Strategy of the Reform of Judiciary (2019-2022). Also, UNCT assisted with the municipal strategic planning practice, through the work on the revision of the Rulebook for Strategic Planning at the Local Level. These results together with for example, results of capacity development support for the professionals- judges, social workers and defence attorneys on the Family Law implementation on child participation in justice proceedings contributed to the achievement of targets of the indicator “Percentage of specialized professionals who apply child-friendly justice proceedings in working with children”.

The target for the indicator **“Percentage of SDGs nationalized”** has been accomplished, with important UNCT’s contribution. With the adoption of the National Strategy for Sustainable Development (NSSD) 2030 and a corresponding Action Plan for its implementation, the Government of Montenegro nationalized the UN 2030 agenda for sustainable development, including its Sustainable Development Goals (SDGs) and SDG indicators. UNCT has been continuously supporting the Government of Montenegro in these activities, on its path to sustainable development.

OUTCOME 2: By 2021, the people of Montenegro are benefiting from sustainable management of cultural and natural resources, combating climate change and disaster risk reduction.

The indicators of the Outcome 2 and the relevant targets have been as follows:

- Percentage of legislation related to the environment and climate change in line with EU Acquis: **partially achieved- on track**
- Percentage decrease in annual emissions of greenhouse gases: **achieved target**
- Specific DRR Action Plans developed, tested and operationalized: **achieved target**
- Rate of implementation of all components of national waste management action plan: **partially achieved- on track**
- Number of newly created ecological networks: **not achieved**
- Percentage of coastal and marine area designated for protection and actively managed: **achieved target**

The summary of contributions to the UNDAF Outcome 2 indicators:

Montenegro is progressing with the **adoption and harmonization with EU Acquis legislation related to the environment and climate change**, reaching approximately 40% (slightly under the target of 70% planned by 2019). The results that UN Agencies in Montenegro in this area could confirm UN contribution to the progress. The new Law on protection against adverse impact of climate change was adopted, and EU climate change-related acquis, Emissions Trading System (ETS) and Monitoring Mechanism Regulation (MMR), were transposed into the legal system of Montenegro. UN assisted in preparing and submitting the Second Biennial Update Report to the UNFCCC Secretariat (April 2019). The Report introduced a conceptual framework for the development of national Monitoring, Reporting and Verification System (MRV). UN supported the authorities in Montenegro to ratify the Protocol on Water and Health with several sectors and

institutions participating. Support was provided in developing the climate change health policy in Montenegro.

The official statistic indicated that Montenegro **decreased annual emissions of greenhouse gases** for more than 30%, surpassing the target for more than six times (planned 5 %). With support from UN, the authorities have prepared the First Draft of the Country Programme under the Green Climate Fund Preparedness. With support from UN, the national legal framework included the EU Directive on Industrial Emissions while the Parliament adopted the Law on Industrial Emissions (March 2019). UN supported the authorities to assess the country's financial capability for the achievement of emission reductions of certain atmospheric pollutants. The analysis will serve as the basis for further negotiations with the EU and Air Convention Secretariat.

Recently adopted **response plan for COVID 19 should be considered as a DRR plan**, enabling the country to reach the target (previously, Montenegro has adopted one DRR action plan). UNCT in Montenegro supported the national stakeholders with preparation of the Country I Response and Preparedness Plan for the Coronavirus Pandemic (presented at the meeting of National Coordinating Body for COVID-19). The CRPP has been developed as a response to the health situation in the country; hence, logically connected to the Outcome 3. At the same time, the nature of the CRPP is inclusive and this comprehensive document estimated Montenegro's quarterly needs in ten key categories: from urgent responses to a number of urgent social and economic challenges. Therefore, this recommends the CRPP to be considered as kind of disaster risk reduction plan.

To operationalize DRR plans, UN Agencies provided capacity development support for disaster risk reduction (DRR) at local level, combining training programs, knowledge exchange and awareness raising- the SEE URBAN DRR e-library serves as a knowledge centre. UN assisted to codify positive DRR related experience from the agriculture sector. Specifically, manuals were developed to reduce adverse impacts of natural hazards, in particular floods, landslides and droughts, also presenting Post-Disaster Needs Assessment standards, particularly in agriculture sector.

The authorities in Montenegro reported that a total of 30 components of the **national waste management action plan** has been implemented (out of targeted 60 by 2019). UNCT through its activities has contributed to these results. Support was provided for the preparation of new Law on Waste Management, introducing extended producers' responsibility concept and transposing five EU Directives. On the policy level, assistance included completion of the National Plan for the Implementation of the Stockholm Convention. On more operational level, UNCT assisted to remove and export nearly 250 tones of polychlorinated biphenyl waste for the final disposal.

The country is still lagging behind with the **establishment and functioning of the ecological networks**, as no progress has been reported. There are significant needs, gaps and obstacles that impede further development of ecological and sustainable development-related activities, and the room to strengthen capacities for inter- sectoral cooperation and collaboration and mainstream the environmental and climate change concerns into national development policies and programs. The ecological networks could serve to enhance capacities to implement normative and strategic frameworks and successfully deliver against the EU accession requirements

The **percentage of coastal and marine area designated for protection has reached planned target**, with a total of 8.8% (out of planned 9%). Under the Integrated Marine and Coastal Ecosystems Protection in Coastal Area of Montenegro, UNCT has filed survey campaign resulting in a Comprehensive Data Sets and GIS mapping of habitats and species important for conservation. UNCT assisted in identifying basic geomorphologic features of the sea bottom relief and substrate including zones of Sea bed meadows and other marine habitats. Also, the **overall territory under protection increased** by 3.5% (2019); this has been the result of UNCT support to the Government to proclaim Park of Nature Komovi (Kolasin Municipality) as a new protected area.

In the upcoming years the UNCT may need to focus more on the priorities of efficient management of protected areas and areas with high environmental vulnerability, further improvement of the legal-regulatory and institutional framework for DRR, fighting deforestation and desertification, sustainable use of the scarce resources of the country (tap water, underground water), protection of biodiversity and better control of the industrial sector.

OUTCOME 3: By 2021, the population has improved access to quality, equitable, inclusive and mutually reinforcing systems of health, education, social protection and decent work

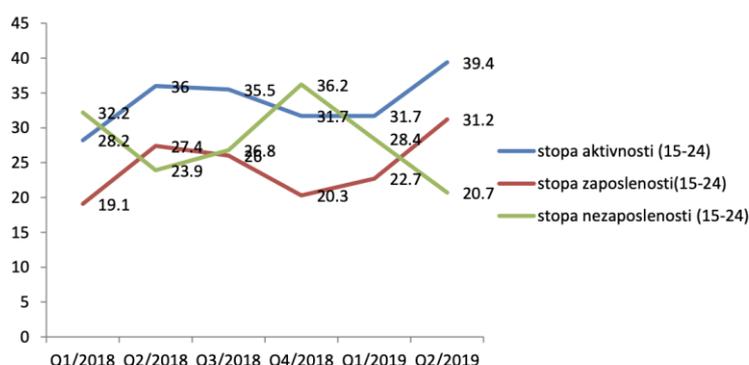
The indicators of the Outcome 3 and the relevant targets have been as follows:

- Youth unemployment rate (15-24 years), Percent, Unemployed: [partially achieved- on track](#)
- Reduction in NCD risk factors - alcohol consumption, Liters of pure alcohol: [data not available](#)
- Reduction in NCD risk factors – Tobacco: [data not available](#)
- Reduction in NCD risk factors - raised blood pressure among 18+ : [data not available](#)
- Reduction in NCD risk factors - prevalence of overweight and obesity in people 18+ : [data not available](#)
- Reduction in NCD risk factors - salt intake: [data not available](#)
- No of cases of domestic violence against children registered -[achieved](#)
- PISA score, Number, Reading: [partially achieved- on track](#)
- Preschool enrollment rate (3-6 years): [achieved](#)
- No. of people accessing standardized family and community services and cash transfer, de-institutionalization [achieved](#)
- No. of people accessing standardized family and community services and cash transfer, transfer accuracy targeting: [partially achieved- on track](#)
- No. of people accessing standardized family and community services and cash transfer, services
- Number of cases of domestic violence against women registered [achieved](#)

The summary of contributions to the UNDAF Outcome 3 indicators:

The analysis of recent labour market indicators related to young people (population aged 15-24) in Montenegro showed significant progress. Activity rate⁸⁶ in the second half of 2019 reached 39.4% (almost 8% higher than in the first half of the year), while the employment rate amounted a total of 31.2%⁸⁷ (or 8.5% more than in the first half of the year). In parallel, there was reduction of the unemployment rate from 28.4% in the first to 20.7% in the second half of 2019. The reason for the distinct “positive trends is a large number of policies aimed at employment and employability of young people, including increasing the number of programs and measures implemented by different institutions with support national budget or European Union funds”⁸⁸.

Graph 12: Youth related indicators



⁸⁶ Monstat and Ministry of Labour and Social Welfare- Action Plan

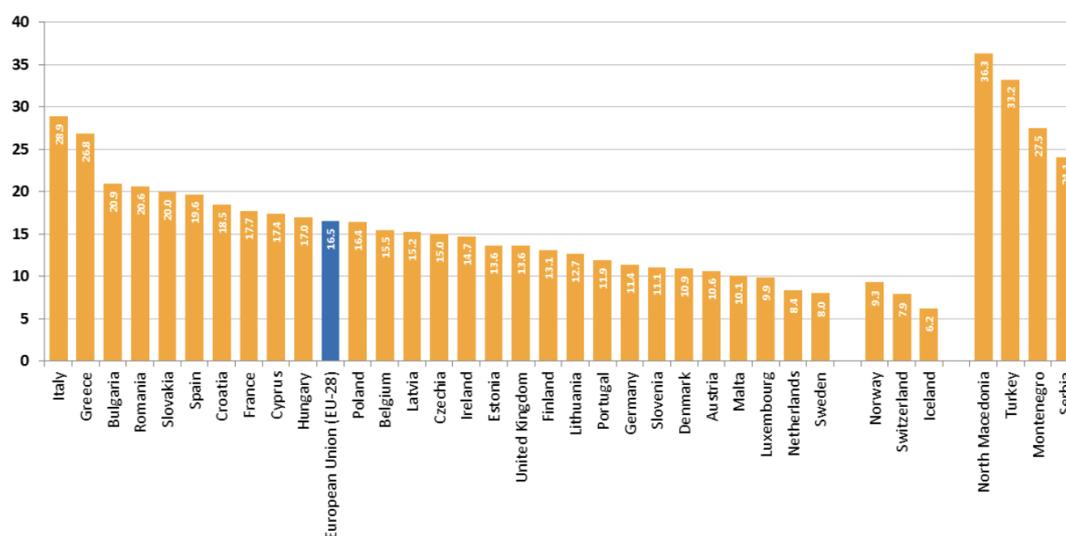
⁸⁷ Monstat and Ministry of Labour and Social Welfare- Action Plan

⁸⁸ Action Plan Employment and Human Resources Development for 2020, Podgorica, December 2019

Source: MONSTAT

Adolescent skills and empowerment remained on of the focuses of the UNCT in Montenegro; however, UNCT contribution is indirectly linked with reduction of unemployment. UNCT assistance for the extensive policy dialogue, contributed to the adoption of a new Youth Law (April 2019) and action plan (2019/2020) to promote adolescent and youth participation.

Graph 13: Overview of youth unemployment (20-34 years) in Europe



Source: EUROSTAT

Skills-building programmes by the Youth Innovation Lab were further expanded, reaching 40,000 adolescents (65 % girls) by end-2019 – over 45 % of Montenegro’s total adolescent population. UN Agencies are exploring options for mainstreaming skills-building programmes⁸⁹ through the education system, facilitating scale-up, expansion and sustainability. In addition, UN was working to promote child participation and media literacy on issues affecting young people (e.g., fake news, early marriage, immunization, climate change and violence).

The status of **indicators related to non-communicable diseases** could not be verified, due to lack of appropriate information. Although these indicators remained relevant for the country, their relevance for the UNCT work in Montenegro in the area of health is less apparent.

Still, UNCT has been assisting with the **improvement of the health-related policies in Montenegro**. UN has been supporting development of the National Action Plan for Health System Adaptation to Climate Change. The Global Youth Tobacco Survey (GYTS) and the Health Behaviour in School-aged Children (HBSC) Survey have been conducted; also, the national salt survey and Childhood Obesity Surveillance Initiative (COSI) prepared. The Draft Intersectoral Protocol of Cooperation in Family Violence cases was developed by the Ministry of Labour and Social Welfare, with UNCT’s technical assistance. UN assisted with the preparation and implementation of the Action Plan on Food and Nutrition for Children.

As indicated (under the Outcome 2) UNCT supported the adoption **Country Response and Preparedness Plan for the Coronavirus Pandemic** (presented at the meeting of National Coordinating Body for COVID-19). In addition, UN agencies in Montenegro directed consolidated support towards equipping the quarantine centres, delivering medical equipment and taking care of the most vulnerable – beneficiaries of social assistance, refugees, migrants and asylum seekers.

At the **institutional level**, UNCT was involved in preparation of a Study on Health Information System, recommending further upgrade of this system, especially for data exchange, and also improve the Clinical Centre health information system. UNCT in Montenegro was active in strengthening the capacity of health professionals especially for home visiting services and application of diagnostic tools to identify and support

⁸⁹ A good example could be UPSHIFT program; it was designed for young people to help them to identify innovative solutions for local problems. Young people learned the techniques and methods of the problem-solving process by going through it step by step

vulnerable families. UN Agencies supported the assessment of primary health centres (PHC) performance in managing chronic conditions and policy recommendations prepared.

Violence against children remains a key challenge. MICS 2018 data show that 66% of children have experienced some form of violent discipline by adult household member. Montenegro exceeded target of registered cases of domestic violence against children (in 2018 planned 386 and registered 416; in 2019 planned 424 and registered 581). UN has been following approach for scaling up programmes to promote positive, non-violent parenting models as a key violence-prevention strategy. UNCT was working to strengthen capacities of relevant institutions and improve inter-institutional coordination for prevention of violence against children. For example, UN Agencies provided technical assistance and training support for home visitation nurses, social service professionals and health sector professionals on violence against children. The support also included the development of the Guidelines for health professionals on prevention and protection of children from violence (finalized by the Ministry of Health and, UNCT) and provided to the health sector professionals.

Montenegro participated in the **Programme for International Student Assessment (PISA), achieving score of 421 points** compared to an average of 487 points in OECD countries⁹⁰. This indicates that, despite reform efforts, education quality poses a key challenge as fifteen-year-olds lag almost two academic years behind OECD peers. In the essence, Montenegro's education system is not yet equipping children and adolescents with skills required by the labour market. The planned target has only partially been reached in Montenegro.

UN System in Montenegro is continuously strengthening national capacities **to improve quality and inclusive education and pre-school services** with the focus on access to education for the most marginalized children. Significant efforts have been invested in the modernization of education practices in Montenegro through increasing the capacity of education system and for real-time monitoring of education system performance, setting the framework for evidence-based policy making in education sector. In connection to this and to ensure quality multi-year planning, budgeting and monitoring of education reforms, a comprehensive review of the education sector was initiated in cooperation with the Ministry of Education. In line with the new Strategy for Inclusive Education (2019 - 2025), support was provided to improve the quality of pedagogical services for children with disabilities through use of assistive technologies and development of instructions for teachers to support the transition from class to subject teaching. The program for developing the social and emotional skills of students was expanded.

Montenegro has **exceeded targets on preschool enrolment rate (3-6 years)**, reaching a total of 69.99 in 2018 (planned 59%) and 72.6% in 2019 (planned 64%). This increase could be associated with a comprehensive reform supported by UNCT since 2015 and the commitment and efforts of the Ministry of Education and kindergartens. To enable access to preschool for Roma children, massive awareness raising activities for Roma parents on the importance of preschool education were conducted. In addition, capacity building for kindergarten teachers and staff to provide quality and needs-based education and care to Roma children was provided⁹¹. To help improve the quality of preschool education, Child Development Portfolio was implemented in several pilot preschools, with a goal to ensure uniform and quality monitoring of the development of children. Also, capacity building for preschools to develop and use quality teaching and learning materials for children with disabilities⁹² has been provided.

Women and girl's empowerment remained one of the priorities, as well. Women's political networking and joint political actions of women from all parliamentary political parties was enhanced through established and fully-fledged Women's Political Network. Women entrepreneurs benefited from consultancy and business plan writing support, while broader support to women's entrepreneurship was negotiated through budgets of local government.

⁹⁰ Girls perform better than boys with a statistically significant difference of 30 points. On average, 15-year-olds score 430 points in mathematics compared to an average of 489 points in OECD countries. Boys perform better than girls with a statistically significant difference of 8 points (OECD average: 5 points higher for boys).

More available at <https://gpseducation.oecd.org/CountryProfile?plotter=h5&primaryCountry=MNE&treshold=5&topic=PI>

⁹¹ These interventions contributed to an increase in enrolment of Roma children by as much as 92% in comparison to 2018- UNICEF annual report form 2019

⁹² This included children with intellectual, physical, visual and hearing/speech impairments, and children with disabilities from the spectrum of autism.

The social services and support within National SOS helpline were available to victims of domestic violence 24 hours 7 day in a week⁹³. Also, UNCT has been working with the CSOs to address women's rights concerns in accordance with CEDAW and Istanbul Convention commitments, capacitating them to provide specialized services for victims of gender-based violence.

OUTCOME 4: By 2021, people of Montenegro are benefitting from an enabling institutional and regulatory framework for sustainable and inclusive economic growth based on innovation, entrepreneurship and competitiveness.

The indicators of the Outcome 4 and the relevant targets have been as follows:

- Human Development Index and its derivatives: partially achieved- on track
- Human Development Index and its derivatives - Inequality Adjusted HDI, partially achieved- on track
- Human Development Index and its derivatives - Gender Inequality, partially achieved- on track
- Global Innovation Index, partially achieved- on track
- World Bank doing business report achieved- on track
- Resource productivity GDP/DMC achieved- on track
- GDP per capita in PPP as % of EU average
- Employment rate. achieved

The summary of contributions to the UNDAF Outcome 4 indicators:

UNCT under this outcome contributed to realisation of national priorities, such as increase of the employment rate and decent work, economic competitiveness, low carbon economy- green jobs and efficient use of the national resources, as well as enhancement of the business environment for boosting establishment of start-ups. Also, the country has been in general recording progress under all these indicators.

Montenegro's Human Development Index (HDI) value for 2018 is 0.816— which put the country in the very high human development category—positioning it at 52 out of 189 countries and territories⁹⁴. Between 2005 and 2017, Montenegro's HDI value increased from 0.753 to 0.814, an increase of 8.1 percent. Inequality-adjusted Human Development Index (IHDI) represent HDI discounted for inequalities in each of its dimensions; hence, the HDI for Montenegro falls to 0.746, a loss of 8.6% due to inequality in the distribution of the HDI dimension indices. In addition, Montenegro recorded a Gender Inequality index (GII) value of 0.119 in 2018 (compared to 0.135 in 2016 and 0.128 in 2017). Considering that the HDI is reflecting long-term progress in three basic dimensions of human development: a long and healthy life⁹⁵, access to knowledge⁹⁶ and a decent standard of living⁹⁷, and of two other related indicators, it is easy to make credible links between results that UNCT achieved during UNDAF 2017-2021 implementation and progress under these indicators.

The FE highlights that the majority of indicators under this outcome remain more appropriate to measure impact (rather than being considered as outcome indicators).

Graph 14: Ease of doing business in Montenegro, 2010-2020

⁹³ In 2019, around 2,300 calls were registered, with services provided to more than 300 beneficiaries.

⁹⁴ <http://hdr.undp.org/en/countries/profiles/MNE>

⁹⁵ A long and healthy life is measured by life expectancy.

⁹⁶ Knowledge level is measured by mean years of education among the adult population, which is the average number of years of education received in a life-time by people aged 25 years and older; and access to learning and knowledge by expected years of schooling for children of school-entry age, which is the total number of years of schooling a child of school-entry age can expect to receive if prevailing patterns of age-specific enrolment rates stay the same throughout the child's life.

⁹⁷ Standard of living is measured by Gross National Income (GNI) per capita expressed in constant 2011 international dollars converted using purchasing power parity (PPP) conversion rates. Details available at http://hdr.undp.org/sites/default/files/hdr2018_technical_notes.pdf



Source: World Bank/ Tradingeconomics.com

Montenegro has significantly improved its position in a prestigious ranking of the world's most innovative countries. After 2018 ranking as the 52nd most innovative country worldwide by the Global Innovation Index, Montenegro has reached 45th place in the 2019⁹⁸. In connection to this, Montenegro took 50th place on the list of 190 countries ranked using the “ease of doing business” criteria⁹⁹. Compared to 2019 Report, Montenegro increased its rating for 1.07 points (from 72.73 to 73.8) and maintained the same rank.

UNCT supported Government efforts to enhance competitiveness and encourage business-friendly environment that stimulates cultural artistic creativity and innovative entrepreneurship, toward improving the creative industries sector policy. It also provided support to reconstruct and revive cultural heritage sites to give them more prominent tourist value and economic potential.

Graph 15: Rankings on Doing Business topics - Montenegro



Source: World Bank- Doing Business report

With the UNCT support, the Ministry of Culture prepared and implement invitation for financial support to young creators in three sectors of cultural and creative industries: establishing ICT products, establishing a cultural product in the field of fashion design and textile design and the diversity of cultural expression.

Green economy and increasing economy competitiveness across sectors have also been high on UNCT agenda. UNCT assisted with elaboration of a roadmap for the adoption of policy and incentive options for green businesses in agricultural, tourism and energy sectors. In parallel, a strategic development plan to lead Business center Cetinje towards more green development center has been prepared and mentoring program for SMEs was established. UNCT supported national stakeholders to set the basis for improvement of the Investment Development Fund’s green financing portfolio (for financing environmental protection, energy efficiency and renewable energy projects).

⁹⁸ <https://www.globalinnovationindex.org/gii-2019-report#>

⁹⁹ <https://www.doingbusiness.org/content/dam/doingBusiness/country/m/montenegro/MNE.pdf>

UN assisted with provision of tailored vocational trainings focusing on the areas in which the cadre is deficient and potentially innovative at the labour market.

UNCT's assistance to facilitating more competitive and innovative economy included support to preparation of (local) strategic plans and strength clusters as mechanism for economic development and (international) market penetration. UNCT supported assessment of capacities of creative industries on the territory of the municipality in the Northern part of the country¹⁰⁰, analysing also possibilities for their participatory and collaborative work. As a result, the Government adopted the decision on establishment of the first creative hub at the north of country (reconstructing the location of the former military complex in Bijelo Polje municipality). Within this scope, UNCT contributed to promoting sustainable agri-food value chains through linkages with tourism, and supporting sustainable value chain integration in Montenegro's fruit and vegetable sector¹⁰¹.

Montenegro has increased the employment rate to the highest levels in the recent years; however, the effects of the COVID19 could cause negative effects on employment. Also, a larger share of the vulnerable population depends on the informal economy and may receive little support. UNCT was working indirectly to boost employment. Results have been achieved to improve local infrastructure in the less developed areas of Montenegro, through grants for entrepreneurs, micro and small enterprises, for Business support entities, for construction of local Infrastructure and in vocational education. At the national level, assistance was provided to introduce integrated case management in work of Employment Agency and Social Welfare Centres on labour activation and employment of vulnerable population, especially social welfare beneficiaries. Applicative software was installed to enable automatic data exchange in both ways, between Employment Agency of Montenegro IS and Social Card – Social Welfare Information System (SWIS) on labour activation and employment of vulnerable population.

- **Active dialogue with the GoM, quick decision-making, strong partnership between the UN Agencies and national stakeholders and effective communication with international development partners contributed to effectiveness under UNDAF**

UNCT delivered in general a well-targeted and demanded assistance during UNDAF implementation. UN's highly knowledgeable and experienced staff on the ground¹⁰², strong partnership between UN Agencies and the national partners, and results achieved in the previous period, together with in general effective decision-making and formulation of (appropriate) responses to challenges¹⁰³ contributed to effectiveness.

Also, exchange of information and identification of opportunities and interaction among UN Agencies, especially at the senior level, have been some of the positive factors for the delivery of results.

The majority of the management and programme staff (a total of 54%) have positive perception about communication and cooperation among UN Agencies in Montenegro (nearly 30% stated it is "excellent" and very good and 24.5% marked it fair) Still, UNCT programme staff recognized "a certain level of rivalry among the agencies, which is not conducive to joint planning or UNDAF implementation", as UN Agencies are competing for their space in the development community, for funds and financial resources.¹⁰⁴

When asked if there were areas under which the UNDAF has been underperforming in their area of work, majority of respondents answered that they do not know (39). Six answered negatively, while 4 commented that there could be a better performance when it comes to 'Delivery as one', especially when it comes to joint advocacy and greater collaboration among the agencies when it comes to the overlap of their areas of work. There were respondents who emphasized need of more independent work from the Government of MNE when it comes to join UN actions, as well as those who believe that more could be done in the area of Roma inclusion, education and regional development. The survey, as well as individual interviews with UN

¹⁰⁰ Municipalities Bijelo Polje, Berane, Petnjica and Mojkovac

¹⁰¹ This programme resulted in concrete linkages of food producers, especially smallholders with tourism and Hotel, Restaurant and Catering (HORECA) markets, through the promotion of Montenegrin gastronomy and development agritourist activities

¹⁰² KII notes- national partners

¹⁰³ KII notes- national partners

¹⁰⁴ Results of the questionnaires for UNCT management and programme

agency managers showed that more efforts should be put in planning the following UNDAF in order to better reflect both – individual agencies mandates and joint programs.¹⁰⁵

In addition, different timings in strategic planning and programming cycles among UN Agencies (some of them start earlier, without following UNDAF timelines), together with specific mandates have been some of the factors that limited the coherence¹⁰⁶ and alignment between the UN Agencies. This has affected ability of UN Agencies for joint programming, including priority setting and problem identification to address jointly some of the pressing problems, for example, access to the public services and equality for vulnerable groups; overall poor state of affairs in labour rights' protection; gender equality and prevention of domestic violence, among other¹⁰⁷.

The implementation of UNDAF 2017-2021 has coincided with the start of the reforms of the UN Development System. One of the main focuses of the reform has been to strengthen development coordination, centred around the UN Resident Coordinators and ensure greater accountability of the UNCT for implementation of UNDAF and its annual plans. The tools to support the functioning of UNCT have been developed, one of which is UN INFO, a planning, monitoring and reporting system to track how the UN system at the country level supports governments to deliver on the Sustainable Development Goals and the 2030 Agenda. This has been an important contribution too accountability for UNDAF results.

- **UN Agencies have been and remained an important development partners in addressing and achieving national priorities for Montenegro. Strong and effective partnerships together with collaborative advantages of UN Agencies have contributed importantly to delivery of results and progress under UNDAF outcomes**

The national stakeholders perceived UN Agencies in Montenegro as a principal, credible and generally accepted partners, highly relevant in assisting with the achievement of development priorities for the country¹⁰⁸. UNCT displayed (in all planned and implemented initiatives) valuable comparative advantages¹⁰⁹. Positive practical experience from the work of UN Agencies in Montenegro further supported by "proven impartiality and independence" in the design and delivery of initiatives in Montenegro have formed its main unique features. The national stakeholders highlighted that long-lasting presence, technical capacities and profound understanding of the country-specific constraints and development needs, have been fundamentally crucial for comparative advantages of UN Agencies. Besides, the national partners recognized that "UN Agencies in Montenegro demonstrated strong abilities to establish and maintain effective partnerships based on trust, responsiveness and mutual respect."¹¹⁰

During the entire period of UNDAF implementation, UNCT has been intensifying initiatives and expanding approaches based on collaborative advantages. Various forms of partnerships and links have been developed between UN agencies, authorities from different levels, civil society organizations, international partners and other stakeholders, facilitating achievement of results and contributing to progress under outcomes. UNCT played an essential role in ensuring the country's compliance with international norms and standards, particularly related to mainstreaming gender and human rights.

There were, however, specific challenges and obstacles that prevented UNCT to enhance further its comparative advantages and ensure additional benefits to development processes. The national authorities and partners have been in general aware of the work of UN and also familiar with the mandates of UN Agencies¹¹¹. The awareness of specific initiatives of UN Agencies, knowledge about achieved results and progress in the areas of intervention, largely depends on the extent of involvement of (national) partners in the actual implementation of these initiatives. Examples could be beneficiaries of different capacity development interventions, or new equipment, processes and policies; partners at the steering or managerial

¹⁰⁵ Results of the questionnaires for UNCT management and programme

¹⁰⁶ Findings from the KII notes suggest that UN Agencies could not give due attention to coherence between the relatively large number of interventions under UNDAF

¹⁰⁷ KII notes with the national partners

¹⁰⁸ this has been a dominant opinion among the authorities, civil society and also international development organizations- reference to the KII notes from the interviews with the national stakeholders and international partners

¹⁰⁹ KII notes- national partners

¹¹⁰ KII notes, national partners

¹¹¹ KII notes, national partners

levels, etc. Still, they have shown limited knowledge of a broader UN assistance planned under UNDAF. There is also limited awareness of the obligations of the national partners in the context of UNDAF implementation

Still, suggestions were made to advance these achievements through stronger links with the SDGs, and SDG targets when defining new (UNDAF related) initiatives. Shifting leadership responsibility in the implementation of UNDAF towards the national authorities could also enhance UN comparative advantages. The priorities to further improve inter-agency cooperation and strengthen relationships with all development partners continues. Particularly relevant (in the context of Montenegro's full membership to the EU) remain strategic partnerships with the Government of Montenegro and the EU delegation.¹¹²

- **UNCT has been in general active to ensure more effective donor coordination and effectiveness in the UNDAF priority sectors, with the main focus on coordination capacities of authorities in Montenegro**

The Paris Declaration stated the requirement for international development partners to base their assistance entirely on the aims and objectives of the country¹¹³; thus, the effectiveness of international development aid requires its alignment with national (development) strategies, institutions and procedures. The 2030 National Strategy for Sustainable Development, positioned as an umbrella, horizontal and long-term development strategy of Montenegro, defined principles, strategic goals and measures for a longer-term socio-economic and inclusive development. However, the NSSD remained a generic document, with broadly defined priorities- while the implementation was assigned to the Ministry of Sustainable Development and Tourism as one of the lateral ministries not being in a position to effectively coordinate NSSD implementation across the Government. At the same time, the Ministry of Foreign Affairs has been assigned responsibility for coordination of international development assistance. This environment has affected dynamics of external actors and the alignment, coordination and effectiveness of development assistance to Montenegro¹¹⁴, also affecting initiatives under UNDAF.

Still, FE finds that UNCT in Montenegro has been steadily working to contribute to national donor coordination mechanism, by enhancing the capacities of the Ministry of Foreign Affairs (MFA) to implement its functions related to international development cooperation and humanitarian aid delivery¹¹⁵. The country has a dual role in this area – traditionally it has been a recipient of assistance and aid, but slowly it is also becoming a donor country, which is in line with its European aspirations. These objectives are in line with the country's EU aspirations, reflected through the integration of SDGs in the National Strategy of Sustainable Development until 2030. The strategic and legal frameworks for coordination of development assistance have been defined, and tools and approaches for coordination designed. However, the country is still need to work to assume responsibility for coordination and oversight of donor activities, thus, reinforcing the Government's ownership over development processes.

UN Agencies were participating and leading sector-specific (UN Agency-specific) donor cooperation and coordination groups. For example, UN Agencies have been participating in the Justice Sector Coordination platform, organized by the Ministry of Justice. Also, UN Agencies have been supporting the Ministry for Human and Minority Rights – Department for Gender Equality to coordinate activities and efforts of national and international development partners working in the area of gender mainstreaming and gender equality. Also, UN participated in work of the coordination board for the implementation of the Strategy for Durable Solutions to secure implementation of activities foreseen with the Strategy.

Part of the efforts to strengthen the national system of social assistance and social and child protection services included activities for improving coordination and coherence across programmes and services. The Steering Committee was established to guide the process, resolve bottlenecks and ensure donor/sector coordination approved the methodology.

¹¹² KII notes, national partners and development partners

¹¹³ Survey on monitoring the Paris declaration: Making Aid More Effective- <http://www.oecd.org/publications/2008-survey-on-monitoring-the-paris-declaration-9789264050839-en.htm>

¹¹⁴ OECD report on harmonization of development assistance provided analytical overview of the main challenges in donor coordination; more details have been available at Survey on monitoring the Paris declaration: Making Aid More Effective

¹¹⁵ This is aligned with the Law on International Development Cooperation and Sending International Humanitarian Aid. More details available at: <https://www.me.undp.org/content/montenegro/en/home/projects/ODA.html>

- **UN Agencies have experience in designing and implementing joint initiatives. However, more substantive joint programming approach was missing, while joint initiatives were mainly opportunity-driven**

Following guidance on the joint programming, UNCT in Montenegro has gained positive experience with pursuing joint projects and programmes¹¹⁶. The previous UNDAF (2012-2016) included a few well-designed and targeted joint interventions in the areas of social welfare, youth empowerment, Roma social inclusion, support to person at risk of statelessness, etc. All these efforts created a basis “for solidarity and complementarity between agencies”¹¹⁷. Still, the process of joint programming lacked cohesiveness at the planning stage¹¹⁸.

Building on this experience, UNDAF 2017-2021 included joint UN projects. For example, UN Montenegro was successful in mobilizing SDG financing from the First call of the Joint SDG Fund focused on social protection. The joint programme “Activate! Integrated Social Protection and Employment to Accelerate Progress for Young People in Montenegro” aims to enhance the capacities of the social protection system to better serve people in need. Using innovation as a key change strategy and applying advanced methodologies (such as foresight, human-centered design and policy simulation tools), the JP is working to improve targeting, expand coverage, and address adequacy of social protection. The JP is also working to activate Montenegro’s youth who are currently not in education, employment or training (NEET) and other vulnerable and marginalized groups through enhanced labour activation.

UN also successfully applied to the Secretary General’s Peacebuilding Fund (PBF). As a result, UNDP, UNICEF and UNESCO from Bosnia and Herzegovina, Montenegro and Serbia worked together to implement initiative Dialogue for the Future (DFF). This JP has been initiated to promoting peaceful coexistence, increased trust and genuine respect for diversity, working on inter-cultural dialogue and collaborative action around jointly identified priorities. Its focus is also on empowering adolescents and youth for constructive engagement and leadership and strengthening objective media reporting¹¹⁹.

The final evaluation finds that UNCT in Montenegro has been in general benefiting from joint initiatives. Most interview respondents from UN system as well as 11 online survey respondents believe that there should be more joint programming in the work of UN system in Montenegro. The effective joint programming could be especially important to ensure full achievement of “Leave no one behind” principle, preventing the risk that some vulnerable groups might be forgotten or missed, due to individual agencies’ (focused) mandates. Joint programming could have particular relevance and importance in meeting SDG targets and addressing more priorities, through coherent and coordinated efforts of UN agencies¹²⁰.

Still, UN respondents have highlighted difficulties in conceptualization and frequent issues in implementation of joint projects and programmes¹²¹, while also recognizing their importance and benefits¹²².

5.3 EFFICIENCY: HOW WELL ARE RESOURCES BEING USED?

Efficiency refers to the extent to which a rational use of inputs (“value for money”), such as technical and financial resources, expertise and time was leading to the achievement of progress under each of the UNDAF

¹¹⁶ A Guidance Note on Joint Programming was issued by the UNDG in 2003, and a revised version in 2014. The Note provides the rationale for joint programming i.e., pooling of resources for greater effectiveness, defines joint programmes, describes the steps for joint programming and provides guidance on how to develop and manage a joint programme, and indicates fund management options for joint programmes

¹¹⁷ Evaluation of the Integrated Un Programme / United Nations Development Assistance Framework In Montenegro (2012 – 2016), Final Report, prepared by Mr. Christian Privat

¹¹⁸ Ibidem, The Final Evaluation UNDAF 2012- 2016

¹¹⁹ Participating agencies are United Nations Development Programme (UNDP), United Nations Children’s Fund (UNICEF) and United Nations Educational, Scientific and Cultural Organization (UNESCO), in partnership with Presidency Offices and government institutions in Bosnia and Herzegovina, Montenegro and the Republic of Serbia. It is funded by the United Nations Peacebuilding Fund.

¹²⁰ United Nations Development Group, United Nations Development Assistance Framework Guidance, New York: United Nations Development Operations Coordination Office, 2017, 30. As the UNDAF guidelines clearly specify: *joint programming is the collective effort through which UN organizations and national partners work together to prepare, implement, monitor and evaluate activities aimed at effectively and efficiently achieving the SDGs and other international commitments within the framework of the UNDAF and the joint workplans*

¹²¹ KII notes UN Agencies- most common problems is that division of tasks between UN Agencies exist, and frequently joint projects are implemented without a proper or any cooperation among the participating agencies. The primacy of the respective UN Agencies, in selection of project staff or reporting, over the management of Joint Initiatives have been some of the critical points.

¹²² KII notes UN Agencies

outcomes. The analysis of efficiency also included the analysis of the existence of a sound financial planning, exploring the links between planned and mobilized resources¹²³.

The final evaluation analysed organizational and operational arrangements including strategic reporting and communication within a broader context of delivering as one as the mechanism for UNDAF implementation.

- **UNDAF 2017-2021 has been in general implemented efficiently, with some weaker areas. UNCT followed the "Delivering as One Standard Operating Procedures", tailored to the specific context of Montenegro**

UNDAF implementation followed the “delivering-as-one” (DoA) approach, aiming at a more effective, efficient, coherent, coordinated and better performing UN Agencies in Montenegro¹²⁴. Following DoA, UNCT worked intensively to “involve Montenegrin authorities and stakeholders from all governing levels, in line with their competences has been followed, strengthening national ownership and leadership and forming a solid basis for transfer of knowledge and sustainability of results.”¹²⁵

The DoA included strengthened common management, programming, and monitoring frameworks¹²⁶. Standard Operating Procedures¹²⁷ were adjusted to the specific context of Montenegro and UN Agencies, and included the common budgetary framework and one fund, one leader, operating as one, common premises and communicating as one. In the context of DoA, annual Joint Work Plans (JWP) have been prepared for each outcome together with corresponding annual budgets (core elements of the UNDAF Common Budgetary Framework- CBF). The main achieved results and the progress under outcomes together with the status of budgets (planned vs delivered resources) were presented as part of annual reports¹²⁸. Still, this approach missed more holistic view, with references to the overall (and annual) UNDAF targets and resources planned for the entire UNDAF period.

The majority of UN management and programme staff (a total of above 80 percent) and all operations staff perceived that DaO contributed to a greater efficiency and delivery of results. Some of the UN employees consider DaO as an additional burden to programme staff to deliver results, highlighting lack of genuine cooperation and strong competition among UN Agencies. Also, UN staff commented that there could be a better performance when it comes to ‘Delivery as one’, especially for joint advocacy and collaboration in the same areas of work.

- **UNDAF steering mechanism and management structures have been timely established, ensuring national participation. Still, the areas for improvement and more active involvement remained.**

i) Joint Country Steering Committee (JCSC)

The Joint Country Steering Committee (JSC) has been established timely, co-chaired by the Minister for Foreign Affairs and European Integration and the UN Resident Coordinator. The JCSC tasks included endorsement and the strategic overview of the implementation plans, and the analysis of planned budgetary resources for the achievement of outcomes¹²⁹. The Government of Montenegro (and the line ministries related to UNDAF strategic areas¹³⁰) have been in general well-represented in the JSCS. Still, involvement of other national institutions from the judiciary or legislative branches, independent and regulatory bodies, the national office of statistics and the leading CSOs could have additionally contributed to commitments and consensus building around UNDAF.

The JCSC meeting were organized annually, with the purpose to (formally) approve the Annual Joint Work Plans and funding allocations, and to review progress of the previous year on the basis of annual progress reviews by Results Working Groups. The analysis of the meeting minutes from the JSCS meetings and the collected primary data, suggest that the functioning of the JCSC has been mainly formal and weak, failing to ensure strategic discussions, effective steering and national leadership¹³¹.

ii) Results Groups

¹²³ UNDAF Annual Reports and the UN RC Office provided basic information on the annual financial status of UNDAF.

¹²⁴ Integrated United Nations Programme for Montenegro 2017 – 2021, UN Development Assistance Framework for Montenegro

¹²⁵ KII notes- National Partners

¹²⁶ Integrated United Nations Programme for Montenegro 2017 – 2021, UN Development Assistance Framework for Montenegro

¹²⁷ Standard Operating Procedures for Delivering As One, 2014, <https://undg.org/wp-content/uploads/2016/09/SOPs-for-Countries-Adopting-the-Delivering-as-one-Approach-August-2014.pdf>

¹²⁸ UN Results Reports for 2017, and 2019 provide overview of the budget

¹²⁹ ToR

¹³⁰ Representatives of the following ministries participated in the JCSC meetings: Ministry of Foreign Affairs, Ministry of Labour and Social Welfare; Ministry of Justice; Ministry of Finance; Ministry for Human and Minority Rights; Ministry of Health; Ministry of Economy and the Ministry of Sustainable Development and Tourism

¹³¹ KII notes

Inter-agencies Results Groups have been established to ensure coordinated implementation of UNDAF, involving “senior officials from the participating UN Agencies” as members. Concerning leadership, UNDAF planned for the high-level representative of (a designated) UN Agency and representative of the national stakeholders/ Government of Montenegro to co-chair the RGs. The membership of the RG, according to UNDAF, involved the staff of Government ministries, departments, and state agencies and technical staff from UN Agencies contributing to the strategic outcomes. The Results Groups, planned to meet regularly and operated on the basis of annual Joint Work Plans (JWP) for each year of UNDAF implementation. The TGs have been “overseeing and reporting on progress under UNDAF outcomes”¹³², identifying lessons and good practices, and “suggesting strategies to adjust interventions and resources”¹³³.

The FE finds that UNDAF 2017-2021 provided adequate context for the role and tasks of the RGs. Still, membership of the RG should have been more inclusive, involving staff from other national institutions, and civil society organizations involved in the respective areas. Also, well-established planning practice with genuine involvement of participants (rather than bringing only specific agency inputs) could serve as the basis for more integrated programming under UNDAF outcomes.

- **UNCT has been in general effective in following and implementing standard management tools required for efficient implementation of UNDAF**

UNCT in Montenegro has been following “Delivery as one” standard operating procedures during the period of UNDAF implementation. This included the following actions:

i) Operating as one: within the framework of strengthening "delivering as one" and enhancing implementation efficiency, the Operations Management Team (OMT) has been established to assist UNCT in making operations cost-efficient and effective in delivery of services. The OMT has prepared and proceeded implementation of the UNCT Business Operations Strategy (BOS)¹³⁴. Some critical results have been long-term (procurement) agreements for taxi services, fuel and office supplies, printing and travel and some aspects of common logistics¹³⁵. OMT was working on common finance, as the Harmonized Approach to Cash Transfer-HACT has been enrolling, through the macro assessment (national level) and micro-assessments of partners¹³⁶.

These activities have been further supported through the UN Integrated Service Management System that included some of the most important common operational processes- from booking, rosters and contract management, service requests, registry to integrated security.

ii) Monitoring system: UNDAF 2017-2021 highlighted the need to adopt a flexible implementation approach, ensuring responsiveness and relevance vis-à-vis social issues, economic and political changes. The effective monitoring and evaluation (ME) system was required, based on the Results Matrix (RM), its indicators, baselines, and targets. In this context, the inter-Agency UNDAF M&E Group comprised of Senior Officials and M&E specialists of all UN agencies has been established, with the function to assist the UNCT and the Results Groups in implementation of results-based management. The M&E Group was in charge of the UNDAF M&E Plan that included critical milestones and deliverables; this group also assisted with preparation of UNDAF annual reports.

Still, the FE finds some weaknesses in the existing monitoring approach/ system. The M&E Group was established, but monitoring protocols, roles and responsibilities were not clearly defined. Also, the M&E Plan has not adequately captured or measured (actual) contribution of UN Agencies to progress under outcomes nor provided timely warning about delays or obstacles towards the achievement of outcomes. Also, the system for measuring cumulative effects of UNDAF results was not in place.

iii) Reporting: on joint UN results has been aligned with the annual JCSC meeting dynamics and presented as part of the submitted documentation for approval. The UN Annual Reports included detailed overview of progress under outcomes, with more detailed account of achievements related to specific outputs. Progress reports for the first years of UNDAF implementation were indisputably informative; however, they were less sophisticated in presenting UN strategic commitments and achievements. These reports presented lists of results, with different level of details clearly showing approaches of UN Agencies, from reporting on results to reporting on activities and

¹³² The annual results reporting at the outcome level has been the task assigned to the RGs

¹³³ UNDAF 2017-2021 document- Management arrangements

¹³⁴ The BOS strived to “provide operations staff of UN organizations with the same strategic planning and monitoring focus, offered for programme activities through the UNDAF”. More details: https://montenegro.un.org/sites/default/files/2020-04/Business_Operations_Strategy_Montenegro_2017-2021.pdf

¹³⁵ KII notes with the OMT; desk review and findings from the UNDAF Annual Results Reports

¹³⁶ KII notes with the OMT; desk review and findings from the UNDAF Annual Results Reports

processes. The reports did not elaborate on mutual effects or explained the extent of interlinkages between these results. Also, the internal coherence of these documents was weak and the progress at the level of outcomes, measured by statistical indicators, was not in place. Still, this practice could be justified by “internal purpose” of these reports, only for the JCSC (even though the broader perspective and the analysis of higher-level changes would additionally facilitate strategic function of the JCSC).

However, the last annual UNDAF progress report (2019) showed high improvements: the report is clearly focused on presentation or results, including the status of outcomes and outputs, as measured by statistical indicators, with links to SDGs for Montenegro. Under each outcome gender related progress has been presented together with aspects of UN normative work. Also, the quality of the annual report benefited from advanced design: the right balance of charts and tables have contributed to easier reading and clearer messages. In addition, the financial figures have been prepared, (per outcome, per Agency, etc), while its annexes provided detailed account of results and activities.

iv) Communicating as one: the “One UN voice” remains as an important principle for UN coherence and effectiveness of results, applied strategically and when required¹³⁷. UNCT in Montenegro has made progress towards Communicating as one and “speak with one voice” to partners and the media on a range of strategic, development and policy issues. UN Joint Communication Team (JCT) composed of communication experts and focal points from UN Agencies was established to integrate and coordinate communication work across UN agencies. The JCT has prepared the UN Joint Communication Strategy and the Action plan for its implementation; some of the core activities included monthly meetings and weekly updates for UN Agencies and joint communication efforts (e.g. from the 2015 Montenegro We Want - Post-millennium National Consultations, communication activities on UN Day and other events to promotion of joint initiatives). JCT has been sharing and disseminating information on joint UN initiatives and the results achieved under UNDAF through the UN Website, mass media, and social media.

The “Communicating as one” approach has been a strategic tool that has also contributed to communicate the progress under UNDAF outcomes. The challenges remain to ensure (a solid and predictable) budget for joint, UNDAF related, communication activities, ensure greater ownership and participation of UN Agencies’ staff in communication related efforts and activities and continue strengthening internal and external communication¹³⁸.

- **UNDAF 2017-2021 did not include a sound risk management strategy or mitigation measures. The actual management/ mitigation of risks was at the level of projects and programs**

Critical to the achievement of results is appropriate and timely identification of assumptions and risks and their management or mitigation.

Operational risk analysis is supported corporately within UN agencies by their specific risk management systems; these systems are in general adequate. Still, UNDAF did not indicate any risk analysis in its design, but a list of risks (together with assumptions) as included in the Results Matrix. This list is incomplete, missing some critical risks. For example, under Outcome 2, indicator 1 relates to the “percentage of legislation related to the environment and climate change in line with EU Acquis”. The risk associated with the achievement of the target (100% of the laws aligned with the EU Acquis) has been related to effects of political instabilities in the region and possible negative effects on the progress in EU Accession negotiations. Although regional tensions existed, it is unlikely that these regional dynamics could be of a magnitude to affect EU accession process in Montenegro. Still, the risk associated to the “accession fatigue” generated through rather extensive and time-consuming process, growing EU skepticism and also the EU “no enlargement” statements have not been mentioned. Also, the Results Matrix did not provide any review or analysis of risks associated with political developments in Montenegro.

The Results Matrix did not prioritize risks based on the degree of probability and possible impact. Also, the explicit risk mitigation/ management strategy for UNDAF was not established, nor put in place during the implementation, even when it became clear that some risks have occurred. The protests “Odupri se”, or Resist, movement began in the wake of corruption and organized crime allegations against Montenegro’s political elite and was organized by an informal group of intellectuals, academics, NGO activists and journalists. Also, mass protests started in December 2019 against a disputed law on religion and “inequalities in Montenegrin society”. These risks could have significant impact on development processes in the country, required a fine-tuned management and feasible mitigation measures to be included in the implementation plans but also to be managed through a dedicated process at UNCT and Results Groups levels or alike.

¹³⁷ KII notes

¹³⁸ KII notes

There are examples of other risks developed during UNDAF implementation period under outcomes, the area of public administration, local governance and functioning of municipalities, planning and delivery of social welfare services, health sector, education, environment management, etc. The evaluation identified some examples of UN management intervention for overcoming the effects of risks, barriers and constraints. Joint advocacy for adoption of the prevention of domestic violence and intensified negotiations on gender equality; enhanced policy dialogue with underperforming partners; intensified negotiations on sensitive issues (e.g. in the gender mainstreaming, for example); development of assistance planning instruments to ensure mainstreaming of cross-cutting issues (e.g. migration, gender); reorienting the focus of intervention towards areas which are not dependent on particular reforms (e.g. expansion of surface of natural protected areas, strategic environmental assessment, etc).

The lack of a coherent risks mitigation strategy to address the risks left outcome-level interventions in a reactive position, with possibilities to compromise efficiency.

Risks have been, however, well managed at the level of UNDAF outputs- namely, specific projects or programs that UN Agencies implemented or implementing. The risks management at lower level initiatives included risks assessments, risks logs, risks reporting and reviewing processes.

- **The Results Framework of UNDAF provided weak analysis of assumptions; these assumptions were not monitored or assessed**

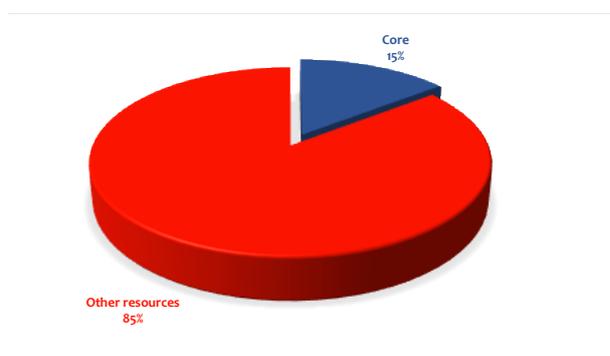
The Results Framework provided relatively weak analysis of assumptions¹³⁹; some of them are more pre-conditions as if not realized, those may put under a question the whole intervention; the best examples could be those related to commitment of the government and other stakeholders. There are also assumptions that need to be more specified to serve as a specific driver – a relatively independent supporting factor for the outputs to contribute to the outcomes and the latter - to the impacts. One of the examples for this statement could be “Political will in place and adequate financial means allocated”, further elaborated in relations to the specific reference.

The lessons learned during the implementation of UNDAF 2017-2021 has been that UNCT in Montenegro need to prepare a sound review of assumptions and risk analysis on all critical dimensions and propose appropriate mitigation measures, as essential part of the next programming cycle. In this respect, the UNDG Handbook on RBM provides useful guidance on systematic identification and prioritization of identified risks and mitigation strategy with clearly assigned responsibilities.

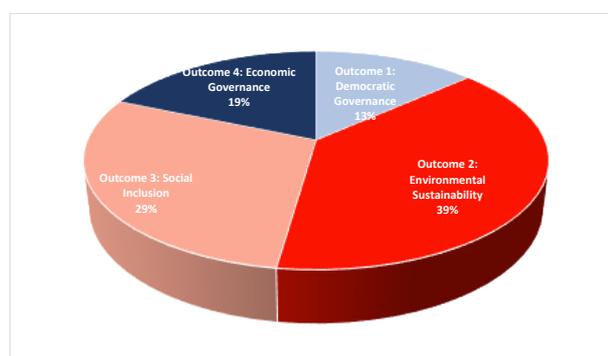
- **Financial and human resources for the implementation of UNDAF 2017-2021 have been well-planned, corresponding to the needs of interventions. Mobilization and delivery of resources has been in general according to the plans, with two thirds of delivered resources**

UNDAF 2017-2021 budget has been prepared following a positive planning approach and based on the mobilized and delivered resources from the previous period. The planned (“targeted”) amount for the implementation of UNDAF has been set at \$55,684,395.89 USD including “core” resources of UN agencies in the amount of \$8,087.000.¹⁴⁰.

Graph 16: UNDAF- planned budget



Graph 17: Distribution of planned resources by Outcomes



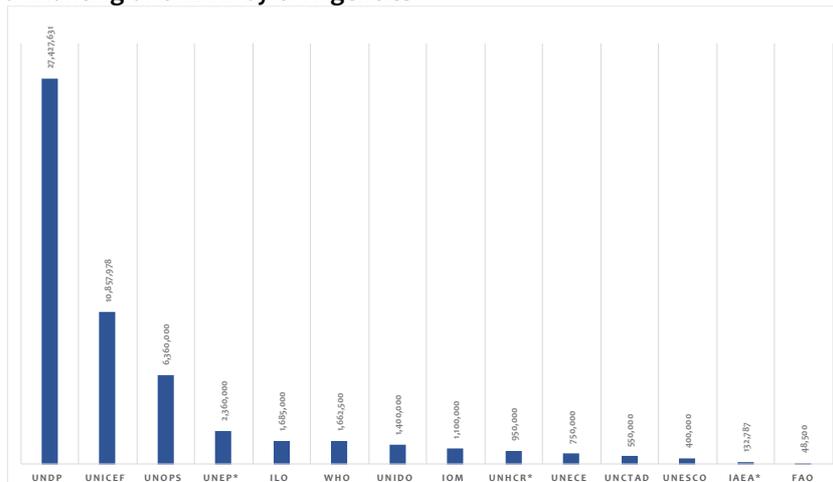
Differences existed concerning the actual distribution of the planned resources under UNDAF outcomes. Under the Outcome 2 Environmental Sustainability a total of 21.6 mil USD or 39% of the overall budget has been allocated,

¹³⁹ Assumptions are events or circumstances that are expected to hold true or occur during the life-cycle of UNDAF

¹⁴⁰ The reference is to the UNDAF 2017-2021 for Montenegro, B.1 UNDAF 2017–2021 Medium-term Common Budgetary Framework and B.2 UNDAF 2017–2021 Medium-term Common Budgetary Framework, per type of resources (in thousands)

followed by Outcome 3 Social Inclusion with 29%. However, resources planned for the achievement of Outcome 1- Democratic Governance have been in the amount of 10,37 mil USD or 13% from the planned budget. The analysis of the planned budget shows that three agencies, (UNDP, UNICEF and UNOPS) committed to mobilize more than 80% (nearly 45 mil USD) for the implementation of UNDAF¹⁴¹.

Graph 18: Committed financing of UNDAF by UN Agencies

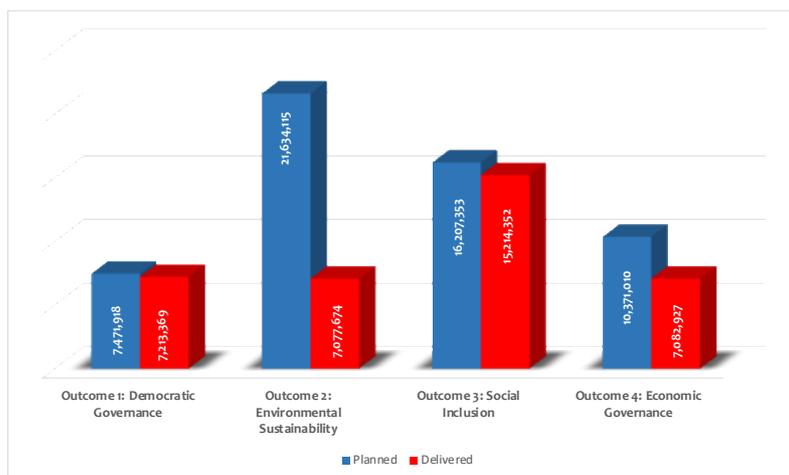


- UNCT has been in general effective in mobilization and delivery of funds, with some differences under outcomes

The status of Montenegro by income classification¹⁴² has affected allocation of own resources of UN Agencies (“core funds”) for UNDAF implementation. UNDAF did not set the framework for a joint or coordinated mobilization of resources. Therefore, UN Agencies have been working (mainly individually and in some cases jointly) to explore opportunities and position themselves as “partners of choice” to mobilize funds.

UN Agencies have been, in general, effective in mobilizing and delivering resources: the financial figures reveal that during first three years (2017, 2018 and 2019¹⁴³) of implementation, UNCT has delivered a total of 36,249,122.05 USD or 65% of the planned UNDAF budget. This is a strong evidence indicating a high likelihood that planned financial targets will be achieved.

Graph 19: Planned vs delivered resources- UNDAF outcomes



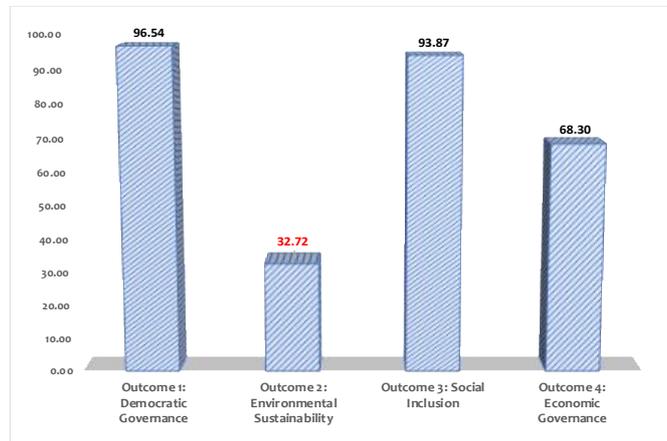
Delivery under some outcomes is considerably high, hence; the probability that the targets will be exceeded is evident. For example, delivery of financial resources under Outcome 1 reached 96.5% and Outcome 3 -94% of the planned resources; it is likely that UN Agencies will go beyond these targets.

Graph 20: Delivery under outcomes- percentage

¹⁴¹ UNDAF, Common Budgetary Framework, the analysis by the Final Evaluation Team

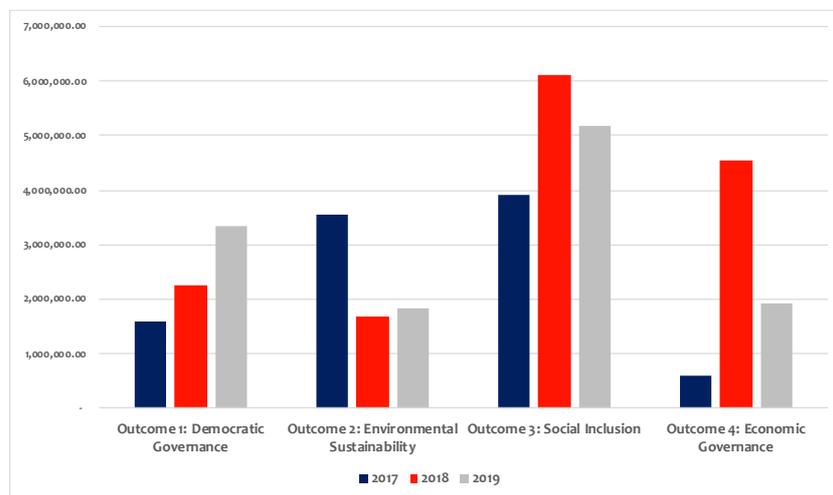
¹⁴² Details available on <https://datahelpdesk.worldbank.org/knowledgebase/articles/906519-world-bank-country-and-lending-groups>

¹⁴³ The analysis has been based on the financial data available in the 2017, 2018 and 2019 UN Financial Reports. Also, the FE has been using the figures provided by UN RC Office and UN Agencies that were participating in the implementation of UNDAF



At the same time, financial target under Outcome 2 might be difficult to meet, although UNDAF envisaged the highest amount under this outcome (more than 21.6 mil USD for five years). Currently, the delivery reached only one-third (33%) of the planned amount. Another (negative) signal is that the delivery under this outcome reached the peak during year 1 of implementation and became significantly reduced during years II and III.

Graph 21: Annual delivery per outcome (2017,2018 and 2019)



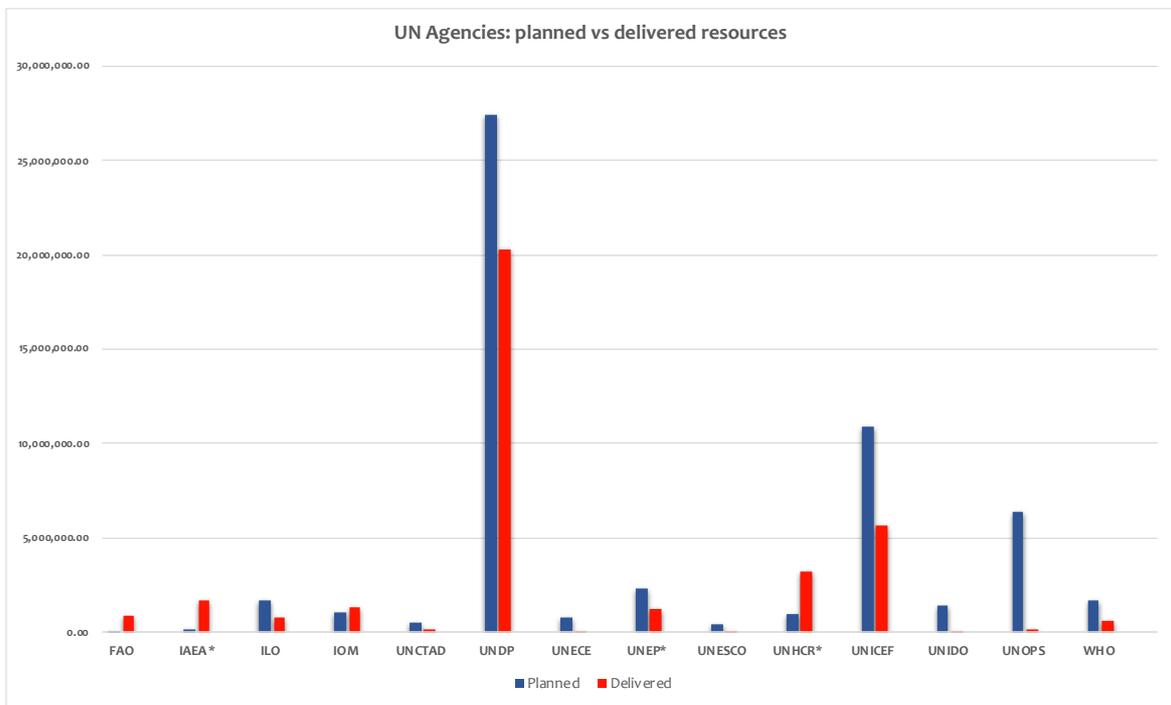
Also, the delivery under Outcome 3- Economic Governance slowed during year 3 of implementation. Still, It is expected that COVID19 pandemic will affect (short and medium term) priorities for the country: it is expected that combating immediate effects of COVID19 especially on the social and economic side and recovery actions will be in the focus of development assistance.

- **The analysis of the participation of UN Agencies in the overall budget for UNDAF implementation has shown in general satisfactory results.**

UN Agencies delivering the highest amounts (in absolute figures) have been UNDP with 20,3 mil USD delivered during the first three years of UNDAF implementation (UNDP committed for a total of 27.4 mil USD for the entire period of UNDAF implementation).

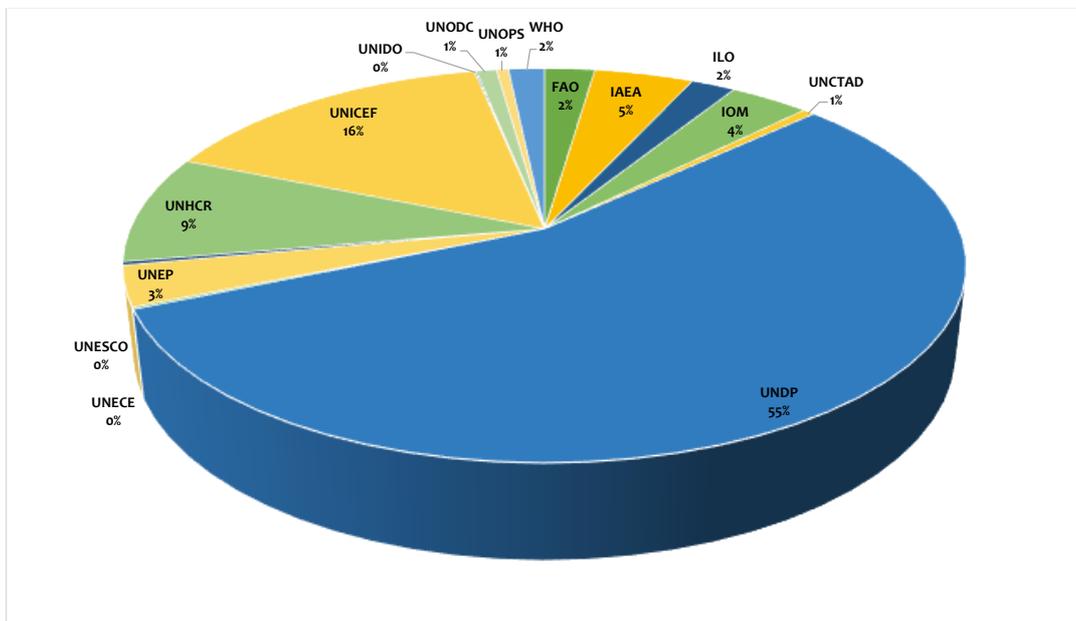
UNICEF is following with 5.7 mil USD (planned 10.86 mil USD for the overall UNDAF period). UNHCR delivered a total of 3.25 mil USD (planned 0.95 mil USD).

Graph 22: Planned vs delivered funds by UN Agencies



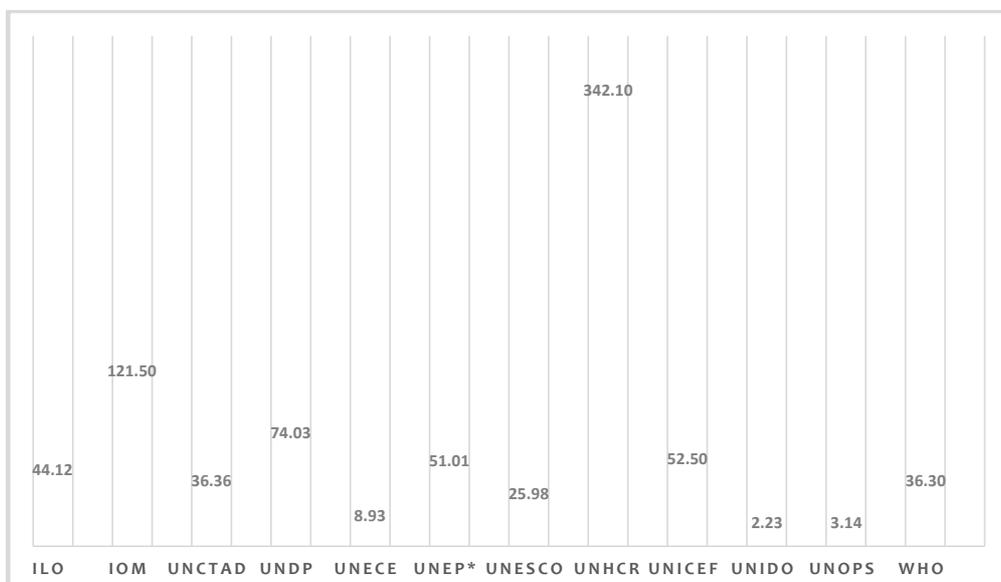
These three UN Agencies delivered nearly 81% of the total funds delivered under UNDAF 2017-2021.

Graph 23: Participation of UN Agencies in UNDAF implementation



UN Agencies are in general mobilizing and delivering resources as planned. There are, however, some exceptional cases. For example, FAO and IAEA achieved impressive delivery rate of 1739% and 1251.5% of the planned targets. UNHCR exceeded the target for 342%. However, the footnote from the UNDAF 2017-2021 clarified that for these agencies “budgets were missing and will be known at a later stage”

Graph 24: Delivery of UN Agencies as % of planned targets



At the same time, some other UN Agencies set unrealistically high targets, being able to deliver less than ten percent from the planned budget: UNIDO only 2.23%, UNECE 8.93 and due to belated start of the project UNOPS was at the end of 2019 at only 3.14%.

Table 2 UN Agencies planned vs delivered funds, percentage

	Planned	Delivered	%
UNDP	27,427,631	20,303,770	74.03
UNICEF	10,857,978	5,700,750	52.50
UNOPS	6,360,000	200,000	3.14
UNEP*	2,360,000	1,203,900	51.01
ILO	1,685,000	743,366	44.12
WHO	1,662,500	603,484	36.30
UNIDO	1,400,000	31,200	2.23
IOM	1,100,000	1,336,454	121.50
UNHCR*	950,000	3,249,928	342.10
UNECE	750,000	67,000	8.93
UNCTAD	550,000	200,000	36.36
UNESCO	400,000	103,906	25.98
IAEA*	132,787	1,661,865	1251.53
FAO	48,500	843,500	1739.18

5.4 IMPACT (WHAT DIFFERENCE DOES THE INTERVENTION MAKE?) AND SUSTAINABILITY (WILL THE BENEFITS LAST?)

The central idea of the UNDAF's assistance was to leave the legacy and improve the situation under UNDAF outcomes and focus areas by addressing core development issues and challenges. These efforts have been inevitably linked with the need to formulate and implement adequate actions to ensure sustainability of the achieved results at different levels. Within this context, the final evaluation has assessed the sustainability of UNDAF results at different levels, looking at individuals and institutions that participated and / or benefited from UNDAF and analysing sustainability of results at the policy and systemic level. The underlying principle was to assess the likelihood of continuation of the positive results achieved during UNDAF implementation, reflecting on the longer-term effects of these results on broader development process in Montenegro¹⁴⁴.

- **UN Agencies have considered sustainability of results from the UNDAF design throughout implementation phases.**

Design and implementation of UNDAF have been highly participatory, with strong involvement of national stakeholders in different capacities (as beneficiaries or participants in initiatives, partners during the implementation or involved in strategic steering of initiatives), creating sense of ownership and contributing to sustainability of results

The demand to ensure sustainability of UNDAF results has been considered from the design stage¹⁴⁵, although the FE finds, in general, limited knowledge about UNDAF 2017-2021, its outcomes and other elements. However, the stakeholders from (in general) senior decision-making tiers have been better informed and aware of UNDAF (and initiatives of UN Agencies). This group of stakeholders expressed in principle positive opinion concerning their UNDAF experience. The involvement during UNDAF formulation has been adequate: preparation of UNDAF was participatory and consultative, and this process was fully respectful to the needs of different beneficiaries¹⁴⁶. Long-lasting partnerships between UN Agencies and the national institutions in Montenegro have been additional positive factors that contributed to alignment with stated priorities of the country. The FE finds that these partnerships, based on mutual trust and respect, contributed to an increased sense of ownership while also setting the basis for sustainability of results.

Implementation of UNDAF has, in general, followed a participative partnership-building approach. National partners have been involved in the initiatives of UN Agencies¹⁴⁷, as beneficiaries, implementers or members of the advisory or steering structures. This approach has been critical to ensuring awareness of the national stakeholders about achievements and results in their respective areas of work. Still, national stakeholders often associate (their partner) UN Agency with UNCT and have limited knowledge about the broader framework and other activities and achievements of UNCT in Montenegro¹⁴⁸.

- **UN Agencies have been steadily addressing capacity needs of individuals to enable access to and quality of services.**

The sustainability of capacities developed at individual level is conditioned with a high likelihood that these capacities will remain available and will continue to be demanded upon the completion UNDAF cycle.

During the implementation of UNDAF, building the capacities and removing obstacles affecting the lives of the end beneficiaries have been in the core focus. A particular attention has been on the capacities to deliver services for socially excluded and marginalized groups. UN Agencies have been effective in providing tailor-made and, to a large extent, innovative capacity development assistance. UNCT approach has been balanced, focusing on

¹⁴⁴ The strong correlation between impact and sustainability is evident since the explanatory variables are often the same in explaining the impact and (or) sustainability. Sustainability is an ex-post measure, thus, ideally, measuring impact and sustainability in the context of UNDAF requires a time-period between two to five years after the completion of its cycle. However, this final evaluation adopted the approach to anticipating sustainability and forecast possible impact. The final evaluation has analyzed if the beneficiaries could continue to work without external intervention that has been available and provided within the scope of UNDAF implementation.

¹⁴⁵ This has been a common opinion of the national partners and also the staff from UN Agencies

¹⁴⁶ The national partners have been highly affirmative about the UNDAF formulation process, highlighting that consultative process has been effectively carried out

¹⁴⁷ KII notes with the national partners

¹⁴⁸ KII notes with the national partners

strategic priorities and demands in line with mandates of partners organizations, reflecting the needs for end-beneficiaries as users of services¹⁴⁹.

The FE finds positive evidences of capacity development for public employees or employees in charge of delivery of services under all outcomes¹⁵⁰. Some of the examples could be service support to advance the quality of pedagogical services for children with disabilities through use of assistive technologies and development of instructions for teachers (to support the transition from class to subject teaching). Also, part of the efforts to improve the quality of preschool education included development of teachers' capacities, including teaching and learning materials, for children with intellectual, physical, visual and hearing/speech impairments, and children with disabilities from the spectrum of autism. Also, technical skills of employees in the network of social welfare and child care institutions and social service providers have been addressed with objective to provide quality social welfare and child care services.

Support to the professionals from the public health system has been provided with the focus on different aspects of and services for early childhood development and modern practices in research and prevention of non-communicable diseases¹⁵¹. Also, important (and to large extent innovative) capacity development activities were designed and delivered within the scope of creating professional cadre to provide social services for refugees, asylum-seekers and displaced persons. The programs to develop and operationalize a comprehensive migration management system in Montenegro has been designed and implemented. Also, assistance to enhance national capacities to prevent smuggling of migrants and determination of indicators for case identification were designed and implemented. In connection with this, capacities of civil society representatives have been addressed to improve the identification, assistance and referral of vulnerable migrants (including potential victims of trafficking in human beings).

UNCT prepared specialized capacity development assistance to employees and stakeholders involved in different spheres of the governance system, including the Parliament of Montenegro, public administration (at the national and local level), and justice sector. Development of capacities for gender mainstreaming in the public sector was one of the flagship initiatives, following gender-based assessment and recommendations for the employees in the Parliament, the Government and selected public administration bodies in Montenegro¹⁵². Capacities of children, members of the Golden Advisors' network, were strengthened through activities of the Ombudsperson's office, enabling promotional work about child right to access justice.

UNCT in Montenegro advocated to include equitable access to justice for children as an integral component in the Strategy of the Reform of Judiciary (2019-2022) and Strategy on Realization of Child Rights (2019-2023) Through partnership with the Judicial Training Centre of Montenegro, justice sector professionals benefited from a training on improved practices in working with children in family law proceedings. They have also attended training program on how to adjust work and practice in dealing with children in family law related cases.

UNDAF provided examples of capacity development of women (for example, trainings for institutions dealing with prevention of Gender-based violence), young people and other groups at risk to become more active in the society, providing assistance in the area of political participation and governance, economic development and businesses.

- **UN Agencies were assisting national partner institutions to enhance operational efficiency, improve (internal) organisations and procedures, and modernize processes. The assistance at institutional level responded to demands to reform the existing and introduce new (demanded) services**

The evaluation analyzed the results achieved by UN Agencies in the context of improved performance of the institutions in Montenegro¹⁵³, including sustainability of these results. The limited time for this evaluation and lack of the baseline data on organizational performance before the assistance of the UN Agencies were the main limiting factors. Therefore, the analysis was based on data collected through interviews with these organizations, their partners and beneficiaries and also on documented results of UN assistance. These primary and secondary

¹⁴⁹ The expectation has been that the end-beneficiaries, especially from the most vulnerable groups, would have better opportunities and increased abilities to actively participate in mainstream society, through access and quality of social services (health, education, and social protection) and social inclusion measures, greater economic and employment opportunities access to justice, participation and influence on different policy and decision-making processes and active participation in development processes.

¹⁵⁰ This was documented to some extent in UNDAF progress reports and with more details in UN Agency progress reports

¹⁵¹ UNICEF annual reports

¹⁵² UNCT conducted gender equality research and policy assessment including knowledge, perceptions and attitudes on gender equality issues in the Parliament and Government, in selected public administration institution. It also included the analyses of work practices on gender equality issues. The survey gave comprehensive overview of the situation including desk-analysis of current legal and policy framework and recommendations for the improvement, revealing starting point for capacity development of staff in public administration

¹⁵³ More details have been provided under the effectiveness part of this report

data sources, together with factor-based analysis, served to determine the effectiveness of UNCT assistance in achieving the organizational strategic objectives and improving delivery of services. The examples of contribution of UN Agencies to organizational development and reinforcement of capacities of national institutions are numerous¹⁵⁴, under all outcomes; for the purpose of providing solid findings and evidences, the FE has highlighted some critical experiences.

Institutions with the education system in Montenegro have been capacitated to deliver core services in line with the inclusive education policies, mainly targeting vulnerable children. UNCT, perceived as an advocate of inclusive education, has been leading to achieve maximum participation in the educational process. Important aspects have been to set the system that would recognize necessary conditions and establish environment for education of each child, especially targeting vulnerable children. These achievements have been incorporated in the broader agenda for inclusive education in Montenegro.

Capacities of the national institutions within the disaster management system have been enforced, to timely react and reduce risks of disasters and also design and implement sound environmental policies. Also, national institutions have been strengthened to implement sound migrations management and asylum systems and for the provision of free legal aid to refugees and asylum seekers

UNCT has been active in strengthening Governance institutions in Montenegro have benefited from the UN assistance: from the public administration through support to development of operational and technical capacities of ministries and governmental agencies; Parliament of Montenegro (through technical assistance in the area of gender sensitive policy making and strengthening women participation in political processes) and justice system institutions¹⁵⁵ through improvement of capacities of institutions within the legal aid system in Montenegro, Ombudsman's Office, the Judicial Training Centre, Ministry of Justice and other justice system organizations. UNCT has been addressing planning and policy making capacities of these institutions. Mainstreaming gender in institutional policies and practices has been one of the critical institutional development interventions. UNCT reported that "knowledge and capacities for gender mainstreaming and institutional responsiveness towards promotion, protection and enforcement of human rights and equal opportunities were enhanced through delivering of accredited training program for civil servants". Sustainability of this program has been ensured through certification of 28 trainers for gender mainstreaming with Human Resource Management Authority.

UNCT was working to reform municipal administration, with priority on strengthening leadership accountability mechanism and improving internal processes. The critical achievement has been preparation and implementation of municipal optimization plans, as the main public administration reform requirement. UNCT invested resources to strengthen core local governance functions- experience with CSOs involvement and participation of citizens in strategic planning and policymaking, budget formulation, and allocation of resources for strategic plans and strategic priorities has been in general positive. Still, institutionalizing "participative governance" and accountability mechanisms for responsible implementation of local policies and strategic plans and transparent budget execution, for example, remain associated with high risks. In addition to continuous work on capacities of local authorities, sustainability of these results is inevitably linked with the enduring system of "public control", primarily, existence of capacitated and active (local) CSOs involved in monitoring to delivery of services roles. Also, existence of mechanisms to share information with citizens remain prerequisite.

The Employment Agency and Social Welfare Centres have introduced integrated case management on labour activation and employment of vulnerable population, targeting also social welfare beneficiaries. These institutions have improved IT basis for their functioning, enabling automatic data exchange on labour activation and employment of vulnerable population¹⁵⁶ In this area of improved access to employment and enhanced social inclusion, part of activities focused on improving local infrastructure in the less developed areas of Montenegro. UN established partnerships with micro and small enterprises, entrepreneurs, and business support entities to design and implement priority infrastructure projects (linked with economic opportunities) and develop internal technical and vocational skills. Also, UN supported organization within agritourist sector, strengthening links between food producers, especially smallholders with tourism and hotel, restaurant and catering markets.

The national partners have reported the overall efficiency and effectiveness of the institutions that benefited from support provided within the UNDAF has increased; "support from UN Agencies has been and will remain critically

¹⁵⁴ Reference could be to the Effectiveness part of this report

¹⁵⁵ Assistance has been in more specific areas, such as for example, to prevent violence, abuse and neglect of children and respond to violations of children's rights.

¹⁵⁶ Software enabled exchange of information between Employment Agency of Montenegro IS and Social Card – Social Welfare Information System -SWIS

important in the future period for further improvement of performance and functioning of the institutions in Montenegro¹⁵⁷".

- **UN Agencies assisted to enhance policy processes in Montenegro, through assistance to identify priorities and define appropriate measures¹⁵⁸. These efforts have been important and improvements evident; still, capacity gaps remained, particularly related to horizontal and vertical policy coordination**

The national partners stated that UN Agencies have provided "valuable inputs and technical support to bring policy decision forward and initiate the policy development process", highlighting also the importance of human rights-based approach¹⁵⁹ in policy making. Namely, UN Agencies have re-emphasized the importance to follow human rights-based approach, international norms and standards in identifying needs and designing policies in UNDAF-specific sectors. More precisely, the partners recognized benefits from the UN Agency technical assistance to develop various needs-based interventions aligned with international norms and standards and commitments of the country.

Regarding policy feasibility and decision, UNCT provided the technical assistance for the preparation of the Decree on the procedure of drafting, alignment and monitoring of the implementation of strategic documents, and the Methodology for policy development, drafting and monitoring of the implementation of the strategic documents. UNCT assisted with gender equality policy assessment in the Parliament and Government (including some public administration institution) that served to identify challenges and propose approaches to ensure gender mainstreaming in the main governance institutions. The analysis also indicated the need for changing some of the critical laws (the Electoral law, Law on protection from violence in family, among other).

Regarding data collection, UNCT provided technical assistance to develop migration statistics system, and enable effective regional exchange of migration statistics, (complying with EC Regulation 862/2007).

The E-mobility Feasibility Study was developed for the purpose of introducing the e-mobility concept in MNE, thus contributing to the reduction of Green-house Gas (GHG) emissions in transport sector. Also, GHG Inventory for tourism sector was completed. Comprehensive assessment of the social protection system in Montenegro was supported, to improve coordination and coherence across programmes and services; improve effectiveness; and promote equitable outcomes through supporting the needs of the poor and excluded, including children. ON research side, comprehensive assessment of the hepatitis control in the country was completed and the National guidelines for hepatitis diagnosis and treatment were developed.

UNCT via the Council on Child Rights and recommendations of the CRC Committee supported preparation of the Strategy on Exercising the Rights of the Child (2019-2023). Also, inputs were provided for the Strategy of the Reform of Judiciary (2019-2022) and Strategy on Realization of Child Rights (2019-2023) to include component equitable access to justice for children. Within the efforts to ensure implementation of policies, the Guidelines for Provision of Free Legal Aid for Children have been developed.

Concerning establishment of the Green Climate Fund, UNCT supported national partners to carry out and prepare the Draft Capacity Needs Assessment, presented for the stakeholder consultation, while also the First Draft of the Country Programme has been developed. UN assisted with the Public Debate on the Draft National Plan for the Implementation of the Stockholm Convention (hereinafter NIP); this proposal has been submitted and adopted by the Government of Montenegro. With the UNCT assistance, the EU Directive on Industrial Emissions has been fully transposed into the national legal framework – the Law on Industrial Emissions adopted by the Parliament in March 2019 and the Inventory of Installations falling under provisions of the Law and the Directive developed. In the field of waste management, support was provided for the Development of new Law on Waste Management in which Extended Producers Responsibility concept was introduced. In addition, this draft Law transposes 5 EU Directives. The National Plan for the Implementation of the Stockholm Convention was also completed.

Support is provided for the enhancement of the management of cultural heritage in Montenegro. The elaboration of the new management plan initiated, and the draft plan is at the moment being finalized. The new Law on Kotor is adopted taking into consideration Reactive Monitoring mission of ICOMOS and UNESCO.

¹⁵⁷ KII notes

¹⁵⁸ The evaluation analysed the extent of UNCT's contribution to improved policy making and implementation under UNDAF outcomes and focus areas of intervention, analysis also if these improvements would remain in place after the completion of the UNDAF cycle. The final evaluation has used the policy cycle model for this analysis, focusing on its interlinked elements: policy feasibility and decision, policy research and development together with the decision on instruments, implementation, monitoring and lessons learned to feed the next cycle.

¹⁵⁹ KII notes GOV

However, the challenges for implementation of the policies have been related to operationalize, translate policies into actions, connect adequately with public funds and ultimately monitor and report on the progress. The adoption of the specific SDG targets for Montenegro, including country specific indicators and targets and regular reporting mechanisms, have been recognized as a possible positive support to policy processes, including policy coordination.

- **The recent political developments, effects of COVID19 pandemic socio-economic situation in Montenegro, together with challenges that the reform of public institutions could bring, have been in general the main external factors to affect sustainability of results**

The stakeholders have identified the obstacles and resistance to implement reforms together with weak horizontal coordination of policies and weak institutional and individual capacities of different tiers of governance structures in Montenegro, as the main factors that could affect sustainability of results.

Public institutions in Montenegro embarked on reform process; still, the turnover of the skilled employees mainly from the technical positions in these institutions, inadequate strategic guidance, lack of skilled staff and financial resources and slow pace of reforms have been the main obstacles to fully integrate and sustain results, especially for public system institutions.

5.5 ANALYSIS OF UN NORMATIVE WORK, PROGRAMMING PRINCIPLES AND CROSS-CUTTING ISSUES

For this evaluation, normative work is defined as the support of UN Agencies for the development and implementation of international norms and standards particularly having in focus vulnerable and marginalized population. The FE analyzed if “no-one left behind” principle has been mainstreamed and the extent of achievement, with reference to policies and strategic, legal documents and operational practices.

- **The rights and needs of the poor and people in vulnerable situations have been considered and incorporated during design of UNDAF 2017-2021. UNCT remained responsive in addressing human rights issues and following the principle “no-one left behind” and targeting poor and vulnerable group of citizens of Montenegro.**

Formulation of UNDAF has been driven by “human rights-based approach”, with a clear strategy to “center on reaching vulnerable groups¹⁶⁰ and ensuring their rights”. Overall, two strategic areas have included human-rights focus¹⁶¹, further elaborated and supported under two outcomes¹⁶². This focus on human rights principles and standards has further contributed and enhanced UNDAF’s relevance to the needs of all citizens in Montenegro.

The UN assistance to address needs and rights of poor and people in vulnerable situations has been and remained relevant. Montenegro¹⁶³ has assumed a legal obligation to implement, uphold and respect the rights reflected in the ratified core UN international human rights treaties and their additional protocols¹⁶⁴. The Universal Periodic Review report for Montenegro (Third Cycle) was adopted by the UN Human Rights Council (in June 2018)¹⁶⁵ with 169 recommendations. During 2018, the concluding observation on Montenegro of the UN Committee on the Rights of the Child and the UN Committee on the Elimination of Racial Discrimination were adopted. Also, Committee on the Rights of Persons with Disabilities and the Committee on the Elimination of Discrimination Against Women adopted concluding observations in 2017. The Council of Europe Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO) published its first evaluation report on

¹⁶⁰ UNDAF 2017-2021 in general highlighted that vulnerability is a state of high exposure to certain risks, combined with a reduced ability to protect or defend oneself against those risks and cope with their negative consequences”. Further to this, UNDAF highlighted that the vulnerable groups targeted by UN Agencies have been determined for each outcome.

¹⁶¹ These strategic pillars are: Strategic pillar I. Equitable, sustainable economic development and poverty reduction, Strategic pillar II. Democratic Governance and Strategic pillar III. Social Services and Inclusion

¹⁶² For example, Outcome 1 By 2021, a people-centered accountable, transparent and effective judiciary, Parliament, public administration and independent institutions ensure security, equal access to justice and quality services for all people. And Outcome 3 By 2021, the population has improved access to quality, equitable, inclusive and mutually reinforcing systems of health, education, protection and decent work.s..

¹⁶³ Montenegro- status of ratification could be accessed on the web-site (accessed on 09.06.2020): https://tbinternet.ohchr.org/_layouts/15/TreatyBodyExternal/Treaty.aspx?CountryID=116&Lang=EN

¹⁶⁴ As regards international human rights instruments, no new ratifications took place. Montenegro is yet to ratify the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICRMW), signed in 2006. The country continued its dialogue and cooperation with international human rights organisations and monitoring bodies, in particular with the United Nations and the Council of Europe.

¹⁶⁵ Out of 169 recommendations Montenegro accepted 7, noted 3 and considered 144 as already implemented or in the process of implementation, while the rest are pending.

Montenegro (09/2018). In February 2019, the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment (CPT) published its fourth periodic report on Montenegro.

However, the reports on the status of human rights highlighted insufficient efforts and weak capacities and commitment to put in place mechanisms for the effective protection of human rights. Montenegro has been facing challenges to implement reforms and legal provisions and ensure functioning of human rights protection¹⁶⁶. Although already benefiting from the assistance, the main human rights institutions, the Ministry for Human Rights (MHRM) and the Ombudsman Office¹⁶⁷ need further strengthening of capacities. Discrimination against different minority groups was persistent, particularly against persons with disabilities, Roma and Egyptian and LGBTI persons, while protection mechanisms remained weak¹⁶⁸. Domestic and gender-based violence, including violence against children remain issues of serious concern¹⁶⁹. The recent analysis¹⁷⁰ highlighted some of human rights issues, such as slow implementation of laws and policies and challenges in functioning of the judiciary, being exposed to the pressure and influence of the judiciary. The limited judicial independence and cases of corruption have additionally affected judicial integrity decreasing public trust in the courts, and rule of law. Financing of political parties remained in a “grey zone”, while officials are using public resources to maintain the political dominance (of the ruling political party).

UNCT under the Outcome 1 planned and mobilized efforts to strengthening democratic governance system. Part of these efforts included enhancing coordination mechanisms and capacities for protection of human rights, promotion of tolerance and non-discrimination. UNCT assisted with the implementation of international human rights obligations and the alignment of national legislation with the EU Acquis in the area of Judiciary and Fundamental Rights. UNCT was effective in enhancing quality and improving access to protection mechanisms such as legal aid for children; namely, UN supported design of the Strategy on Exercising the Rights of the Child (2019-2023) and implementation of the Child Equitable Access to Justice as the integral part of the comprehensive reforms in the justice sector¹⁷¹.

Within the broader framework of reform of public administration in Montenegro, UNCT supported integrity mechanisms.

This outcome set the framework for UNCT in Montenegro to work on greater gender equality and gender mainstreaming, empowerment of women and eradication of domestic violence particularly focusing on care and support to survivors. Under this outcome a comprehensive support was delivered to strengthen economic and political participation of women. UNCT was assisting at the systemic level to prepare and implement gender-sensitive policies and legislation and ensure that mechanisms for gender mainstreaming are in place. For example, UN supported development of capacities within civil service for gender mainstreaming and institutional responsiveness towards promotion, protection and enforcement of human rights and equal opportunities.

Montenegro has been affected by inequalities in different societal spheres; thus, the consensus has been expressed that “education, health care and access to other basic services give people, particularly children, the opportunity to reach their human potential and realize their life goals¹⁷²”. UNCT in Montenegro, under a large Social Inclusion strategic pillar have been supporting national authorities, civil society and other partners to define an integrative multidisciplinary approach, cutting across the health, education, child protection and social protection sectors with a particular focus on the most vulnerable groups. The example could be joint initiative on social protection, Activate!¹⁷³. The strong involvement and commitment of public authorities, civil society organizations, private sector and other stakeholders contributed to multi-sectoral nature and increased its relevance and effectiveness.

¹⁶⁶ More details could be distilled from the Human Rights Watch report 2019 and the Nations in Transit- (2020),

¹⁶⁷ The Ombudsman Office received a B-status by the Global Alliance for National Human Rights Institutions (GANHRI)- https://www.ohchr.org/Documents/Countries/NHRI/Chart_Status_NIs.pdf The Ombudsman Office’s visibility, outreach and productivity have further improved, along with its capacity to handle complaints and the quality of its opinions and reports. However, the financial resources available to the Ombudsman’s Office are not sufficient to enable them to carry out their tasks efficiently.

¹⁶⁸ Further progress remains to be made in aligning the legislation with EU and international human rights standards, including in the area of prevention of discrimination of persons with disabilities, according to the EU Progress report on Montenegro, 2019

¹⁶⁹ Montenegro Progress Report, 2019, European Union, <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20190529-montenegro-report.pdf>

¹⁷⁰ For example, the Nations in Transit of the Freedom House

¹⁷¹ Under the leadership of the Ministry of Justice, and with UN support, the child equitable access to justice and child-friendly justice concepts were integrated in the Strategy of the reform of Judiciary (2019-2022) and Strategy for Realization of Child Rights (2019-2023)

¹⁷² United Nations 2016 “Who is being left behind? Patterns of social exclusion”- <https://www.un.org/esa/socdev/rwss/2016/chapter3.pdf>

¹⁷³ <https://info.undp.org/docs/pdc/Documents/MNE/UN%20Montenegro%20-%20Joint%20SDG%20Fund%20ProDoc%20-%2001112019%20-%20FINAL%20approved.pdf>

The specific needs of vulnerable people were targeted through policies and programs in the areas of health and education. Important part of these efforts included support to strengthen implementation of the policies and programs for improved child rights. Also, important achievement has been the analysis of cross-sector system support for children with disabilities, additionally enhancing the basis for inclusive education in Montenegro.

UNCT during implementation of UNDAF has identified migrants, victims of trafficking, displaced people and refugees (especially women and girls) as vulnerable group, working in partnership with the national stakeholders to ensure and protect their rights through improved migrations border, and asylum management systems in Montenegro. The FE finds that UNCT achieved critical results at the institutional support level. Cooperation of Ombudsman offices from three countries, Montenegro, Albania and BiH ensured through UNCT efforts has been an important element to creating comprehensive and coordinated system for protection of human rights of asylum seekers. Also, establishment of a Special Anti-Trafficking and Smuggling Investigation Unit in Montenegro would contribute to mechanism for identification and investigation for cases of trafficking in human beings and the smuggling of migrants. On the operational level, critical result has been ensured through the establishment of the Reception Centre in Montenegro.

- **The design of UNDAF 2017-2021 did not set a strong gender focus. Still, UNCT has been effective in designing and implementing important gender-related initiatives under some of the existing UNDAF outcomes.**

The UNCT SWAP- Scorecard¹⁷⁴ rated UNDAF 2017-2021 (and Outcomes and RM) as "Approaching Minimum Standards", second on the four-level indicator rating system¹⁷⁵ revealing scoring differences by dimensions of assessment. UNDAF has scored "exceeding minimum standards" on Government Engagement- Partnership and UNDAF M&E, while four dimensions Leadership; Organizational Culture; Gender Parity and Resources reached "meeting minimum standards". The dimensions Gender Capacities, Indicators, Outcomes Planning and Results scored "approaching minimum standards", while joint UN programmes and gender coordination scored "missing minimum standards¹⁷⁶".

The report recognized results of UNCT on GEWE, highlighting the need to work collectively towards stronger gender-responsive and gender-transformative results for UNDAF, SDG Agenda 2030 and SDG 5 in particular. The report recognized excellent results in the area of M&E, the communication activities and gender mainstreaming of Joint Communications Team (JCT) work. Also, the evidence for high score on leadership have been that "the Resident Coordinator demonstrated strong leadership and public championing of gender equality" and the Heads of UN Agencies remained committed to gender equality in the workplace.

UNDAF rightly recognized slow progress with the implementation of Montenegro's Action Plan for Gender Equality (aligned with the Beijing Declaration and Convention on the Elimination of All Forms of Discrimination against Women-CEDAW). The plethora of problems remained, including historical heritage, traditional family roles and distribution of power; other cultural stereotypes that create barriers to gender equality, insufficient women's empowerment and unequal rights and opportunities. Women continued to be underrepresented in the governance structures and political processes. Similarly, women have limited participation in the formal labour market, while significant pay-gaps exist. Still, UNDAF 2017-2021 did not include a standalone gender related outcome (although it could generate sensitivity of gender mainstreaming and contribute to broader political commitment). UNCT rather adopted the approach that "gender equality and women's empowerment (GEWE) is a cross-cutting issue for the UN to mainstream across all programme activities and in advocacy and public awareness-raising activities", under all outcomes. However, the analysis of collected information indicate that GEWE has not been addressed under all outcomes. For example, the Outcome 2 under the Sustainable Environment pillar did not indicate any GEWE plans, actions or initiatives.

UNDAF outputs, indicators, and baselines have included references to gender equality, but the ratio (of gender-sensitive benchmarks) remained low. The FE finds that the targets under UNDAF outputs have captured limited "gender transformation", reflecting "partially lasting changes in the power and choices women have over their own lives and tackle the root causes of inequality¹⁷⁷".

¹⁷⁴ UNCT SWAP Scorecard Assessment is a globally standardized rapid assessment of UN country-level gender mainstreaming practice (on the UNDG methodology).

¹⁷⁵ UNCT SWAP-Scorecard Assessment Report and Action Plan, Gender Scorecard United Nations Country Team in Montenegro, 2018-<https://unsdg.un.org/sites/default/files/UNCT-Montenegro-Gender-Scorecard-Assessment-Report-and-AP-FINAL.pdf>

¹⁷⁶ Ibid- UNCT SWAP-Scorecard Assessment Report and Action Plan, Montenegro

¹⁷⁷ KII notes UN_01

UNDAF implementation envisaged the Working Group on Gender and Human Rights (WGGHR), to support Results Groups in advancing the human rights agenda, while also enabling synergies on gender issues among UN agencies and working on capacity development for gender-based programming and gender mainstreaming. However, the SWAP report scored the WGGHR as “missing” as it was not led by the HoA, with insufficient senior staff membership (mirroring the issue of small UNCT with limited senior staff, already participating in the Results groups).

- **UNCT has followed the principles of environmental sustainability during design and implementation of UNDAF. UNDAF has been in general effective in contributing to achieve national development targets and international commitments of the country.**

UNDAF 2017-2021 recognized the importance of environmental sustainability, highlighting the linkages between environment and development as preconditions for the achievement of national development priorities. To address these priorities, UNDAF included a specific strategic pillar, Environmental Sustainability, with Outcome 2 (*By 2021, the people of Montenegro are benefiting from sustainable management of cultural and natural resources, combating climate change and disaster risk reduction*). However, its formulation brought together interlinked but distinct elements of a broad concept of environmental sustainability. Namely, UNDAF envisaged the components: a clean environment, conservation, the optimal use and rehabilitation of natural and cultural resources, proper disposal of hazardous waste, disaster risk management and resilience building, and environmental awareness and education. UNDAF also defined a set of outputs, contribute to the progress under its outcome;

The primary references have been Sustainable Development Goals and the 2030 National Strategy for Sustainable Development with the priority for inclusive and sustainable growth in Montenegro. The Strategy focused on the improvement of human resources and social cohesion, introducing green economy (through access to enhanced economic opportunities in line with sustainable development principles, promotion of environmentally-sound technologies) and effective management for sustainable development. UNDAF established links to the national environmental goals, SDG targets, and the goals and targets of ratified Multilateral Environmental Agreements (MEAs)¹⁷⁸.

The analysis of the documents and reports, and interviews with the key informants proved that UN Agencies have been credible and efficient partners to the Government of Montenegro with capacity to mobilize and provide technical expertise for policy making and institutional development related to environmental sustainability. The partners have recognized normative assistance of UNCT, through compliance with multilateral environmental agreements and global conventions for Montenegro¹⁷⁹.

At the policy level, UNCT supported the GoM to adopt the Law on Protection against Adverse Impacts of Climate Change, the new Law on Waste Management (in which Extended Producers Responsibility concept was introduced) and the Law on Industrial Emissions (adopted by the Parliament in March 2019). UNCT assisted the authorities in MNE to ratify the Protocol on Water and Health, and develop the climate change health policy in Montenegro. Also, UN supported preparation of the Second Biennial Update Report introducing a conceptual framework for the development of national Monitoring, Reporting and Verification system (MRV), (submitted by Montenegro to the UNFCCC Secretariat (April 2019).

The National Plan for the Implementation of the Stockholm Convention was also completed and the First Draft of the Country Programme has been developed under the Green Climate Fund Preparedness.

At the institutional level, assistance included capacity development of the primary and secondary education institutions on different aspects of climate changes. Authorities in Montenegro increased capacities to improve the coordination and management of the Tara Man and Biosphere reserve. Montenegro, through support from UN, proclaimed additional protected areas. Some notable achievements at the institutional level could be in the context of Disaster Risk Reduction Management, as core institutions in different sectors benefited from capacity development support. In connection to this, UNCT was working to increase the productivity through analyzing and following best practices for sustainable use of land, water, and plant genetic resources. Institutional development efforts of UNCT has also included other governance actors in Montenegro to become more active in the environmental protection policies and practices. In the context of green economy, UNCT supported to introduce green jobs, while also working on new production and consumption patterns.

¹⁷⁸ For example, United Nations Framework Convention on Climate Change (UNFCCC), the Convention on Biological Diversity, Stockholm and Basel Conventions, Montreal Protocol etc

¹⁷⁹ UN Agencies were assisting the government in climate change and DRR negotiations and following principles; promoting the concept of Energy Efficiency – KII notes

6 Conclusions and lessons learned

6.1 CONCLUSIONS

Conclusion 1. UNDAF 2017-2021 for Montenegro has been relevant from the design throughout the entire period of its implementation, addressing development priorities and needs of the country and its citizens.

UNDAF remained relevant during the entire period of implementation (2017-2021), and UN Agencies have been in general effective in conceptualising assistance, that was aligned with the needs of the country and its citizens. The high extent of responsiveness of UNCT to the needs of the Government, and approach to support the EU accession priorities linking them with SGDs additionally contributed to demanded support and relevance of UNDAF.

Still, UNDAF intervention logic was somewhat weak, with broadly formulated outcomes and inadequate indicators that were only partially serving to measure the progress under outcomes and even less to capture UN contribution this progress. Another challenge is that UNDAF narrowly defined vulnerable and marginalized groups, and during implementation the focus was on the main groups. Some of the less visible vulnerable groups remained left further behind.

Conclusion 2. UN Agencies were effectively following their mandates, international norms and standards, while being flexible and reliable partners, highly accountable for achievements under UNDAF outcomes.

UN Agencies have been in general responsive, flexible, and adaptive, capable to communicating initiatives and responses and establishing partnerships with authorities, civil society and other (national and international) development actors. Long-term presence in Montenegro and technical capacities of UN staff have been additional factors that contributed to results. UN Agencies with normative mandate have been integrating international norms and standards into Montenegro's legislation, policies and development plans. Also, UN Agencies were advocating effectively for some of the critical priorities, especially in the areas of pre-school and inclusive education, deinstitutionalization, inclusion of people with disabilities.

However, UN Agencies were using only to some, a limited, extent their specific positions and advantages to advocate and push for reforms, especially in more sensitive (governance-related) areas.

Conclusion 3. UNDAF provided a basis for establishing and strengthening cooperation and coordination between UN Agencies, the authorities and other development partners in Montenegro

UNCT has been supporting authorities in Montenegro to establish coordination of development assistance to the country, also involving other development partners.

The establishment of the UN Resident Coordination Office and involvement of the Resident Coordinator has further enhanced coordination efforts and contributed to effectiveness of development assistance under UNDAF.

Conclusion 4: UNCT in Montenegro could benefit from effective interactions between UN Agencies during planning and implementation of development initiatives, working also on genuinely integrated joint programming (as direct boost to the relevance and effectiveness of UN support.)

The interactions among UN Agencies has remained confined mainly to information sharing or eventually resolving issues. Day-to-day communication among the different UN Agencies has been more on the operational side. Collaboration between UN Agencies and various project implementation teams, such as exchange of experience, joint initiatives in the specific sectors, sharing lessons learned, and information has been underutilized.

UN Agencies in Montenegro have extensive experience with preparation and implementation of UN Joint Projects and Programs, achieving important results but the degree of efficiency varied. There are opportunities for UNCT to utilize more substantively and strategically the joint interventions to address complex and interlined challenges with strong reference to the national SDG targets.

Conclusion 5: Strengthened UNDAF Steering Committee and the Results Groups could enhance synergies between development interventions, enable strategic positioning and provide guidance to UNCT on priorities for the future involvement (including challenges).

UNDAF Steering Committee is the essential mechanism to involve high-level national partners, provide strategic guidance and coordinate development interventions during the entire period of UNDAF implementation. The SC remains an effective forum for greater involvement of the high-level national partners to genuinely drive development efforts, ensuring at the same time strong national leadership, promoting partnership and boosting ownership.

The Results Groups have been preparing plans and reporting on progress timely, but their membership was limited only to UN and the Government. Still, more active involvement in planning and especially during the implementation of interventions is required, and especially at the level of information exchange and cooperation.

Conclusion 6. Implementation of priority interventions and achievements of UN Agencies contributed to progress that Montenegro recorded under UNDAF 2017-2021 outcomes

Support from UNCT to authorities and other stakeholders in Montenegro was critical in many sectors, bringing concrete, visible results at individual, institutional and systemic level and ensuring progress towards outcomes. UN is regarded as an independent, fair and impartial partner, making also noteworthy contribution to confidence-building of the national partners for planning and implementing development interventions. Important results have been also achieved for the population, such as for example school feeding program. UN Agencies have been an important partner in providing assistance to development of national capacities under all UNDAF outcomes; however, the absence of systemic approach to measure capacity development effects and changes has been missing.

Specific aspects of the future support would depend on substantive problem analysis and priority setting, continuation of assistance will be required in the UNDAF priority areas, considering to further enhance sustainability prospects and “institutionalize” the progress in these areas.

Conclusion 7. The sense of national ownership over the achievements under UNDAF 2017-2021 has been created through effective partnerships and active involvement of the national stakeholders in design and implementation of interventions. Sustainability of these achievements (under UNDAF 2017-2021) is expected, particularly at the systemic, policy, and also at institutional levels

UNDAF has been implemented through different initiatives of UN Agencies, prepared and implemented in cooperation with national authorities and key stakeholders. Their involvement in the planning processes and specific steering and management arrangements during implementation of these initiatives (“output level”) have been satisfactory. These factors have contributed to increased sense of ownership and participation.

Certain external factors pose risks on sustainability of results with the recent COVID19 pandemic as one of the main challenges. The readiness and commitment of the Government of Montenegro to the EU accession process is strong and the implementation of reform policies is satisfactory. However, there are internal and external influencers’ groups that could slow these processes. This situation could be further affected by insufficient capacities within public institutions; weak coordination and limited funds for implementation of policies and strategies.

Also, regional development differences and depopulation of Northern region of the country, and also in country and out-of-the country migrations could have high impact on the future of Montenegro.

Conclusion 8. UN Agencies could benefit from a sound system to report and communicate results to the national stakeholders and public at large, presenting also accumulated effects and contribution to UNDAF 2017-2021 outcomes.

UNDAF included a Results Framework (RF), as a basis to reflect on the engagement on UN Agencies and measure performance under specific outcomes. Although the RF included a set of indicators, these indicators only moderately captured UN contribution to progress under outcomes, also failing to reflect and measure cumulative effects of different initiatives under the same outcomes.

UNDAF annual reporting practice was in general weak, with limited results-oriented focus while missing critical links between UN Agencies interventions and achieved progress under outcomes.

Conclusion 9. UNDAF 2017-2021 has contributed to mainstream gender and design and implement different actions for empower of women in Montenegro. Coordination and cooperation among the main development partners in Montenegro in the area of gender equality remains an area for improvement.

Following twin-track approach, UNCT in Montenegro contributed to overall satisfactory gender mainstreaming within UNDAF 2017-2021. Awareness of gender equality and actions to mainstream gender have been in general present under some outcomes. UN Agencies have also included gender equality in their country program.

Still, some of the weaknesses in the current UNDAF have been insufficiently gender-sensitive indicators, reflecting on monitoring and reporting practice. Also, gender sensitive programming has been in general underutilized.

6.2 LESSONS LEARNED

The following lessons have been generated during the implementation of UNDAF 2017- 2021 in Montenegro

- UNDAF can be a powerful instrument to lead collective and coordinated efforts of UN agencies and provide basis for strategic prioritizations of interventions. Linking UNDAF with EU integration process and while aiming towards national SDG-targets further contributes to strategic positioning.

Large multi-annual interventions proved to be highly effective in delivering results, contributing to national ownership and increasing commitment the counterparts for substantial changes and progress under outcomes. UNCT has also been successful in delivering results within smaller scale interventions, especially when testing new approaches and breaking ground for new interventions. Therefore, UN agencies could find a balance between short term innovative and interventions and more strategic interventions addressing root causes of inequality.

- Providing focused expertise and policy advice on specific accession priorities, UNCT in Montenegro added value and contributed to democratic governance in the country. The actual sustainability of these results at the level of public institutions and the overall system of public administration would depend on the government's capacity to implement new assignments and functions and benefit from gained knowledge. Equally important remains to enhance ability and commitment of authorities to strengthen transparency and ensure stakeholders' participation (in the policy making and decisions)¹⁸⁰.
- UN Agencies in Montenegro provided agile response during the COVID19 pandemic, starting with the immediate procurements and adjusting interventions to respond to sectoral priorities (for example in the education and health sectors) and assisting with preparation of the National Response Plan (in the post-pandemic period) while also working to fight COVID-19 misinformation. Responsiveness and flexibility have been critical factors during UNDAF 2017-2021 implementation, contributing to demand-driven support aligned with the GoM priorities in various sectors.

Still, UNDAF's relevance and effectiveness could improve through a review at its mid-term point, that could help to timely respond to changes in the overall socio-economic environment, revisit priorities and adjust its benchmarks.

- UN has been successful in designing and implementing “twinning-like” projects, where the competent UN teams and experts with relevant and proven experience provided direct interaction with the local institutions. Involving competent national experts from Montenegro or regional experts contributed to greater effectiveness of the assistance and progress under outcomes. Considering that some of the countries from the Western Balkan region have recently completed accession to the EU, bringing this experience to Montenegro contributed to advance capacities within the country in the specific areas of UNDAF.
- Positive aspects of UNDAF implementation has been responsiveness to the priorities and needs of the country and the authorities. However, UN Agencies sometimes remained exposed to pressure to deliver on ad-hoc requests or fulfil needs that are essentially within the national portfolio or outside of the agreed scope of services. Thus, assistance delivered by UN Agencies should be based on partnerships and agreed plans, with clear objectives in sight.
- Partnership with the Government of Montenegro has been highly important and valuable for the achievement of results and ensuring progress under outcomes. However, involvement of civil society has been insufficient and often remained for the implementation of (smaller-scale) activities. Civil society was involved to the limited extent in steering or planning efforts under UNDAF. Partnerships with civil society is needed to increase citizens' participation and oversight, especially in sensitive areas.
- UNCT has been effective in designing new initiatives and testing innovative approaches, linking them with initiatives in different sectors of UNDAF. UN Agencies proved that combination of traditional development interventions with the tailored use of new technologies including social media could enhance impact of development results and contribute to greater involvement.
- Interventions under UNDAF have more profound impact if linked with UN and other treaty and convention bodies observations, and if reflecting systemic or sector analysis or recommendations by UN Agencies and other development partners. Some examples could be alignment of UN Interventions with

¹⁸⁰ EU Commission- Montenegro 2019 Report

the findings from the recent study on linking the SDGs and EU accession for Montenegro, or comments and recommendations from the EU Progress Report from Montenegro, the SIGMA reports on integrity of public management system, the UN Human Rights Treaty Bodies, UPR and Special Procedures, CoE, OSCE and other international development partners. This approach has also facilitated achievement of development effects through increasing commitments and evidence-based approaches, while also building institutional capacity and memory.

7 Recommendations

The analysis of primary and secondary data identified concerns and challenges during UNDAF implementation while exploring possible responses to these problems. The final evaluation has formulated the following main recommendations:

<p>Recommendation 1: (for UNCT in Montenegro)</p>	<p>It is recommended to focus new UNDAF on the most critical issues and challenges for the achievement of SDGs and implementation of the EU accession priorities for Montenegro. It is recommended to ensure strong focus on the inclusion of vulnerable groups and full implementation of “leave no one behind” principle (also addressing the needs of those left furthest behind).</p> <p>The analysis identified “accelerator” platforms that contain directions which, if implemented, can help drive progress in or remove bottlenecks to development results across multiple SDGs¹⁸¹. These “accelerators” platforms provide solid foundations for new programming cycle and preparation of the UN Strategic Development Cooperation Framework. It should be complemented by the analysis of Groups Left Behind in Montenegro and the Common Country Assessment and prioritize root causes/ barriers to progress EU accession process, attainment of SDG targets and inclusion of vulnerable groups. Interventions of UN agencies should prioritize long term interventions, clearly linked to SDGs and national priorities, with explicitly set results and focus on sustainability.</p> <p><i>(linked to Conclusions 1 and 2; other Conclusions and lessons learned relevant)</i></p>
<p>Recommendation 2: (for:</p> <ul style="list-style-type: none"> • UNCT in Montenegro; • Government of Montenegro and the main governance actors- the Parliament of Montenegro, judicial institutions and other independent and regulatory bodies • CSOs in Montenegro 	<p>UNCT should remain flexible and responsive to the needs and priorities of the citizens and authorities in Montenegro. Concerning responsiveness, some of the emerging priorities could be:</p> <ul style="list-style-type: none"> ▪ supporting the digital transformation agenda of the GoM in various sectors based on UN experience and best suitable models; ▪ supporting green recovery of the country, especially in the key economic sectors; ▪ establishing a more systematic and integrated approach to youth programming (ensuring youth participation and involvement of youth in the programming process); ▪ considering already existing, significant regional development differences, with even more negative perspectives, UN Agencies together with the Government of Montenegro and other stakeholders, should explore options for SDG-focused and area-based development programming to achieve local tangible results and combat the existing challenges ▪ addressing challenges and issues related to demographic challenges and migrations (including sustainable return and reintegration when appropriate) through a holistic approach and coordinated efforts of different sectors (governance and human rights, social services and inclusion, security and other); ▪ strengthening policy capacities in all of the policy cycle stages, linking it with the EU accession priorities and SDGs as the basis for policy planning. UNCT should work to ensure that policy implementation is based on sound gender sensitive costing, with predictable financing sources. ▪ strengthening systems and capacities for monitoring, reporting, and evaluation of public policies;

¹⁸¹ In 2018, MAPS mission team mapped the links between the country’s national sustainable development goals/ targets and the EU accession agenda, and identifies key areas where the links are strongest and where efforts may be concentrated to achieve results which are mutually beneficial to progress in both agendas. The strongest links are found with Acquis chapter 23 on Justice and fundamental rights; Acquis chapter 27 on Environment; Acquis chapter 19 on Social policy and employment.

	<ul style="list-style-type: none"> ▪ strengthening the existing mechanism for more effective coordination of policies at the level of the Government of Montenegro ▪ supporting the Parliament of Montenegro to implement core functions (including the law-making, analytical and oversight capacities), while enhancing its openness and responsiveness to the citizens of Montenegro ▪ support the development of a systemic capacity of the authorities (all branches of power) for continuous human resources development ▪ strengthening the role of non-government actors and civil society active in different governance areas and sectors, following the two-fold approach by continuing partnership and expanding support. Some of the areas could be enhancing capacities of CSOs for effective engagement in policy-making processes and participation in the delivery of public services, enhancing capacities to competently engage in policy dialogue and strategic planning in the priority areas related to the 2030 National Strategy for Sustainable Development and SDGs. <p><i>(linked to Conclusions 1 and 2; other Conclusions and lessons learned relevant)</i></p>
<p>Recommendation 3: (UNCT in Montenegro)</p> <ul style="list-style-type: none"> • Government of Montenegro and the main governance actors- the Parliament of Montenegro, judicial institutions and other independent and regulatory bodies <p>CSOs in Montenegro</p>	<p>UNCT should intensify its normative work as one of its comparative advantages and further strengthen gender mainstreaming across UNDAF outcomes.</p> <p>UNCT should enhance its support to the authorities in Montenegro and other stakeholders to understand, accept and implement norms and standards, as required by international charters and agreements. The focus should be to integrate norms and standards in public policies, laws, strategies and development plans but also remain active in the implementation.</p> <p>Part of these efforts should be to advance planning practice and mainstream gender equality and empowerment of women in all activities and initiatives across all UNDAF outcomes and focus areas. It is recommended to follow gender transformative approach in all interventions, include more elaborated gender-specific targets and gender disaggregated indicators in UNDAF.</p> <p><i>(linked to Conclusions 2 and 9 and other conclusions)</i></p>
<p>Recommendation 4: For</p> <ul style="list-style-type: none"> • UN Agencies in Montenegro • Government of Montenegro • Other partners (as required) 	<p>It is recommended that UNCT together with GoM work to strengthen representation and involvement of the stakeholders in the UNDAF Steering Committee. Also, it is recommended to ensure its strategic involvement and guidance for UNDAF implementation, through regular meetings and involvement of senior level representatives from the Government and also from other governance actors and structures.</p> <p>The role of the national stakeholders in the implementation of UNDAF could not be overstated- it is recommended to enhance and ensure genuine involvement of national partners in all activities, from planning to implementation of interventions within UNDAF. It is recommended to expand the number of participants in the UNDAF Results Groups, bringing other partners in to improve planning, implementation and coordination of activities within UNDAF implementation.</p> <p>Intensive joint planning should be strengthened through preparation of genuinely integrative Annual Work Plans (WPs). These WPs will set the basis for holistic and joint planning and programming.</p> <p><i>(linked to the Conclusion 4, Conclusion 7; also other conclusions could be relevant)</i></p>

<p>Recommendation 5:</p> <p>For:</p> <ul style="list-style-type: none"> • UN Agencies in Montenegro 	<p>UNCT in Montenegro should invest more efforts to define appropriate qualitative and quantitative indicators that would enable to adequately measure progress under outcomes and capture UNCT contribution to this progress.</p> <p>In parallel, it is recommended to strengthen monitoring processes, and further build on the established results-oriented reporting practice (following the model for 2019 Annual Report).</p> <p>It is recommended to initiate this process with preparation of a well-established Results Framework with soundly developed results chain, based on a comprehensive “Theory of change”. As indicated in the previous paragraphs, it is recommended to provide a well-balanced combination of qualitative and quantitative indicators to capture changes and results attributable to UN. The principle should be to use national SDG indicators and targets to the extent possible</p> <p>It is recommended to include gender-sensitive practice in the results-reporting with focus on “gender transformation”</p> <p>It is also important that UN Agencies allocate financial resources to support collection of data under specific indicators, as needed.</p> <p>Also, it is recommended to plan a mid-term review of new UNDAF (that should complement regular monitorings)</p> <p><i>(linked to the Conclusion 8, also other conclusions could be relevant)</i></p>
<p>Recommendation 6:</p> <p>For:</p> <ul style="list-style-type: none"> • UN Agencies in Montenegro • Government of Montenegro • Judiciary institutions • Parliament of Montenegro • Regulatory and oversight independent bodies • CSOs 	<p>Recommendation 6:</p> <p>It is recommended to define practical sustainability strategy under all outcomes within new UNDAF. It is also recommended to perform regular analysis of factors external to UNDAF and its interventions (risks and assumptions) that could affect sustainability of results and propose/ implement (strategic and ad-hoc) measures to mitigate their possible adverse effects.</p> <p>It is recommended that UN develop a sound, hands-on approach to measure capacity development across all priority areas, linking them with changes and reform needs. Namely, capacity development and transfer of knowledge remain essential development tools under UNDAF. At the current stage of development of systems, structures and capacities of the authorities (in all three branches of power) and other stakeholders, it is recommended to follow a longer-term and needs-based capacity development approach.</p> <p>(Linked with Recommendation 5) Part of the monitoring system should include efforts to measure progress and monitor the extent to which newly gained capacities are being utilized (particularly analysis benefits for the poor).</p> <p><i>(linked to the Conclusion 2, Conclusion 7, also other conclusions could be relevant)</i></p>

Annex 1: Terms of Reference

Terms of Reference

for the Evaluation of Integrated UN Programme for Montenegro 2017-2021

Job title: External Evaluation Consultant for final evaluation of Integrated UN Programme for Montenegro (UNDAF) 2017-2021

Type of Position: International, short-term

Duty Station: Podgorica, Montenegro and home based

Duration of appointment: 45 working days, from April 16th to July 16th, 2020

Contract type: Individual Contract (IC) for International Consultant

I. Background:

Montenegro is an upper-middle income, EU candidate country located in Western Balkans, with population less than 650,000. The latest Human Development Report assessed Montenegro as a country with high human development placed 50th among 189 analysed countries. GDP per capita in 2018 was 7.495 EUR¹⁸² and it is notable that the country continues to be defined as a ‘hybrid regime’ in the Economist Intelligence Unit’s Democracy Index putting it on 81st out of 167 analysed countries¹⁸³ and as ‘partly free’ by the Freedom House, Freedom in the World report.¹⁸⁴

The work of the United Nations in Montenegro is **focused mainly on human rights and sustainable development** and it is mostly guided by the national EU-Atlantic priorities. In June 2017, Montenegro joined the North Atlantic Treaty Organisation (NATO). Since achieving this foreign policy objective, attention has turned to meeting the legal and policy requirements for **joining the European Union**. Progress has been made in many areas, and, to date, Montenegro opened negotiations of 32 out of 33 chapters of the EU *Acquis Communautaire*, and provisionally closed three of them. Focusing on fundamentals, the European Commission continues to seek progress around freedom of media, rule of law, and fighting corruption and organised crime as well as evidence of implementation in areas of adopted legislation and further preparedness in establishing an independent public administration before accession can be fully considered.

Having in mind the importance of EU Accession process, UN Montenegro together with the Government Office for European Integration and other key institutions **mapped synergies between the EU Accession process and the 2030 Agenda for Sustainable Development**. The processes revealed strong complementarity between the two, identifying that 65 percent of SDG targets (109 out of 169 targets) have a strong link with the Chapters of the *Acquis*.¹⁸⁵

The economy of Montenegro has a steady real economic growth rate for years.¹⁸⁶ In 2018, growth was reported at the level of at 5.1%,¹⁸⁷ one of the highest rates in Europe. Growth is mainly driven by unprecedented public and private investments associated with construction of Bar-Boljare highway and a favourable tourism season. Despite positive trends, the employment rate has only grown modestly and there has been little growth in average net salaries which remain at 513€ per month.¹⁸⁸ Montenegro also faces one of the lowest population activity rates in

¹⁸² Source: Monstat, 2019, Gross Domestic Product (GDP) of Montenegro, available at: https://www.monstat.org/userfiles/file/GDP/2019/Godisnji%20BDP%202018_crn.pdf

¹⁸³ Source: Economist Intelligence unit, 2019, Democracy Index, available at: <https://www.eiu.com/topic/democracy-index>

¹⁸⁴ Source: Freedom House, 2019, Freedom in the World Report, available at: <https://freedomhouse.org/report/freedom-world/freedom-world-2019>

¹⁸⁵ For more information on the process and findings, please follow the link: http://un.org.me/Library/SDGs-Post-2015-and-MDGs/_2019_Unraveling%20Connections%20-%20EU%20Accession%20and%20the%202030%20Agenda.pdf

¹⁸⁶ For more information on GDP growth rates, please refer to Monstat annual Gross Domestic Product (GDP), available at: <https://www.monstat.org/cg/page.php?id=166&pageid=19>

¹⁸⁷ Source: Monstat, 2019, Gross Domestic Product (GDP) of Montenegro, available at: https://www.monstat.org/userfiles/file/GDP/2019/Godisnji%20BDP%202018_crn.pdf

¹⁸⁸ Source: Monstat, 2019, Average Salaries Survey, available at: <https://www.monstat.org/userfiles/file/zarade/2018/12/saopstenje%20zarade.pdf>

Europe, only 65% of working age population (from 15-64) are in active employment (and 57% of which are women and 72% of men).¹⁸⁹

Primary goal of the **national economic policy** is increasing standard of living for people living in Montenegro and narrowing income gap vis-à-vis EU average (GDP per capita in Montenegro is currently at the level of 48% of EU average).¹⁹⁰ To do so, Government focuses on strengthening fiscal stability, despite growing public debt and persistent budget deficit, and increasing competitiveness of the economy. In 2019, the minimal wage threshold was also increased by 15%, to 222€.

The **Survey on Income and Living Conditions** (SILC) showed that relative poverty, using the relative line set at 60% of the national equivalized disposable income, stood at 24% in Montenegro in 2018. This indicator is also interpreted as the percentage of population living at risk of poverty, as per the currently valid EU methodology. Child poverty is also a concern, with 32% of children living in income-poor households, 8 percentage points higher than the national relative poverty rate.¹⁹¹

System of United Nations in Montenegro is represented through 16 resident and non-resident UN Agencies, Funds and Programmes jointly implementing the Integrated UN Programme for Montenegro 2017-2021 (UN Development Assistance Framework – UNDAF). The outcome-based Programme is developed in close cooperation with the Government of Montenegro in order to respond to national needs and priorities defined through four priority areas of cooperation: (i) Democratic Governance, (ii) Environmental Sustainability, (iii) Social Inclusion and (iv) Economic Governance.

Process of UNDAF development was highly participatory and consultative. Beyond traditional partners embodied in state institutions and civil society representatives, UN System also consulted academia, representatives of youth and general public through a series of foresight and back-casting workshops. All this knowledge about challenges and anticipated future(s), along with the finding of the Common Country Assessment, fed into the Strategic Prioritisation Retreat organised jointly with the Government of Montenegro, while also hosting representatives of the diplomatic community.¹⁹²

Integrated UN Programme for Montenegro 2017-2021 was drafted in parallel with the **National Strategy for Sustainable Development** until 2030, as the national response to the adoption of global **2030 Agenda for Sustainable Development**. The document speaks to the UN contribution to achieving 2030 Agenda in Montenegro through linking strategic priority areas with relevant SDGs. In implementation phase, links are further deepened through linking each and every intervention of the UN System with relevant SDG target, which enabled strategic oversight over the UN Montenegro contribution towards achieving relevant SDGs.

Based on the prevailing best practices and lessons learnt from the pilot phase of Delivering as One, **UNDAF management and coordination structure** has been established. **Joint Country Steering Committee (JCSC)** provides overall strategic direction for UNDAF and is co-chaired by the Minister of Foreign Affairs of Montenegro and the UN Resident Coordinator. This body is composed of government ministers and the heads of all the resident UN organizations in Montenegro and meets at least once per year to review results and approve annual joint work plans. Office of the UN Resident Coordinator and the Division for the United Nations in the Department for Multilateral Affairs in the Ministry of Foreign Affairs perform secretariat function to the Joint Country Steering Committee.

Furthermore, in respect to identified priority areas, **four Results groups**¹⁹³ were established to closely monitor implementation of programmes in areas of democratic governance, social inclusion, environmental sustainability and economic governance. Each Results group is co-chaired by the senior UN official and the representative of the Government. These platforms are used for discussion on determining joint outputs, annual priorities and sector specific challenges for implementation of the programme, fundraising and resource mobilisations, etc.

¹⁸⁹ Source: Eurostat, 2019, Activity rates by sex, age and citizenship (%), available at: https://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=lfsa_argan&lang=en

¹⁹⁰ Source: Eurostat, 2019, Gross Domestic Product per capita in PPS, available at: <https://ec.europa.eu/eurostat/tgm/table.do?tab=table&init=1&language=en&pcode=teco0114&plugin=1>

¹⁹¹ Source: Monstat, 2019, Survey on Income and Living Conditions (SILC), available at: <http://monstat.org/userfiles/file/anketa%20o%20dohotku/SILC%20saopstenje%202019.pdf>

¹⁹² For more information about the process of UNDAF development, please follow the link: <http://un.org.me/reflections-on-montenegros-forward-looking-plan-of-cooperation-with-the-un/>

¹⁹³ For more information, please follow the link: <https://un.org.me/undaf-online-hub/>

Internal UN structure established to support implementation of programmes and achievement of UNDAF Outcomes is framed around the **UN Country Team (UNCT)** that assumes overall responsibility for coordination and operational management of the programmes and activities of United Nations organizations and ensures that internal operational issues between UN organizations are resolved. **Operations Management Team (OMT)** ensures that programme implementation is effectively supported through harmonized and simplified procedures through, inter alia, implementation of Business Operations Strategy (BOS), common services and business solutions on financial management, reporting, procurement and human resource management. **Joint Communications Team (JCT)** coordinates and implements a Joint Communications Strategy to maximize available resources for effective communications activities, ensuring that the United Nations agencies speak with “One Voice”. **Working Group on Gender and Human Rights** works together to provide advice and support for Results Groups in advancing the human rights agenda in the country, while also establishing close ties with the Office of High Commissioner for Human Rights (OHCHR). **Monitoring and Evaluation Team (MET)** supports the Results Groups in preparing the Annual Work Plans, ensuring that these are monitored through an indicator framework to effectively track and report on the progress of activities and outputs against the strategic outcomes. Finally, recently established **SDG Working Groups** harmonizes efforts of the UNCT to manage for results and supports the accelerated implementation of the Sustainable Development Agenda in line with the UNDAF.

II. Duties and Responsibilities:

Objectives of the assignment:

Specific objectives of UNDAF evaluation are to:

- ✓ Assess performance of the Integrated UN Programme for Montenegro 2017-2021, its strategic intent, objectives and outcomes contained in the results framework, including the UNCT contribution to such results against evaluation criteria.¹⁹⁴
- ✓ Assess the extent to which UN Montenegro has been successful in achieving UNDAF Outcomes as a contribution to national development priorities, EU accession agenda and the 2030 Agenda for Sustainable Development;
- ✓ Assess whether the strategic intent, principle and spirit of the Integrated UN Programme has been taken forward by participating UN Organisations and identify the factors that have affected the UN agencies working together in the context of UNDAF as part of the Delivering as One Standard Operating Procedure;
- ✓ Generate evidence and lessons learnt based on the assessment of the current performance of Outcomes and Outputs that inter alia, can be used to accelerate implementation of the current UNDAF.
- ✓ Provide a set of actionable recommendations based on credible findings, to be used for organizational learning, and identify lessons learned and good practices that will inform the new Cooperation Framework cycle 2022-2026, bearing in mind the new guidance for development of UN Sustainable Development Cooperation Framework in line with the ongoing UN Reform.¹⁹⁵

These evaluation objectives are addressed through the structured set of evaluation questions (See Annex 3) and incorporate the cross-cutting dimensions of gender, equity, and human rights.

Job description.

One international consultant, in her/his role as the Evaluation Team Leader, is expected to coordinate the work of other team member(s). The team leader will ensure the quality of the evaluation process, outputs, methodology and timely delivery of all products. The team leader, in close collaboration with the UNCT and the Evaluation Manager, will take the lead role in conceptualization and design of the evaluation and shaping the findings, conclusions, and recommendations of the report. The tasks of the team leader include:

- Develops an inception report and details the design, methodology (including the methods for data collection and analysis criteria for selection of interventions to be further analysed, required resources), and work plan of the evaluation team;
- Directs and conducts the research and analysis of all relevant documentation;

¹⁹⁴ Evaluation criteria are in line with new OECD/DAC Evaluation Criteria, from December 2019. Document available at: <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

¹⁹⁵ For more information on new UN Cooperation Framework guidance, please follow the link: https://unsdg.un.org/sites/default/files/2019-10/UN-Cooperation-Framework-Internal-Guidance-Final-June-2019_1.pdf

- Decides the division of labour within the evaluation team and coordinates team tasks within the framework of the ToRs;
- Oversees and quality assures the preparation of the report and takes a lead in the analysis of the evaluative evidence;
- Oversees the administration, and analysis of the results of the data collection exercise;
- Drafts the evaluation report, and coordinates the inputs from team members;
- Prepares for meetings with Evaluation Steering Committee, UNCT and other stakeholder to review findings, conclusions and recommendations;
- Leads the stakeholder feedback sessions, briefs Evaluation Steering Committee and UNCT on the evaluation through informal sessions and finalizes the report based on feedback from the quality assurance process;
- Delivers the final evaluation report.

The expected results: The international consultant is expected to deliver the following results:

- Desk Review & Inception report, including presentation to Steering Committee and the UNCT for validation
- Data collection & Field visit, including presentation of preliminary findings
- Draft Evaluation report
- Final Evaluation report
- Support development of Management response and dissemination of findings

Timing and reporting:

Deliverable	Number of expert days	Deadline
Desk Review & Inception report, including presentation to Steering Committee and the UNCT for validation	10 days	April 25 th
Data collection & Field visit, including presentation of preliminary findings	10 days	May 5 th
Draft Evaluation report	15 days	May 30 th
Final Evaluation report	6 days	June 15 th
Support development of Management response and dissemination of findings	4 days	June 30 th

Time duration and travel: The UNDAF Evaluation will be undertaken by a team of international and national consultants between 16 April 2020 – 16 July 2020 with an indicative time frame of 45 working days for each consultant.

III. Competencies:

Corporate Competencies

- Demonstrates integrity by modelling the UN's values and ethical standards;
- Promotes the vision, mission, and strategic goals of United Nations;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability;
- Treats all people fairly without favouritism.

Core Competencies

- Communication - Facilitate and encourage open communication and strive for effective communication.
- Organizational Awareness - Demonstrate corporate knowledge and sound judgment.
- Teamwork - Demonstrate ability to work in a multicultural, multi-ethnic environment and to maintain effective working relations with people of different national and cultural backgrounds.
- Accountability – Takes ownership of all responsibilities and delivers outputs in accordance with agreed time, cost and quality standards.

IV. Qualifications and expertise:

- Advanced university degree (Masters and equivalent) in development studies, economics, international relations, or related field.
- 10 years of relevant professional experience is highly desirable, including previous substantive involvement in evaluations and/or reviews at programme and/or outcome levels in related fields with international organisations, preferably in Delivering as One countries.
- Specialized experience and/or methodological/technical knowledge, including some specific data collection and analytical skills, particularly in the following areas: understanding of human rights-based approaches to programming; gender considerations; environmental sustainability, Results Based Management (RBM) principles; logic modelling/logical framework analysis; quantitative and qualitative data collection and analysis; participatory approaches; including also on political economy and financing for development.
- Good understanding of the SDGs and their implications for development cooperation.
- Good understanding of the role of the UN System in development cooperation and promotion of human rights in the context of Montenegro.
- Sound knowledge of the country context and an in-depth understanding of at least one area of work of UNCT members; collectively, Evaluation Team members should broadly cover all areas of UNCT activity.
- Demonstrated ability to write and communicate clearly; and an absence of conflicts of interest (never employed by UNCT members or implementing partners, nor expected to be employed in the near future, no private relationships with any UNCT members).
- Excellent written and spoken English.
- Excellent report writing skills as well as communication and interviewing skills.

Annex 2: List of people interviewed

National partners

	Name	Title and institution	Date	Mode ¹⁹⁶
1	Ms. Tamara Milić	Head of the Department for Inclusive and Preschool Education, Ministry of Education	May 18 th 2020	In person
2	Mr. Marko Vukašinović	Head of the Department for International Cooperation and EU Integration, Ministry of Education	May 18 th 2020	In person
3	Ms. Zorka Kordić	Assistant Secretariat-General of the Government of Montenegro	May 18 th 2020	Online
4	Ms. Anđa Backović	Advisor at Bureau of Education	May 18 th 2020	Online
5	Ms. Zorana Popović	Directorate for the local self-governance, Ministry of Public Administration	May 19 th 2020	Online
6	Ms. Ivana Mihailović	Coordinator at Union of Free trade unions	May 19 th 2020	Online
7	Mr. Dragan Raketić	ex General Director of Directorate for IT, statistics & analytics, Ministry of Labour and Social Welfare	May 19 th 2020	Online
8	Ms. Jadranka Vukčević	Director General - Directorate for Local Self-Government, Ministry of Public Administration	May 19 th 2020	In person
9	Ms. Arijana Vučinić Nikolić	Director of the Directorate for Inclusive, Preschool and Primary Education, Ministry of Education	May 19 th 2020	Online
10	Ms. Bojana Miletić	Head of Department for Professional Development, Institute for Social and Child Protection	May 20 th 2020	In person
11	Ms. Jovana Ostojić	Advisor on gender equality and GBV, Istanbul Convention focal point, Ministry of Labour and Social Welfare	May 20 th 2020	Online
12	Mr. Radosav Babić	Director General, Ministry of Economy	May 25 th 2020	Online
13	Mr. Nenad Koprivica	Director of Directorate for Youth, Ministry of Sports and Youth	May 25 th 2020	In person
14	Ms. Milena Jovetić	Advisor in Directorate for Development, Ministry of Economy	May 25 th 2020	In person
15	Ms. Stanica Anđić	Head of directorate for UN, Ministry of Foreign Affairs	May 26 th 2020	Online
16	Mr. Stefan Jovanović Ms. Tanja Radusinović	Advisor in the Projects Department, Ministry of Economy	May 26 th 2020	In person
17	Ms. Biljana Pejović	Head of the Department for Gender Equality, Ministry of Human and Minority Rights, Department for Gender Equality	May 27 th 2020	In person
18	Ms. Vanja Starovlah	Deputy Secretary General, Ministry of Culture	May 27 th 2020	Online
19	Mr. Filip Lazović	Employers` Union	May 27 th 2020	Online
20	Ms. Majda Savićević Mr. Vuk Čađenović Ms. Snežana Remiković	Assistant Director and Head of Department for demography and migration at MONSTAT	May 28 th 2020	Online

¹⁹⁶ Due to the COVID-19 pandemic outbreak and with respect to the national measures to protect public health, all interviewees were offered an online meeting.

21	Ms. Irena Rakočević	Head of the Direction for Reception of Foreigners Seeking International Protection, Ministry of Interior - Directorate for Reception of Foreigners Seeking International Protection	May 28 th 2020	In person
22	Mr. Ibrahim Smailović	Director of the Directorate for civil legislation and supervision, Ministry of Justice	May 28 th 2020	Online
23	Mr. Vladimir Krsmanović	Confederation of Trade Unions of Montenegro	May 29 th 2020	Online
24	Ms. Ivana Vojinović	General director, Ministry of Sustainable Development and Tourism - Directorate for Environment	June 1 st 2020	Online
25	Ms. Tanja Ostojić	Head for the international cooperation at Ministry of the Interior	June 2 nd 2020	In person
26	Mr. Esef Husić	General Director for Climate Change and UNFCCC Focal Point, Ministry of Sustainable Development and Tourism - Directorate for Climate Change	June 2 nd 2020	In person
27	Mr. Dragan Asanović	General Director for Waste Management and Utility Development, Ministry of Sustainable Development and Tourism - Directorate for Climate Change	June 2 nd 2020	In person
28	Ms. Milanka Baković Mr. Miroslav Zeković Ms. Marija Raičković Mr. Dragan Dašić	Head of the Directorate for Civil Status and Personal Documentation Head of the MoI Directorate for Citizenship Head of the Directorate for Civil Status and Personal Documentation Head of the MoI Department for Foreigners Ministry of the Interior	June 2 nd 2020	In person
29	Ms. Marija Blagojević	Advisor to the President of the Parliament, Parliament of Montenegro	June 3 rd 2020	In person
30	Ms. Džemal Lekić	ICT Director, Podgorica Capital City	June 3 rd 2020	In person
31	Ms. Vuk Vujnić	General Secretariat of the Government	June 4 th 2020	Online
32	Ms. Selma Mehović	Head of the international cooperation at the Police Department	June 4 th 2020	Online
33	Mr. Dejan Andrić	Head of the BP Section for Foreigners, Visas and Suppression of Illegal Migration, Border Police	June 4 th 2020	Online
34	Ms. Svetlana Sovilj	Head of the Child Protection Department in the Directorate for Social and Child Protection, Ministry of Labor and Social Welfare	June 12 th 2020	In person

Civil society

	Name	Title and institution	Date	Mode
35	Ms. Marina Vujačić	Executive director at Association of Youth with Disabilities of Montenegro (AYDM)	May 20 th 2020	In person
36	Ms. Kristina Mihailović	Executive director at Parents.me	May 20 th 2020	In person

37	Ms. Marijana Blečić	Coordinator at NGO Pedagoski centar Crne Gore	May 25 th 2020	Online
38	Ms. Mina Đurđevac	Coordinator at NGO Digitalizuj.me	May 25 th 2020	Online
39	Mr. Ivan Radović	Executive director at NGO Special Olympics	May 27 th 2020	Online
40	Ms. Marija Ružić	Coordinator at NGO Juventas	May 28 th 2020	Online
41	Ms. Fana Delija	Executive director at Center for Roma Initiatives	May 29 th 2020	Online
42	Ms. Andrea Mićanović	Chairman of the board of the NGO Union of high school students of Montenegro	June 1 st 2020	Online

UN management and operations in Montenegro

	Name	Title and institution	Date	Mode
43	Ms. Danijela Gasparikova	UNDP resident representative to Montenegro	May 27 th 2020	Online
44	Mr. Tomica Paović	Team leader in charge of two clusters at the UNDP in Montenegro: Democratic Governance and Economy and Environment, UNDP	May 28 th 2020	Online
45	Ms. Fiona McCluney	UN resident coordinator to Montenegro	May 29 th 2020	Online
46	Ms. Roberta Montevecchio	UNHCR country representative to Montenegro	June 1 st 2020	Online
47	Ms. Michaela Bauer	UNICEF Deputy Representative in Montenegro	June 2 nd 2020	In person
48	Mr. Vlatko Otašević	RCO, UN Communication Analyst	June 11 th 2020	Online
49	Ms. Dušica Živković	Head of IOM's Montenegro Office and the regional project manager	June 11 th 2020	Online
50	Ms. Nina Krgović	National Project Coordinator at International Labour Organisation	June 15 th 2020	Online
51	Ms. Kosa Bušović	OMT- Operations Manager, UNICEF	June 17 th 2020	Online
52	Ms. Michaela Telatin	Head of UNOPS office	June 22 nd	Online
53	Ms. Marija Novković Ms. Ida Ferdinandi	UNICEF, Gender and Human Rights Thematic Group	June 29 th 2020	Online

Development partners and organisations

	Name	Title and institution	Date	Mode
54	Ms. Milica Kovačević Ms. Nataša Uskoković	PR coordinator International cooperation coordinator Red Cross Montenegro	May 20 th 2020	In person
55	Ms. Denis Mesihović	World Bank In Montenegro, Operations Officer from the WB office in Podgorica	May 28 th 2020	Online
56	Mr. Hermann Spitz	Head of Cooperation Section European Delegation to Montenegro	June 8 th 2020	Online
57	Mr. Jaap Sprey	Head of the EBRD Resident Office in Montenegro European Bank for Reconstruction and Development	June 26 th 2020	Online
58	Ms. Nela Jović	Senior Programme Advisor Royal Norwegian Embassy in Belgrade	June 29 th	Online

Other

	Name	Title and institution	Date	Mode
59	Ms. Malene Nielson Ms. Lene Poulsen	UNICEF Country Programme Evaluation team	June 1 st 2020	Online
60	Ms. Zehra Kačapor Džikić	UNDP Country Programme Evaluation team leader	June 12 th 2020	Online

Annex 3: List of documents used

The following materials formed the central part of the desk analysis:

- Integrated UN Programme for Montenegro / UN Development Assistance Framework 2017-2021
- National Strategy for Sustainable Development until 2030
- Material for the annual Joint Steering Committee 2017-2020 that includes:
 - *Joint Steering Committee (including UNCT/RC reports and respective annual plans)*
 - JCSC 2017 - meeting minutes
 - JCSC 2018 - meeting minutes
 - 2017 JCSC set of documents (Results Report for 2016; Annual Work Plan for 2017; Budget for 2017)
 - 2018 JCSC set of documents (Results Report for 2017; Annual Work Plan for 2018; Budget for 2018)
 - 2019 JCSC set of documents (Results Report for 2018; Annual Work Plan for 2019; Budget for 2019)
 - Montenegro UN CF Annual Report - final overview
 - UN Montenegro Report 2017 final
 - UN Montenegro Progress report 2019, with annexes

Results Groups reports and respective annual plans

- Meeting minutes- Social Inclusion Working Group (2020)
- Meeting minutes RG Democratic Governance 2018
- Meeting minutes RG Democratic Governance 2019
- Meeting minutes RG Democratic Governance 2017
- Meeting minutes RG Economic Governance 2020
- Meeting minutes RG Environmental sustainability
- Budgetary analysis for respective periods
- Business Operations Strategy 2017-2021
- Joint Communications Strategy 2017-2021
- UNCT-Montenegro-Gender-Scorecard-Assessment-Report-and-AP-FINAL
- Unravelling connections: EU Accession and 2030 Agenda for Sustainable Development, and other relevant material produced through the Mainstreaming, Acceleration and Policy Support (MAPS) process
- Summary of Main Findings From SDG Mainstreaming, Acceleration And Policy Support- Mission Report (Regional MAPS report), 2019
- The Economic and Social Impact of COVID19-Setting the Stage
- UN Montenegro - Joint SDG Fund ProDoc (approved)
- Agency specific and programme evaluations conducted by participating UN Organisations during the programming cycle.
These include, but are not limited to: Evaluation of UNDP's programme Towards Carbon Neutral Tourism in Montenegro and Capacity Development Programme, UNICEF's evaluation of Child Rights Monitoring System in Montenegro and Programme "Montenegro – Investment case on Early Childhood Development", UNHCR's Livelihood Study, Evaluation of Delivering Results Together Fund (chapters related to Montenegro) and others.
- UN Agencies Country Programme Documents and other analytical and policy documents and project/

programme related inputs submitted by respective UN Agencies

- Reports of Human Rights Treaty bodies and mechanisms concerning Montenegro
<https://uhri.ohchr.org/en/search/documents>

Other relevant material

- Montenegro Programme of Economic Reforms, annually 2017-2020
- Programme of Accession of Montenegro to the European Union, 2019-2020
- Annual EU Reports on Montenegro, 2017-2020
- 2019 Article IV Consultation—Press Release, Staff Report, and Statement by the Executive Director for Montenegro, International Monetary Fund, September 2019
- EU-TACSO Civil Society Consultation Feedback Report, 2018
- SIGMA Monitoring-Report-2019- Montenegro (Principles of Public Administration), OECD-SIGMA, 2019
- Multiple Indicator Cluster Survey (MICS) Montenegro (National and Roma Settlements) 2018
- Montenegro-2019-Human-Rights-Report, Human Rights Watch, 2018

Annex 4: UNDAF Evaluation Framework

EVALUATION QUESTION	JUDGEMENT CRITERIA	INDICATORS	EVIDENCES AND DATA SOURCES
1. Relevance and coherence: Are we doing the right things, and how well do we fit?			
1.1. <i>Has the UNCT been addressing the most pressing needs of the people and the country, strategically and collectively, as identified by Country Analysis, national development priorities and other relevant sources, in design and in implementation?</i>	<ul style="list-style-type: none"> The extent to which the UNCT has been addressing the most pressing identified needs of the people and the country and national priorities Alignment of the UNCT intervention with the strategic priorities and challenges, as identified in the Country Analysis 	<ul style="list-style-type: none"> Opinions of the stakeholders about the extent of consistence of UNCT activities (and UNDAF outcomes) with the pressing needs of people in Montenegro (especially vulnerable groups) Alignment of UNDAF and UNCT activities with national development priorities Examples of reported and identified UNDAF contribution to the national priorities, the country's international and regional commitments as identified in the Country Analysis The degree of responsiveness of UNDAF to the needs of women and men, girls and boys and vulnerable groups in Montenegro 	<ul style="list-style-type: none"> Interviews with UNDAF stakeholders Analysis of the national strategic and policy documents and commitments of the country Country Analysis report Other national reports
1.2. <i>Have the UNDAF outcomes been relevant in terms of internationally agreed goals and commitments, norms and standards to guide the work of UN agencies¹⁹⁷?</i>	<ul style="list-style-type: none"> The extent of alignment between the UNDAF outcomes and internationally agreed goals and commitments, norms and standards 	<ul style="list-style-type: none"> Examples of priority interventions under UNDAF outcomes that contributed to internationally agreed goals and commitments, norms and standards The opinion of the stakeholders about the validity and alignment of UNDAF outcomes with international goals and commitments, norms and standards 	<ul style="list-style-type: none"> Interviews with UNDAF stakeholders Analysis of and reports on the national strategic and policy documents and commitments of the country

¹⁹⁷ The SDGs, UN human rights treaties, and resolutions, CRC, CEDAW, UNFCCC, etc.

EVALUATION QUESTION	JUDGEMENT CRITERIA	INDICATORS	EVIDENCES AND DATA SOURCES
1.3. What has been UN's added value in contributing to the national development goals (EU Accession agenda, 2030 Agenda)? To what extent was UNDAF a relevant strategic framework for Montenegro's achievement of the SDGs?	<ul style="list-style-type: none"> The extent of UN's contribution to national development goals (EU accession agenda, 2030 Agenda) To extent of UNDAF's contribution to Montenegro's efforts towards achievement of the SDGs? 	<ul style="list-style-type: none"> The opinion of the stakeholders about UN's contribution to national development goals (EU accession agenda, 2030 Agenda) Examples of UNDAF's contribution to Montenegro's efforts towards achievement of the SDGs 	<ul style="list-style-type: none"> Interviews with UNDAF stakeholders Analysis of and reports on the national strategic and policy documents and commitments of the country
1.4. Have the resources been mobilized and used to meet the priorities of the UNCT (i.e. based on funding availability and the agenda of each agency)?	<ul style="list-style-type: none"> The extent of mobilized and delivered resources to meet priorities of UNCT Montenegro Examples of improved inter-agency synergies for the achievement of planned results 	<ul style="list-style-type: none"> The effectiveness of resource mobilization strategy- (mobilized vs planned resources) and the delivery ratio during the implementation of UNDAF Extent to which the delivered resources have been justified by its contribution to UNDAF outcomes Opinions about the links between planning and budgeting process within the framework of UNDAF Opinions and examples of inter-agency synergies that have contributed to the achievement of outcomes 	<ul style="list-style-type: none"> UNDAF progress reports Annual UNDAF Work Plans Interviews with the UNDAF implementation structure On-line Interviews and questionnaires for UN staff in Montenegro
(Other factors) 1.5 To what extent has UNDAF used RBM to ensure a logical chain of results contains clearly articulated results indicators for measuring progress, and budgetary resources that reflect UN contributions based on the system comparative advantage in the country?	<ul style="list-style-type: none"> The extent of consistence and coherence of the UNDAF logic chain The degree of alignment of the UNDAF logic chain with the RMB principles The extent of adequate planning of resources for UNDAF implementation 	<ul style="list-style-type: none"> The assessment of the degree of internal coherence of the UNDAF hierarchy of objectives The analysis of the extent to which RBM tools have been used in establishing a logical chain of results, including examples The appropriateness of indicators including their adequacy for measuring progress under outcomes and outputs The analysis of monitoring system and reporting practices during implementation of UNDAF in Montenegro 	<ul style="list-style-type: none"> Analysis of UNDAF results chain/ intervention logic Analysis of UNDAF progress reports Analysis of the strategic plans/ country programs of UN agencies in Montenegro
(Other factors) 1.6. Did the UNCT undertake appropriate risk analysis and take appropriate actions to ensure that results to which it contributed are not lost?	<ul style="list-style-type: none"> The extent of incorporation of appropriate risk analysis during the UNDAF formulation and implementation 	<ul style="list-style-type: none"> Evidences about risk analysis performed during the formulation and follow up on risk analysis during UNDAF implementation Opinions of the UN Agencies about the effectiveness and appropriateness of risk management within UNDAF 	<ul style="list-style-type: none"> Analysis of UNDAF reports On line interviews and questionnaires for UN Agencies and UN staff

EVALUATION QUESTION	JUDGEMENT CRITERIA	INDICATORS	EVIDENCES AND DATA SOURCES
	<ul style="list-style-type: none"> The effectiveness of risk mitigation measures during the UNDAF implementation 		
<p>(Delivering as One) 1.7. What is the extent of integration and mainstreaming of the United Nations programming principles in the One Programme, including its contributions to equitable, inclusive, transparent, participatory and accountable development processes?</p>	<ul style="list-style-type: none"> The extent of integration and mainstreaming of the United Nations programming principles in the One Programme The extent of UNDAF contributions to equitable, inclusive, transparent, participatory and accountable development processes 	<ul style="list-style-type: none"> The analysis including practical examples of integration and mainstreaming of the United Nations programming principles and other relevant crosscutting issues in the One Programme Opinions and examples of UNDAF contributions to equitable, inclusive, transparent, participatory and accountable development processes 	<ul style="list-style-type: none"> Analysis of UNDAF progress reports On-line Interviews and questionnaires for UN staff in Montenegro
<p>(Delivering as One) 1.8. What is the coherence of the United Nations system in addressing national priorities, and contributions to informed decision making and knowledge generation?</p>	<ul style="list-style-type: none"> The extent of coherence of UN system in addressing national priorities, and contributions to informed decision making and knowledge generation 	<ul style="list-style-type: none"> The opinion of UN employees (including examples) of coherence of UN system in addressing national priorities, Examples of contributions of UN Agencies to informed decision making and knowledge generation in Montenegro 	<ul style="list-style-type: none"> On-line Interviews and questionnaires for UN staff in Montenegro Analysis of UNDAF progress reports
2. Effectiveness: Are we achieving our objectives?			
<p>2.1. Is the UNDAF likely progressing towards the attainment of the established outcomes, goals and targets as set in the UNDAF results matrix? Have the outputs been achieved, and to what extent they contribute to the UNDAF Outcomes?</p>	<ul style="list-style-type: none"> Extent to which the outputs envisaged have been achieved The extent to which progress under UNDAF outcomes has been achieved and targets met Evidence of external factors that affected progress under the outcomes 	<ul style="list-style-type: none"> Examples of the main achievements during the UNDAF implementation including the extent of utilization of resources for their achievement Analysis of and opinions on the main assumptions leading to the outcomes, with the examples about successful stories and weak points during the implementation. 	<ul style="list-style-type: none"> UNDAF progress reports Interviews with the UNDAF stakeholders UN Agencies annual progress reports and other sources
<p>2.2. What are the main factors that contributed to the realization or non-realization of the UNDAF outputs and outcomes?</p>	<ul style="list-style-type: none"> The extent to which external factors influenced implementation of UNDAF 	<ul style="list-style-type: none"> Opinions of UN Agencies about UNDAF as a programming tool Examples of the used of UNDAF during planning of activities and defining results by UN Agencies in Montenegro 	<ul style="list-style-type: none"> On-line questionnaires/ interviews with the UN Agencies UN Agencies annual progress reports and other sources

EVALUATION QUESTION	JUDGEMENT CRITERIA	INDICATORS	EVIDENCES AND DATA SOURCES
<p>(Impact) 2.3 What unintended results – positive or negative, did the UNDAF implementation produce? What would have happened in the absence of the UNDAF interventions?</p>	<ul style="list-style-type: none"> Evidences that UNDAF produced unintended results during its implementation The analysis of changes that UNDAF made, particularly focusing if these changes will be made without UNDAF 	<ul style="list-style-type: none"> Opinions of UN Agencies if UNDAF has achieved some unintended results and examples of these results Opinions of UN Agencies and other stakeholders about implications if assistance available through UNDAF would have not been implemented in Montenegro 	<ul style="list-style-type: none"> On-line questionnaires/ interviews with the UN Agencies On-line interviews with other stakeholders UN Agencies annual progress reports and other sources
2.4. Has the UNDAF been used by UN agencies as a common programming tool for planning their activities and setting goals?	<ul style="list-style-type: none"> The extent to which UNDAF has been used by UN agencies in Montenegro as a programming tool for planning activities and setting goals 	<ul style="list-style-type: none"> Opinions of the UN Agencies about use of UNDAF during programming and planning of activities, including examples 	<ul style="list-style-type: none"> On-line questionnaires for UN Agencies On line (and in person) interviews with the UN Agencies
2.5. Have the UNDAF results responded to the needs and priorities of the target population? To what extent did the UNDAF interventions reached the vulnerable groups (children, women, persons with disabilities, Roma communities, youth, older persons, low income families...)?	<ul style="list-style-type: none"> The extent to which UNDAF responded and addressed the needs of the most vulnerable and marginalized groups The type and kind of measures targeting inequalities and other cross-cutting issues 	<ul style="list-style-type: none"> Opinion of the key stakeholders about the degree to which UNDAF considered and addressed the needs and situation of the most vulnerable and marginalized groups in Montenegro Examples of specific measures that have been defined to address the needs of vulnerable and marginalized people Examples of measures that have been addressing inequalities and other cross-cutting subjects 	<ul style="list-style-type: none"> Results Framework of UNDAF Montenegro Analysis of UNDAF progress reports On-line interviews with the key stakeholders On line questionnaires
2.6. To what extent have human rights principles and gender equality been effectively streamlined in the implementation of UNDAF	<ul style="list-style-type: none"> The extent to which human rights principles and gender equality have been streamlined in the implementation of the UNDAF 	<ul style="list-style-type: none"> Opinion of the key stakeholders about the streamlining principles of human rights and gender equality during UNDAF implementation in Montenegro Examples of specific measures that have been defined to mainstream human rights and gender equality 	<ul style="list-style-type: none"> Analysis of UNDAF progress reports On-line interviews On line questionnaires Available of sex-disaggregated indicator data
2.7. To what extent and in what ways has the UNDAF contributed to setting national priorities and implementing the Sustainable Development Goals at national and local levels?	<ul style="list-style-type: none"> The extent to which UNDAF and UN Agencies through its implementation contributed to setting priorities and supported implementation of the SDGs at the national and local levels 	<ul style="list-style-type: none"> Opinion of the key stakeholders about the contribution of UNDAF and UN Agencies in setting national priorities and examples Examples of UN Agencies supported implementation of the SDGs at the national and local levels 	<ul style="list-style-type: none"> Analysis of UNDAF progress reports On-line interviews with the key stakeholders On line questionnaires

EVALUATION QUESTION	JUDGEMENT CRITERIA	INDICATORS	EVIDENCES AND DATA SOURCES
2.8. Did UNDAF manage to create sufficient technical expertise, financial independence and mechanisms through which rights-holders may participate in and assert the fulfilment of their rights?	<ul style="list-style-type: none"> The extent of UNDAF's efforts to create sustainable mechanisms and technical capacities to ensure participation and access to services by right-holders 	<ul style="list-style-type: none"> Opinion of the stakeholders and UN staff about UNDAF's results for sustainable mechanisms and technical capacities to ensure participation and access to services The type of mechanisms for the rights-holders to participate in and ensure fulfilment of their rights 	<ul style="list-style-type: none"> Analysis of UNDAF progress reports On-line interviews with the key stakeholders On line questionnaires
2.9. Has the UNDAF promoted effective partnerships and strategic alliances around main UNDAF outcomes (with the Government of Montenegro, national partners, civil society, donors and other external support agencies)?	<ul style="list-style-type: none"> The extent to which UNDAF promoted effective partnerships and strategic alliances around main UNDAF outcomes Examples of synergies and joint efforts between UNCT, the GoM, national partners, civil society, donors and other 	<ul style="list-style-type: none"> Evidence of synergies and coherent policies during UNDAF implementation across different sectors of engagement; Positive and negative factors that are influencing partnerships during UNDAF implementation The analysis of cumulative effects of synergies that have been ensured through the work of UNCT agencies 	<ul style="list-style-type: none"> Interviews with the UNDAF stakeholders UN Agencies annual progress reports and other sources
(Delivering as One) 2.10. To what extent the UNCT applied Standard Operating Procedures for Delivering as One (DaO) Approach to ensure greater effectiveness and better delivery of results under such approach?	<ul style="list-style-type: none"> The extent to which UNCT applied Standard Operating Procedures for Delivering as One (DaO) Approach The extent that SOP contributed to greater effectiveness and better delivery of results under UNDAF 	<ul style="list-style-type: none"> The analysis of evidences on the extent to which UNCT applied Standard Operating Procedures for Delivering as One (DaO) Approach The extent that SOP contributed to greater effectiveness and better delivery of results under UNDAF 	<ul style="list-style-type: none"> Analysis of UNDAF and UNDAF progress reports On-line interviews with the key stakeholders On line questionnaires
3. Efficiency: how well we use resources at disposal?			
3.1. Have the synergies between UNCT agencies helped to achieve broader-based results and greater value for money than would have been the case, had the work been done individually?	<ul style="list-style-type: none"> The extent to which UNDAF created synergies among the UN agencies for the achievement of results The types/ frequencies of synergies between UNCT agencies and justifications (from development perspective) 	<ul style="list-style-type: none"> Evidence of synergies and coherent policies during UNDAF implementation across different sectors of engagement; Positive and negative factors that are influencing synergies and internal coherence and avoided duplication The analysis of cumulative effects of synergies that have been ensured through the work of UNCT agencies 	<ul style="list-style-type: none"> Interviews with the UNDAF stakeholders UN Agencies annual progress reports and other sources

EVALUATION QUESTION	JUDGEMENT CRITERIA	INDICATORS	EVIDENCES AND DATA SOURCES
3.2. How has the UN system mobilized and used its resources (human, technical and financial) and inter-agency synergies to achieve the planned UNDAF results?	<ul style="list-style-type: none"> The extent of mobilized and delivered vs. planned resources for UNDAF implementation Examples of improved inter-agency synergies for the achievement of planned results 	<ul style="list-style-type: none"> The effectiveness of resource mobilization strategy- (mobilized vs planned resources) and the delivery ratio during the implementation of UNDAF Extent to which the delivered resources have been justified by its contribution to UNDAF outcomes Opinions about the links between planning and budgeting process within the framework of UNDAF Opinions and examples of inter-agency synergies that have contributed to the achievement of outcomes 	<ul style="list-style-type: none"> Annual UNDAF progress reports Annual UNDAF Results Groups Work Plans Interviews with the UNDAF implementation structure
3.3. To what extent are the financial and human resources allocated by the UN appropriate to support the implementation of strategies and achievement of UNDAF outcomes and, if not, what could be done to ensure resources match programmatic ambitions and needs?	<ul style="list-style-type: none"> The extent of appropriateness of financial and human resources allocated by the UN to support the implementation of strategies and achievement of UNDAF outcomes? The extent to which resource allocation took into account or prioritized most marginalized groups including women and girls 	<ul style="list-style-type: none"> Evidences that the resource allocation considered and addressed the needs of marginalized groups, especially women and girls Opinions about possible improvements in planning and delivery of resources to address the needs of the country and especially its vulnerable population Opinions about the appropriateness and adequacy of resources for the achievement of UNDAF outcomes 	<ul style="list-style-type: none"> Analysis of UNDAF progress reports On-line interviews with the key stakeholders On line questionnaires
UN Coordination 3.4. Did UN coordination reduce transaction costs and increase the efficiency of UNDAF implementation?	<ul style="list-style-type: none"> The evidence of improved efficiency as implication of UN coordination efforts The existence of coordination mechanisms and examples of involvement of the RC Office in coordination 	<ul style="list-style-type: none"> Examples about coordination mechanisms for different sectors/ under outcomes during UNDAF implementation Evidences and examples to confirm that effective UN coordination reduced transaction costs and increased efficiency of UNDAF implementation Opinion of UN Staff about the extent of coordination among UN Agencies during UNDAF implementation 	<ul style="list-style-type: none"> Annual UNDAF progress reports Annual UNDAF Results Groups Work Plans Interviews with the UNDAF implementation structure
UN Coordination 3.5. To what extent did the UNDAF create actual synergies among agencies and involve concerted efforts to optimise results and avoid duplication?	<ul style="list-style-type: none"> The extent to which UNDAF created synergies among the UN agencies 	<ul style="list-style-type: none"> Evidence of synergies and coherent policies during UNDAF implementation across different sectors of engagement; Positive and negative factors that are influencing synergies and internal coherence and avoided duplication 	<ul style="list-style-type: none"> Annual UNDAF progress reports Annual UNDAF Results Groups Work Plans

EVALUATION QUESTION	JUDGEMENT CRITERIA	INDICATORS	EVIDENCES AND DATA SOURCES
4. Impact: have we made a difference?			
4.1. <i>Has the UNCT prioritized the needs of those who need assistance most (for instance, the most vulnerable, the poor and the marginalized) and has it reached its intended beneficiaries?</i>	<ul style="list-style-type: none"> The extent that UNCT prioritized the needs of those who need assistance most (for instance, the most vulnerable, the poor and the marginalized) The examples that UNCT through implementation of UNDAF reached its intended beneficiaries? 	<ul style="list-style-type: none"> Examples that show how and why UNCT prioritized the needs of vulnerable groups Opinion of stakeholders on the selection of vulnerable groups and the appropriateness' of the assistance provided through UNDAF 2017-2021 Evidences that the UNCT through the implementation of UNDAF reached the most vulnerable groups 	<ul style="list-style-type: none"> Documented work of UNCT, including UNCT annual reports Interviews with the stakeholders (UNCT, partners and beneficiaries to the extent possible)
4.2. <i>What are the changes observed at national level, including changes in relevant statistical indicators, and what is the UN's plausible contribution to these changes?</i>	<ul style="list-style-type: none"> The examples of changes observed at the national level and UNCT contribution to these changes Reported progress in the specific areas measured by national indicators and credible links with UNCT activities 	<ul style="list-style-type: none"> Examples of changes at the national level including examples of UNCT contribution to the progress in the specific areas Opinions of stakeholders of UNCT contribution on the progress in the specific areas, measured by national indicators 	<ul style="list-style-type: none"> National statistics and indicators UNDAF results reports Interviews with the UNDAF stakeholders UN Agencies annual progress reports and other sources
4.3. <i>Has the UNDAF acted effectively as a partnership vehicle for government and other actors in their efforts to achieve the SDGs?</i>	<ul style="list-style-type: none"> The extent to which UNCT uses its partnerships to improve performance and enhance ownership of UNDAF by contributing to the achievement of SDGs in Montenegro The extent to which UNDAF, as is currently formulated, served for a better vision and logic to pursue the SDGs by the country counterparts and development partners 	<ul style="list-style-type: none"> Stakeholders' opinions about the partnership, actual involvement and ownership of results achieved during the implementation of UNDAF and its contribution to SDGs Progress in the implementation of SDGs for Montenegro-reports on the SDG targets 	<ul style="list-style-type: none"> Sustainable Development Report Dashboards for Montenegro Interviews with the key stakeholders UNCT annual reports UN Global SDG Indicators' Database OECD Joint reporting on FSD
5. Sustainability			

EVALUATION QUESTION	JUDGEMENT CRITERIA	INDICATORS	EVIDENCES AND DATA SOURCES
5.1. Has the UNCT's work ensured national and local ownership, so that the changes will last beyond UNCT intervention?	<ul style="list-style-type: none"> • The extent to which partners claim ownership over the results achieved during UNDAF implementation • UNDAF effects on perception of ownership of programmes and projects within UNDAF • Degree to which UNDAF responded to the national capacity development needs 	<ul style="list-style-type: none"> • Stakeholders opinion about ownership of programs, projects and results achieved within UNDAF implementation • Examples of sustainability of results, ensured through national and local ownerships • Examples of policies and budgets developed that incorporated or intends to incorporate UNDAF results and UNCT work at large. 	<ul style="list-style-type: none"> • Interviews with the key stakeholders • Analysis of best practices in capacity development • Analysis UNCT/ UNDAF reports
5.2. Has the UNCT's work brought about systemic changes (for example, changes in the legal framework, institutions, social and economic structure)?	<ul style="list-style-type: none"> • The extent to which UN's work contributed to systemic changes • The examples of UNCT's support to systemic changes- in the legal framework, institutions, social and economic structures 	<ul style="list-style-type: none"> • Opinions of the stakeholders about the collaborative advantage of UN organizations towards the achievement of systemic changes including examples • Evidences of utilization of UN collaborative advantage for systemic changes (changes in the legal framework, institutions, social and economic structure) 	<ul style="list-style-type: none"> • Interview with the key stakeholders (UNCT, national partners) • UNDAF reports • Annual reports from UN Agencies
5.3. Has the UNCT's work been systemic, scaled up or replicated to ensure its effects are not limited in scope, but nation- or society-wide?	<ul style="list-style-type: none"> • Extent to which UNDAF enabled innovative approaches to ensure replicability and scaling up, bringing benefits for the entire country/ nation • Opinions about effects of the UNCT assistance to the nation and society in Montenegro 	<ul style="list-style-type: none"> • Stakeholders' opinions about the extent to which their capacities have been strengthened to continue delivering services and maintaining results achieved through UNDAF support • Examples of innovative approaches to ensure replicability and scaling up • Analysis and conclusions about the extent to which benefits of UNDAF are relevant for the nation and the society 	<ul style="list-style-type: none"> • Primary data collection- interviews with the key stakeholders • Analysis of the national strategic and policy documents
5.4. To what extent is UN coordinating with partners, including other donors and international community, civil society, independent institutions and academia to avoid overlaps, leverage contributions and catalyze and advocate for joint work?	<ul style="list-style-type: none"> • The extent to which UN has been involved in coordination mechanisms during UNDAF implementation 	<ul style="list-style-type: none"> • Evidences about establishment of coordination mechanisms- sector and UNDAF level and opinions about the role of UN Agencies in these coordination mechanisms • Stakeholders' opinions about the partnership, actual involvement and ownership of results achieved during the implementation of UNDAF • Existence of mechanisms to ensure sectoral coordination and national participation during UNDAF implementation 	<ul style="list-style-type: none"> • Interviews with the key stakeholders • Meeting minutes from coordination meetings (sectoral/ SDGs, other) • UNDAF annual reports

EVALUATION QUESTION	JUDGEMENT CRITERIA	INDICATORS	EVIDENCES AND DATA SOURCES
	<ul style="list-style-type: none"> The extent to which UN used its partnerships to improve performance and enhance ownership (of UNDAF as a strategic document and its achievements) 		
6. Five UNDAF Programming Principles (additional questions)			
<p>6.1. Has the UNCT effectively used the principles of environmental sustainability to strengthen its contribution to national development results?</p>	<ul style="list-style-type: none"> The extent to which UNCT mainstreamed principles of environmental sustainability during design and implementation of UNDAF The opinion of UNCT contribution to the national development results 	<ul style="list-style-type: none"> Examples that show integration of environmental sustainability principles during planning and implementation of UNDAF Evidences that show UNCT contribution to national development results through environmental sustainability efforts Opinion of stakeholders on the quality of UNCT work in the area of environmental sustainability 	<ul style="list-style-type: none"> Analysis of UNCT annual reports and other documents Interviews with the key stakeholders (UN Agencies and national partners)
<p>6.2. Has UNDAF enabled innovative approaches embedded in institutional learning for national capacity development (government, civil society and NGOs) to enable these actors to continue achieving positive results?</p>	<ul style="list-style-type: none"> Extent to which UNDAF enabled innovative approaches to ensure that developed capacities within national institutions remain sustainable 	<ul style="list-style-type: none"> Stakeholders' opinions about the extent to which their individual and institutional capacities have been strengthened to continue delivering services and maintaining results achieved through UNDAF support Analysis and conclusions about the extent to which benefits of UNDAF are likely to be sustainable 	<ul style="list-style-type: none"> Primary data collection- interviews with the key stakeholders Analysis of the national strategic and policy documents
<p>6.3. Has UNCT strengthened the capacities for data collection and analysis to ensure disaggregated data on the basis of age, sex, geographic location, etc and did those groups, subject to discrimination and disadvantage, benefit from priority attention?</p>	<ul style="list-style-type: none"> The extent to which UNDAF strengthen the capacities for collection and analysis of disaggregated data 	<ul style="list-style-type: none"> Examples that serve to confirm that disaggregated data has been collected and analyzed/ used for policy and decision-making processes Opinion of stakeholders about increased capacities for collection and analysis of disaggregated data Any new metadata, methods and statistics developed by the National Statistical Service based on UNCT work. 	<ul style="list-style-type: none"> Analysis of UNDAF and programming process Interviews with the key stakeholders – particularly with representatives of UNCT Agencies Interviews with the key counterparts and the National Statistical Office

Annex 5: Interview Guides

During the primary data collection phase the Final Evaluation Team will use semi-structured interviews with the main questions provided in this interview guide. Interviews will enable the Evaluation Team to ask additional, more specific questions, in line with the Evaluation Matrix and the Terms of References.

Also, the Evaluation Team will give the priority to in-person interviews and the intention is to ensure representative sample during the field phase. Other options like on-line surveys will be explored and discussed as needs show.

UN Resident Coordinator- UN Coordinator's Office

Relevance (is the intervention doing the right things?) and coherence (and how well does the intervention fit?)

- What have been key priorities for Montenegro in the period 2017 until now and to what degree has these priorities reflected in UNDAF 2017-2021?
- Is UNDAF still relevant for the country and well-aligned with the key national development priorities? If not, what is different?
- What are the factors that can affect development of the country?
- Have the external developments affected implementation of UNDAF: how flexible and responsive was the UNCT in addressing the COVID19 pandemic and its implications? Are there other examples?

Effectiveness: is the intervention achieving its objectives?

- How effective have been UN Agencies in achieving results under the UNDAF? Have there been any unintended results during UNDAF implementation?
- Are there areas under which UNDAF has been underperforming? What were the reasons?
- To what extent has UNCT contributed to the national SDG targets and implementation of the National Sustainable Development Strategy? How do you perceive Joint Programming in context of SDGs?

Efficiency: how well are resources being used?

- Have the synergies between UNCT agencies been established and how it contributed to UNDAF implementation (specially to optimize results)?
- How effective has been UNCT in Montenegro in mobilizing resources to support the implementation of strategies and achievement of UNDAF outcomes?
- To what extent has the Delivering as One approach implemented? What were the main challenges in implementing DoA? What are the areas for improvements?

Impact: (what difference does the intervention make?) and Sustainability (will the benefits last?)

- To what extent has the UNCT's work contributed to changes – please provide some examples like, changes in the legal framework, institutions, social and economic structure?
- Do you think that the established results will last after the end of the UN assistance?
- How effective was the UNCT in prioritizing and addressing the needs of most vulnerable groups?
- Has the UNCT's work effectively mainstreamed gender and human-rights? Has the UNCT effectively used the principles of environmental sustainability to strengthen its contribution to national development results?
- How effective was the UNCT in coordinating activities with the GoM and other development partners in Montenegro?

UNCT/ representatives of UN Agencies in Montenegro

Could you please introduce yourself, your UN Agency and your function?

- Have you been involved in the preparation of UNDAF 2017-2021? Have you been directly involved in the implementation of UNDAF 2017-2021?

Relevance (is the intervention doing the right things?) and coherence (and how well does the intervention fit?)

- What have been key priorities of your respective agency in the period 2017-2021? Has UNDAF adequately reflected these priorities? Are there priorities for your respective UN Agency that have not been addressed in UNDAF?
- To what degree have the Montenegrin priorities and the needs of citizens been recognized in UNDAF (from the position- priorities of your UN Agency)?
- How are vulnerable groups and how effective has UNDAF been in following promise „leave no one behind” (from the perspective of your UN agency)?
- Have the external factors affected implementation of UNDAF? Has the UNDAF and your agency been flexible to respond to these changes and/ or challenges (examples)?
- How do you perceive that the COVID-19 pandemic will affect work of your UN Agency?

Effectiveness: is the intervention achieving its objectives?

- How would you assess performance of your UN Agency and UNCT in Montenegro in delivering results? How adequate were the indicators and realistic the established targets to capture this progress?
- Are there areas under which your Agency (and UNCT) was underperforming?
- How do you perceive Joint Programming in context of SDGs?

Efficiency: how well are resources being used?

- Have the synergies between UNCT agencies been established- has the DoA helped to efficiency?
- How would you assess cooperation and coordination among the UN Agencies in Montenegro? What could be areas for improvement?
- How effective has been UNCT in Montenegro in mobilizing resources?

Impact: (what difference does the intervention make?) and Sustainability (will the benefits last?)

- To what extent has the work of your UN Agency contributed to the changes and improvements of the legal and policy frameworks, institutional capacities and individuals (beneficiaries) ?
- Has your UN Agency work to effectively mainstream gender and human-rights in planning and implementing activities? What about environmental sustainability?
- To what extent has UNDAF and UN Agency contributed to the national development results and SDG targets?
- How effective was the UNCT and your UN Agency in coordinating activities with the GoM and other development partners in your respective sector?

Chairs of the UNDAF Results Groups

- Could you please introduce yourself, your UN Agency and the Results Group?

Relevance (is the intervention doing the right things?) and coherence (and how well does the intervention fit?)

- To what degree have the key priorities for Montenegro been reflected in the activities of your respective RG?
- Are these priorities for your RG still relevant for the country?
- From the perspective of your Results groups, who are vulnerable groups and how effective has UNDAF been in following promise „leave no one behind”?

Effectiveness: is the intervention achieving its objectives?

- What have been the main achievements in your result area?
- How realistic were the outcomes, indicators and targets?
- Have the external factors affected implementation of UNDAF? Has your Results Group been flexible to respond to these changes and/ or challenges and how? Have you met to define joint response for the COVID19 pandemic?
- Are there changes at the national level in your area of focus that UNDAF contributed to? Are there some results that you would like to highlight?

Efficiency: how well are resources being used?

- How would you assess the effectiveness of the UN Results Groups as delivering and coordination mechanism? How frequently have you been meeting?
- Have you been following on the Action Plans? Have they contributed to planning and programming?
- Have the synergies between UN Agencies in your RG been established and how it contributed to UNDAF implementation?
- To what extent has the DoA contributed to the efficiency and work of the RGs?

Impact: (what difference does the intervention make?) and Sustainability (will the benefits last?)

- To what extent has the work and results within your RG contributed to changes in the national context – please provide some examples like, changes in the legal framework, institutions, social and economic structure)?
- How effective was your RG in coordinating activities with the GoM and other development partners in your respective sector?
- How effective was the country in progressing towards the SGD targets? What was the progress to SDG targets in your focus areas?
- Has UNDAF been effective in strengthening the capacities for data collection and analysis to ensure disaggregated data?

Chair of the UN Monitoring Group

Could you please introduce yourself- including the UN Agency you are representing?

General questions

- Have you been involved in preparation and/or implementation of UNDAF 2017-2021?
- Has UNDAF been well-targeting and addressing national priorities?
- Have there been any important area that should be considered for the new UNDAF cycle?

M&E specific questions

- How appropriate and realistic have been the UNDAF outcomes and established targets? How adequate have been the indicators to capture work of UN Agencies?
- Have you been using the existing indicators to monitor and measure progress under outcomes and outputs? Was there a need to revise and update the indicators (including their benchmarks- targets and baselines) to better reflect external developments and progress achieved?
- Do you think that the indicators and targets reflect sufficiently gender equality and the situation of the vulnerable groups (“leave no one behind”)?
- To what degree UNDAF contributed to SDG targets and what is the degree of correspondence with the SDG indicators? Would it be appropriate if the next UNDAF adopt SDG indicators and targets?
- What is your opinion about the work of the UNDAF Monitoring Group? Has the MG been meeting following frequently?
- Has UNDAF been effective in strengthening the capacities for data collection and analysis to ensure disaggregated data?

Chair of the UN Communication Group

Could you please introduce yourself- including the UN Agency you are representing?

General questions

- Have you been involved in preparation and/or implementation of UNDAF 2017-2021?
- What are in your opinion the key national development priorities for Montenegro? Has UNDAF been well-targeting and addressing national priorities?
- Have there been any important area that should be considered for the newt UNDAF cycle

Communication specific questions:

- Has the UN Joint Communication Strategy been developed and implemented? Are there some gaps in the communication strategy and what should be improved?
- Do you think that UN in Montenegro followed “One UN voice” principle? Did it contribute to UN coherence and greater effectiveness in delivering of results in Montenegro?
- How effective has been UNCT in Montenegro in communicating results under UNDAF? Could you provide examples of some of the most important communication activities that have been implemented in the context of UNDAF
- How effective have been UN Agencies in adopting and delivering core UN advocacy messages?
- How would you assess communication among UN Agencies?
- How to improve and strengthen internal communication and facilitate access to and sharing of information among the UN Agencies and employees?

International development partners/ donors

- Could you please introduce yourself, your organization and your role in this organization?
- Are you familiar with the work of the United Nations Agencies in Montenegro? If yes, how is your work related to the areas of intervention of the United Nations Agencies in Montenegro?

Relevance- situation in the country

- Which specific development priorities of the country and needs of people (especially vulnerable) your organization is addressing?
- Who is your main partner among UN Agencies? Do you think that your partner- UN Agencies have been appropriately focused on the priority areas and the needs of citizens? How would you assess this cooperation? How would you assess capacities of UN Agencies to deliver results?
- Have there been any external factors that affected the development situation of the country?
- Do you think that your partner UN Agencies have relevant and adequate approach to address priorities?
- From your perspective, what areas should be prioritized in the future?

Impact: (what difference does the intervention make?) and Sustainability (will the benefits last?)

- What have been the main results that you have achieved in partners initiatives/projects supported/ implemented by your organization in Montenegro? What are your priority sectors?
- How was your cooperation and communication with UN Agencies?
- Was there an effective nation-driven mechanism for donor coordination in place? If not, what other mechanisms for donor coordination were in place?
- Are there any examples of successful cooperation (joint forces for implementation of activities in the priority sectors) of UN Agencies with you or other donors (e.g. supported or implemented by your organization)? What factors contributed to the effectiveness of these joint actions?
- From your experience, did any of the UN Agencies take a leadership role in delivering support in any of the specific sectors? How effective was the leadership of UN Agency leadership in specific sectors or sub-sectors that contributed to the results achieved? How?
- Have the national partners (Government of Montenegro and other stakeholders) created a policy environment that is conducive to sustaining the accomplished results?

Institutional partners

- Could you please introduce yourself, your organisation and your role in this organisation?
- Which of the following best describe the focus of your institution's work:
 - Democratic governance
 - Environmental sustainability
 - Social inclusion
 - Economic governance
- Are you familiar with the work of the United Nations Agencies in Montenegro? If yes, how is your work related to the areas of intervention of the United Nations Agencies in Montenegro?
- What have been the priority development needs of Montenegro in the period 2017-2021?
- Which specific development priorities of the country and needs of population (especially vulnerable) your organisation is addressing?
- Do you think that UN Agencies have been sufficiently focused on the priority areas and the needs of citizens?
- Have there been any external factors that affected the development needs of the country? Did any new needs appear? Did any of the previously recognized needs lose on priority?
- What have been the initiatives/projects supported/ implemented by your organisation in Montenegro? What are your priority sectors? What has been the degree of cooperation with UN Agencies?
- How was your organization coordinating and cooperating with UN Agencies? Were there such measures such as policy dialogues or joint interventions in place to coordinate efforts? If not, what other mechanisms were in place?
- Are there any examples of successful cooperation (joint forces for implementation of activities in the priority sectors) of UN Agencies with you or other donors (e.g. implemented by your organisation)? What factors contributed to the effectiveness of these joint actions?
- From your experience, did any of the UN Agencies take a leadership role in delivering support in any of the specific sectors? How effective was the leadership of UN Agency leadership in specific sectors or sub-sectors that contributed to the results achieved? How?
- Have the national partners created a policy environment that is conducive to sustaining the accomplished results?

Annex 6: ONLINE questionnaire for UN management and programme

ONLINE questionnaire for UN management and programme/ project staff

- Which priority area your work fits best with:
 - Democratic governance
 - Environmental sustainability
 - Social inclusion
 - Economic governance

Please, provide the answers to the following questions primarily having in mind your priority area of work.

- According to your opinion how well were UNDAF and UNCT activities aligned with national development priorities?
 - Completely
 - Sufficiently
 - Insufficiently
 - Not at all
 - I don't have enough information about it
- If you think it was insufficient, can you please explain why do you think so?

- According to your opinion what is the extent to which the UNCT has been addressing the needs of the people in Montenegro in the period since 2017?
 - Completely
 - Sufficiently
 - Insufficiently
 - Not at all
 - I don't have enough information about it
- If you think it was insufficient, can you please explain why do you think so?

- To what degree would you say was UNDAF following the principles "leaving no one behind" in Montenegro?
 - Completely
 - Sufficiently
 - Insufficiently
 - Not at all
 - I don't have enough information about it
- If you think it was insufficient, can you please explain why do you think so?

- How effective have been UN Agencies in achieving results under the UNDAF?
 - Completely
 - Sufficiently
 - Insufficiently
 - Not at all
 - I don't have enough information about it
- If you think it was insufficient, can you please explain why do you think so?

-
- From your perspective, what have been the most important results achieved during UNDAF implementation (laws, policies, institutional level; level of beneficiaries)

-
- Would you say there were areas under which UNDAF has been underperforming?
 - Yes
 - No
 - I don't know

- If yes, which ones?

-
- Have you been cooperating with other UN Agencies during programming and planning new initiatives?
 - Yes
 - No

If yes, provide examples?

-
- Have you been cooperating directly with other UN Agencies during implementation of activities (projects and programs)?
 - Yes
 - No

If yes, provide examples?

-
- In your opinion, has UN in Montenegro used sufficiently joint programming to address complex development challenges?
 - Yes
 - No

- How would you assess cooperation and communication among UN Agencies?
 - Excellent
 - Very good
 - Fair
 - Poor (we don't communicate or cooperate)
 - I don't have enough information about it

- If you think it was poor, can you please explain why do you think so?

-
- According to your opinion, to what extent has Delivering as One contributed to greater efficiency and delivery of results?
 - Completely
 - Sufficiently
 - Insufficiently
 - Not at all

- I don't have enough information about it
- If you think it was insufficient, can you please explain why do you think so?

- Have there been external factors that (negatively) affected efficiency in UNDAF implementation?
 - Yes
 - No
 - I don't have enough information about it
- If you think "yes", can you please provide an example?

- How effective would you say was the UNCT in coordinating activities with the GoM and other development partners in Montenegro?
 - Completely
 - Sufficiently
 - Insufficiently
 - Not at all
 - I don't have enough information about it
- If you think it was insufficient, can you please explain why do you think so?

- According to your opinion, what would you improve to ensure more efficient (individual and joint) delivery of results?

- To what extent would you say has the UNCT's work contributed to development changes in Montenegro since 2017?
 - Sufficiently
 - Partially
 - Insufficiently
 - Not at all
 - I don't have enough information about it
- If you think it was insufficient, can you please explain why do you think so?

- Could you please provide examples where UNCT contributed to development changes (legal framework, institutions, social and economic structure)?

- According to your opinion has the UNCT's work effectively mainstreamed gender and human-rights?
 - Completely
 - Sufficiently
 - Insufficiently
 - Not at all
 - I don't have enough information about it
- If you think it was insufficient, can you please explain why do you think so?

- According to your opinion would the results achieved during the implementation of UNDAF have long-lasting effect?
 - Completely
 - Sufficiently
 - Insufficiently
 - Not at all
 - I don't have enough information about it

- Can you indicate factors that could affect long-term sustainability of achieved results?

ONLINE questionnaire for UN operations staff

- Which priority area your work fits best with:
 - Democratic governance
 - Environmental sustainability
 - Social inclusion
 - Economic governance

Please, provide the answers to the following questions primarily having in mind your priority area of work.

- According to your opinion how well were UNDAF and UNCT activities aligned with national development priorities?
 - Completely
 - Sufficiently
 - Insufficiently
 - Not at all
 - I don't have enough information about it
- If you think it was insufficient, can you please explain why do you think so?

- According to your opinion what is the extent to which the UNCT has been addressing the needs of the people in Montenegro in the period since 2017?
 - Completely
 - Sufficiently
 - Insufficiently
 - Not at all
 - I don't have enough information about it
- If you think it was insufficient, can you please explain why do you think so?

- In your opinion how has the Delivering as One in Montenegro implemented:
 - Completely
 - Sufficiently
 - Insufficiently
 - Not at all
 - I don't have enough information about it
- If you think it was insufficient, can you please explain why do you think so?

- In which of the areas of operations has the Delivering as One approach advancing?
 - Joint procurement of goods
Example and explanation:
 - Joint procurement of services
Example and explanation:
 - Joint recruitment of experts- joint HR approach
Explanation:
 - ICT and ICT support
Explanation:
 - Establishment of One UN budget

- Explanation:
 - Financial management
 - Explanation
 - Joint communication
 - Explanation
 - Shared premises/ common utilities
 - Explanation:
 - I don't have enough information about it
 - In your opinion, what were the areas in which Delivering as One was underperforming?
 - Joint procurement of goods
 - Example and explanation:
 - Joint procurement of services
 - Example and explanation:
 - Joint recruitment of experts- joint HR approach
 - Explanation:
 - ICT and ICT support
 - Explanation
 - Establishment of One UN budget
 - Explanation:
 - Financial management
 - Explanation
 - Joint communication
 - Explanation
 - Shared premises/ common utilities
 - Explanation:
 - I don't have enough information about it
 - How would you assess cooperation and communication among UN Agencies?
 - Very satisfactory
 - Satisfactory
 - Fair
 - Unsatisfactory
 - Non-existent
 - If you think it was unsatisfactory, can you please explain why do you think so?
 - Have would you assess cooperation with other UN Operations staff/ units?
 - Very satisfactory
 - Satisfactory
 - Fair
 - Unsatisfactory
 - Non-existent
 - If you think it was unsatisfactory, can you please explain why do you think so?
-
- In your opinion, has UN in Montenegro used sufficiently DoA to enhance and improve delivery of results?
 - Yes
 - No

- Have there been external factors that (negatively) affected efficiency in UNDAF implementation?
 - Yes
 - No
 - I don't have enough information about it

- If “yes”, please explain why do you think so?

- According to your opinion, what would you improve to ensure more efficient (individual and joint) delivery of results?

ONLINE questionnaire for the national stakeholders

1. Which of the following best describe the focus of your organization's work:
 - Democratic governance
 - Environmental sustainability
 - Social inclusion
 - Economic governance

2. How familiar you are with UNCT work in Montenegro since 2017?
 - Very familiar
 - Familiar
 - I know a few things
 - I have no information

If, option 1-3 chosen...

- According to your opinion what is the extent to which the UNCT has been addressing the most pressing identified needs of the people in Montenegro in the period since 2017?
 - Completely
 - Sufficiently
 - Insufficiently
 - Not at all
 - I don't have enough information about it
- If you think it was insufficient, can you please explain why do you think so?

- According to your opinion how well were UNDAF and UNCT activities aligned with national development priorities?
 - Completely
 - Sufficiently
 - Insufficiently
 - Not at all
 - I don't have enough information about it
- If you think it was insufficient, can you please explain why do you think so?

- According to your opinion how well were UNDAF and UNCT activities aligned priorities in your area of work?
 - Completely
 - Sufficiently
 - Insufficiently
 - Not at all
 - I don't have enough information about it
- If you think it was insufficient, can you please explain why do you think so?

- In your opinion, has UN in Montenegro been delivering planned results, (in your area of work)?
 - Completely
 - Sufficiently
 - Insufficiently

- Not at all
 - I don't have enough information about it
 - If you think it was insufficient, can you please explain why do you think so?
-

Do you think UN in Montenegro is an important partner to support development processes?

- Yes
 - No
 - I don't have enough information about it
 - If you think it was insufficient, can you please explain why do you think so?

 - How effective UN in Montenegro was in implementation of projects and programs in your area of work?
 - Completely
 - Sufficiently
 - Insufficiently
 - Not at all
 - I don't have enough information about it
 - If you think it was insufficient, can you please explain why do you think so?
-

- How would you assess your cooperation and communication with UN in Montenegro?
 - Excellent
 - Very good
 - Fair
 - Not Good
 - We could not communicate or cooperate
 - Please explain why do you think so?
-

- How effective would you say was the UNCT in coordinating activities with the GoM and other development partners in Montenegro?
 - Completely
 - Sufficiently
 - Insufficiently
 - Not at all
 - I don't have enough information about it
 - If you think it was insufficient, can you please explain why do you think so?
-

- How effective would you say was the UNCT in coordinating activities with civil society in Montenegro?
 - Completely
 - Sufficiently
 - Insufficiently
 - Not at all
 - I don't have enough information about it

- If you think it was insufficient, can you please explain why do you think so?

- To what extent would you say has the UNCT's work contributed to development results in Montenegro since 2017?
 - Completely
 - Sufficiently
 - Insufficiently
 - Not at all
 - I don't have enough information about it

- If you think it was insufficient, can you please explain why do you think so?

- According to your opinion has the UNCT's work effectively mainstreamed gender and human-rights?
 - Completely
 - Sufficiently
 - Insufficiently
 - Not at all
 - I don't have enough information about it

- If you think it was insufficient, can you please explain why do you think so?

- What would you say should be UNCT's priority in the next 5 years?

Annex 7 Results of self-evaluation with in the UN system in MNE

The evaluation team has conducted an anonymous online survey to collect information about the view on the joint functioning and UNDAF implementation by the individual UN agencies management and operations staff. A total of 49 management and programme and 29 operations UN staff participated in the survey. Additionally, the Evaluation team have conducted 9 individual interviews with members of the RC Office, heads of the results groups and management of the individual agencies.

The views on UNDAF implementation in general and specific dimensions were overall positive. However, there were a lot of ‘don’t know’, ‘I don’t have enough information’ answers, which could indicate somewhat reserved position towards the joint functioning.

UNDAF overall performance and results

Most respondents in the individual interviews and in the online survey agree that UNDAF was well aligned with the national priorities. However, a need for more integrated joint planning and programming in the future joint programs was identified and repeated many times, both in the individual interviews and in the survey.

When asked if there were areas under which the UNDAF has been underperforming in their field of work, majority of respondents answered that they do not know (39). Six answered negatively, while 4 commented that there could be a better performance when it comes to ‘Delivery as one’, especially when it comes to joint advocacy and greater collaboration among the agencies when it comes to the overlap of their areas of work. There

were respondents who emphasized need for more independent work from the Government of MNE when it comes to join UN actions, as well as those who believe that more could be done in the area of Roma inclusion, education and regional development. The survey, as well as individual interviews with UN agency managers showed that more efforts should be put in planning the following UNDAF in order to better reflect both – individual agencies mandates and joint programs.

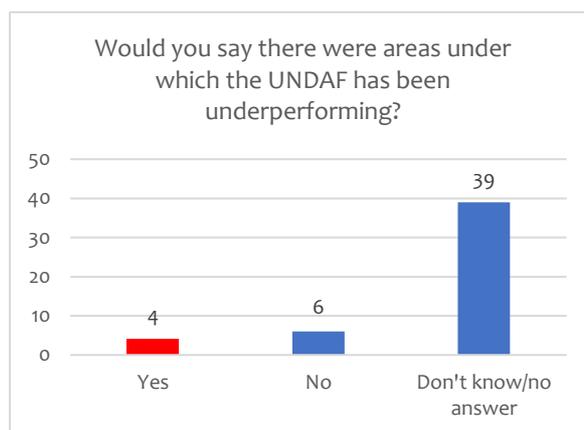
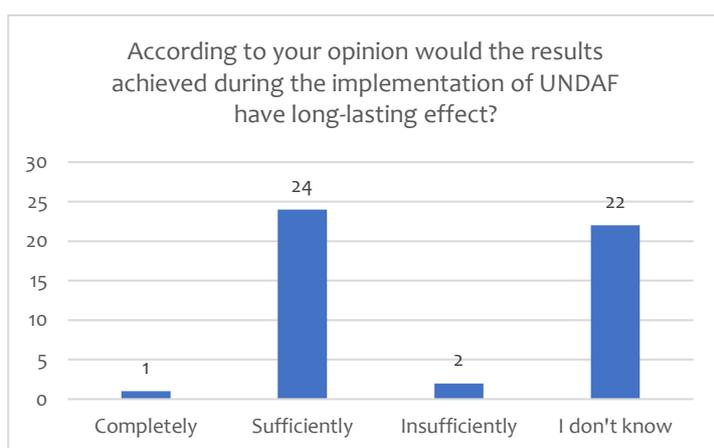


Figure 1: UN management and programme staff



When it comes to achieving results, most respondents believe that the results achieved during the implementation of UNDAF will have long-lasting effect. There is a consensus among all the respondents that UNCT has supported the key reforms which are ongoing in Montenegro.

They recognize available funds as one of the preconditions for these results to be sustainable.

The other factors that could affect long-term sustainability of the results were: change of staff within Government institutions and lack of

institutional memory and capacity to sustain change, poor implementation of the strategic documents on behalf of the Government, still lack of ground commitment to evidence based policy making, budgeting and monitoring, lack of multi-sectoral cooperation, and ownership of the initiatives, post-evaluation.

The respondents in the interviews outlined that UNCT had done a lot in the past when it comes to publicizing and making SDG agenda and goals visible. The view of UNCT as a very effective communicator was shared by the national partners, as well.

Given the fact that UNDAF and Montenegrin National Sustainable Development Agenda were prepared at the same time, and given the Montenegrin national priority with regards to European integration, a lot of effort was done in “integrating” European integration and sustainable development, according to the respondents.

Cooperation and communication among UN agencies

Interestingly, there were significant number of answers indicating lack of cooperation among the agencies. Fifteen out of 49 members of UN management and programme staff answered negatively the question if they had been cooperating with the other UN agencies during programming and planning new initiatives. Additionally, 19 claim that they haven’t cooperated with other UN agencies during implementation of the activities (projects and programs).

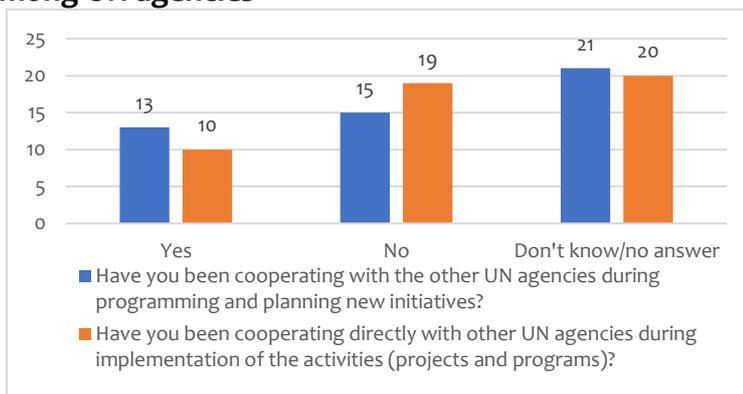


Figure 2: UN management and programme staff

Communication among UN agencies was fairly well evaluated. Some of the respondents commented that there should be more effective communication among lower level programme staff, not only at the highest level of management.

In the individual interviews the respondents explained that UNCT structure in the Montenegro is challenging when it comes to management, given the proportion of the presence of different agencies in the country.

Joint programming

One of the topics that was often mentioned was joint programming. Most interview respondents from UN system as well as 11 online survey respondents believe that there should be more joint programming in the work of UN system in Montenegro.

This is especially important in terms of Leave no one behind principle. The danger of some vulnerable groups to get lost between individual agencies’ mandates was recognized by the respondents. This can be avoided by joint programming.

Delivery as One

Although most respondents in the interviews and in online survey express belief that Delivery as One contributes to the greater efficiency and delivery of results, there were reserves when it comes to the implementation of the principle in the past. Some respondents recognize that there is still a lot of competitiveness among the individual agencies, which hinders joint planning and/or implementation. Also, some respondents admit that they feel insisting on “Delivery as one” as a additional burden to their ongoing activities.

“IT IS NECESSARY TO PLAN TOGETHER AND TO BUDGET TOGETHER, THEN IMPLEMENT ALONE, BUT MONITOR TOGETHER.”

External factors that negatively affected UNDAF implementation

The respondents recognized several external factors that negatively affected UNDAF implementation. COVID-19 pandemic was the one of them. The other include lack of funding and resources for joint and ‘horizontal’ programming and implementation. Finally, the respondents noticed insufficient commitment on behalf of the national partners especially when it comes to assuring sustainability of the results.

Evaluation UNCT, RCO and result groups

The overall evaluation of the UNCT was positive. The suggestions for the improvement include more active approach towards the Government of Montenegro. More active approach to joint programming is another suggestion. The respondents believe that more attention should be paid to joint programming and joint delivery. More time and resources should be allocated for this purpose in order for Delivery as One to be more effective in the future. Also, they believe that an efforts should be put into reducing administration and reporting.

Many respondents recognize need for strong and proactive RCO leadership and initiative in creating synergy of efforts and results among the individual agencies. Professional staff within RCO have been recognized as valuable team members by their colleagues.

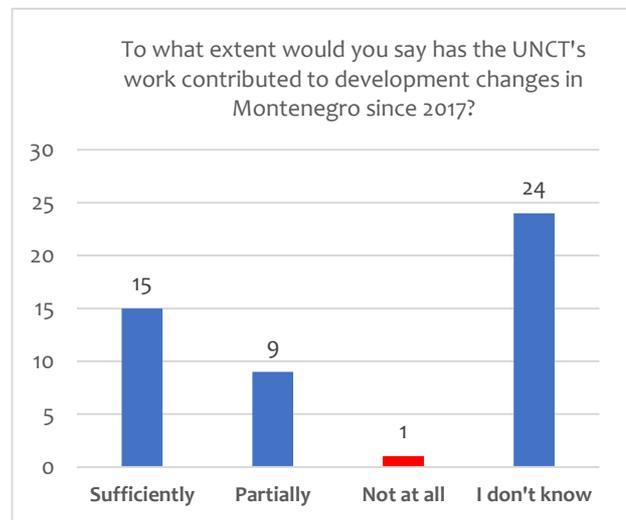


Figure 3: UN management and programme staff

According to the respondents result groups should be more ambitious. More should be done on the level of information exchange and cooperation.