Capacity building for environmental policy institutions for integration of global environment commitments in investment / development decisions

GEF-ID 4187 · PIMS 4378

Terminal Evaluation
December 2015 – February 2016

Montenegro

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Montenegro: Capacity building for environmental policy institutions for integration of global environment commitments in investment/development decisions

UNDP Project IDs	GEF-ID 4187
GEF Project ID	PIMS 4378
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Project type	Medium-sized project
Evaluation time frame	December 2015 – January 2016
Country	Republic of Montenegro
Region	Europe and Central Asia
Focal Area	Multi Focal Area
GEF-4 Strategic Program	CB-2 Cross-cutting Capacity Building
Principal Implementing Partners	Ministry for Sustainable Development and Tourism (former Ministry of Spatial Planning and Environmental Protection) Agency for Environmental Protection
Evaluation team members	Dr. Max Kasparek (international consultant)
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Acronyms and Abbreviations

APR	Annual Project Report
AWP	Annual Work Plan
CBD	Convention on Biological Diversity
CD	Capacity development
CO	UNDP Country Office
CP	UNDP Country Programme
CPAP	UNDP Country Programme Action Plan
DMS	Database Management System
EEA	European Environment Agency
EMIS	Environmental Management Information System
EMS	Environmental Management System
EPA	Environmental Protection Agency
GEF	Global Environment Facility
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
IPA	Instrument for Pre-Accession Assistance (EU)
LogFrame	Logical Framework (Project Results Framework)
MTE	Mid-term Evaluation
MSDT	Ministry of Sustainable Development and Tourism
NBSAP	National Biodiversity Strategy and Action Plan
NEX	National Execution
PIR	Project Implementation Review
PM	Project Manager
PMB	Project Management Board
PMU	Project Management Unit
PPG	Project Preparation Grant
PRF	Project Results Framework (Logical Framework)
ProDoc	Project Document
PSC	Project Steering Committee
RTA	Regional Technical Advisor
SOER	State of the Environment Report
TE	Terminal Evaluation
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change

Executive Summary

Project Summary Table

Project Title	Montenegro: Capacity building for environmental policy institutions for integration of global environment commitments in investment/development decisions		
GEF Project ID	GEF-ID 4187		
UN Project ID	PIMS 4378	PPG Grant	US$ 25,000
Country	Montenegro	GEF Grant	US$ 477,700
Region	Europe and Central Asia	Agency Fee	US$ 50,000
Focal Area	Multi Focal Area	Government (in kind)	n/a
GEF-4 Strategic Program	CB-2 Cross-cutting Capacity Building	Total co-financing (cash)	US$ 682,850
Executing Agency	UNDP (DIM Modality)	Total Project Cost (CEO Appr.)	US$ 1,210,550
Other Partners involved	Ministry of Sustainable Development and Tourism	ProDoc Signature	June 2011
		Operational Closing	Proposed: 30 June 2014 Actual: 31 December 2015

Brief Project Description

The GEF medium-sized project „Capacity building for integration of global environmental commitments in investment/development decision" is created with the aim to analyse, identify, and pilot advanced tools and practices for the management of environmental information and compliance monitoring of the national implementation of the Rio Conventions. The project is intended to develop national capacities to collect and analyse data and information against the metrics of global environmental indicators, and integrate these within national sustainable development and environmental decision-making processes.

Project component 1 focuses on developing environmental indicators used for improved management and implementation of the three Rio Conventions, the EU reporting requirements and as part of the Montenegro's environmental governance regime. For this purpose the Project should develop a web-based Environmental Management Information System (EMIS) and put it into practice on a pilot scale. Component 2 of the project is a complementary capacity building set of activities, developing individual and institutional capacities to use global environmental management indicators as a monitoring tool to assess the intervention performance and institutional sustainability.

Montenegro's National Capacity Self-Assessment (NCSA) identified a number of common weaknesses in the national implementation of the Rio Conventions. As a result, the NCSA Action Plan prioritized a suite of national cross-cutting capacity development actions. The top priority action identified was to harmonize the country's environmental legislative framework so that it becomes fully compliant with Rio Convention commitments. This project was designed as an important contribution to this objective by developing and piloting the application of global environmental management indicators and the use of computerized information systems. This will help Montenegro assess the extent to which policy interventions are achieving global environmental benefits.

Context and purpose of the evaluation

The objective of the Evaluation was to assess the achievement of the project objective, the affecting factors, the broader project impact and the contribution to the general goal/strategy, and the project partnership strategy. The evaluation focused on the following aspects: Project design and its relevance, performance, timeliness and management arrangements, monitoring and evaluation, and overall success with regard to the criteria of impact, global environmental benefits, sustainability, effectiveness, and efficiency.

Evaluation approach and methods

The method for conducting the terminal evaluation used the following basic tools: documentation reviews and in-country stakeholder interviews. Project achievements were measured based on the Project Results Framework (Logical Framework), which is to provide performance and impact indicators for project implementation along with their corresponding ways of verification. In addition to a descriptive assessment, a rating system was applied to assess project relevance, effectiveness, efficiency, and sustainability as well as the quality of M&E systems.

Main Evaluation Results

The general overall project strengths and shortcoming are summarised in the table below.

Strengths	**Shortcomings**
The project developed environmental indicators which have been agreed upon by all concerned institutions.	The Project Results Framework was not unambiguous and made it difficult to use it as a basis for activity planning and monitoring.
The project successfully initiated the adoption of the indicators and the responsibilities for data collection and forwarding through a governmental bylaw, and thus secured sustainability.	The EMIS as one of the foreseen key products of the project was not delivered as it turned out during project implementation that there is no longer a need for supporting this measure.
The project produced a "State of the Environment Report" according to the standards and requirements of the European Environment Agency (EEA).	Coordination of planning and implementing with another donor-funded project in the same thematic area (EMIS) and implemented by the same partner organisations was weak.[1]
The project developed a comprehensive and sound model for a computerized Environmental Management System (EMIS).	The project promoted several measures for collecting environmental baseline data which are useful, but beyond the real concern of the project that is on the level of information management rather than raw data collection.
The project delivered capacity building measures in order to strengthen the partner institutions in the field of indicator-based environmental information management.	

[1] There are divergent views between the evaluator and the UNDP project team in respect to the relationship between the Project and the EU/EMIS project: the UNDP project team regards some processes as adaptive management, which are regarded by the evaluator as "weak coordination".

As the project was designed as medium-sized project / enabling activity with no direct environmental impact, and as a measure which can only develop long-term impact in concert with other measures and projects, the Terminal Evaluation did not give a rating of the criterion “impact”.

Main Recommendations

It is recommended that

1. the GEF reconsiders the rating principle of the criterion „relevance”. It can now only be rated only as “relevant” or “not relevant”, whereas a finer scale extending e.g. from “highly relevant” over “partly relevant” to “not relevant” would be more appropriate to mirror project reality.

2. the GEF gives more guidance as regards accounting of co-financing, for example how to distinguish baseline funding under the business-as-usual scenario, and on how to assess in-kind contributions. Without such guidance, monitoring is not possible and there seems to be a general tendency to over-estimate co-financing contributions.

3. UNDP as the GEF Implementing Agency makes sure that a project acts within the frame approved by the GEF and project measures are confined to those which lead to the achievement of the project objective. If necessary, this has to be enforced vis-à-vis the Project Management Board.

4. UNDP puts more emphasis on developing unambiguous Results Frameworks with clear targets and indicators, and which allow full monitoring of project progress along these lines. For this purpose, the Results Frameworks should be checked by the Quality Assurance team before the start of project implementation or in the case of any modification in the course of adaptive management.

5. UNDP makes sure that any substantial change in the project design is communicated to the GEF for endorsement;

6. MSDT and EPA develop a concept how to develop an update of the “State of the Environment Report”, which will be due in 2017, and which is a follow-up measure that emerged from the project. The preparation of this report by national institutions without external support would be a proof of the success of the Project.

7. MSDT, EPA and the other participating institutions start work on solutions as how to overcome the barriers which at the moment do not allow interlinking their information systems.

8. MSDT and EPA link the Environmental Information System (EMIS) installed with the assistance of the EU with the Database Management System (DMS) installed by the Project.

9. MSDT and EPA conduct an analysis on the availability and quality of environmental data. At present, the environmental indicators identified by the Project are used for environmental monitoring based on available information. A gap analysis is needed to find out what additional information is required to allow meaningful and comprehensive environmental monitoring.

Rating Summary Table

6 points scale: Highly Satisfactory (HS), Satisfactory (S), Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U), Highly Unsatisfactory (HU). Valid for Monitoring & Evaluation, IA & EA Execution and Outcomes.
4 points scale: Likely (L); Moderately Likely (ML); Moderately Unlikely (MU); Unlikely (U);
3 points scale: Significant (S), Minimal (M), Negligible (N);
2 points scale: relevant (R) or not relevant (NR).

Monitoring & Evaluation		
Overall quality of M&E	6 pt. scale	S
M&E design at project start up	6 pt. scale	MS
M&E Plan Implementation	6 pt. scale	S
IA & EA Execution		
Overall Quality of Project Implementation/Execution	6 pt. scale	MS
Implementing Agency Execution	6 pt. scale	S
Executing Agency Execution	6 pt. scale	MS
Outcomes		
Overall Quality of Project Outcomes	6 pt. scale	MS
Relevance	2 pt. scale	R
Effectiveness	6 pt. scale	MS
Efficiency	6 pt. scale	MS
Sustainability		
Overall likelihood of risks to Sustainability	4 pt. scale	L
Financial resources	4 pt. scale	L
Socio-economic	4 pt. scale	L
Institutional framework and governance	4 pt. scale	L
Environmental	4 pt. scale	L
Impact		
Environmental Status Improvement	3 pt. scale	n/a
Environmental Stress Reduction	3 pt. scale	n/a
Progress towards stress/status change	3 pt. scale	n/a
Overall Project Results	6 pt. scale	MS

1. Introduction

1.1 Purpose of the Evaluation

As a standard requirement for all UNDP implemented, GEF financed projects, this Terminal Evaluation (TE) has been initiated by UNDP. In the "Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects (2012)", such evaluations are defined to have the following complementary purposes:

- To promote accountability and transparency, and to assess and disclose the extent of project accomplishments;
- To synthesize lessons that can help to improve the selection, design and implementation of future GEF-financed UNDP activities;
- To provide feedback on issues that are recurrent across the UNDP portfolio and need attention, and on improvements regarding previously identified issues;
- To contribute to the overall assessment of results in achieving GEF strategic objectives aimed at global environmental benefit; and
- To gauge the extent of project convergence with other UN and UNDP priorities, including harmonization with other UN Development Assistance Framework (UNDAF) and UNDP Country Programme Action Plan (CPAP) outcomes and outputs.

In accordance with the UNDP partnership protocol with the GEF, all GEF-financed projects must receive a final (terminal) evaluation including, at a minimum, ratings on a project's relevance, effectiveness, efficiency, and monitoring and evaluation implementation, plus the likelihood that results (outputs and outcomes) can be sustained.

1.2 Scope and Methodology

The evaluation has been conducted in accordance with the most recent (2012) "UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects" by framing the evaluation effort using the criteria of relevance, effectiveness, efficiency, sustainability and impact. In conducting the evaluation, the UNEG Ethical Guidelines for Evaluation have also been fully respected (see Annex F).

As outlined in the ToR of the assignment, the evaluation shall provide evidence-based information that is credible, reliable and useful by following a participatory and consultative approach ensuring close engagement with the key counterparts.

The evaluation was conducted by a single independent international evaluator who had not been involved in the preparation and implementation of the project. The evaluator had evaluated other projects for UNDP/GEF and in the region before.

The first phase of the evaluation was one of data and information collection. It started with a review of relevant documents made available electronically by the Project Manager. In addition, relevant websites were also visited and studied. In parallel, the project manager developed a first draft of a meeting schedule as a basis for discussion with the evaluator. It was subsequently adapted as necessary. A country visit to the project sites in Podgorica, meetings, discussions and interviewing with major project stakeholders, consultants, and other parties involved (see list of meetings in the Annex) constituted the second phase of the evaluation. The aim was to capture as broad assortment of

views and opinions as quickly possible within the time available. The Evaluator had de-briefing meetings with the UNDP Resident Representative and with the Project Manager in which presentations of some preliminary main findings and conclusions were discussed. The third phase consisted of analysis, discussions and drafting home based/on-desk. This phase was concluded with the production of a draft report which was submitted to the Project Manager and UNDP Montenegro for comments. The fourth and final phase refined the draft in light of the comments received, and produced this final evaluation report.

Key interview partners during the mission to Montenegro were representatives of the following organisations, which are regarded as the key partners and beneficiaries of the project:

- Ministry for Sustainable Development and Tourism,
- Agency for Environment Protection,
- Institute for Hydro-Meteorology,
- Centre for Eco-Toxicological Research,
- United Nations Development Programme Country Office and project staff,
- Centre for Sustainable Development.

All interviews were held bilaterally to enable an open and frank discussion. All interviews could be made in the English language. A complete list of the persons interviewed is presented in Annex B of this evaluation report.

In addition, other relevant sources of information were reviewed such as the original project document, project inception report and annual project implementation reviews, the mid-term evaluation report as well as technical reports and documents produced in the frame of the project. A complete list of the reviewed documents is presented in Annex C of this evaluation report. Some of the documents (in particular the Meetings of the Project Management Board and some technical reports) were available only in the local language. Project staff translated the texts to the extent required.

An overall approach and method for conducting terminal evaluation was based on the five major criteria: *relevance*, *effectiveness*, *efficiency*, *impacts*, and *sustainability*.

The Mid-term Evaluation (MTE) Report was used in particular as an important information source. Issues already addressed in the MTE are reviewed and summarised here, but are usually not given again in full length. In some cases, the Terminal Evaluation looked at certain issues from a different angle than the MTE and consequently came to slightly different results.

The project was assessed using the DAC evaluation criteria relevance, efficiency, effectiveness, sustainability, and impact. While doing this, the following definitions were used:

> *Relevance* : The extent to which the objectives of the project are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies;
>
> *Effectiveness*: The extent to which the project's objectives were achieved, or are expected to be achieved, taking into account their relative importance;
>
> *Efficiency*: A measure of how economically resources/inputs (funds, expertise, time etc.) are converted to results (outputs and outcomes);

Impact: Positive and negative, primary and secondary long-term effects produced by the project, directly or indirectly, intended or unintended; and

Sustainability: The continuation of benefits from the project after the assistance has been completed; the probability of continued long-term benefits.

In addition to a descriptive assessment, the GEF rating system was applied to assess project relevance, effectiveness, efficiency, impact and sustainability as well as the quality of M&E systems and the quality of the I&E Execution. The rating scale is consistent with the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed projects, as summarised in the table below.

Criteria	**Ratings**		
Outcomes Effectiveness Efficiency M&E I&E Execution	**6** **5** **4** **3** **2** **1**	HS S MS MU U HU	Highly Satisfactory: no shortcomings Satisfactory: minor shortcomings Moderately Satisfactory: There were moderate shortcomings Moderately Unsatisfactory: significant shortcomings Unsatisfactory: major problems Highly Unsatisfactory: severe problems
Sustainability	**4** **3** **2** **1**	L ML MU U	Likely: negligible risks to sustainability Moderately Likely: moderate risks Moderately Unlikely: significant risks Unlikely: severe risks
Relevance	**2** **1**	R NR	Relevant Not relevant
Impact	**3** **2** **1**	S M N	Significant Minimal Negligible

1.3 Structure of the Evaluation Report

The structure of the evaluation report follows in principal the “Evaluation Report Outline” presented in Annex F of the ToR of the assignment with some minor modifications. The Executive Summary provides a quick overview on the main project results, ratings, other observations and recommendations for further work.

2. Project Description and Development Context

2.1 Project Start and Duration

The project was endorsed by the GEF CEO in June 2011 for a period of 36 months, giving an implementation period from June 2011 to June 2014. Two no-cost extensions were granted, finally until December 2015.The overall duration was thus 4.5 years (53 months) instead of 3.0 years. A Mid-term Evaluation (MTE) was conducted in April 2014, the Terminal Evaluation (TE) at the very end in the last month of the project implementation period (December 2015).

2.2 Problems that the Project Sought to Address

The Project Document identified significant root causes / barriers for effective environmental management, in particular:

- Lack of specific legislative mandate and coordination amongst reporting institutions and agencies for reporting of environmental data to a central agency such as the EPA;
- Lack of institutional and technical capacities to develop databases and management information systems (MIS) that can pool data to help meet various local, regional, national and international commitments;
- Ineffective monitoring system to ensure the compliance by industry on the reporting of pollution and environmental data to the designated agency or institution;
- Lack of consensus on data collection needs, format and methodology to collect, collate, and analyse data to meet compliance at the national level;
- Although the EPA was mandated to create an indicator-based EMIS by the end of year 2010, its institutional capacities to build, operate and manage such a system were lacking.

The challenges are thus manifold and appear on various levels; they include legal, political and institutional barriers, and in particular the individual and institutional capacities necessary for an environmental information management.

2.3 Immediate and Development Objectives of the Project

The objective (immediate objective, expected outcome) of the project has been defined in the Project Document as “to analyse, identify, and pilot advanced tools and practices for environmental information management and compliance monitoring of the national implementation of the Rio Conventions”. In later documents such as the revised Project Results Framework, the objective is given in a slightly modified form as “To analyse, identify and pilot advanced tools and practices for environmental information management and compliance monitoring and *to develop capacity of institutions for global environmental management by institutionalizing identified tools and practices*.” First, this revised project objective no longer directly refers to the Rio Conventions (CBD, UNCCD, UNFCCC), but addresses environmental issues in a wider sense (without excluding the Rio Conventions). Second, the revised objective directly refers to capacity building of environmental institutions and the institutionalization of the tools and practices identified. Such an expansion of the project objective makes much sense, in particular as the new objective includes explicitly capacity building and institutionalizing the project results, and hereby issues which help secure sustainability. Nevertheless, the change of the project objective would have required the formal approval of the GEF as the donor.

The Project Document does not give a specific higher level 'development' goal. However, the project was designed to contribute to achieving the outcome of the Country Programme (CP) in the field of "Environmentally sustainable economic development" and the Country Programme Action Plan (CPAP) regarding the output "Sustainable planning and management of natural resources in close partnership with the private sector".

The Inception Report stated that the Project contributes to achieving the Integrated UN Programme Results and Budgetary Framework Outcome 3.1, which reads as "Climate change adaptation and mitigation measures are designed and implemented to accelerate the use of renewable, clean energy, carbon trading and energy efficiency, thereby achieving low carbon emissions, climate resilient growth and better management of human health impacts." The contribution of the Project towards mitigation of climate change and/or adaptation to climate change is at best only an indirect one. No direct relationships between the Project and climate change has been shown in the Project documents.

The vertical logic of the project, as set out in the Project Results Framework (PRF) as submitted in the Request for CEO Approval, is summarised in the following table.

(Assumed) Development Objective: Enhancing the capacities for environmental management in Montenegro		
Objective: To analyse, identify and pilot advanced tools and practices for environmental information management and compliance monitoring and to develop capacity of institutions for global environmental management by institutionalizing identified tools and practices.		
Outcomes	**Outputs (indicators)**	
1: Environmental Management Information System (EMIS) and indicator framework for global environmental management developed and applied on a pilot basis.	1.1	Set of environment indicators developed and agreed amongst various stakeholders.
	1.2	Data Flow System designed and introduced for institutions concerned with CBD, CCD, FCCC and issues.
	1.3	Development and adoption of web-based advanced tools for environmental data and metadata storage by stakeholders.
	1.4	Pilot application of EMIS in relation to National Spatial Plan-2020 and Tourism Master Plan-2020.
2: Institutional capacity of the Environmental Protection Agency strengthened to perform compliance monitoring in relation to global environmental conventions and a system of knowledge management established.	2.1	Utilization of indicators for formulation of environmental policies and monitoring of variables for reporting environmental commitments.
	2.2	Training programme developed and delivered to EPA and other project stakeholders.
	2.3	Identification of focal points in stakeholder institutions that would coordinate the inputting of data and informational requirements in the indicator and web-based EMIS to foster environment sustainability as theme managers.
	2.4	M&E and risk management protocol developed.
	2.5	Web-based environmental project data base established.

2.4 Indicators and Targets Established

Indicators have not been defined for the objective of the project, but only on outcome level for the two outcomes of the project. The indicators of achievement given in the Project Document have been slightly adapted during project implementation. The following table gives the adapted indicators, which were also used for reporting (PIR).

No.	Indicator of Achievement	Baseline / Target
1.1	Set of environment indicators developed and agreed amongst various stakeholders.	A number of indicators exist, but these are structured according to standard environmental, social and economic criteria and metrics. These indicators are not consistently interpreted against global environmental criteria, nor are they uniformly accepted as valid metrics of sustainability.
1.2	Data Flow System developed and agreed amongst various stakeholders reporting data on CBD, CCD, FCCC and issues.	Although there are multiple agencies managing environmental data, coordination between and among these to reconcile their data collection methodologies and standards are weak.
1.3	Development and adoption of web-based advanced tools for environmental data and metadata storage by stakeholders.	There is limited availability of web-based tools for analysing environmental data, with these limited to closed network sharing within particular agencies, and not structured to sharing across agencies and key user-stakeholders.
1.4	Pilot application of EMIS in relation to National Spatial Plan2020 and Tourism Master Plan2020.	Montenegro has recently begun reporting national indicators relevant to Rio Conventions, e.g., the Initial National Communication. However, individual policies, programmes, strategies, and plans are not individually assessed in terms of their unique contribution to Rio Convention obligations.
2.1	Utilization of indicators for formulation of environmental policies and monitoring of variables for reporting environmental commitments.	Indicator-based information is not effectively used to formulate environmental policies and monitoring of variables for reporting.
2.2	Training programme developed and delivered to EPA and other project stakeholders.	EPA staff and stakeholder organizations are not trained on the use of advanced planning and information management tools (which are to be developed under the project).
2.3	Identification of focal points in stakeholder Institutions that would coordinate the inputting of data and informational requirements in the indicator and web-based EMIS to foster environment sustainability as theme managers.	There is very limited to no coordination amongst EPA and other stakeholders on data collection, management, and sharing, which exacerbates the use of different metrics for assessing environmental indicators.
2.4	M&E and risk management protocol developed.	M&E protocols targeted to assessing environment and development policies, programmes, and plans are not available.
2.5	Web-based environmental project database established.	Data and information is currently managed on a case-by-case basis, with limited sharing among project stakeholders. Data and information is not web-based.

The indicators are thus not quantitative indicators, and clear targets have not been defined in all cases. As regards contents, structures and wording, they resemble more outputs than real indicators, and actually, the Project Document uses the same phrases as outputs. The formal requirements for project indicators to measure the level of achievement with well-defined baseline values and targets are not fulfilled.

2.5 Main Stakeholders

The Project was implemented by UNDP in the DIM mode with the main partners:

- Ministry of Sustainable Development and Tourism (political partner of the project; head of the Project Management Board)
- Environmental Protection Agency (Project Executing Agency; member of the Project Management Board).

The Project Document lists the following stakeholders (in parentheses the actual role which the organisations played during implementation[2]):

- Office for Sustainable Development (today: Ministry of Sustainable Development and Tourism);
- Statistical Office of Montenegro (no significant role in project implementation);
- Hydro-Meteorological Institute (Member of the Project Management Board; recipient of IT equipment installed by the project);
- Ministry of Economy (no significant role in project implementation);
- Ministry of Agriculture and Rural Development (involved through the preparation of the Second National Communication);
- Institute of Marine Biology (recipient of IT equipment installed by the project);
- Institute for Nature Conservation (the institute was dissolved and integrated into EPA; as part of EPA, recipient of a financial contribution from the project);
- Public Enterprise for Coastal Zone Management (no significant role in project implementation);
- Ministry of Health (no visible role in project implementation);
- Ministry of Interior (no visible role in project implementation);
- Ministry of Transport and Maritime Affairs (involved through the preparation of the Second National Communication);
- Institute for Human Health (no visible role in project implementation);
- Centre for Eco-Toxicological Research (recipient of IT equipment installed by the project).

2.6 Expected Project Outcome

In addition to the project objective, the Project Document described the expected outcome as follows: “The expected outcome of this project is that a systematic and sustainable approach to assessing global environmental achievements through the implementation of national policies, programmes and plans has been initiated. This project will also be an important contribution to the national experiences in developing and implementing tools and practices for measuring, reporting, and verifying the cost-effectiveness of official development assistance to implementing multilateral environmental agreements, in particular the Rio Conventions.”

[2] Representatives of some of the organisations for which it is said that they have not played a significant role in project implementation still may have participated e.g. in some events or meetings.

3. Findings

3.1 Project Design / Formulation

Ratings for "Project Design/Formulation" are not foreseen for Terminal Evaluations. Key issues can be summarised as follows:

The project design addresses with an *Environmental Management Information System* (EMIS) and with the definition of environmental indicators, monitoring requirements and standards key challenges and correctly identifies capacity building measures to successfully and sustainably operate the system. The design of the logical framework (Project Results Framework) with its indicators has, however, severe shortcomings and does not really allow monitoring project achievements.

The TE found that there was insufficient cooperation with another project in the same field: The EU-funded project on "Establishment and Development of the Environmental Information System (EIS)", which has very similar tasks.

Analysis of the Project Results Framework

Project objective: The (revised) project objective reads as "To analyse, identify and pilot advanced tools and practices for environmental information management and compliance monitoring and to develop capacity of institutions for global environmental management by institutionalizing identified tools and practices." The Project thus combines the installation of an Environmental Information Management System on a pilot scale with piloting advanced monitoring practices and with capacity building for their application. The revised project objective thus addresses environmental issues in a wider sense and is not limited to the Rio Conventions CBD, UNCCD and UNFCCC as in the original version.

From the problems which the Project seeks to address (see list in chapter2.2), the project targets the lack of specific legislative mandates and of coordination (outputs/indicators 1.1, 1.2, 2.3), the lack of institutional and technical capacities (output/indicator 2.2), ineffective monitoring systems (outputs/indicators 1.3, 1.4, 2.5), lack of consensus on data types and formats (output/indicator 1.1), lack of institutional capacities to build, operate and manage EMIS (outputs/indicators 1.3, 1.4, 2.2, 2.3).

Project Outcomes: The Project defined two outcomes: (1) defining environmental indicators and piloting of an Environmental Management Information System (EMIS) and (2) the strengthening of the institutional capacities of EPA and related institutions to perform monitoring and to establish a knowledge management system. These outcomes are thus very similar to the project objective, i.e. it is again environmental management and capacity building. The two outcomes are almost identical with the project objective, which actually for its part should describe the project purpose on a higher level.

Outputs and Indicators: The Project Document and subsequent documents (such as PIRs) do not clearly distinguish between outputs and indicators. What is called in one document an output may be used as indicator in another document. Baselines and targets are not clearly defined; the PIRs, for example, give time frames for the delivery of the outputs instead of defining targets.

The indicators/outputs of the first outcome target the following issues:

- Definition of a set of indicators related to global environmental objectives;
- Design of a Data Flow System among concerned institutions;
- Adoption of web-based tools for environmental data / metadata storage;
- Testing EMIS.

For the second outcome, the indicators/outputs target the following issues:

- Utilization of indicators for formulation of environmental policies;
- Delivery of training programmes for EMIS;
- Introduction of the "Environmental Sustainability Theme Manager Office" system into EPA;
- Establishment of M&E and risk management system;
- Establishment of a web-based environmental project database.

The indicators/outputs for both outcomes are appropriate and will lead to the expected result. The establishment of a risk management system is very ambitious and goes somewhat beyond the objective of the project.

Analysis of Assumptions and Risks

The project documents identified the following risks and threats:

	Threat/Risk as per ProDoc	**Proposed Action**	**Remarks (TE)**
1	Multiplicity of institutions and agencies, collecting and collating same or conflicting environmental data, thus wasting time and resources.	A legislative mandate to EPA to be officially supported by various institutions and agencies on the collection, collation and analysis of data for reporting to the Rio Convention Secretariats.	The task of the Project is not confined to reporting to the Rio Conventions, but is much more comprehensive.
2	Development of individual EMIS that neither meets departmental needs nor have the capacities to feed into a national EMIS that fulfils commitments at the national and international levels.	Build capacities of key institutions to develop harmonized databases and EMIS that are capable of meeting commitments at the local, regional, national and international levels.	This is surely the right way, but it needs to be considered that harmonized databases will often not be enough to overcome shortcoming in monitoring standards.
3	The designated agency or institution is unable to collect and collate data in a cost-effective manner for feeding into the EMIS, resulting in lots of invalidated data and data gaps, contributing to non-compliance and ineffective policy decisions.	Strengthening institutional capacities to enforce legislative compliance on reporting requirements to the appropriate agencies or institutions.	Additionally, a mechanism of independent cross-checking of environmental data and information may be established.
4	The collected data may not be sufficient or valid for analytical purposes and reporting requirements.	Development of an indicator-based EMIS, reinforced by peer-reviewed consensus on data collection, collation and analytical methodologies.	The methodology also needs to be adapted to international standards and experience.
5	EPA may be able to structure an indicator-based system, but the lack of capacities and inadequate financing do not	Strengthening EPA capacities to build, operate and manage an indicator-based EMIS.	The Project can only strengthen the capacities of available EPA staff, while their number may be insufficient and their

	bode well for its expert design, management, or institutional sustainability.		kind of expertise pre-defined. The Project may have little influence to change this situation.

All of these risks are valid. The response of the Project to three of the five risks is capacity building. This is beyond doubt the right way principally, but the Project needs to consider for this the system boundaries: While the Project may be able to develop the capacities of individuals working for EPA and other environmental institutions, this may be not enough if the number and/or educational background of these people is not sufficient, or if the organisational structures and cooperation mechanisms between institutions set limits. It needs to be kept in mind that EPA is a relatively small agency with comprehensive tasks in many different fields of environmental management, but with very limited staff number. This may require changes on the organisational and institutional level (i.e. changes on the second layer of capacity), which is clearly beyond the tasks and possibilities of the Project. A capacity assessment for environmental management would have been an appropriate response to this challenge.

Lessons from Other Relevant Projects

Little information is available on the integration of lessons learnt from other operations into the project concept. The project staff at the time of the completion of the Project is not the same which has worked for the project at its beginning, and has therefore not been involved in project formulation.

There are many similar projects worldwide on Environmental Management Information Systems; indicator-based environmental reporting e.g. to the European Environment Agency (EEA) is conducted in all countries of south-eastern Europe[3]. Many such projects are implemented by UNDP. There is no specific information available whether or how the experiences gained in these projects have been evaluated and used as a basis for designing this Project.

Planned Stakeholder Participation

No information is documented on stakeholder participation during project formulation. According to verbal information obtained from the project team, EPA Montenegro, the Ministry of Environment and HMI participated in the project formulation.

Replication Approach

The Project Document does not provide specific information on replication of the results. However, as the project's aim is to establish a national Environmental Information Management System (EMIS) and to create the capacities to operate it, there is not much possibility for replication.

UNDP Comparative Advantage

The PIF listed the following comparative advantages of UNDP as an implementing agency for this project:

- UNDP's track record in Europe and the CIS;

[3] Indicator-based "State of the Environment Reports" are available e.g. for all Balkan states such as Albania (2011, 2012, 2013), Bosnia & Herzegovina (2012), Croatia (2005-2008), Serbia (2012), Slovenia (2009), etc. The preparation of some of these reports was supported e.g. by the EU, UNEP, the Millennium Development Goals Achievement Fund, and others.

- The project is entirely supportive of, and consistent with, UNDP's Country Programme Portfolio;
- UNDP has developed global expertise in supporting the development of environmental indicators and monitoring tools;
- UNDP is supporting a number of projects in Europe and CIS, focused on strengthening the institutional capacity of different countries implementing the environmental indicators in future planning and decision making;
- The "Evaluation of the Economy and Environment Cluster" (2009) of the UNDP Country Office in Montenegro indicated strong management, excellent relations with the government and that "outputs and outcomes have had significant impact for positive changes in Montenegrin society".

Taking into account the partners' limited capacities for executing the Project, which have been demonstrated in several other GEF projects before, it is evident that the Project needed from the beginning regular and permanent support from the Implementation Agency. This support could be provided by UNDP, which is the only GEF Implementing Agency which maintains a permanent country office in Montenegro. The government of Montenegro requested to implement the Project under UNDP's DIM Modality. This is also evidence for the need for a strong Implementing Agency, i.e. for services which UNDP can provide.

Linkages between the Project and other Interventions within the Sector

The Project Document listed a number of projects which had been underway that are complementary and supplementary to the GEF project. These projects are funded mainly by the GEF, but include also projects funded by the EU, the German, Italian and Swedish governments.

The projects "Municipal Land Management" and "Cross-border economic development, Montenegro/BiH" implemented by GIZ on behalf of the German government were identified as main stakeholders in the request for CEO endorsement and made commitments for co-financing. The "Municipal Land Management" was planned to be completed in 03/12, i.e. 9 months after endorsement of the GEF Project. Despite the fact that the GIZ project got an extension until 10/2013, no cooperation could be realised. Also with the cross-border economic development project, no active cooperation could be established.

In 2014, the EU launched a new project on "Establishment and Development of the Environmental Information System" (see box). The aim of this project is very similar to the aims of the GEF Project:[4]

- A fully functional Environmental Information System capable of supporting the monitoring, processing and dissemination of environmental data.
- Staff capable for maintenance and upgrade the system.

The beneficiary institution of this project is also EPA. This project was approved in 2011 and a consulting firm was contracted by the EC in 2014 to implement it following an international bidding process.

For the evaluation of the GEF Project, EPA did not provide information on the EU-funded EMIS project, by claiming that information cannot be released without the permit of the EC. The information

[4] According to the TORs of the Consultant who was selected for the implementation of the project.

used for the evaluation therefore relies on information obtained by the EC, by publicly available internet sources and on information obtained from consultants working for that project.[5]

Project: IPA — Establishment and Development of the Environmental Information System
Reference: EuropeAid/135477/DH/SER/ME

Budget: EUR 400,000.
Commencement date and duration: 15.11.2014 for a period of 24 months.

Implementing Consultant: Teched Consulting Services Ltd., Zagreb (Croatia)

Project Aim: The project aims to develop an Environmental Information System (EIS) as a tool for storing, processing, analysing data and reporting on the environment, as well as to train staff working with the information system to maintain and upgrade it. The following activities will be implemented:

Activity 1: Review and further development of a database for storing environmental information;
Activity 2: Providing data entry and management functionality;
Activity 3: Establishing a spatial data infrastructure;
Activity 4: Developing a content management system;
Activity 5: Training.

A fully functional environmental information system capable of supporting the monitoring, processing and dissemination of environmental data and staff capable of maintaining and up-grading the system will be expected at the end of the project.

As EPA was not cooperative and transparent, it was not possible to fully clarify the relationship between the GEF Project and the EU-funded EIS project. However, it seems that planning of the EU-funded project started soon after the UNDP/GEF project started, and that these two complementary project concepts were not agreed jointly between EPA, the EC and UNDP. Ways how to maximize synergies between these projects and the concrete steps to be taken towards this end have apparently never been fully analysed and discussed on the management level between MSDT and EPA on the one side, and EC and UNDP together on the other side. There is, for example, no cooperation agreement (such an an MoU) between these two projects, and the issue of cooperation is also not covered in the Minutes of the Project Management Board. On the day-to-day implementation level, there was practically no communication between these two projects, and no joint technical working meetings took place.[6]

Management arrangements

***Execution Modality*.** The Project was executed by UNDP in the Direct Implementation Modality (DIM)[7], which is the modality whereby UNDP takes on the role of Implementing Partner. UNDP assumes overall management responsibility and accountability for project implementation. The TE found that at the time of project design the Government of Montenegro had insisted to apply DIM due to the limited capacities and heavy workload of the institutions in question.

[5] Without violating confidentiality.
[6] Both projects, however, hired the same IT consultant.
[7] Previously called DEX (Direct Execution).

Since then, the situation has changed considerably. The establishment of the "Centre for Sustainable Development" as a joint effort by the Government of Montenegro and UNDP is a good example for the increasing amount of responsibility that the government assumes. Taking also into account that Montenegro has reached candidate status for EU accession, it would nowadays have to be considered whether DIM modality is still appropriate to the present situation.

Project Steering Committee/ Project Management Board. A Project Management Board was created to provide policy and programme oversight and guidance to the project implementation, chaired by the Deputy Minister of MSTD, with representation by the EPA, the Hydrometeorological Institute (HMI), and UNDP. It was initially foreseen to include a non-state representative, who will be selected on the basis of his representation of a larger constituent of non-state stakeholders, but this was not realised. The Project shared its Board with the UNDP-GEF project "Enabling Activities for the Preparation of Montenegro's Second National Communication to the UNFCCC". Project Board meetings took place regularly 2012-2014 (two meetings each in 2012 and 2013, four meetings in 2014), but no meeting took place in 2015.

Project Management Unit (PMU). The PMU consisted of the following team:

- Project Manager: Snežana Marstijepović (2011-05/2014) and Snežana Dragojević (05/2014-12/2015);
- Project Assistant: Irena Laković (11/2011-12/2013) and Ana Daković (01/2014-12/2015).

As positions were part-time engagements, i.e. that staff worked on other projects at the same time.

Work was supervised by the Manager of the Centre for Sustainable Development. The PMU is supported by short-term national and international consultants for specific thematic issues. This kind of organisational set-up is found in many similar projects and has proven to be robust and appropriate.

The project team was physically based in UNDP's Centre for Sustainable Development (previously: Energy &Environment Programme Unit), and is in its day-to-day management independent from national project partners.

3.2 Project Implementation

Rating: By taking into account all of the below, the rating for project implementation is as follows:			
Monitoring & Evaluation:		**Implementing and Executing Agency Execution**	
M&E design at entry	**S**	Quality of UNDP Implementation	**S**
M&E Plan Implementation	**MS**	Quality of Execution: Executing Agency	**MS**
Overall quality of M&E	**S**	Overall quality of Implementation / Execution	**MS**

Adaptive Management and Feedback from M&E Activities Used for Adaptive Management

Flexibility is one of the GEF's operational principles, and all projects must be implemented in a flexible manner to maximize efficiency and effectiveness, and to ensure results-based, rather than output-based approach. Thus, during project implementation adaptive management must be employed to adjust to changing circumstances. There are two critical points where the project design needs to be reviewed and where adaptive management can best be introduced: in the Inception Phase and after the Mid-term Evaluation (MTE).

Inception Phase: The Inception Report 2012 found that there were no substantive updates in relation to development of environmental indicators and EMIS related capacities in Montenegro that may affect project implementation as compared to the situation in 2010 when the project document was prepared. Changes to the project design related first, to addressing Montenegro's commitments towards EU and its environmental agency EEA, and adding activities to the project work plan which will enable the Government of Montenegro to meet these obligations as well. The second change to the project design related to official strategies/programmes which showcase efficiency and functionality of the EMIS. In the project document it was envisaged that EMIS will be piloted in relation to the National Spatial Plan2020 and National Tourism Development Strategy2020. Due to discussions in the country about the National Spatial Plan2020 and its activities and the action plan, the project team decided to withdraw from the National Spatial Plan2020 and pilot the EMIS in relation to the Second National Communication Report of Montenegro to UNFCCC.

The Inception Report provided revised indicators and targets, and merged the Results Framework of this Project with the Results Framework of the project "Enabling Activities for the Preparation of Montenegro's Second National Communication to the UNFCCC".

Mid-term Evaluation: The Project, at the time of the MTE in April 2014, the project appeared to be progressing very well towards its overall objectives. Project design, management, and implementation had been effective. Specifically, there was stated satisfaction on the part of the implementing partner and a high level of ownership on the part of the government. According to the MTE, the project had met or exceeded targets set for the mid-point of project implementation. Although the assessments of the MTE were correct and precise, some aspects were seen in a too optimistic way as regards the future contribution of certain measures towards the overall project objective. This includes e.g. the mobile phone application for waste dumps (available during MTE, but no longer functional during the TE), the "air quality monitoring eggs" (available during MTE, but no longer used during the TE), the availability of EMIS on an external server (available on the server of the SNT company, but this was only a model which was never realised in this way).

The MTE formulated altogether 14 recommendations, of which four referred to Output 1, four to Output 2 and six to management issues. The recommendations were subsequently integrated into the reporting system (Project Implementation Review, PIR, 2014 & 2015), but a rapid assessment (see table) showed that several recommendations were not adequately discussed and/or addressed. While it may always happen that one or the other recommendation reveals not to be applicable, practicable, feasible or useful, this needs then discussed and the result documented. A respond grid which shows how the recommendations which emerged from the MTE are going to be addressed by the Project, and who will be responsible for putting the recommendation into practice, is not available.

Table. Comparison the Recommendations of the Mid-term Evaluation (MTE) with the status of follow-up measures. The MTE recommendations are given here in a brief version.

Recommendation by MTE	**Status according to the Assessment of the TE**
Expand the database to other indicators related to areas such as ozone and waste.	Indicators remained unchanged as regards ozone and waster, but indicators for national

	herbarium, pollen and marine environment updated.
Develop a roadmap for indicator assessment for complicated areas.	Indicators remained unchanged in this respect.
Provide advice as necessary to the development of the National Strategy for Sustainable Development and the National Strategy for Climate Change.	Activities were put into the planning process and the Project participated in certain meetings which addressed these aspects, but did not conduct major measures such as specific trainings or hiring experts for specific advisory tasks.
Determine the best approach for system sustainability, data protection and data archiving.	Integrated in the Data Management System (DMS).
In support of the successful use of the EMIS, it may be necessary to negotiate a MOU with a contributing agency or agencies to ensure electronic reporting.	As EMIS was not established, there was no need for further negotiations.
Develop a project sustainability strategy for the capacity strengthening components (i.e. how training and support will be provided to maintain and further develop the EMIS).	As EMIS was not established, there was no need for this strategy.
Deliver QA/QC training to the agencies contributing to EMIS.	As EMIS was not established, there was no need for QA/QC training. Provision of DMS to these institutions proved to be a very useful instrument.
Re-consider the development a web-based project database with external data from international sources.	No such project data base established (as per decision of the PMB).
Organise an exit strategy workshop in the final year of the project.	Although there was no specific “exit strategy workshop”, the Project conducted several meetings with project partners (including the PMB) to discuss achievements and follow-up measures.
Apply for a no-cost extension for several months to program the remaining funding and to test the EMIS.	Application successfully conducted; additional time granted used for various activities (EMIS could not be tested as it was not installed by the Project).
Consider keeping the project open for several months after operational closure so that there will be more time for evaluating the achievements.	Done.
Update the project documentation to reflect the following changes in the operating environment: 1) Changes in co-financing due to the completion of the GIZ projects; 2) The emergence of the National Strategy for Sustainable Development; 3) Potential coordination with the IPA-funded EMIS project; and 4) Any other decisions regarding project outputs or the addition of an activity on developing an exit strategy.	While the PMB endorsed all recommendations of the MTE, a specfic document related to these four issues related to the changes in the project environment was not produced.
Consider a media training session for selected journalists to improve understanding and coverage of indicators.	With the exception of some media work related to pollen, no media training was executed.
Consider how to use project information to increase knowledge and awareness at the municipal level regarding key environmental quality issues.	Done for pollen and waste.

Post-MTE period: The period between the MTE (April 2014) and the completion of the Project (December 2015) was crucial for the Project as some important developments happened which influenced the further implementation process.

The EC launched in 2014 an international tender for establishing an *Environmental Information System* (EIS) for EPA, and after completing the bidding and contracting process, an international consultant started this assignment in November 2014. It became evident during the TE that the preparation of this project was not well-coordinated with the GEF Project. After the start of the EU-funded EMIS project, it was agreed that the GEF Project will hand over the results of the EMIS design study to the EU project. After that, the GEF Project did not further pursue piloting the EMIS, and did not closely cooperate with the EU project. The changes can be summarised as follows:

- The installation of EMIS on a pilot scale was dropped;
- Capacity building measures related to EMIS were cancelled accordingly;
- The Project provided instead of EMIS a DMS to the most relevant institutions dealing with the environment and provided training for it (while EMIS is regarded as sophisticated IT system for managing environmental data, DMS is a basic office application not related to the environment);
- The Project started some *ad hoc* measures such as providing boxes and an inventory for a local collection of plants (herbarium), delineating a watershed or installing a monitoring system for pollen, i.e. measures which generate at best raw data for environmental monitoring, but do not produce in a direct way information needed for compliance monitoring (as foreseen in the project objective) (see also discussion below).

In total, the TE finds that the Project did not take an appropriate strategic approach to meet the challenges imposed by the new EU EMIS project. While the GEF Project handed over information to the EU project, there was no serious attempt to join forces and to jointly develop a comprehensive EMIS system including the capacities to operate it. Establishing a functional EMIS is a comprehensive task, which may absorb considerable resources.[8] Several stakeholders confirmed that even after completion of the EU-funded projects, gaps will remain.

Partnership Arrangements

While MSDT was the political partner and EPA the executing body, strong partnerships were also established with the Hydrometeorological Institute (HMI), the Centre for Ecotoxicological Research (CETI) and the Institute for Marine Biology (IMB). The Project closely cooperated with these institutions on environmental indicators and also provided DMS software and training to them. Collaborations with other organisations were sought and successfully established demand-driven, e.g. with the Institute for Public Health in the field of pollen monitoring.

At the project start, UNDP made the decision to manage the project together with another UNDP-GEF enabling activity, the "Support for the Second National Communication to the UNFCCC". As a result, these projects shared a Project Management Board (PMB) consisting of high-level government representatives (State Secretary / Agency Director level) and all PMB meetings (8 in total) were conducted as joint meetings.

[8] A GEF project for establishing EMIS in Burkina Faso (PIMS 4892) has, for example, an overall budget of US$2.9 million and a GEF contribution of US$0.97 million.

There was no continuous cooperation with the EU-funded project on "Establishment and Development of the Environmental Information System (EIS)". After the initial handover of the EMIS design study, there was no information sharing between these two projects, let alone joint project planning to create synergies and to plan complementary activities. During the TE, EPA management did not release any information about the EU-funded EMS project, saying that they cannot provide information without taking permit from the Delegation of the European Union in Montenegro. The Ministry for Sustainable Development and Tourism, on the other hand, did not release information about that project, saying that this is under the full responsibility of EPA and thus beyond their own responsibility. Information about the project, its aim and its activities, were, however, obtained from publicly available internet sources and the team of the implementing consultant Teched, after consultation with the Delegation of the European Union to Montenegro and the IT consultant engaged by UNDP.

Project Ownership

An important result for UNDP supported GEF-financed projects is that they address country priorities.

Good evidence for a high project ownership in this GEF Project is the efforts which the partners spent to identify appropriate environmental indicators and to adapt them to local circumstances as necessary. The indicators were used for reporting to the EU (EEA) and the Rio Conventions, and a bylaw on the national list of environmental indicators was prepared and adopted. The subject of environmental indicators ranks high as it is a national priority vis-à-vis the Rio Conventions and the EU Accession. The Project succeeded in delivering the necessary services.

The DMS which was provided to five environmental institutions was very much appreciated by them, and it can be expected that these institutions will make full use of it. As the staff of these institutions that was interviewed during the TE was very enthusiastic about this technology, it was concluded that there is high ownership for the Project as a whole.

Also activities such as pollen monitoring received high attention in the public and helped increasing the ownership for the Project.

On the other hand, the actual contributions of the environmental institutions towards the Project were relatively modest. One would have expected from the commitments made in the "Letters of Co-financing" a higher engagement. Through the so-called "Standard Letters of Agreement", both EPA and the Hydrometeorological Institute received funds (see Annex E) to help them carry out their tasks.

Project Finance

The project could rely on an overall budget of US$ 502,700. According to the ATLAS financial management system, US$ 477,700 came from GEF Trust Fund sources and US$ 25,000 from UNDP. The Project Document gives US$ 502,700 as the amount to be provided by the GEF Trust Fund. APPG grant of US$25,000 is not included in these figures.

Disbursement of funds was quite low in the first three project years: in year 1, it was only 45 per cent of the planned value (US$72,021 against US$161,000 planned),[9] and in year 2, it was 78 per cent

[9] The US$72,021 were actually spent between the official start of the project in June 2011 and end of December 2012, i.e. over a 18 months period. The actual disbursement rate was thus even lower than the 45 per cent given here.

(US$133,001 against US$171,000 planned), and in year 3, it was 82 per cent (US$141,046 against US$170,500 planned). The project duration was foreseen to extend over a period of 36 months. After 36 months[10] of project operation, only US$346,069 of the overall budget of US$502,700 have been spent. This comes to 69 per cent of the available budget.

Following the delay in project implementation, a no-cost project extension was requested by the Project Management Board. This has been granted and 30 per cent of the total project (= US$150,200) funds were spent in the last year of operation (and one per cent was foreseen to be spent in 2016).

The Project spent approximately US$90,000 for international consultants compared to US$105,000 foreseen in this budget line (86 per cent). For local consultants, the Project spent US$353,000 compared to the foreseen US$368,000 (96 per cent). The actual spending for contractual services was higher (US$38,000) than foreseen (US$12,000). This is a very high conformity between the foreseen and the actual spending.

The Project exchanged "Standard Letters of Agreement (SLA)" with EPA and Hydro-Meteorological Institute (HMI). These SLAs included, *inter alia*, the purchase of equipment such as pollen measurement stations or conservation material for a herbarium, and it may be discussed why the disbursements related to these SLAs are attributed to consulting services.

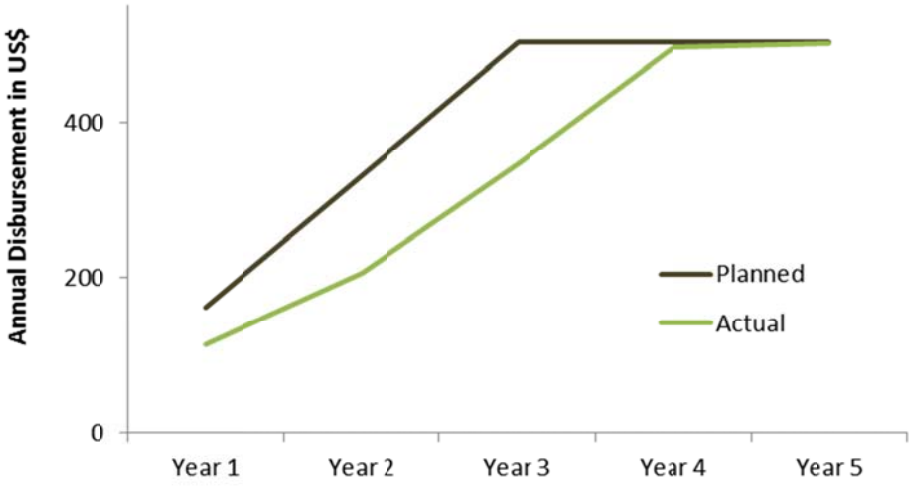

Figure. Annual disbursement of project funds (GEF and UNDP funds). Comparison between the planning at the outset (as per Project Document) and actual disbursements as assessed at project end.

[10] Or 42 months, if the first 6 months, in which no disbursements were made, are also taken into account.

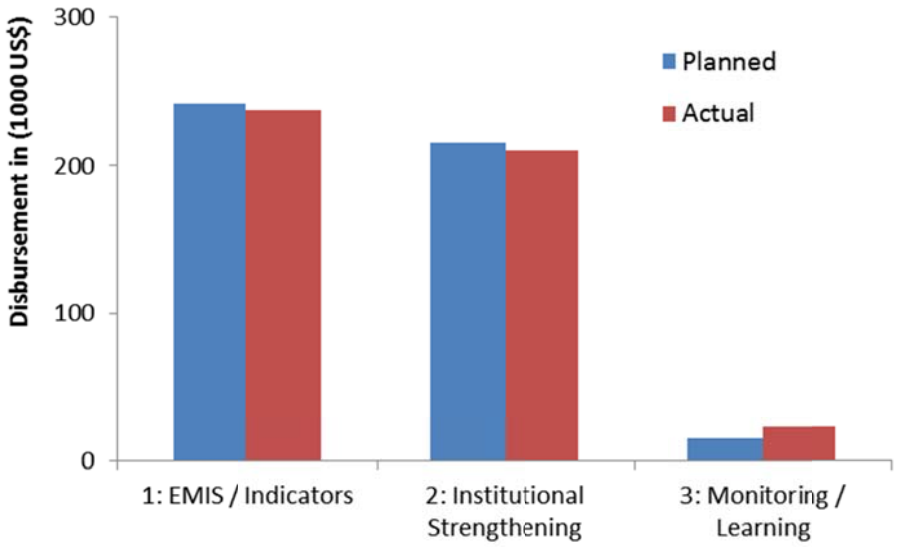

Figure. Disbursement of project funds (GEF and UNDP) according outcomes. Comparison between the planning at the project outset (as per Project Document) and actual disbursements as assessed at project end.

Co-financing and Co-financing Delivery: In addition the US$ 502,700 GEF (and UNDP) contribution, the Project Document lists a total of US$682,850 co-financing:

- Environmental Protection Agency (EPA): US$ 325,850;
- National Government: Hydrometeorological Institute (HMI): US$ 50,000;
- National Government: Office of Sustainable Development: US$ 188,000;
- Deutsche Gesellschaft für Internationale Zusammenarbeit (GTZ) (in-kind): US$ 94,000.

The contributions by EPA, HMI and the Office for Sustainable Development (today: MSDT) are listed in the Project Document as "grants" (p. 17). By contrast, the co-financing letters from these organisations, which are annexed to the ProDoc, clearly state that these contributions will be managed by the institutions themselves. Consequently, no cash contribution was received (or could be expected) by the Project from any of these three government organisations. The contributions of EPA, HMI and the Office for Sustainable Development need to be classified as "in kind" contributions.

The funds listed under co-financing are provided by the implementation partners as part of their regular work for the government and according to their approved budgets and work plans. This means that no new and additional co-financing resources were generated by the Project; government institutions contributed to the Project in the framework of their general tasks and no additional staff was hired, office or other facilities put at the Project's disposal, or financial means provided; i.e. this is a classical "Business-as-Usual Scenario".

All three co-financing letters give a precise amount of money, but do not specify the modality in which these resources will be transferred to the Project. It is assumed that the government contribution is delivered in the form of salaries, consultant fees, office space, meetings, public hearings, printing costs, etc. However, it is difficult to imagine how to come to an amount of US$563,850. Even if the partner institutions had contributed several full-time staff and consultants throughout the entire

implementation period, the costs would still be below the amount committerd.[11] It is therefore concluded that a government co-financing on this scale did not happen. It is impossible to make a quantitative estimation of the actual in-kind contribution of government organisations, however, even under an ambitious scenario, one comes to less than US$100,000.

On the other hand, the materialized co-financing is not only much less than confirmed co-financing, but the Project transferred through the "Standard Letters of Agreement (SLA)" a total of approximately US$100,000 (EUR 90,000, see Annex E) to EPA and HMI to support their work. In general, the instrument of SLA is on the one side very useful for building national capacities, but at the same time may undermine the efforts of the beneficiary to put own resources into the project, which could enhance project ownership and sustainability. The projects "Municipal Land Management" and "Cross-border economic development, Montenegro/BiH" implemented by GIZ on behalf of the German government made commitments to support the GEF Project with in-kind contributions amounting US$ 94,000. This contribution was not realised, apparently mainly as these projects were completed shortly after the start of the GEF Project.

Altogether, there was no visible co-financing with the exception of the US$25,000 from UNDP's track funding.

There is a general feature observed in practically all GEF projects: GEF pushes a lot for identifying and leveraging co-financing sources, and under this pressure the projects count various contributions as "cofinancing" which would actually not deserve this name, and they estimate especially in-kind contributions much higher than their actual value is. It is, however, also understood that GEF does not give clear guidance on counting and monitoring this.

Table. Co-financing Table (standard format).

Co-financing (type/source)	**UNDP own financing (US$)**		**Government (US$)**		**Partner Agency (US$)**		**Total (US$)**	
	Planned	**Actual**	**Planned**	**Actual**	**Planned**	**Actual**	**Planned**	**Actual**
Grants	25,000	25,000						
Loans/Concessions								
• In-kind support			563,850	<100,000 (?)	94,000	0		
• Other								
Totals	25,000	25,000	563,850	<100,000	94,000	0	682,850	<125,000

Monitoring and Evaluation: Design at Entry and Implementation

The provisions for monitoring and evaluation (M&E) in the Project Document are based on the standard UNDP/GEF M&E template and are relevant and appropriate for a project of this magnitude and nature. The MTE already analysed the design of the M&E system of the Project and assessed it as "satisfactory". The MTE noted that there was frequent communication between the PMB and the project team, and monthly reporting was provided to the PMB in the first or first two years of implementation in addition to the standard quarterly progress reports. The PMB partners reported to the MTE satisfaction with the information they are receiving regarding project progress. Other part-

[11] In order to get some feeling for the magnitiude of the government contribution, it was attempted to find out what the contribution of US$563,850 would mean for example in terms of staff time (the costs of inputs other than staff and consultant time seem to be marginal). Based on a fee of local consultants of US$600 per week – as per Project Document – one gets approximately 235 person months. This would mean a contribution of 4.5 full-time staff over the 53 months project period. As most government officials are paid much less than the US$600 weekly rate used here, the estimate is very conservative.

ners, such as the NGO "Ozon" also reported satisfaction with the information they are receiving. According to the results of the MTE, the RRF and M&E plan in the project document appear to have served as a source of baselines and annual targets for the project.

It can be added that the Inception Workshop, Inception Report, and MTE have all been carried out in a timely fashion. Also the TE as one of the major M&E instruments was initiated by the Project and conducted in time briefly before closure of the Project. Project Board meetings took place regularly 2012-2014 (two meetings each in 2012 and 2013, four meetings in 2014), but no meeting took place in 2015.

Shortcomings in the M&E system include: The results of the MTE were not properly integrated into the project operations for the remaining project period; with the decision not to establish EMIS, which is one of the expected outcomes of the Project, an essential change in the project design happened, which is vis-à-vis the GEF not properly documented and was approved only by the project's own internal structures; furthermore, various activities (e.g. support of local herbarium, delineation of a watershed) were supported by the Project which had not been foreseen in the frame of this Project and are not in support of the project objective.

Rating: By taking into account all of the above, the rating for project's monitoring and evaluation is considered as Satisfactory (S).

UNDP and Implementing Partner Implementation / Execution Coordination, and Operational Issues

UNDP Country Office (IA). According to the project design, the project was executed by the UNDP country office in the DIM modality with a key mandated officer: Team Leader/Programme Analyst, Democratic Governance & Economy and Environment. The project became in the first half of 2014 part of the portfolio of the Center for Sustainable Development which is jointly owned by UNDP and the Government of Montenegro. The UNDP supervision over the project staff was adequate, transparent and frank, focused on results and responsive, professional and timeliness. The technical and operational support from UNDP was overall appreciated and considered adequate by the project team. Regular UNDP staff consultation and participation in project meetings provided valuable inputs to national processes and could ensure required political support. Also the cooperation between UNDP supervisors and government partners was quite fruitful and effective in all relations.CO management staff and management staff of the Centre for Sustainable Development undertook regular contacts with MSDT and EPA. The execution of a few joint projects (UNDP/GEF and other measures) in the field of environment was conducive for this.

Project Management Unit (PMU): Project staff (Project Manager, Project Assistant) was shared with other operations implemented by UNDP in the field of environment, i.e. both staff was working also on other projects at the same time. Similar to IA, the PMU team was also oriented on results, professional and timeliness, candour and responsive, adequate in management, budgeting and procurement.

Project Management Board (PMB) / Project Steering Committee (PSC): All members of the Project Management Board interviewed during the evaluation mission expressed their satisfaction on the project implementation arrangements and the Board's role there. All PBM members also expressed their satisfaction on having received relevant and timely information throughout the project implementation to perform their expected duties. It was, however, also noted that some PBM members

were not fully aware about the exact goals of the Project, and it was not possible to discuss with them whether deviations from the goals and tasks have occurred. The TE could also not discuss with PMB members the parallel EU-funded EMS project. They either stated that this is not under their responsibility (MSDT) or said that they are not entitled to release information (EPA). There was no transparency on this case.

Cooperation with other GEF-funded projects in the region: There was no cooperation with other projects in the region, e.g. with other enabling activities implemented by UNDP/GEF.

3.3 Project Results

3.3.1 Attainment of Outcomes / Outputs / Indicators

As the usage of the terms “outcomes”, “outputs” and “indicators” is not unequivocal and consistent in the project documents, they are treated here together.

Attainment of Output 1: Environmental Management Information System (EMIS) and indicator framework for global environmental management developed and applied on a pilot basis

- Set of environment indicators developed and agreed amongst various stakeholders.
- Data Flow System designed and introduced for institutions concerned with CBD, CCD, FCCC and issues.
- Development and adoption of web-based advanced tools for environmental data and metadata storage by stakeholders.
- Pilot application of EMIS in relation to National Spatial Plan2020 and Tourism Master Plan2020.

Environmental Indicators: The Project developed in its early phase a national list of environmental indicators. They cover 12 thematic areas and these 56 indicators are relevant for the reporting obligations towards the three Rio Conventions (CBD, UNFCCC, UNCCD) and towards reporting to the EU (EEA). The collection of relevant data and calculation of indicators remains an issue as historical data are often available only in paper form, are missing, or disbursed in different institutions, the methodologies are not in compliance with EU and other international standards, and human capacities for measurement, collection and calculating indicators are limited. A bylaw on the national list of environmental indicators has been prepared by the Project and has subsequently been adopted by the Government of Montenegro. A manual on environmental indicators was developed in order to inform about the purpose and to guide assessments.

The set of indicators was updated in the further course of the Project. Additions and refinements were made for air pollution monitoring (which had been neglected before), aggregated indicators for plants, fungi and lichens, and for the marine environment.

Environmental Management Information System (EMIS): The design of an Environmental Management Information System was developed in the second year of project implementation (2013). The report provides a detailed demand-driven design. The design, however, covers only the needs of EPA for environmental monitoring. Key data providers for the environmental monitoring are the Institute for Hydrometeorology and Seismology (IHMS), the Centre for Eco-toxicology Research (CETI) and the Institute for Marine Biology (IMB). These three national institutions were not included in the existing EMIS design and the Project therefore initiated developing a design of an integrated EMIS which includes upgrading the existing EMIS design in EPA, developing the design of an IT system for CETI and IMB, and developing conceptual design for connecting IHMS, CETI and IMB. Such an integrated environmental monitoring/ data exchange IT system will facilitate data collection, dissemination and validation procedures, therefore enabling EPA Montenegro to perform its duties in line with the concepts currently proposed by different European initiatives (SEIS, GMES/ Copernicus, etc.).

Despite this successful start and encouraging plans how to continue, the Project later decided not to spend further efforts on implementing EMIS. to avoid overlap with a new EU-funded project on establishing EMIS.

Other Web-based tools for Environmental Data/Megadata Storage: While the Project did not develop a web-based tool for storing environmental data or megadata, some IT tools were developed which may be regarded as some kind of contribution towards data storage management.

The Project developed a mobile application and online platform for locating illegal waste dumps in Montenegro. While this platform was fully functional, it was later shut down for various reasons.

The Project further developed a web-based system for informing citizens about health problems caused by pollen. This is done based on regular monitoring of pollen suspended in the air in five municipalities in Montenegro.

The Project also worked with an NGO on testing and introducing the "Air Quality Egg (AQE)". This is an Open Source Hardware Internet of Things platform and hobbyist device for crowd sourced citizen monitoring of airborne pollutants.

A mobile application was also developed for noise monitoring (not including data storage).

Test Applications of EMIS. As EMIS has not been installed, it was not possible to conduct test applications. Nevertheless, the Project did its best to use information collected on the environmental indicators for reporting to the three Rio Conventions, EIONET and EEA. This included e.g. the development of templates for the collection of data necessary for reporting.

At project Inception Workshop, it was agreed to focus on the Second National Communication and the Biodiversity Strategic Action Plan rather than on the National Spatial Plan 2020 and the Tourism Master Plan 2020. The wording of the related indicator has, however, not been adapted. Even in the absence of a functioning EMIS, the Project helped to provide data for the Second National Communication of Montenegro to UNFCCC and the revision of National Biodiversity Strategy Action Plan of Montenegro (NBSAP) to CBD. Work related to the National Spatial Plan2020 and the Tourism Master Plan2020 has been skipped as agreed upon in the Inception Workshop.

Attainment of Output 2: Institutional capacity of the Environmental Protection Agency strengthened to perform compliance monitoring in relation to global environmental conventions and a system of knowledge management established

- Utilization of indicators for formulation of environmental policies and monitoring of variables for reporting environmental commitments.
- Training programme developed and delivered to EPA and other project stakeholders.
- Identification of focal points in stakeholder institutions that would coordinate the inputting of data and informational requirements in the indicator and web-based EMIS to foster environment sustainability as theme managers.
- M&E and risk management protocol developed.
- Web-based environmental project database established.

Utilisation of Indicators for Policy Formulation: Primary aim of the first indicator was to develop an indicator-based "State of the Environment Report for Montenegro" (SOER). The report was developed by the Project and follows the standard typology of indicators developed by the European Environment Agency (EEA), which is generally used by other international institutions as a standard in the design of state of the environment reports. The Law on Environment ("Official Gazette of Montenegro", 48/08, 40/10, 40/11 article 19) stipulates mandatory drafting of a State of the Environment Report of Montenegro for a period of four years, based on the National List of Environmental Indica-

tors, which was adopted by the Government of Montenegro at the meeting of 14 March 2013. Consequently, the Environmental Protection Agency publishes the first indicator-based State of the Environment Report in order to present the conditions and information, in accordance with international practices and standards, to decision makers and the general public in Montenegro. The final version of indicator-based SOER was prepared and adopted by the MSDT at the beginning of 2014.

Indicator-based information compiled by the Project was also used in preparing the Second National Communication of Montenegro to UNFCCC and for the revision of the National Biodiversity Strategy Action Plan (NBSASP).

Training: The purpose was to train EPA staff and stakeholder organisations in the use of advanced planning and information management tools. Trainings conducted included: training on calculating environmental indicators and using indicators in assessing national strategies, programmes and project and in decision making processes; training in preparing indicator-based State of the Environment Report; training related to noise monitoring-development of acoustic maps in all municipalities; training related to using new technologies and social networks (twitter, facebook, blogging, etc.)for environmental monitoring and in decision making (noise monitoring, air quality monitoring, waste monitoring, etc.).

Focal points / theme manager in stakeholder institutions: All concerned institutions (MSDT, EPA, CETI, IHMS, IMB) assigned focal points for the Project. A bylaw adopted by the government mandates data collection from the necessary government agencies. In addition, the system that has been developed includes reporting functions for the three Rio Conventions. The IT units of these institutions were fully aware of the tasks.

Risk Management Protocol: The Project Document describes the target as “global environmental criteria and indicators are institutionalized within compliance monitoring systems, including risk assessment and risk mitigation processes”. The Project should assist to develop “M&E protocols targeted to assessing environment and development policies, programmes, and plans”.

There was apparently some uncertainty as regards the meaning of this indicator/output. Environmental risk management was partly confused with project risk management, and the explanations given in the PIRs therefore refer under this indicator exclusively to project management and concluded that an M&E and risk management protocol was developed already at project inception and has been adhered to throughout project implementation. The MTE shared this view and stated that this target was reached: “M&E and risk management protocol were developed at project inception and have been adhered to throughout project implementation.” Actually, the Inception Report provides details as how to achieve this target. It defined 8 activities to be conducted in a period of two years. The activities start with a comprehensive review of the national legislation and a comparison of national obligations and criteria for environmental monitoring against global and EEA environmental criteria and ends with new regulations for environmental risk management. None of these activities have been conducted.

Web-based environmental project database: While some information on the Project was made available in the internet (e.g. on pollen), no efforts were undertaken to establish a project database where all information becomes available through the internet.

No IT solutions were developed to link the five participating institutions. Also the DMS provided by the Project does not interlink these organisations. This is due to the fact that the participating institutions currently do not want to share information among themselves through a web-based plat-

form/database. While DMS would be an application which fully supports information exchange between institutions, this has not been allowed at this stage by the institutions.

Project Attainments that are not substantiated by Outputs / Indicators

Pollen Monitoring: The indicator for air was upgraded with the indicator for pollen. In close cooperation with EPA, which is in charge of monitoring and reporting on the state of the environment, an indicator was developed for 26 of the most common pollen species. In order to measure concentrations of the pollen suspended in the air, five monitoring stations were installed in five towns of Montenegro: Podgorica, Nikšić, Mojkovac, Tivat, and Bar. The concentration of pollen are monitored and analysed by EPA staff and subsequently reported on the related web site. The equipment, working methodology and staff trained are in line with the European standards, and all analyses were done according to the guidelines of the International Association of Aerobiology. A web site (http://www.polencrnagora.me) has been established specifically for the purposes of informing citizens on the concentrations of pollen in the air, so that they can adapt their everyday life accordingly. Apart from the EPA, partners in implementation of those activities were Hydro-Meteorological Institute and Institute for Public Health. In addition to the monitoring and reporting on concentrations of pollen suspended in the air, the Law on Air Protection has been updated, recognising pollen as a natural pollutant. After initial support by the GEF Project, work is now continued with support from another donor-funded project.

Valuation: While it is beyond doubt very useful to measure pollen concentrations in the air and to collate all information for a pollen monitoring system, and the Project could make a significant contribution towards this, the objective of this Project is environmental information management on a meta level, not the collection of field data.

Support to the National Herbarium: The Project helped EPA to re-installation of the National Herbarium in EPA Montenegro. The herbarium is a heritage of the former Institute for Nature Protection, and was in not good condition. The Project supported the work of the herbarium by (1) providing consulting services by two scientists from the university mainly for identifying undetermined plant material; (2) Provision of steel cupboards for the appropriate deposition of the plant collection; (3) Provision of boxes which allow professional storage.

Valuation: The need of the national herbarium for support is uncontroversial. However, the support of the Project was used to upgrade the storage facilities (boxes, cupboards) and to contributions towards preparing an inventory, not for information management.

Delineation of the Morača River Watershed: In close cooperation with the Hydro-Meteorological Institute (HMI), a delineation of the Morača River and its tributaries was performed. A detailed report has been produced and presented including the findings of delineation and primary characterisation of Morača River catchment area, Morača River and related groundwater.

Valuation: The exact delineation of watersheds is essential for many watershed management applications and the measures conducted are therefore extremely useful. However, they do not directly serve the project objective of environmental information management.

Document Management System (DMS): After it became clear that the EU-funded EMS project will provide an EMIS to EPA, the EMIS was dropped from the GEF Project activity schedule, and the Project Management Board made a decision to install a Document Management System (DMS) in all five involved institutions. A DMS is the use of a computer system and software to store, manage and

track electronic documents and electronic images of paper-based information captured through the use of a document scanner. The DMS has been installed in the Ministry of Sustainable Development and Tourism, Environment Protection Agency, Institute for Marine Biology, Institute for Hydro-Meteorology and Centre for Eco-Toxicological Research. At the time of the TE, the software was almost completely uploaded to the servers of the participating institutions, and there is no doubt that it will become functional. It is expected that the DMS will ultimately improve everyday working processes of the technical and administrative staff in those institutions. Parallel to the installation of the DMS, training in using the DMS was organized for more than 100 employees.

Valuation: A DMS as a system to store and manage electronic documents is not an appropriate replacement for a sophisticated EMIS, whose task is to bring together, summarise and analyse environmental data which exist at different places. DMS also does not interlink the concerned institutions.

3.3.3 Attainment of OECD/DAC and Other Evaluation Criteria

Attainment of the Project Objective (Overall Results)

Project objective: "To analyse, identify and pilot advanced tools and practices for environmental information management and compliance monitoring and to develop capacity of institutions for global environmental management by institutionalizing identified tools and practices."

The Project delivered very useful tools and capacities for dealing with environmental indicators. There is now a set of agreed indicators, which can be used for assessing the compliance of the environment with national and international standards. The concerned institutions developed their capacities towards generating and applying this type of information and this would not be the case without the interventions of the Project.

As the Project decided not to install an Environmental Management Information System (EMIS) to avoid an overlap with an EU-funded operation, it is difficult to make an objective and impartial judgement of the achievements. It is evident that the Project made good use of the human and financial resources, but many of the measures supported were beyond the primary concern of the Project. This was environmental information management, while some project measures addressed basic measures for the physical collection of primary field data. Also the provision of the DMS for the five concerned institutions has to be seen in this light: A DMS is a basic office application for document management and is not specifically designed for environmental issues, whereas the Project objective requested a much more sophisticated system for collating and evaluation environmental metadata.

Rating: A rating of the attainment of objective is challenging, as the targets of the related indicators are not always unambiguous and have also been merged with outputs. The rating for the Project's objective is considered as 'Moderately Satisfactory' (MS), because

- The Project successfully developed a set of environmental indicators which are used for environmental reporting both for national and international purposes;
- The Project successfully coordinated with the related institutions which provided environmental data related to the indicators;
- The Project succeeded in manifesting the indicators in a bylaw adopted by the government;
- The Project built capacities to apply such tools and instruments.

However,

- The Project successfully designed an Environmental Management Information System (EMIS),

but then decided not to establish it as foreseen to avoid duplication of efforts with another project;
- The Project consequently has not carried out the measures which had been planned to build the capacities for operating the EMIS; as a replacement, training measures were delivered which targeted the operation of DMS, a general IT office management application not directly related to the environment.

Relevance

The Project is consistent with GEF strategies and objectives. It is specifically structured to meet Capacity Development Objectives 4 and 5 of theGEF-5 Capacity Development Results Framework. As a priority objective of the three Rio Conventions, donors and the GEF, the strategic approach of capacity development is directed towards facilitating cross-sectoral and participatory approaches to natural resource management planning and implementation.

The Project is also consistent with the UNDAF outcomes, which recognise environmental indicators as a major priority within the Sustainable Economic Development and Environmental Protection Programme.

The Project is highly relevant for the Government of Montenegro, which regards the EU accession as the overarching national priority. Compliance with EU standards in the field of environment is therefore of high priority. The Government of Montenegro is also eager to meet the requirements of the Rio Conventions, to which the country is party.

Environmental indicators and environmental information management are essential for enhancing environmental quality. The Project therefore needs to be understood as an element of a much wider approach.

Rating: The rating for project's relevance is considered as 'relevant' (R), because

- The Project addresses with the promotion of environmental reporting and environmental information management key issues necessary for enhancing the quality of Montenegro's environment;
- The Project is in line with GEF's global objectives and with Montenegro's national priorities, in particular with the country's endeavours towards EU accession;
- The Project combined IT solutions with institutional capacity building and setting up an appropriate institutional framework.

Effectiveness

The Project delivered many of its outputs and outcomes and can be considered altogether effective. While the indicator-related results were very successful, the EMIS-related activities were less successful because of competing operations by an EU-funded project.

The attainments of the outputs/indicators have been described and analysed in detail in chapter 3.3.1. The table below gives a summary, which shows that the majority of achievements are in line with the planned results.

Table: Project Effectiveness on Indicator/Output level (no clear distinction was made between indicators and outputs in the planning matrix). A 'yes' or 'no' in parenthesis stands for a 'qualified yes' or 'qualified no' (partly achieved).

No.	Indicator / Output	Achievement	Results achieved?
1.1	Set of environment indicators developed and agreed amongst various stakeholders.	Set of 56 indicators developed, adopted, and later updated.	**Yes**
1.2	Data Flow System developed and agreed amongst various stakeholders reporting data on CBD, CCD, FCCC and issues.	Data flow system developed as a basis for EMIS establishment.	**Yes**
1.3	Development and adoption of web-based advanced tools for environmental data and metadata storage by stakeholders.	Basic IT tools for monitoring of air quality, waste dumps and noise have been developed, but no web-based advanced tools for environmental data and metadata storage. The relevant institutions are not interlinked.	**(No)**
1.4	Pilot application of EMIS in relation to National Spatial Plan2020 and Tourism Master Plan 2020.	EMIS designed, but no pilot application.	**(Yes)**
2.1	Utilization of indicators for formulation of environmental policies and monitoring of variables for reporting environmental commitments.	Indicators used for preparing the "State of Environment Report", reporting to Rio Conventions; indicators manifested in national bylaw.	**Yes**
2.2	Training programme developed and delivered to EPA and other project stakeholders.	No training regarding EMIS; other training (e.g. on DMS) delivered.	**(Yes)**
2.3	Identification of focal points in stakeholder institutions that would coordinate the inputting of data and informational requirements in the indicator and web-based EMIS to foster environment sustainability as theme managers.	Focal points identified and operational; not for EMIS (as not installed), but for similar tasks.	**(Yes)**
2.4	M&E and risk management protocol developed.	Unclear indicator formulation.	**No**
2.5	Web-based environmental project database established.	Various IT solutions, no project data bases as foreseen.	**(Yes)**

Rating: The rating for project's effectiveness is considered as 'Moderately Satisfactory' (MS), because

- The Project delivered the majority of indicators/outputs as defined in the Project Results Framework;
- The Project successfully established environmental indicators for policy planning in Montenegro;
- The Project made a significant contribution to the preparation of the "State of the Environment Report", which is based on the environmental indicators;
- The Project trained staff of EPA and other governmental institutions in applying modern IT technologies;

However,

- The Project designed, but did not pilot an Environmental Information Management System (ENIRS) and hereby skipped an important project element without adjusting the project planning adequately.

Efficiency (Cost-effectiveness)

The efficiency of the administrative, logistical and financial management mechanisms have been applied in support of the project. Several randomly selected activities have been screened for cost-effectiveness, and have been found to be cost-effective and priced competitively based on effective tender procedure.

The Project was managed by a small team consisting of a project manager and project assistant, both on part-time positions (i.e. they worked at the same time also for other projects). This amount of managerial input is considered appropriate.

The Project spent over EUR 100,000 for establishing a pollen monitoring system, the restoration of EPA's herbarium (including the purchase of boxes and cupboards) and for delineating the Morača Rivershed. These measures, although useful principally, are not considered necessary for achieving the project objective, and do not directly contribute to environmental information management. This amounts approximately 20 per cent of the project budget.

Over EUR 70,000 were spent by the Project for procurement and installation of DMS software in EPA, MSDT, IMB, CETI, and HMI. DMS is a general office management software not specifically for designed for environmental applications; it is regarded as extremely useful, but is not fully justified by the project design, which had actually foreseen with EMIS a sophisticated software for environmental data management and environmental reporting.

Rating: The rating for project's efficiency (cost-effectiveness) is considered as 'Moderately Satisfactory' (MS), because

- The financial management has been generally efficient and satisfactory; the Project could rely on an excellent financial management;
- The Project always looked for cost-effective ways.

However,

- The Project spent significant resources for items which strengthen the capacities of the partner institutions, but which had not been foreseen in project planning and do not directly contribute to the objective of the Project.

Country ownership

Project ownership: The ownership for the Project was very high, as it was seen as an instrument for EU Accession.

Execution Modality: The project was executed in UNDP's DIM modality. While this is generally an indicator for low project ownership, often combined with low management capacities, this needs to be seen together with the fact that Montenegro became an independent state only in 2006, and the environmental institutions were still in a phase of re-structuring.

NGO Involvement: There was some civil society involvement on activity level (NGO "Ozon" commissioned to conduct measures on air quality and waste). Otherwise civil society was not involved in the Project and there was no representative of the civil society in the PMB. While an engagement of civil society can often be taken as evidence for country ownership, the little NGO involvement in this Project is understandable as the subject of this Project is largely related to administrative issues.

Government policies: The Project responds to a number of commitments made by the Government of Montenegro towards EU accession and in the frame of the Rio Conventions. This shows that the Project is fully aligned with government policies.

Linkage to UNDP's country programme documents: No *United Nations Development Assistance Framework* (UNDAF) is available for the period until 2011, and for 2012-2016, environmental indicators are recognized as a major priority within UNDP's Sustainable Economic Development and Environmental Protection Programme. For the period 2017-2021, the Government of Montenegro and the UN agreed in early 2016 on a new strategic programme of cooperation which is in line with the global Agenda on Sustainable Development and the country's aspiration to accede to the EU. Through adopting environmental standards, defining environmental indicators and establishing an environmental information management system, the Project makes an important contribution towards EU accession.

The Project was foreseen to contribute to Output 3 "Environmentally sustainable economic development" of the UNDP Country Programme for Montenegro (2007-2011), and here specifically to the outcome "Sustainable planning and management of natural resources in close partnership with the private sector." Although the Project is very much in line with UNDP's general approach towards sustainable economic development, it does not specifically contribute to achieve one of the targets defined for the six indicators.

For the period 2012-2016, the Government of Montenegro has agreed with UNDPO on a *Country Programme Action Plan* (CPAP). One of the 15 outputs of the CPAP, Output 12, is dedicated to environmental monitoring ("System for environmental monitoring enhanced"), which is at the heart of the Project.

Adoption of suggestions for the regulatory framework: The elaborations of the Project on environmental indicators and on standards and responsibilities on their measurements have been adopted by the government, which is good evidence for country ownership.

Financial contributions of the government: Government institutions committed a total of US$682,850 as co-financing "according to the approved budgets and work plans" of the concerned institutions. None of these contributions was a cash contribution; all was "in kind" through the provision of staff time. As described in the chapter on Project Finance, these co-financing contributions were overstated by the partners.

Mainstreaming Cross-cutting Issues

UNDP country programming: A first Integrated UN Programme for Montenegro, Montenegro's first United Nations Development Action Framework (UNDAF), was endorsed in April 2010. It provided a framework for coherent and coordinated UN development assistance for the period 2012-2016 that recognises the EU accession as the overarching national priority, and social inclusion, democratic

governance and sustainable economic development based on sustainable planning and use of natural resources as specific areas of Government – UN cooperation. The Project is thus in line with the spirit and the specific UNDAF goals.

Participation of local communities: The Project was designed as medium-sized project/enabling activity with EPA and some other government organisations as beneficiaries. There was no room for participatory approaches.

Policy framework: One of the direct impacts of the Project was the adoption of a bylaw on environmental indicators, which became a binding document for all concerned government institutions.

Natural disasters: Although environmental monitoring may help forecast environmental disasters, there is no direct impact of the Project on disaster reduction.

Gender mainstreaming: The project covers aspects such as environmental information gathering, monitoring and data evaluation, with no direct link with the gender situation in Montenegro. The gender issue was not raised by the project specifically, but the project team composition and representatives of the key stakeholders show obviously that there were no gender restrictions during project implementation.

Contribution of the Project to Poverty Alleviation: The Projects aims at making environmental management and environmental reporting more efficient and more effective. This will contribute to better protect the environment, and all groups of the society will benefit from it. There is no specific aspect which promotes the situation of poor people. There is hereby no direct contribution of the Project to Poverty Alleviation.

Governance: The Project promotes through the definition of verifiable indicators and the establishment of an environmental information management system the objective and transparent processing of environmental information. Additionally, the Project made some attempts to include the broad public in the collection of environmental information (organization and implementation of a waste campaign event, opening data to the public, and public awareness raising on new real-time environment monitoring technologies for air and waste). Although these attempts did not bring the expected results for various reasons, it shows the Project's positive approach towards good governance issues.

Impact

According to UNDP's guidelines for terminal evaluations,[12] the key findings that should be brought out in evaluations include whether the project has demonstrated:

- verifiable improvements in ecological status;
- verifiable reductions in stress on ecological systems;
- through specified process indicators, that progress is being made towards achievement of stress reduction and/or ecological improvement.

Stress reduction on ecological systems and/or ecological status change impacts cannot be discerned at Project closure. The Project has also not been designed to show such impacts. The Project was about building the capacities for environmental monitoring and reporting, and it is a very long impact

[12] http://web.undp.org/evaluation/documents/guidance/GEF/UNDP-GEF-TE-Guide.pdf

chain between environmental monitoring and reporting on the one side and actual changes in the environmental situation on the other.

Having in mind that the Project was "only" about environmental information management and did not target environmental management itself, it constitutes a relatively small building block that could eventually lead to impact. Environmental information can be used in many different ways and it depends, among many other things, on the type of information collected and analysed, the conclusions drawn and the necessary consequences for decision-making, the political willingness and priorities, and the available resources whether this information can be or will be translated into practical action in the ground. Environmental information management is a crucial prerequisite for improving the environmental situation, and the Project has put in place this condition which eventually leads to impact. However, as information management is only one small prerequisite among many others, it would be imprudent to make a prediction about the environmental impact of this Project.

In this context, it needs to be kept in mind that the Project was an enabling activities / small scale measure, and that this type of projects usually can achieve impact only in combination with other measures. Impact on the environment can only be expected long after project completion, and will not be measurable due to the many different factors which influence environmental quality. As any conclusion regarding the impact of a small-scale measure would be highly speculative, the TE evaluation decided not to give a rating for this criterion.

The Project did not develop an exit strategy as recommended by the MTE, i.e. the Project does not offer solutions how to follow-up certain project measures such as the further development of environmental indicators and their fine tuning with EU standards, preparation of the next "State of the Environment Report" (which will be due in 2017), interlinking the databases of the five environmental institutions (who at present do not agree to get interlinked), etc.

Rating: The TE decided not to give a rating for "Impact" because the Project is a medium-sized project/enabling activity with a very limited capacity to generate impact, and a type of project which can only generate impact in combination with other measures and projects. The contribution of this measure towards overall environmental status is too small to allow a prediction of the impact. Also a development goal which would be useful to assess the impact has not been defined.

Sustainability

The rating of the sustainability of the Project outcome (objective) is based on the level of risk to sustainability across four dimensions: financial, socio-political, institutional framework and governance, and environmental.

Environmental reporting is a continuous requirement and is requested both on national level, on level of the EU and for the international Rio Conventions. The "Indicator-based State of the Environment Report of Montenegro", a major achievement of the Project, was prepared for the year 2013 (published in 2014) and it is scheduled to prepare this type of report every four years. The next report is due for 2017. According to the information obtained from EPA, there is still no concept as how to prepare the next State of the Environment Report.

Financial dimension: Some of the measures implemented by the Project such as the DMS are not very cost-intensive to maintain and it is believed that maintenance costs can be covered by the regu-

lar budget of the participating institutions. For pollen monitoring, the Project provided funding to set off the instrument, and other donor-funding has been found to continue this work. Other measures such as the indicator-related work require mainly institutional coordination and have hereby less financial implication and it is therefore believed that the risk regarding the financial sustainability is low. In total, the risk to financial sustainability was rated low.

Socio-political dimension: There is no direct sociological dimension of the Project: The Project contributes to a better collection and processing of environmental information without targeting certain groups of the society.

The environment ranks low on the political agenda in Montenegro, as in many other countries. However, EU accession is the driving force behind many decisions related to environmental issues. The Government of Montenegro is eager to fulfil the reporting requirement vis-à-vis the EU, and also vis-à-vis the Rio Conventions. There is a strong awareness of all main stakeholders for the relevance of the project for the EU accession, and they give high priority. This is as very good and solid prerequisite for the political sustainability of the Project. The risk to the socio-political dimension of sustainability was rated low.

Institutional framework & governance: Most institutions responsible for environmental monitoring in Montenegro can look back upon a long tradition; they have been founded during the Yugoslav period and are thus not new in this field (although some re-arrangements happened, such as the integration of the Institute for Nature Conservation into the later founded EPA). Despite some reorganisations, institutional stability prevails. The division of work between these institutions in respect to monitoring of environmental parameters is clear. The bylaw initiated by the Project regulates the functions of these institutions and confirms the role of EPA for gathering and processing this information. In total, the risk to institutional sustainability was rated low.

Environmental: It is an environmental project, and the aim of the project is to enhance environmental quality. It is difficult to imagine that the Project could have negative effects on the environment. The risk to environmental sustainability was therefore rated low.

Rating: The rating for project's overall likelihood of sustainability is considered as "Likely" (L), i.e. it is expected to have negligible risks to sustainability. This rating is based on the following observations:

- The continuation of the Project does not require significant financial resources;
- There is high political will to fulfil the EU Accession requirements;
- The Project focused on capacity building for the concerned institutions;
- The inter-institutional cooperation was regulated by a bylaw which will remain in place beyond the end of the Project.

4. Discussion, Conclusions, Recommendations & Lessons

The Project was partly successful: It was one the one hand very successful in defining and agreeing on environmental indicators and producing a State of the Environment Report, but it did, on the other hand, not succeed in piloting an Environmental Information Management System as a permanent mechanism to collate and analyse environmental data. Additionally, the Project spent significant

efforts and resources to collect environmental raw data, which was actually not within the tasks of the Project.

The title of the project “Capacity building for environmental policy institutions for integration of global environment commitments in investment/development decisions” raises high expectations as it suggests that the Project deals with investment and development decisions. This is, however, not the case. As per project objective, the aim of the Project was to bring together and process environmental data – it was not to interpret them and to draw conclusions related to development and investment planning. So the data may of course be used for preparing investment and development decisions one day, but this is far beyond the reach of the Project.

The Project has significant achievements in respect to the definition of environmental indicators used for national and international environmental reporting, the development of templates for data collection, the coordination of the concerned data providing institutions, and finally the production of a “State of the Environment Report” which is based on the information gathered. The Government of Montenegro has issued a bylaw which regulates the institutional responsibilities for data collection, and thus institutionalizes the results of the Project. For the use of an IT-based Environmental Management Information System (EMIS), the Project developed a sound concept which takes into account the relevant technical and institutional aspects. The Project, however, did not take the next step, i.e. it did install a computerized EMIS as foreseen, apparently as a response to another donor-funded project which had the same task. The GEF Project then provided the participating institutions some basic IT infrastructure such as a DMS. The Project also undertook efforts to lay the foundation for some physical monitoring; not belonging to information management, these efforts were beyond the key concerns of the Project.

The State of the Environment Report (SOER) of Montenegro is an important achievement of the Project. SOERs are a prepared by 39 European states and are a comprehensive assessment of the European environment's state, trends and prospects, in a global context. West Balkan countries and other countries in the region take part in this programme implemented by the European Environment Agency (EEA). Reports are available e.g. by Bosnia& Herzegovina (2012), Croatia (2014), Kosovo (2011-2012), Serbia (2012), and FYR of Macedonia (2012). Montenegro thus follows common standards and is in line with the development in other countries in the region.

The Project has been designed as a US$1.2 million operation with US$0.5 million coming from the GEF and US$0.7 million coming from other sources, mainly the Government of Montenegro. However, co-financing could not be realised and there is only a relatively modest in-kind contribution (staff salaries) by the government.

This is a situation which is observed in many GEF funded projects: GEF does not distinguish between baseline financing, co-financing and parallel financing, but puts together all of them under the name “co-financing”. Actually, all government contributions should be counted as baseline funding, all UNDP contributions (TRAC funding) as co-funding, and the remaining contributions by other donors as parallel funding. Only UNDP’s TRAC fund contributions are managed by the project team, and therefore only these should be regarded as co-funding.

The situation of co-funding is actually complex and needs careful evaluation: It is a general feature observed in practically all GEF projects that GEF pushes during project preparation a lot for identifying and leveraging co-financing sources on the one side, but has, on the other side, no system and no

standards to monitor these contributions. For increasing the chances to get a project proposal approved, governments make significant commitments, well knowing that these contributions are difficult to monitor and are actually not really monitored. It seems to be GEF policy not to insist on full transparency.

A specific challenge of the Project was the coordination with the EU-funded project on Environmental Management. It was surely a shortcoming not to plan the two projects together from the beginning in order to achieve a coherent intervention strategy. EPA as the main beneficiary failed to formulate its requirements and to discuss this with the donors and to agree with them upon a demand-driven solution.

When the EU-funded project started its operation in 2014, the PMB of the GEF Project decided to drop the establishment of EMIS, although this was one of its most important goals. The Project hereby strayed from the path of the Project towards piloting "advanced tools … for environmental information management" (project objective). One would expect under such circumstances to conduct a revised overall project planning. As the decision of dropping the EMIS from the Project means a considerable modification of the project objective and the indicators, an agreement with GEF should have been considered.

During the TE, EPA unfortunately was not fully transparent as regards the issue of the parallel EU-funded EIS project, and did not provide information about its exact aims and implementation status.

Lessons learnt

The Project Results Framework turned out not to be unambiguous and the targets were not always clear. It could therefore not be fully used as a basis for a project monitoring system. More emphasis should therefore be given on the development of a consistent and unambiguous Project Results Framework and its application as document which guides through project implementation. Also any later changes to the Results Framework need to be justified and documented.

UNDP as GEF Implementing Agency has a high responsibility that project operations remain within the scope of interventions foreseen by the project and approved by GEF. This has to be enforced, if necessary also vis-à-vis the project steering committee / project management board.

Project co-financing needs monitoring; it should be considered to link partner contributions with the provision of services generated through GEF funding. Otherwise there is a risk that a project becomes a one-way process. More guidance should be given by the GEF.

Recommendations

It is recommended that

10. the GEF reconsiders the rating principle of the criterion „relevance". It can now only be rated only as "relevant" or "not relevant", whereas a finer scale extending e.g. from "highly relevant" over "partly relevant" to "not relevant" would be more appropriate to mirror project reality.

11. the GEF gives more guidance as regards accounting of co-financing, for example how to distinguish baseline funding under the business-as-usual scenario, and on how to assess in-kind

contributions. Without such guidance, monitoring is not possible and there seems to be a general tendency to over-estimate co-financing contributions.

12. UNDP as the GEF Implementing Agency makes sure that a project acts within the frame approved by the GEF and project measures are confined to those which lead to the achievement of the project objective. If necessary, this has to be enforced vis-à-vis the Project Management Board.

13. UNDP puts more emphasis on developing unambiguous Results Frameworks with clear targets and indicators, and which allow full monitoring of project progress along these lines. For this purpose, the Results Frameworks should be checked by the Quality Assurance team before the start of project implementation or in the case of any modification in the course of adaptive management.

14. UNDP makes sure that any substantial change in the project design is communicated to the GEF for endorsement;

15. MSDT and EPA develop a concept how to develop an update of the "State of the Environment Report", which will be due in 2017, and which is a follow-up measure that emerged from the project.

16. MSDT, EPA and the other participating institutions start work on solutions as how to overcome the barriers which at the moment do not allow interlinking their information systems.

17. MSDT and EPA link the Environmental Information System (EMIS) installed with the assistance of the EU with the Database Management System (DMS) installed by the Project.

18. MSDT and EPA conduct an analysis on the availability and quality of environmental data. At present, the environmental indicators identified by the Project are used for environmental monitoring based on available information. A gap analysis is needed to find out what additional information is required to allow meaningful and comprehensive environmental monitoring.

Annexes

A. Terms of Reference

B. Mission Itinerary/List of Persons Interviewed

C. List of Documents Reviewed

D. Project Budget

E: Project Expenditures

F. Evaluation Consultant Agreement Form

Annex A. Terms of Reference

This document is available as separate electronic file.

Annex B. Mission Itinerary / List of Persons Interviewed

Sunday, 13th Dec 2015

14:00	Arrival in Montenegro	

Monday, 14th Dec 2015

09:30 – 10:30	Centre for Sustainable Development	Snežana Dragojević, Programme Manager
11:o0 – 13:00	Environment Protection Agency	Ervin Spahic, Director Lidija Scepanovic, Deputy Director and PMB member Dusko Raspopovic, Director of IT Sector (DMS) Gordana Djukanovic, monitoring of pollen
13:00 – 14:00	Lunch	
14:30 – 15:30	Jelena Janjusevic, CSD Manager	
15:30 – 16:00	Summary of Day 1, CSD	

Tuesday, 15th Dec 2015

09:30 – 10:00	Centre for Sustainable Development	
10:o0 – 11:00	Ministry of Sustainable Development and Tourism	Ivana Vojinovic, Director for Environment
11:30 – 13:00	Institute for Hydro-Meteorology, DMS and other specific activities	Luka Mitrovic, Director Sanja Pavicevic, Deputy Director Darko Novakovic, Delineation of Moraca River
13:00 – 14:30	Lunch	
14:30 – 15:30	CSD	Snezana Dragojevic
15:30 – 16:00	Summary of Day 2, CSD	

Wednesday, 16th Dec 2015

09:30 – 10:00	Centre for Sustainable Development	
10:30 – 11:30	CETI	Dragan Gazivoda, IT
12:00 – 13:00	DMS – Bojan Vujosevic	
13:00 – 14:00	UNDP Resident Representative, Fiona McCluney	
14:30 – 15:30	Former project manager, Snezana Marstijepovic	
15:30 – 16:00	Teched (EU-funded	Annie Angelopoulou
16:00 – 16:30	Summary of Day 3, CSD	

Thursday, 17th Dec 2015

09:30 – 12:00	Centre for Sustainable Development: collecting documents, debriefing	Snežana Dragojević, Programme Manager
13:00	Departure	

Annex C. List of Documents Reviewed

- “Capacity building for environmental policy institutions for integration of global environment commitments in investment/development decisions” –Project Identification Form (PIF);
- “Capacity building for environmental policy institutions for integration of global environment commitments in investment/development decisions” –Request for CEO Approval;
- “Capacity building for environmental policy institutions for integration of global environment commitments in investment/development decisions” – UNDP Project Document;
- Project Results Framework (revised);
- Quarterly Project Progress Report SNC and EMIS projects;
- Project Implementation Review (PIR) 2013, 2014, 2015;
- Project Inception Report;
- Project Budget (as per ATLAS);
- Capacity building for environmental policy institutions for integration of global environment commitments in investment/development decisions” –Mid-Term Evaluation Report;
- IT Assessment (in local language);
- Indicator-based State of the Environment Report (in local language);
- Indicator-based State of the Environment Report (in English);
- Pollen Report (in local language);
- SONECO: Activity Report on Training (in local language);
- SONECO: Implementation Plan on Training (in local language);
- S&T: Dizajnrešenja [EMIS Design, in local language];
- Environmental Indicators (Izrada indikator aživotnesredine) (in local language);
- Standard Letter of Agreement with EPA – Pollen;
- Standard Letter of Agreement with EPA – Herbarium;
- Standard Letter of Agreement with IHMS – Delineation of Moraca Watershed;
- Amendment I to Micro-Capital Grant Agreement between UNDP and the Recipient Institution NGO "Ozon" for the Provision of Grant Funds;

Annex D. Terminal Evaluation -Evaluation Questions / MATRIX

Evaluative Criteria Questions	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?			
• Does the project aim to solve a core problem faced by target groups?	• Target group confirms in interviews the need of the project measures	• Government strat-gies,	• Analysis of the project proposal; interviews with MSDT and other stakeholders
• Does the project comply with relevant strategies?	• Analysis of strategies and project document	• Government strate-gies	• Interviews with MSDT and other stakeholders
• To what extent are the objectives of the programme still valid?	• Confirmation in inter-views	• Interviews	• Interviews with MSDT and other stakeholders
• Are the activities and outputs of the programme consistent with the overall goal and the attainment of its objectives?	• Logical flow (logframe)	• Project proposal	• Analysis of the project proposal
• Are the activities and outputs of the programme consistent with the intended impacts and effects?	• Logical flow (logframe)	• Project proposal	• Analysis of the project proposal
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
• Has the project achieved the objective agreed in accordance with the indicators?	• Targets of project indi-cators achieved	• Progress reports	• Interviews, analysis of reports (APR, etc.)
• Did no negative results occur, or if they did, were they responded to?	• Identification of unin-tendes results	• Progress reports, statements of stake-holders	• Interviews, analysis of reports (APR, etc.)
Efficiency: Was the project implemented efficiently, cost-effectively, and in-line with international and national norms and standards?			
• Are the objectives being achieved cost-effectively?	• Project costs	• ATLAS data	• Analysis of projectr budget; inter-views with project staff
• Has the opportunity of coordinating with other donors and/or pro-jects been explored and, if possible, implemented?	• Follow-up of co-financing agreements	• Cooperation ar-rangemets; SC meet-	• Analysis of cooperation arrange-ments (if any)

Evaluative Criteria Questions	Indicators	Sources	Methodology
		ing repprts	
• Were objectives achieved on time? Dids project implementation experience delay?	• Project progress; delay in implementation	• Project reports	• Analysis of project progress
• Was the programme or project implemented in the most efficient way compared to alternatives?	• Alternatives with higher costs rejected	• Intzerviews, PSC reports	• Interviews with project staff and PSC members
Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?			
• Are the positive results of the project expected to be durable? To what extent are the benefits of the project expected to continue after GEF funding will be ceased?	• Funding of follow-up measures by the partner organisations; institutional structure; partner commitment	• Statements of partner organisations	• Interviews; documents on follow-up measures and follow-up commitments (if available)
• Does the project take into account possible risk factors that might influence the long-term sustainability of results?	• Measures on risk management	• Progress reports; planning documents on follow-up jeasures	• Interviews with partner organisations and PSC members
Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?			
• What has happened as a result of the programme or project?	• Change	• Statements of partner organisations	• Interviews with partner organisations, PSC members and project staff
• Can it be anticipated that the project will help to achieve overarching long-term (political) objectives?	• Personal assessments of evaluator and interviewees	• Responses of interview partners	• Analysis of the overall project context; Interviews with partner organisations, PSC members and project staff
• Does the project help to achieve broad impact (e.g.: How many people have been affected?)?	• Size of the target group which has benefitted from the project	• Responses of interview partners	• Interviews with partner organisations, PSC members and project staff
• What real difference has the activity made to the beneficiaries?	• Pesonal assessments of interviewees	• Responses of interview partners (self assessment)	• Interviews with partner organisations, PSC members and project staff

Annex E. Project Budget

Comparison of the project budget as per Project Document and at the end of the project (as per 17.12.2015).

All amounts in US$.

Original budget from Prodoc										Budget revision						
GEF Outcome/Atlas Activity	**Responsible Party (Implementing Agent)**	**Fund ID**	**Donor Name**	**Atlas Budgetary Account Code**	**ATLAS Budget Description**	**Amount Year 1**	**Amount Year 2**	**Amount Year 3**	**Total**	**Disbursement up till end of 2012**	**Disbursement in 2013**	**Disbursement in 2014**	**Disbursement up till end of 2015**	**Proposed budget revision**	**Budget for 2016**	**Total expenditure by end of project**
OUTCOME 1: Global Environmental Management Indicators	MSPEP	62000	GEF	71200	Int'l Consultants	15.000	15.000	15.000	**45.000**	20.067	20.835	2.448	43.350	0	0	43.350
				71300	Local Consultants	58.000	59.000	59.000	**176.000**	5.977	27.498	91.216	124.692	37.340	0	162.032
				72100	Contractual services	2.000	2.000	2.000	**6.000**	3.739	4.793	4.472	13.005	3.700	0	16.705
				71600	Travel	5.000	5.000	5.000	**15.000**	7.790	7.719	1.201	16.710	0	0	16.710
																0
		04000	UNDP	71200	International Consultants	7.500	-	-	**7.500**				7.500			7.500
				71600	Travel	2.500	-	-	**2.500**				2.500			2.500
	TOTAL OUTCOME 1					**80.000**	**81.000**	**81.000**	**242.000**	**37.574**	**60.846**	**99.337**	**197.757**	**41.040**	**0**	**238.797**
OUTCOME 2: Institutional strengthening for improved monitoring of the global environment and capacity to replicate successful environmental information management and integration practices	MSPEP	62000	GEF	71200	International Consultants	15.000	15.000	15.000	**45.000**	6.354	16.208	78	22.641	800		23.441
				71300	Local Consultants	54.000	55.000	55.000	**164.000**	18.051	35.670	31.989	85.710	77.778		163.488
				72100	Contractual services	2.000	2.000	2.000	**6.000**	3.924	16.590	823	21.336	0		21.336
				74200	Printing Production Costs	0	0	0	**0**	0	654	618	1.272			1.272
				75700	Seminars	0	0	0	**0**	0	674		674			674
																0
			UNDP	71200	International Consultants	-	10.000	-	**10.000**				10.000	0	0	10.000
				71600	Travel	-	5.000	-	**5.000**				5.000	0	0	5.000
	TOTAL OUTCOME 2					**71.000**	**72.000**	**72.000**	**215.000**	**28.329**	**69.797**	**33.507**	**131.633**	**78.578**	**0**	**210.211**
OUTCOME 3: Monitoring,	MSPEP	62000	GEF	71200	International Consultants	-	7.500	7.500	**15.000**	2.326	0	8.202	10.528	6.033	6.431	22.992

Original budget from Prodoc										Budget revision						
GEF Out-come/Atlas Activity	**Responsible Party (Im-plementing Agent)**	**Fund ID**	**Donor Name**	**Atlas Budget-ary Account Code**	**ATLAS Budget Description**	**Amount Year 1**	**Amount Year 2**	**Amount Year 3**	**Total**	**Disburse-ment up till end of 2012**	**Disburse-ment in 2013**	**Disburse-ment in 2014**	**Disburse-ment up till end of 2015**	**Proposed budget revision**	**Budget for 2016**	**Total expendi-ture by end of project**
Learning, Adaptive feedback and Evaluation																
	TOTAL OUTCOME 3					**0**	**7.500**	**7.500**	**15.000**	**2.326**	**0**	**8.202**	**10.528**	**6.033**	**6.431**	**22.992**
Project management	UNDP	62000	GEF	71300	Local Con-sultants	10.200	9.000	8.500	**27.700**	3.678	1.389		5.068	22.632	0	27.700
				71600	Travel	-	1.500	1.500	**3.000**	114	418		531	1.917	0	2.448
				74200	Printing Production Costs	0	0	0	**0**	0	552		552			552
	TOTAL OUTCOME 5					**10.200**	**10.500**	**10.000**	**30.700**	**3.792**	**2.359**	**0**	**6.151**	**24.549**	**0**	**30.700**
					GEF TOTAL	**161.200**	**171.000**	**170.500**	**502.700**	**72.021**	**133.001**	**141.046**	**346.069**	**150.200**	**6.431**	**502.700**

Annex F. Project Expenditures

Major expenditures of the project (contracts <3,000 EUR not listed). For reasons of confidentiality, some expenditure is given only in classes.

	<10,000 EUR	10-20,000 EUR	Other
International Consultant for preparation of final National list of Environmental Indicators	x		
International short-term consultant for developing methodology on data processing for environmental indicators for sea	x		
International Short-term Consultant for Mid-term Evaluation	x		
International Short-term Consultant for Terminal Evaluation	x		
International short-term Consultant to facilitate process of reports preparation to different national and international commitments in the environment and climate change sector and showcase it through preparation of draft indicator based State of the Environment Report		x	
National short term Consultant: Information System Analyst	x		
Development and Implementation of Environmental Information System		x	
Purchase of 30”Air Quality Egg” units, sensors which can measure air quality in the immediate environment	x		
Environmental Protection Agency: Standard Letter of Agreement - Pollen			55,000
Environmental Protection Agency: Standard Letter of Agreement - Herbarium			20,000
Hydrometeorological Institute: Standard Letter of Agreement - Delineation of Morača river			15,000
Procurement and Installation of Software for DMS in EPA, MSDT, Institute of Marine Biology, Centre for Eco-Toxicological Research and Institute for Hydro-Meteorology and Seismology in Montenegro			69,000
Procurement of IT equipment		x	
Servers for DMS		x	
OZON: Micro Capital Grant Agreement - organization and implementation of “Air Quality Egg” training, opening data to the public, and public awareness raising on new real-time environment monitoring technologies	x		
OZON: Organization and implementation of waste campaign event, opening data to the public, and public awareness raising on new real-time environment monitoring technologies for air and waste	x		

Annex G. Evaluation Consultant Agreement Form

Code of Conduct Agreement Form

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Max Kasparek

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at Heidelberg on 21.12.2015

Signature: _____

Annex H. Tender Announcement of the EC regarding establishment of an EMS in Montenegro

Services - 56469-2014

19/02/2014 S35 External aid programmes - Services - Prior Information Notice without call for competition - Not applicable

Montenegro-Podgorica: IPA — Establishment and development of the environmental information system

2014/S 035-056469

Location: Europe (non-EU) — Montenegro

Contract forecast notice

Services

Common procurement vocabulary (CPV):

Main object:

48000000 Software package and information systems — QB52 On environment

1. **Publication reference:**

   EuropeAid/135477/DH/SER/ME.

2. **Procedure:**

   Restricted.

3. **Programme:**

   IPA.

4. **Financing:**

   Budget line.

5. **Contracting authority:**

   European Union, represented by the European Commission, on behalf of and for the account of the beneficiary country, Podgorica, MONTENEGRO.

6. **Nature of contract:**

   Fee-based.

7. **Contract description:**

   The overall objective of the project is to provide support to the

Government of Montenegro to achieve the goals of accession to the European Union and to improve the decision-making process by providing the Montenegrin environment authorities with sound, reliable data.
The purpose is to develop the environmental information system as a tool for storing, processing, analysing data and reporting on the environment, as well as to train staff working with the information system to maintain and upgrade it.

8. **Numbers and titles of lots:**

The contract is divided into lots:
No, 1 lot only.

9. **Budget:**

Maximum budget: 400 000 EUR.

10. **Intended timing of publication of procurement notice:**

March 2014.

11. **Additional information**

12. **Legal basis:**

Council Regulation (EC) No 1085/2006 of 17.7.2006 establishing an Instrument for Pre-Accession Assistance (IPA) (OJ L 210 of 31.7.2006).

13. **Date of dispatch of this notice:**

6.2.2014.

Remarks:

There must be a minimum period of 30 calendar days between the publication of this contract forecast and the publication of the corresponding procurement notice.

No applications or requests for information should be sent at this stage.

Annex I. Terminal Evaluation Audit Trail

Available as separate file.