



# FINAL EVALUATION REPORT - UNDP CAPACITY DEVELOPMENT PROGRAMME

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The content of this evaluation report is the sole responsibility of the Evaluator and can in no way be taken to reflect the views of UNDP Montenegro.

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## Abbreviations

CDP	Capacity Development Programme
EUD	European Union Delegation
EI	European Integration
FOSI	Foundation Open Society Institute
GOM	Government of Montenegro
IPA	Instrument for Pre-Accession Assistance
IT	Information Technology
MoF	Ministry of Finance
MFAEI	Ministry of Foreign Affairs and EU Integration
NPI	National Programme for Integration
OECD DAC	The Organisation for Economic Co-operation and Development's Development Assistance Committee
PAR	Public Administration Reform
SAA	Stabilisation and Association Agreement
SAP	Stabilisation and Association process
SCG	Serbia and Montenegro
SPO	Senior Programme Officers
SPP	Single Project Pipeline
TA	Technical Assistance
TNA	Training Needs Assessment
ToC	Theory of Change
ToR	Terms of Reference
UNDP	United Nations Development Programme
WBIF	Western Balkans Investment Framework

## Executive Summary

This Evaluation Report presents the main findings, conclusions, lessons learned and recommendations for of the Capacity Development Programme (CDP) that was implemented by UNDP in partnership with Montenegrin Government and donors in the period between 2003-2015. The evaluation draws from a number of sources, including historical documentation of the Programme, the interviews with main partners and stakeholders from the Government, donor and academia as well as review of secondary data on the overall process of EU integration of Montenegro, to which the Programme contributed.

### **Purpose and scope of the evaluation**

As per the Terms of Reference (TOR), the objective of the assignment was to conduct evaluation of the Capacity Development Programme in its totality and provide recommendation for potential continuation/replication of the capacity development model in Public Administration Reform area. Further discussions with UNDP Team specified that the evaluation should look at the entire period of CDP implementation since its initiation in 2003 up until present time. Nevertheless, the two evaluations conducted in 2004 and 2009 respectively were to be used as input for the period until 2009, while the in-depth assessment of the support to preparation of negotiation process and the process itself (CDP II, CDP III and CDP+) were conducted through primary and secondary data collection methods.

### **Evaluation background**

The Capacity Development Programme has been successfully operating since September 2003 as a partnership between the Government of Montenegro, EU, Norwegian embassy, the Foundation Open Society Institute (FOSI) and the UNDP. Throughout its subsequent phases, CDP provided assistance to the Government of Montenegro in meeting its strategic priorities for the European Integration and associated public administration reforms. The CDP has coincided with a period in which the Montenegro has undergone a vital new stage of development, making the adaptations in policy, law and institutional structures required both, by acquired independent sovereign statehood, and designed to maximize the opportunities made available by that historic step, including above all realization of the long-term, overriding goal of national policy: accession to membership of the European Union.

During, its functioning, the service lines of CDP included the high level policy advisory support - advisory services directly to (deputy) ministers regarding policies and strategies, technical advisory support - analytical papers, position statements, policy documents, research and analytical studies, facilitating stakeholder consultations and dialogues, technical review and quality assurance, various training and learning activities, human resources development - trainings, workshops, conferences, seminars, coaching and mentoring, study tours, etc., networking with national and regional institutions, bilateral partners, and with UNDP sources/centres.

The portfolio of the Capacity Development Programme included a range of projects, providing assistance to the Ministry of Foreign Affairs and EU Integration and other line ministries; Parliamentary Committee for International Cooperation and European Integration and Parliamentary Committee for Constitutional issues and Legislation; the Human Resources Management Agency, etc. to efficiently plan, analyze and manage their reform commitments. Through this support, the CDP supported and leveraged initiatives towards Stabilisation and Association Agreement (SAA), implementation of Public Administration Reform Strategy, Programme for Accession, National Economic Reform Programme, Employment and Social Reform Programme, National Development Strategy, work on the Single Project Pipeline, etc.

In terms of institutional framework, the CDP supported structures for negotiations, structures for programming of EU funds, and internal organization of the MFAEI.

### **Evaluation process and methodology**

The evaluation was structured into three phases: Inception (March 2015), Data collection (April 2016), and Analysis and Reporting (April 2016). The evaluation used a non-experimental design in the absence of realistic comparators or counterfactuals, and in view of the available evaluation time and resources. It encompassed a country-level/programme-level assessment focusing on the relevance and performance of the project in Montenegro; as well as a project level assessment reflecting on themes and issues tackled by individual projects falling under the CDP umbrella and contextual influences at national and regional levels affecting project implementation. The overall approach to the evaluation was utilization-focused, and followed a mixed method approach. In absence of the overall Programme results framework, the Evaluator reconstructed the programme Theory of Change (ToC) for the purpose of ensuring all encompassing and adequate assessment is done.

During the inception phase the Evaluator developed a set of six strategic evaluation questions which were used to structure data collection, analysis and reporting. The evaluation used three main **sources of data**: i) People; ii) documents, files, publications and relevant literature; and iii) observations during the visit to Montenegro (which took place in April 2016).

To ensure validity of data, and as part of the process of synthesizing information derived from different data sources and through different means of data collection, the Evaluator used triangulation (comparing data generated from different data sources to identify trends and/or variations); and complementarity (using data generated through one method of data collection to elaborate on information generated through another).

The Evaluator utilized both qualitative and quantitative approaches to data collection and data analysis. To analyse data, the Evaluator employed quantitative and qualitative (descriptive, content, comparative) and techniques, as well as elements of contribution analysis.

### **Key findings**

#### **Relevance and design**

The CDP Programme was a highly relevant set of interventions, founded on needs-based approach with flexibility to respond to urgent and articulated needs of government partners. The programme was also highly relevant in view of existing and emerging international and national commitments of the government of Montenegro to furthering its institutional reforms and fulfilling its obligations towards EU accession. It was also relevant in light of existing gaps in knowledge and skills of relevant actors.

The Programme design was fluid and understood more as the concept than as operational programme with its own structure, funding and theory. The CDP has been understood within UNDP as an overarching 'programme' (approach) encompassing a range of initiatives and projects undertaken to support individual government partners or funded by individual donors on project basis. As such, it presents the holistic approach of UNDP to support the government on its road to EU integration. However, throughout its history, CDP never managed to obtain full programme funds which would enable UNDP to construct the programme in its entirety. This caused fragmentation and to some extent loss of significant results the programme as a whole has achieved. This was the single most significant weakness in the overall design of the programme.

However, if CDP is looked at as an umbrella 'approach of UNDP towards capacity building of its government partners, and from the perspective of its individual projects, the broad, system-focused design was appropriate in view of the emerging needs of Montenegrin government within its reformist agenda. It contributed to gaining comprehensive knowledge, skills and capacities of individual ministries and associated institutions for enhancing Montenegrin structural and institutional capacities to respond to EU accession requirements. Individual projects were in a position to achieve a lot with available resources. However, the programme as a whole did not succeed to mitigate the risk of fragmentation and spreading available resources too thin. The programme engaged with a large number of different partners and acted on needs-basis which provided for flexibility in responding to the needs, but at times was on ad hoc basis and without clear strategic approach. Still, the multi-pronged approach and specific strategies used by UNDP to implement its projects within the CDP umbrella were appropriate in view of the set objectives.

## **Effectiveness**

Despite weaknesses of the programme design and lack of overarching programme documentation, analysis of its effectiveness through analysis of individual interventions shows that projects achieved, all of their envisaged outputs, and made contributions to their planned outcomes (as per the ToC). Particularly strong contributions were noted in relation to strengthening capacities and expertise of the MFAEI, through expert assistance and support in all steps relevant to EU accession requirements. Desk review and interviews reveal that CDP has provided much needed expertise (both local and international) in the processes of EU negotiation, drafting policies, programming of assistance and overall day-to-day assistance to key staff of the Ministry. The CDP, through its project activities, supported line ministries in programming of assistance, particularly through supporting Senior Programme Officers (SPO)<sup>1</sup> in strengthening knowledge and capacities to prioritise and develop project documentation. The Programme supported the Ministry of Finance in its work on public finance management; the government in development of the Economic reform policies and plans; as well as development of various other legislative and administrative procedures. Within its support to MFAEI, CDP also supported the Diplomatic Academy within efforts to strengthen capacities of Montenegrin diplomacy. Noteworthy is also support to the process of development of the Single Project Pipeline (SPP). The SPP process is usually quite complex endeavour requiring familiarity with investment project development and expertise in various areas of investment. UNDP applied the approach to engage Montenegrin experts in this process for multifold purpose: to strengthen national capacities and to speed up the process by engaging professionals with in-depth knowledge of Montenegrin context, legislation and institutional structures. While at the onset this approach was somewhat disputed, the end results of comprehensive and well established foundations of SPP proved that this approach was feasible and appropriate.

UNDP-supported expertise and provided advisory inputs which filled identified gaps in the existing knowledge and data on the respective issues, and helped draw broad attention to important aspects of EU accession priorities. In most cases the projects, with and through their partners, were able to use adequate expertise to inform the development of legal or policy amendments. The CDP engaged with a range of government institutions, representing all key actors involved in promoting and ensuring the effective implementation of existing EU-related obligations and commitments. Capacity development efforts involved a range of activities, including, but not limited to (tailor-made) trainings, provision of advisory and expertise, mentoring and technical support (through development of technical and administrative tools and mechanisms) in various thematic fields (such as EU integration policies and measures; programming of EU assistance; public finance management, public administration, human

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<sup>1</sup> SPOs have overall responsibility for the preparation, management and technical implementation of EU IPA project activities within a certain line ministry.

resource management; etc.). Participating institutions considered them to be relevant and effective in view of their immediate objectives.

### **Efficiency**

UNDP made successful efforts to use available resources strategically and efficiently. Management efforts by the UNDP programme team were appropriate and contributed to the effective and efficient implementation of planned initiatives. Desk review and interviews with all stakeholders point that the professional skills and experience, as well as the personal dedication of the UNDP team were an important factor contributing to the effective management of the interventions falling under the umbrella of CDP. However, monitoring at the programme level and reflection on the overall achievement of the programme as a whole shows weakness. This is caused by the context explained in relevance section above relating to the lack of efforts to create the full programme portfolio for CDP which would enable consistent understanding of what interventions CDP encompasses. Closely related to that is the fact that, while individual projects (donor funds) were efficiently implemented, the monitoring system for the overall programme is missing. This, in turn, creates the weakness of capturing emerging results. Lack of overall programme logframe provides for no guidance in this regard.

Experiences gained during CDP implementation are relevant to other UNDP programming in the area of supporting public administration reform, and other programming in similar contexts. However, due to weaknesses in programme itself, UNDP has not yet fully used the opportunity to draw upon lessons and insights deriving from the projects to inform organizational learning and theory building at the corporate level.

### **Impact**

Despite the fact that the overall programme structure is not available, assessment of programme's contributions through individual projects shows that the programme has contributed significantly to overall Montenegrin capacities to fulfil EU accession requirements. Available data strongly indicate that projects and overall UNDP efforts have contributed to moving existing change processes into the desired direction, a lot remains to be done before public administration in Montenegro is significantly prepared to undertake new obligations coming by next steps of EU integration.

### **Sustainability**

The project helped create a number of conditions likely to support the sustainability of results. First of all, human resource capacities of institutions have been strengthened significantly and despite the turnover of staff in public administration, they remain strong. At institutional level, strategies, policies and administrative and technical tools and mechanisms developed with assistance of CDP remain in place and gear up the EU accession reform process. Montenegro's commitment to EU integration is very high, which presents positive prerequisite for sustainability of programme results. Still, as interviews with a range of actors indicate, the finalization of the Programme leaves big gap which will be hard to fill. This is the sustainability risk that is threatened by contextual influences beyond the control of the programme. It includes financial limitations due to changing donor interest in supporting such interventions, which may be likely to pose a significant challenge to the extent to which all partners, including those with strong capacities and commitment, will be able to continue and expand their current efforts.

## **Recommendations**

The Evaluator made two, deliberately broadly formulated recommendations to UNDP, which reflect the uncertainty regarding the type and scope of UNDP's future presence and engagement in Montenegro at the time of conducting the evaluation.

**Recommendation 1:** UNDP should explore how it can continue to support to the realization of Montenegrin priorities towards EU accession.

**Recommendation 2:** UNDP should explore whether and how it can draw upon programme specific experience to inform development of new interventions focusing on public administration reform.



## Introduction

This Evaluation Report presents the main findings, conclusions, lessons learned and recommendations for of the Capacity Development Programme (CDP) that was implemented by UNDP in partnership with Montenegrin Government and donors in the period between 2003-2015. The evaluation draws from a number of sources, including historical documentation of the Programme, the interviews with main partners and stakeholders from the Government, donor and academia as well as review of secondary data on the overall process of EU integration of Montenegro, to which the Programme contributed. The report presents the context of Montenegro's EU accession process in its Chapter 1.1. The Chapter 2 presents the Evaluation purpose and methodology and evaluation limitations. Chapter 3 presents key findings of the evaluation presented according to the OECD DAC criteria of relevance, efficiency, effectiveness, impact and sustainability, as well as the UNDP value added. Chapter 4 presents main lessons learnt for the programme. Chapter 5 presents the main conclusions of the evaluation as per the OECD DAC criteria and the recommendations that have been drawn from the assessment process.

### 1.1 Context of EU accession process of Montenegro

The evolution and subsequent phases of the CDP followed the Montenegrin government during times of profound political changes and evolution of the governance structures in the country. The Programme first phase was implemented in the time when Montenegro was member of the State Union of Serbia and Montenegro (SCG). The second phase of the Programme saw Montenegrin success to become independent. Montenegro became an independent state after the Referendum on Independency held on May 21, 2006. Following independence, GoM worked progressively to prepare itself for assuming the responsibilities of an independent, sovereign state, and to open negotiations for accession to membership of the European Union. Independence imposed new functions and responsibilities on the state administration, but facilitated some aspects of the EU Stabilisation and association process, which had the focus now on country's steps for EU accession. Independence and EU accession prospects opened the door for Montenegro to re-examine the structure and composition of the state administration and start the process of building institutional capacities for state management but also building institutional structures for managing EU accession. This process generated some areas where external assistance was needed to promote and create deep rooted changes in public administration, through: reduction of the overall size of the public sector; overcoming the existing shortage of skills and capacities, especially among higher-level civil servants responsible for advising on policy; putting in place effective management systems, and controlling them.

Montenegro finalized the negotiations with the EU on the Stabilization and Association Agreement (SAA) in late 2006, and the Agreement was officially signed on October 15, 2007.<sup>2</sup> In December 2008, Montenegro officially applied for EU membership. In April 2009, the European Commission was given the task to prepare the notice on the capacities of Montenegro for negotiations for EU membership, and based on that, in late July the European Commission delivered the Questionnaire to the Government of Montenegro. Montenegrin state institutions prepared the answers to the Questionnaire. The Prime Minister of Montenegro submitted the answers to the European Commission on 9<sup>th</sup> of December 2009.

The submission of the Questionnaire marked a significant political step for the preparation of Montenegro for the next step of its European integration process: the candidate status and the negotiations for the Accession Agreement for EU membership. In 2010, the European

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<sup>2</sup> SAA is ratified in the Parliament of Montenegro on 13 of November 2007. European Parliament gave its consent on the SAA on 13 of December 2007. Implementation of the Interim Agreement started on 1 of January 2008.

Union granted Montenegro the official status of candidate country. The accession negotiations with Montenegro started on 29 June 2012, concluded in early 2014. Since then significant progress has been made in starting with the negotiations of individual negotiation chapters. In May 2015, 18 chapters had been opened, of which two are provisionally closed. In addition to EU accession, Montenegro's key foreign policy priority is securing an invitation to join NATO. In terms of EU financial assistance, Montenegro benefits from the Instrument for Pre-Accession Assistance (IPA). IPA I covered the period 2007-2013 (EUR 235.7million) and IPA II covers the period 2014-2020 (indicatively EUR 270.5 million).

One of the major challenges for the Government of Montenegro throughout this period was to continue strengthening the administrative capacities to adequately respond to EU requirements. Within the EU accession requirements, Montenegro was tasked to conduct the following processes:

to continue monitoring the implementation of the Stabilization and Association Agreement and Interim Agreement on trade and related matters between the European Community and its Member States, as well as coordinating and monitoring the work of joint bodies, established by the Agreement:

- Intersectoral preparation and coordination of negotiations with the European Union;
- The preparation and regular review of strategic documents related to the process of European integration;
- Cooperation of state bodies with the institutions and bodies of the European Union, its Member States, candidate countries and potential candidate countries in the process of association and the accession to the EU;
- Coordination on harmonization of national legislation with the EU legislation, as well as the confirmation of Table of Concordance;
- Coordination of translation, preparation and development of national versions of the European Union legislation, the management of databases to support the translation process, cooperation with the institutions and bodies of the European Union in the field of translation, as well as cooperation with ministries, other state agencies and institutions in Montenegro in the field of translation;
- The realization of process of programming, monitoring and evaluation of technical and financial support of the European Union, its member states and other assistance related to the accession process to the European Union;
- Informing the public about the European Union and the process of association and accession to the European Union;
- Cooperation with the bodies of the Parliament of Montenegro, the Mission of Montenegro in the European Union and other diplomatic and consular missions of Montenegro abroad in the process of association and the accession to the European Union.

Subsequent phases of CDP programme, CDP II, CDP III and CDP+, offered support to the GoM to strengthen its capacities for effective, efficient implementation of Montenegrin EU Accession priorities as elaborated below.

## 1.2 Capacity Development Programme

The Capacity Development Programme has been successfully operating since September 2003 as a partnership between the Government of Montenegro, EU, USAID, Norwegian embassy, the Foundation Open Society Institute (FOSI-ROM) and the UNDP. The total budget for the entire programme spanning the period of 2004-2016 was 5,829,070 USD. The overview of the projects and financial contributions from different donors is presented in Table 1 below.

*Table 1. Overview of projects under the CDP umbrella and respective donor support*

Name of Project	Donor Contribution in USD							Total
	OSI	USAID	Gov of MNE	EU	Norway	Netherlands	UNDP	
Capacity Building Programme (YUG)	199.900		183.140				362.690	<b>745.730</b>
Capacity Development Programme			13.700					<b>13.700</b>
Secretariat for Integration		25.000		168.000		131.000	708.410	<b>1.032.410</b>
Enhancing Capacity of Parliamentary Committees							136.300	<b>136.300</b>
Enhancing Capacities of the Ministry of Foreign Affairs							202.900	<b>202.900</b>
EU contents in the State Exam							25.200	<b>25.200</b>
Governance Indicators							169.100	<b>169.100</b>
Public Relations Bureau			15.000				54.720	<b>69.720</b>
Strengthening Capacities of Ministry of Finance						973.510		<b>973.510</b>
Foreign Policy Priorities					575.300			<b>575.300</b>
European Integration				193.100			247.700	<b>440.800</b>
Communications and Public Relations			8.300				34.600	<b>42.900</b>
Accession Negotiations			309.200	478.600	512.600		101.100	<b>1.401.500</b>
<b>Total</b>	<b>199.900</b>	<b>25.000</b>	<b>529.340</b>	<b>839.700</b>	<b>1.087.900</b>	<b>1.104.510</b>	<b>2.042.720</b>	<b>5.829.070</b>

Throughout its subsequent phases, CDP provided the Government of Montenegro support in meeting its strategic priorities for the European Integration and associated public administration reforms. The CDP has coincided with a period in which the Montenegro has undergone a vital new stage of its development, making the adaptations in policy, law and institutional structures required both, by acquired independent sovereign statehood, and designed to maximize the opportunities made available by that historic step, including above all realization of the long-term, overriding goal of national policy: accession to membership of the European Union.

During, its functioning, the service lines of CDP included the high level policy advisory support - advisory services directly to (deputy) ministers regarding policies and strategies, technical advisory support - analytical papers, position statements, policy documents, research and analytical studies, facilitating stakeholder consultations and dialogues, technical review and quality assurance, various training and learning activities, human resources development - trainings, workshops, conferences, seminars, coaching and mentoring, study tours, etc., networking with national and regional institutions, bilateral partners, and with UNDP sources/centres.

The portfolio of the Capacity Development Programme included a range of projects, providing assistance to the Ministry of Foreign Affairs and EU Integration and other line ministries; Parliamentary Committee for International Cooperation and European Integration and Parliamentary Committee for Constitutional issues and Legislation; the Human Resources Management Agency, etc. to efficiently plan, analyse and manage their reform commitments. Through this support, the CDP supported and leveraged initiatives towards SAA, implementation of Public Administration Reform Strategy, Programme for Accession, National Economic Reform Programme, Employment and Social Reform Programme, National Development Strategy, work on the Single Project Pipeline, etc. In terms of institutional framework, the CDP supported structures for negotiations, structures for programming of EU funds, and internal organization of the MFAEI.

Table 2. Overview of CDP projects and timeline of implementation

#	Name of Project	Atlas ID	Timeframe of implementation												
			2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
1	Capacity Building Programme (YUG)	15671													
2	Capacity Development Programme	54609													
3	Secretariat for Integration	54665													
4	Enhancing Capacity of Parliamentary Committees	56082													
5	Enhancing Capacities of the Ministry of Foreign Affairs	57131													
6	EU contents in the State Exam	58480													
7	Governance Indicators	59685													
8	Public Relations Bureau	62652													
9	Strengthening Capacities of Ministry of Finance	70849													
10	Foreign Policy Priorities	74208													
11	European Integration	76977													
11	Communications and Public Relations	80252													
12	Accession Negotiations	84080													

Analysis of historical documentation on the subsequent phases of the programme reveals that there is no consistent approach to contextualise the CDP in its entirety. Given the lack of programme documentation that would offer insight into the overall intervention, the Evaluator attempted to develop a Theory of Change of the Programme in order to capture all the activities and efforts invested in assisting the government of Montenegro to effectively and efficiently implement its EU Accession priorities (See diagram 1 below).

### Theory of Change of the Capacity Development Programme

Within the Evaluation, and based on review of individual projects implemented within the CDP umbrella, the Evaluator developed the overarching CDP ToC. The reconstructed Theory of Change of the CDP was used as a tool to better understand the programmatic goals of the UNDP and the Government of Montenegro.

Government institutions need ongoing support in the area of strengthening strategic and policy framework, administrative and technical tools and mechanisms; as well as knowledge and capacities towards fulfilling Montenegro’s EU accession obligations, particularly in terms of improving programming and monitoring of EU Assistance and improving the public administration for delivery of EU accession priorities.

The overall goal (impact) of the CDP as set out within the reconstructed ToC is to contribute to “Effective, efficient implementation of Montenegrin EU Accession priorities”. Creating an environment that fosters efficient and effective implementation of EU accession priorities requires targeted action across the government structures. Therefore, CDP focuses on 3 main areas: 1) strengthening strategic, policy and administrative frameworks, 2) developing capacities of government institutions to deliver quality programmes and projects, and 3) supporting improvements of public administration. These elements individually contribute to effective, efficient implementation of Montenegrin EU Accession priorities. The following conditions were thought to be necessary for achievement of improved response to EU accession requirements:

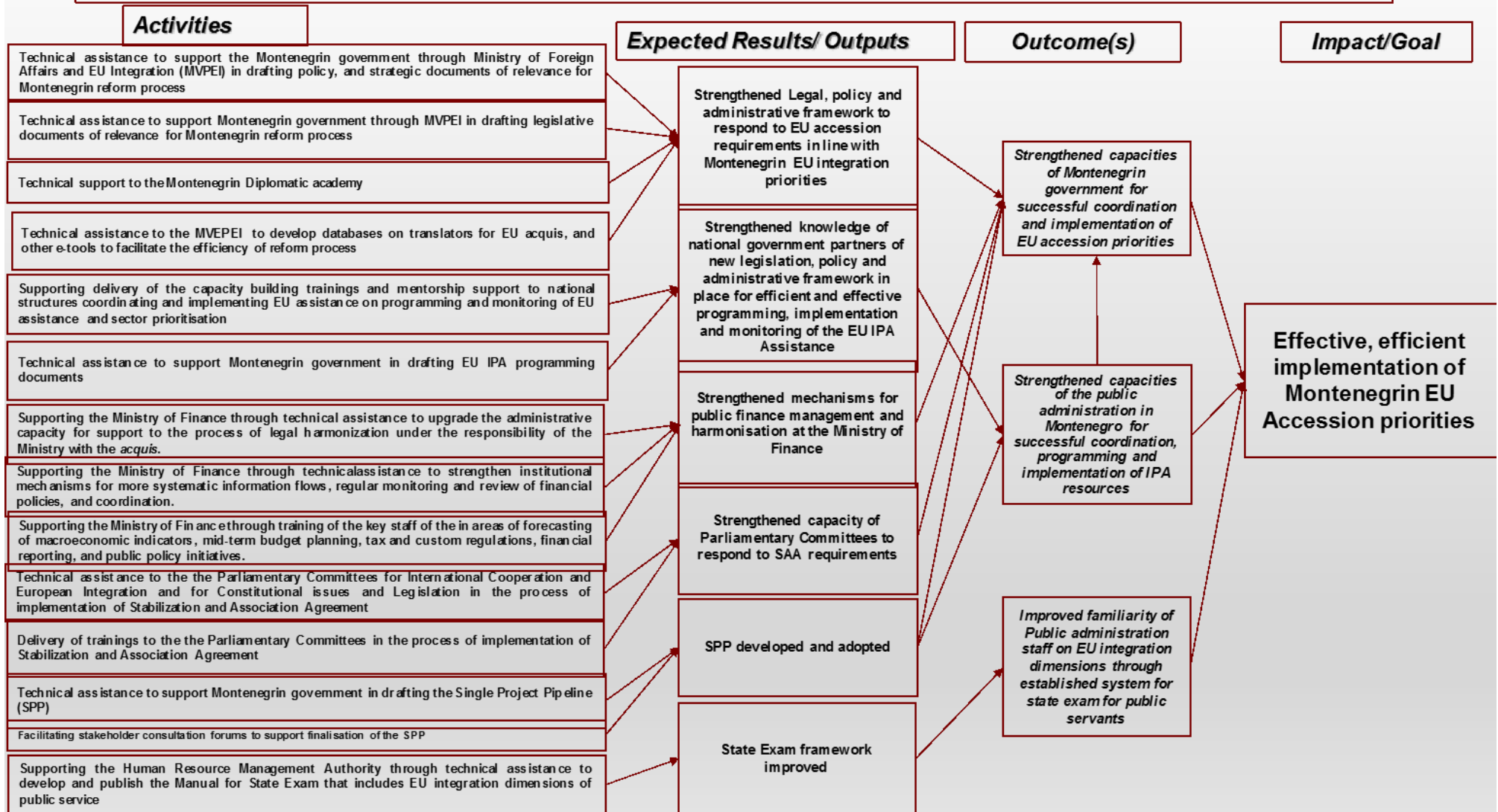
- In order to ensure that the as government is prepared to follow-up on and build-on the deliverables of CDP (such as the draft laws and policies, guidelines, administrative procedures and technical tools, as well as other inputs resulting from technical assistance through expert services), these would need to be adopted and implemented, together with the ability of trained government personnel to apply their acquired knowledge. These would ensure strengthened policy and administrative framework to respond to EU

accession requirements in line with Montenegrin EU integration priorities and strengthened capacities of the public administration in Montenegro for successful coordination, programming and implementation of IPA resources.

- At the same time, in order to improve the public administration knowledge and familiarity with EU accession context and steps, integrated State exam with dimension of EU integration would be needed to ensure improved accountability of Public administration through established system for state exam for public servants.

These conditions would be necessary to contribute to effective, efficient implementation of Montenegrin EU Accession priorities.

## Impact Diagram – Reconstruction of the Intervention Logic – UNDP Capacity Development Programme



## 2. Purpose of the Evaluation

As per the Terms of Reference (TOR), the objective of the assignment was to conduct evaluation of the Capacity Development Programme in its totality and provide recommendation for potential continuation/replication of the capacity development model in Public Administration Reform area. Further discussions with UNDP Team specified that the evaluation should look at the entire period of CDP implementation since its initiation in 2003 up until present time. Nevertheless, the two evaluations conducted in 2004 and 2009 respectively were to be used as input for the period until 2009, while the in-depth assessment of the support to preparation of negotiation process and the process itself (CDP II, CDP III and CDP+) were conducted through primary and secondary data collection methods.

The ToR specifies that this assignment was divided into two sets of deliverables:

- production of the Evaluation report on the CDP;
- devising the Concept note for the potential continuation/replication of the capacity development model, focusing on Public Administration Reform.

With this in perspective, the ToR specified the following objectives of the assignment:

### **Evaluation**

- Based on analysis of the Programme outcomes and outputs, as well as relevant documents, and conducting interviews with the key counterparts, to evaluate the extent to which the programme results have been achieved and how;
- Consolidate lessons learned and make recommendations to guide future potential continuation/replication of the capacity development model, focusing mainly on Public Administration Reform;

### **Concept Note**

- Setting up the foundation for the new CDP – drafting a programme concept note;
- Review results achieved focusing on processes, management, partnerships, successes and future strategic options;
- Suggest measures to attract donor funding.

These two tasks were implemented within two separate sets of activities, and this report presents the Evaluation of the CDP.

## 2.1 Evaluation Design

This evaluation was guided by the UNDP and other internationally recognised standards and norms for evaluations and followed a mixed-methods design, which allowed collection of reliable and objectively verifiable evidence.

Drawing upon “Fourth Generation Evaluation” approaches, the evaluation explicitly considered the positions and perspectives of the key constituencies comprising the CDP, including: 1) Government of Montenegro representatives and officials; 2) UNDP leadership, experts and (former and current) staff; and 3) donor and partner representatives. By examining and comparing the various opinions and narratives of these differing key constituencies, stakeholders, and personalities, a more useful, comprehensive and inclusive evaluation was created that specifically addresses each of the evaluation questions.

Data for the evaluation was collected by using the following methods as presented in Table 3 below.

*Table 3. Methods applied within evaluation*

Method	Data Type	Purpose	Instrument(s)	Target
Document review	Quantitative  Qualitative	Clarify CDP logic, goals, objectives and interventions; examine implementation delivery and results; identify any deviations from work-plan and schedule; identify key activities and results.	N/A	UNDP Strategic and Programme documents;  Quarterly Reports;  Annual Reports;  Modifications;  Other UNDP documents;  Government of Montenegro Documents;  Other analyses/reports
Key informant interviews	Quantitative  Qualitative	Collect focused, in-depth scaled data from persons knowledgeable and/or involved in UNDP interventions within CDP addressing evaluation questions. Will be the prime data collection approach. Can also generate qualitative information and narratives.	Interview protocol core items, adapted for each target interlocutors	Government of Montenegro representatives;  Donor representatives  Experts  UNDP team
Group interview	Qualitative	Generate in-depth discussions examining UNDP CDP implementation, and their impact. Explore accounts of the Programme and its contribution to overall outcome.	Interview protocol	UNDP team  Beneficiaries/ Government of Montenegro representatives



Method	Data Type	Purpose	Instrument(s)	Target
Online survey	Quantitative	Generate responses from a wider pool of beneficiaries of programme's activities	Online Survey Questionnaire	Special Project Officers (SPO) of the Ministries that participated in CDP activities
Narratives/targeted success stories	Qualitative	Generate coherent qualitative accounts of UNDP interventions and their successes; collect accounts relevant to complementarity	Interview protocol	Beneficiaries UNDP staff Government of Montenegro representatives Donor representatives

The evaluation was participatory; it included stakeholder values but at the same time, unbiased and transparent. A participatory evaluation allowed to actively engage UNDP through all the phases of the evaluation, including: identification of questions and informants; selection of the appropriate data collection methods; identification of relevant documentary sources; and reaching consensus about findings, conclusions, lessons learned and recommendations.

Given the scope of projects contributing to CDP, and the Programme timeframe under review (totality of the duration of the CDP), the consultant proceeded systematically when conducting its evaluation. First, mapping of all major activities under CDP and its phases was conducted in close cooperation with UNDP. Second, key intervention areas were prioritised. based on these, the Evaluator developed a Theory of Change (ToC) underpinning the programme in order to reconstruct the entirety of the intervention, its achievements and impacts it contributed to (See ToC). Thirdly, because UNDP has worked with various public institutions, the consultant conducted interviews and an online survey with key informants from different stakeholder groups.

The online survey was developed and distributed to SPOs receiving assistance by the programme. Total 36% (91% female and 9% male) of invited officials responded to the survey, therefore the survey data is presented throughout the report as indicator of trend and not conclusive evidence and feedback. The table below shows the respondent's institutions.

*Table 4. Institutions in which respondents work*

Institution	
Ministry of Agriculture and Rural development	1
Ministry of Culture	0
Ministry of Defense	0
Ministry of Economy	1
Ministry of Education	0

Ministry of Finance	0
Ministry of Foreign Affairs and European Integration	1
Ministry of Health	0
Ministry of Human and Minority Rights	1
Ministry of Information Society and Telecommunications	0
Ministry of Interior Affairs	0
Ministry of Justice	0
Ministry of Labor and Social Welfare	2
Ministry of Transportation and Maritime Affairs	1
Ministry of Science	0
Ministry of Sustainable Development and Tourism	0
Other (Secretariat for Development Projects)	4

More than a half of total number of respondents cooperated with CDP for less than one year, while 36% of them cooperated between 1-3 years, while 9% cooperated for more than 5 years as seen in Graph 2 below.

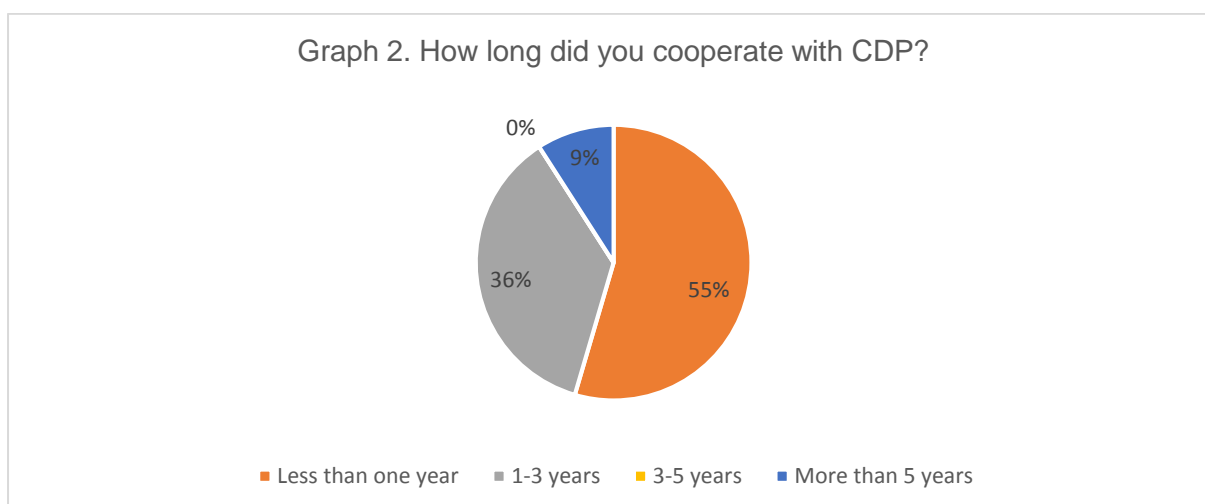


Table 5 below presents CDP activities in which respondents participated.

*Table 5. Capacity building activities and mechanisms*

<b>Which capacity building activities and mechanisms provided by the Programme have you used?</b>	
Trainings on specific subjects of interest of my institution	3
Advisory support in programming EU IPA assistance	4
Coaching on organizational effectiveness	0
Trainings on IPA II - sector wide approach, correlation of CSP and SPDs	3
Training on monitoring of IPA II	1
Support to organization of SWG meetings	5
Coaching on development of SPDs	2
Coaching on SPD as monitoring tool and basis for multiannual programming	1

Support to development of Employment and Social Policies Reform Programme	1
Support to development of PART II of the National Economic Reform Programme	1
Coaching on development of Action documents	3
Development of procedures on clear division of tasks and policy areas	0
Advisory support on development of multiannual programmes	0
Other (Support in the selection of experts for the database and the GAP analysis; Technical assistance for the development of multi-annual programmes)	3

After finishing data collection, processing and consolidation of the raw quantitative and qualitative data collected was conducted. The analysis was based on the Evaluation Matrix (See Annex 2). Quantitative data collected was analysed using established evaluation techniques and industry standard data analysis tools. These tools enabled the evaluator to evaluate not only descriptive statistic but also more advanced analytical exercises such as measures of correlation. The basis for analysis was the ToC developed to facilitate the application of elements of contribution analysis. Evaluator examined the reconstructed theory of change underlying the programme against logic and the evidence from results observed, and examined other influencing factors. This process resulted in i) clarifying which, if any, elements of the theory of change were supported and/or verified by available data, and ii) reducing uncertainty about the contribution the programme has been making to observed results through an increased understanding of why results did or did not occur and the roles played by the intervention and other influencing factors.

To increase the rigor and quality of the evaluation, the consultant triangulated findings. Triangulation was made possible by the various methods of data collection that were used for each evaluation question. In addition, the consultant asked similar questions to different stakeholders that are involved in the same issue. Whenever possible, the consultant linked qualitative with quantitative techniques. The different data collected was analyzed, and the findings were related to each other. However, it is evident that even though the triangulation method may yield convergent findings, this does not mean that these findings are unquestionable. For this reason, the Evaluation consultant presented the preliminary findings - as a basis for further consultation and gaining further information and evidence from UNDP- before drafting the Final Report. The final report was submitted after comments of UNDP are fully integrated.

## 2.1 Evaluation Questions (EQs)

The Terms of Reference did not outline a set of evaluation questions which would form the foundation for this evaluation. Upon document review and consultation with UNDP team, the following evaluation questions were devised to lead the evaluation process:

1. Has CDP managed to maintain relevance of assistance to the evolving needs of Montenegro's EU accession process?
2. How well has the implementation of activities been managed in terms of a) quality, b) timeliness; c) administration; d) finances?
3. To what extent capacity building and institutional change have been achieved and how far this was thanks to CDP support?
4. Are the outputs and immediate results delivered by CDP translated into the desired and expected impacts, namely in terms of achieving the strategic objectives and priorities linked to EU accession?
5. Are the identified results sustainable or likely to be sustainable?

6. Are there any elements, which are or could hamper the impact and sustainability of results?

The evaluator elaborated Evaluation Matrix (in Annex 2) to guide the process of collection and analysis of the evaluation data.

## 2.2 Evaluation Limitations

*Table 6. Risks and mitigation strategies*

Risk	Mitigation strategy
Lack of overall results framework for the CDP	The Evaluator developed a Theory of Change for the Programme to facilitate analysis of programme contribution to desired objectives.
Lack of consistent monitoring data, partially caused by challenges with the lack of overall results framework mentioned above	The ToC provided the foundation to seek and find consistent data; interviews and availability and responsiveness of the UNDP team to respond to questions  Availability of government counterparts to respond to follow up questions arising from analytical phase
Short time frame for the field research	UNDP team found a way to mitigate this by ensuring swift and efficient approach to agenda development.
Response rate for the online survey	The survey was launched in July 2016 and two reminders were sent.

## 3. Key findings

### 3.1 Relevance and design

The relevance of the UNDP CDP interventions has been assessed using available data, facts and statistics for the period of 2003-2015 as well as relevant legal and strategic documents of the Government and commitments to address the issues of modernisation of public administration and fulfilling Montenegrin obligations within EU integration process. Interviews with key stakeholders were also used to triangulate findings. The basic challenges for reform process in Montenegro have been already presented in Context Analysis and they were also highlighted in a number of reports, studies, assessments and research studies of government and international partners.

The programme was highly relevant in view of existing and emerging international and national commitments of the government of Montenegro to furthering its institutional reforms and fulfilling its obligations towards EU accession. In this regard, the CDP Programme directly responded to the priorities of the government stipulated in the National Programme for Integration 2008-2012 (NPI). This document defines specific short and medium term activities of relevant institutions towards EU accession, and provides a detailed analysis of its implementation capacities, with emphasis on the compatibility of the national legislation with the EU acquis. The CDP Programme addressed gaps and capacity limitations in the government structures, through supporting government to enhance the ability to meet the full range of its priorities deriving from the European Partnership and the Stabilization and Association Agreement. The Programme was founded on needs-based approach with flexibility to respond to urgent and articulated needs of government partners. It was also relevant in light of existing gaps in knowledge and skills of relevant actors.

CDP has proved as a valuable instrument for strengthening capacities for utilization of external assistance. Transparent and open manner in which CDP worked with government and donors contributed to high level of national ownership and confidence in CDPs ability to offer quality support to enhancing capacities for coordination and programming of IPA component I and development of strategic documents for IPA components III and IV, as well as establishment/strengthening of relevant structures and development of key strategic documents.

Interventions in areas of support to EU IPA programming and development of single project pipeline, strengthening capacities of the government to fulfil EU accession requirements and to improve accountability of public service are organised as separate projects within the Capacity Development Programme umbrella, ensuring broad and holistic approach, which is appropriate given the existing capacity building needs and priorities of Montenegrin EU integration process, and in view of experiences gained from subsequent phases of UNDP support to government. Also, projects and interventions in other portfolios (Social Inclusion, Democratic Governance, Economy and Environment, Women Empowerment and Human development) contribute to desired changes in Montenegrin government's response to strategic country priorities (please, find more information on this on UNDP website).

#### **Comments on Programme design**

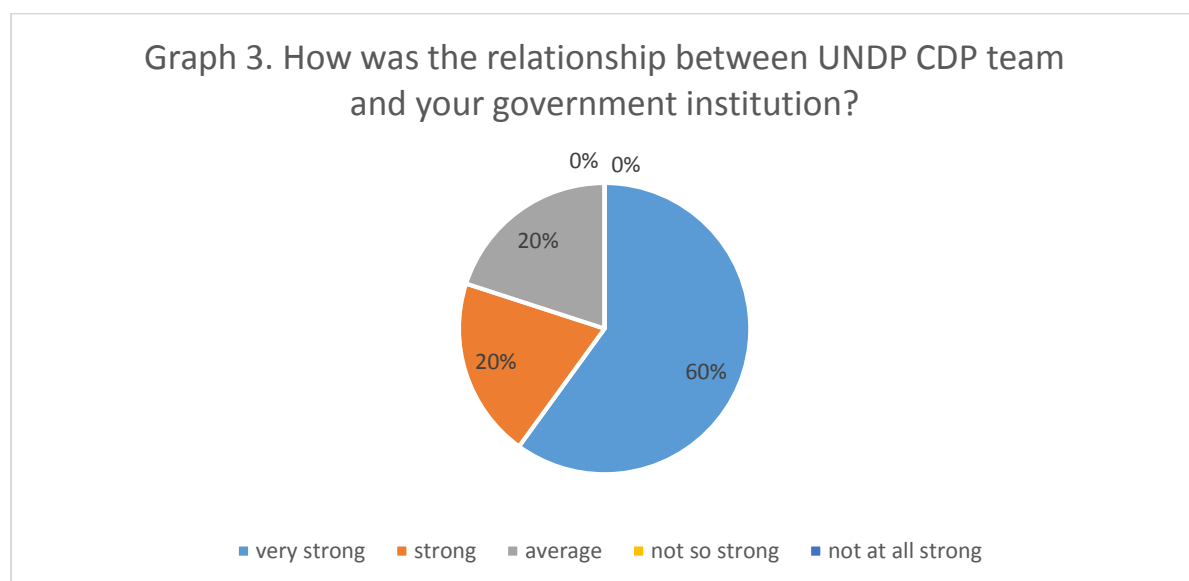
The Programme design was fluid and understood more as the concept than as operational programme with its own structure, funding and theory. The CDP has been understood within UNDP as an overarching programme encompassing a range of initiatives and projects undertaken to support individual government partners or funded by individual donors on project basis. As such, it presents the holistic approach of UNDP to support the government

on its road to EU integration. However, throughout its history, CDP never managed to obtain programme funds which would enable UNDP to construct the programme in its entirety. This caused fragmentation and to some extent loss of significant results the programme as a whole has achieved. This was the single most significant weakness in the overall design of the programme.

However, if CDP is looked at as an umbrella approach of UNDP towards capacity building of its government partners, and from the perspective of its individual projects, the broad, system-focused design was appropriate in view of the emerging needs of Montenegrin government within its reformist agenda. It contributed to gaining comprehensive knowledge, skills and capacities of individual ministries and associated institutions for enhancing Montenegrin structural and institutional capacities to respond to EU accession requirements. Individual projects were in position to achieve a lot with available resources. However, the programme as a whole did not succeed to mitigate the risk of fragmentation and spreading available resources too thin which was inherent in engaging with a large number of different partners and acting on needs-basis. Still, the multi-pronged approach and specific strategies used by UNDP to implement its projects within the CDP umbrella were appropriate in view of the set objectives.

### 3.2 Efficiency

**UNDP ensured adequate institutional and support through locating the CDP office within the MFAEI.** Early on in implementation of the CDP, UNDP and the Government counterparts made a decision to locate the CDP team within the auspices of the MFAEI. The primary purpose of such location of the Office was to ensure day-to-day mentoring and advisory support to the government partners has been provided. Interviews with government stakeholders show that the office was also well placed and experienced in promoting dialogue (with government counterparts) and for participatory decision making on programme priorities and approaches. This was a good measure, as the office served as mechanism for monitoring of arising needs and ‘gap plugging’, particularly in cases of urgent need for external expertise and support. It also served as mechanism for other UNDP programmes to access government counterparts in some support areas, where needed. Online survey shows that 80% of respondents see the relationship between CDP was very strong or strong (See Graph 3 below).

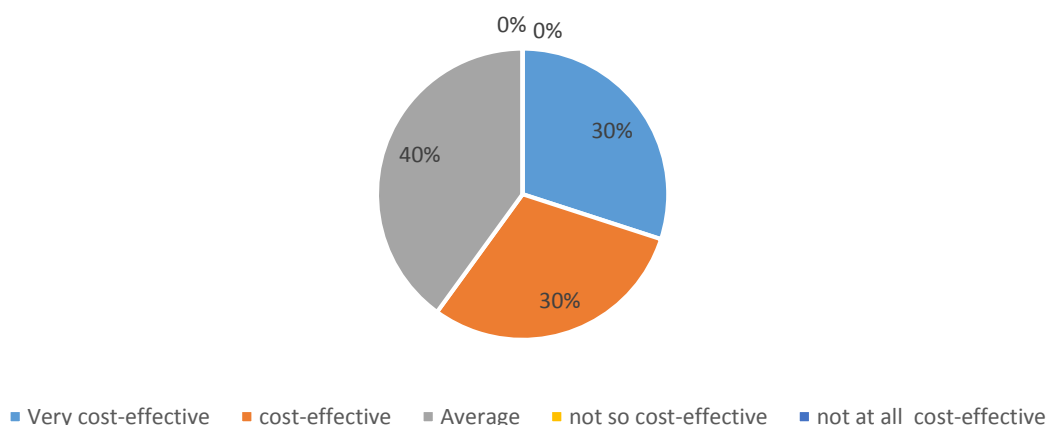


**UNDP engaged an expert team which proved to be value added of the Programme.** Management efforts by the UNDP programme team were appropriate and contributed to the effective and efficient implementation of planned initiatives. Desk review and interviews with all stakeholders point that the professional skills and experience, as well as the personal dedication of the UNDP team were an important factor contributing to the effective management of the interventions falling under the umbrella of CDP, as confirmed by the survey. Online survey shows that 72% of respondents did not participate in developing the Terms of Reference for support-expertise needed; while 64% percent confirmed that they did not participate in selection of experts for supporting their concrete needs.

**UNDP's monitoring and evaluation framework for CDP is non existent which provides single most important limitation to grasping the overall picture of CDP's engagement and reflection on results.** Monitoring at the programme level and reflection on the overall achievement of the programme as a whole shows weakness. This is caused by the context explained in relevance section above relating to the lack of efforts to create the full programme portfolio for CDP which would enable consistent understanding of what interventions CDP encompasses. Closely related to that is the fact that, while individual projects (donor funds) were efficiently implemented, the monitoring system for the overall programme is missing. This, in turn, creates the weakness of capturing emerging results. Lack of overall programme logframe provides for no guidance in this regard. Experiences gained during CDP implementation are relevant to other UNDP programming in the area of supporting public administration reform, and other programming in similar contexts. However, due to weaknesses in programme itself, UNDP has not fully used the opportunity to draw upon lessons and insights deriving from the projects to inform organizational learning and theory building at the corporate level.

However, throughout its history, CDP **never managed to obtain programme funds** which would enable UNDP to construct the programme in its entirety, or to allow real understanding of what CDP actually entails. This caused fragmentation and to some extent loss of significant results the programme as a whole has achieved. Due to these factors, the programme as a whole did not succeed to mitigate the **risk of fragmentation and spreading available resources too thin**. This was the single most significant weakness of the programme. Still, the multi-pronged approach and specific strategies used by UNDP to implement its projects within the CDP umbrella were appropriate in view of the set objectives. Online survey shows that over half of beneficiaries (60%) see it as cost effective or very cost-effective, while remaining 40% see it as average in terms of cost-effectiveness (See Graph 4 below). In line with this, same percentage is satisfied or very satisfied with the overall programme design, management and implementation, while remaining 40% see it as average.

Graph 4. How would you assess the Programme in terms of cost-effectiveness?



### 3.3 Effectiveness

Despite weaknesses of the programme design and lack of overarching programme documentation, analysis of its effectiveness through analysis of individual interventions shows that projects achieved, albeit to varying degrees, all of their envisaged outputs, and made contributions to their planned outcomes. In order to grasp the extent to which CDP has succeeded to achieve its (project-based but also overall anticipated) results, the Programme reconstructed ToC is used to discuss the outcomes of programme strategies implemented.

The reconstructed ToC sets the following expected results of CDP activities (See Diagram 1). The effectiveness section will organise analysis of CDP effectiveness within above mentioned results.

#### 3.3.1 Strengthened policy and administrative framework to respond to EU accession requirements in line with Montenegrin EU integration priorities.

Particularly strong contributions were noted through review of documentation and interviews in relation to strengthening capacities and expertise of the MFAEI, through expert assistance and support in all steps relevant to EU accession requirements. Desk review and interviews reveal that CDP has provided much needed expertise (both local and international) in the processes of EU negotiation, drafting policies, programming of assistance and overall day-to-day assistance to key staff of the Ministry. The CDP, through its project activities, supported line ministries in programming of assistance, particularly through supporting Senior Programme Officers (SPO) in strengthening knowledge and capacities to prioritise and develop project documentation. UNDP-supported expertise and advisory filled identified gaps in the existing knowledge and data on the respective issues, and helped draw broad attention to important aspects of EU accession priorities. In most cases the projects, with and through their partners, were able to use adequate expertise to inform the development of legal or policy amendments. The CDP engaged with a range of government institutions, representing all key actors involved in promoting and ensuring the effective implementation of existing EU-related obligations and commitments. Capacity development efforts involved a range of strategies, including, but not limited to (tailor-made) trainings, provision of advisory and expertise, mentoring and technical support (through development of technical and administrative tools and mechanisms) and participating institutions considered them to be relevant and effective in view of their immediate objectives.



In order to further strengthen Montenegrin international relations capacity, particularly the diplomatic service, the programme provided continuous financial and advisory support to the Montenegrin Diplomatic academy.

### **3.3.2 Strengthened knowledge of national government partners of new legislation, policy and administrative framework in place for efficient and effective programming, implementation and monitoring of the EU IPA Assistance**

Possibly the most relevant long term support of the CDP Programme was provided to the government structures in terms of improving capacities of teams in line ministries and other government institutions towards efficient and effective programming, implementation and monitoring of the EU IPA Assistance. The CDP technical assistance was provided through experts and advisors, trainings and workshops but also long term mentoring and back-stopping by the CDP team itself. Interviews with stakeholders and review of documentation and reports shows that CDP's contribution was important and contributed to raised capacities of programming teams, but also improved prioritization of projects to be further developed. However, all interviewed stakeholders agree that the closing of CDP left a huge gap, as the capacities still need further strengthening, particularly due to ever-present fluctuation of public administration staff and changes in Senior Project Officer (SPO) structures.

### **3.3.3 Strengthened mechanisms for public finance management and legal harmonisation at the Ministry of Finance.**

CDP support within this sector aimed to assist the Ministry of Finance in strengthening financial planning, analysis and management capacity to ensure effectiveness of financial policy in terms of economic development and EU integration outcomes. The project was designed as a capacity building initiative that combines trainings on new policies, drafting of manuals and legal documents, development and implementation of financial monitoring and reporting framework that is harmonized with *acquis*. In partnership with the MoF, the programme supported the following areas: 1) Economic and Fiscal Program; 2) Budget; 3) Tax and Custom; 4) International Competitiveness indicators; 5) Insurance.

Within efforts to support MoF to develop the Economic and Fiscal programme, CDP supported preparation of the EFP 2010 and EFP 2011 documents which were approved by the Government at the end of 2009 and end of 2010. Subsequently, to respond to Montenegro's commitment to the European Union, the Programme supported the Government to develop the third document, i.e. the Pre-Accession Economic Programme (PEP) for the period of 2011 – 2014<sup>3</sup>. The purpose of the PEP was to prepare the EU candidate countries for the participation in the multilateral surveillance and economic policy co-ordination procedures currently in place in the EU as part of the Economic and Monetary Union. For the preparation of these documents, CDP hired three international consultants who worked with the Ministry of Finance in strengthening internal consistency of the EFP 2010- 2013 and PEP 2011 - 2014. In order to strengthen institutional capacity of the public administration for preparation of the EFP 2010- 2013 and PEP 2011 - 2014 and other EU accession related fiscal programming documents a special 2-days workshop was organized (in September 2010 and September 2012 respectively), dedicated to the problem of how to better integrate structural reforms into medium-term fiscal programming of the country for around 50 officials from the Ministry of Finance and other governmental institutions<sup>4</sup> involved in preparation of EFP 2010 - 2013 and

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<sup>3</sup><http://www.gov.me/en/search/113916/Finance-economy-ministers-of-EU-countries-praise-Montenegro-s-Pre-Accession-Economic-Programme-PEP.html>

<sup>4</sup> Participants included Ministry of Economy, Cabinet of the President of the Government, Central Bank of Montenegro, Ministry of Foreign Affairs and European integration, Ministry of Transport and Maritime Affairs, Commission for Securities, Directorate for Protection of Competition, Montenegro Statistical Office (MONSTAT), Commission for State Aid, Deputy Prime Minister Office for Economic Policy, Insurance Supervisory Agency,

PEP 2011 – 2014. Montenegrin Economic and Fiscal Programme 2009- 2012, and Montenegrin Economic and Fiscal Programme 2010- 2013 have been published and printed. The support to MoF for **sector budgeting**, was organised through providing of technical assistance through engagement of international consultant as well as delivery of a number of trainings towards strengthening capacities of the Sector Budget – Macroeconomic forecast Unit in performing its macroeconomic and fiscal revenue forecasting function. The specific long-term mentoring and training support resulted in increasing the number of employees capable to deliver high profile work.

Support to the **Tax and Customs** Department of the Ministry of Finance focused on strengthening institutional capacities for fiscal policy analysis and performing function as a second instance authority. Support materialized through different trainings, study visits and engagement of experts, contributing to strengthened capacities of the Department and improved cooperation and coordination with the Tax Administration Office and Customs Service Office.

While MoF representatives were not interviewed within the scope of this evaluation, secondary sources and interviews with other government counterparts confirmed positive effects of UNDP CDP support in this area.

#### **3.3.4 Strengthened capacity of Parliamentary Committees to respond to SAA requirements.**

CDP's engagement with the Parliament goes back to 2007 when Montenegro was tasked to take steps in SAA process, whereby new obligations and roles of the Parliament were identified. In its work with the Parliamentary Committees, CDP assisted in drafting the Road Map (2007) which included a number of recommendations for Parliament in the framework of SAA. Interviews with stakeholders and the CDP team show that, at the time of drafting the Road Map, the Parliament was still not ready to undertake these new roles. Still, the recommendations were taken on board at the later stage of Parliament's work, and integrated in its operations.

#### **3.3.5 SPP developed and adopted.**

Within its efforts to enhance and sustain regional and international cooperation, Government of Montenegro committed to participating in the Western Balkan Investment Framework (WBIF). Accordingly, the government established the National Investment Commission in 2015, whose first task was to adopt the methodology for selection and prioritization of infrastructure projects, as well as to initiate the process of drawing up a list of priority infrastructure projects (Single Project Pipeline – SPP). The government also appointed the Secretariat for development projects to be linked to the Commission. The process to establish a unified list implied the formation of the four sectoral working groups (in the areas of energy, transport, environmental protection and the field of social affairs). Sectoral working groups have carried out a process of identification and evaluation of infrastructure projects of strategic importance within sectors, and then drawn up Sectoral list of priority infrastructure projects to be submitted to the Secretariat for development projects. This process implied verification of projects through a Gap analysis, i.e. the process of comprehensive and detailed analysis of the completeness or readiness of available planning, technical and financial documentation for the projects, as basis to determine the readiness / maturity of projects, the dynamics of their implementation, as well as the dynamics of spending funds necessary their implementation. The Gap analysis was performed for each project. Given the lack of the

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Ministry of Health, Ministry of agriculture and rural development, Commission for the Control of Public Procurement, Employment Bureau, Ministry of Labour and Social Welfare

Secretariat capacities to conduct such GAP analysis, the CDP Programme provided technical and expert assistance towards adequate application of previously developed methodologies for selection and prioritization of infrastructure projects. CDP team in close cooperation with the MFAEI and the Secretariat engaged 18 national consultants / experts from different sectors (electrical engineers, traffic engineers, civil engineers, economists and lawyers), to work on the GAP analyses of projects. After intensive work and analysis of available documentation, CDP experts provided GAP reports for projects, whereby 64 projects were enlisted in the SPP list, classified into groups and subgroups. This process resulted in creation of conditions for proper categorization of projects, candidates for funding for technical assistance and co-financing of investments, in accordance with WBIF calls that were launched in the first quarter of 2016.

The CDP support was also extended to IT support to creation of the database of infrastructure projects. The database includes infrastructure projects, including complete documentation related to the process of drawing up a unified list of infrastructure projects as well as documentation relating to the activities that follow thereafter. This database allows electronic filing, checking, rewriting and submission of projects, allows access to archived documentation and applications submitted for each WBIF call.

Interviews with government representatives, particularly MFAEI and the Secretariat confirmed that the CDP support to SPP was instrumental in moving the process in the right direction in the timely and effective manner. Additional value emphasised by the Secretariat was that local expertise was created as strong input for further multiplication of knowledge and expertise across sectors, and overall strengthening of national SPP framework by engaging professionals with in-depth knowledge of Montenegrin context, legislation and institutional structures. The interviews confirm also that the database facilitates and speeds up the process of handling the projects in the SPP as well as access to official documents.

### **3.3.6 State Exam framework improved.**

Public administration reform is a horizontal issue to be tackled by aspirant countries in their EU integration process, and in Montenegro, it requires investment in educating and professional training of civil servants and state employees to ensure efficient public administration. Taking special examination (State exam), which guarantees that employees will have specific knowledge needed for work in the public institutions, is obligatory for all employees of the public institutions and was assessed as a weak point of the public administration which was raised with the CDP for further assistance. The Programme offered support to the Human Resources Management Authority and Ministry of Justice to strengthen the State exam needed for work in the public institutions, by introducing an additional chapter about the European law and integrating EU integration process dimension in all other chapters of the exam. Technical assistance through experts and advisory as well as through drafting and publishing the Manual for the exam was assessed as extremely important and relevant support, which strengthened the EU integration dimension of the public administration performance in the country.

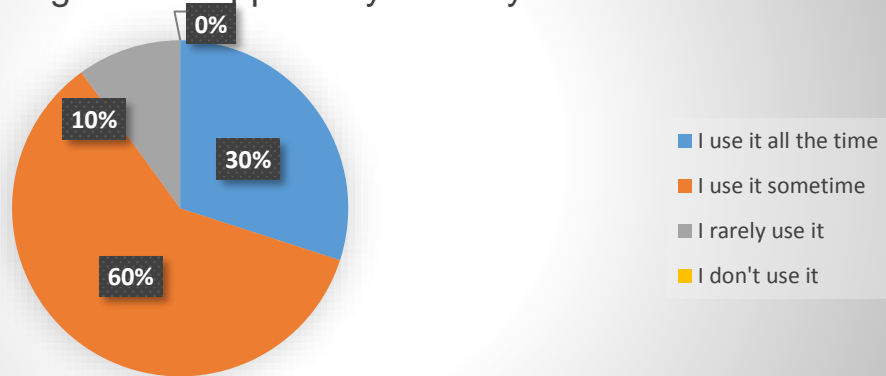
The online survey respondents had a chance to rate the usefulness of different activities implemented with support from CDP. The Table 7 below provides an overview of respondents' feedback. Generally, respondents find activities generally very useful or useful. There are some respondents that rated activities as average, but without elaborating on the reasons for such rating. Only one activity was rated as not at all useful by one respondent (Support to organization of SWG meetings) but the rating was not elaborated.

*Table 7. Rating of usefulness of CDP activities*

<b>Answer Options</b>	<b>Very useful</b>	<b>Useful</b>	<b>Average</b>	<b>Not so useful</b>	<b>Not at all useful</b>
Trainings on specific subjects of interest of my institution	2	3	2	0	0
Advisory support in programming EU IPA assistance	3	2	1	0	0
Coaching on organizational effectiveness	0	0	1	0	0
Trainings on IPA II - sector wide approach, correlation of CSP and SPDs	3	2	1	0	0
Training on monitoring of IPA II	2	2	0	0	0
Support to organization of SWG meetings	3	1	2	0	1
Coaching on development of SPDs	2	1	0	0	0
Coaching on SPD as monitoring tool and basis for multiannual programming	1	2	0	0	0
Support to development of Employment and Social Policies Reform Programme	1	0	1	0	0
Support to development of PART II of the National Economic Reform Programme	0	0	1	0	0
Coaching on development of Action documents	3	0	2	0	0
Development of procedures on clear division of tasks and policy areas	0	0	1	0	0
Advisory support on development of multiannual programmes	1	2	0	0	0

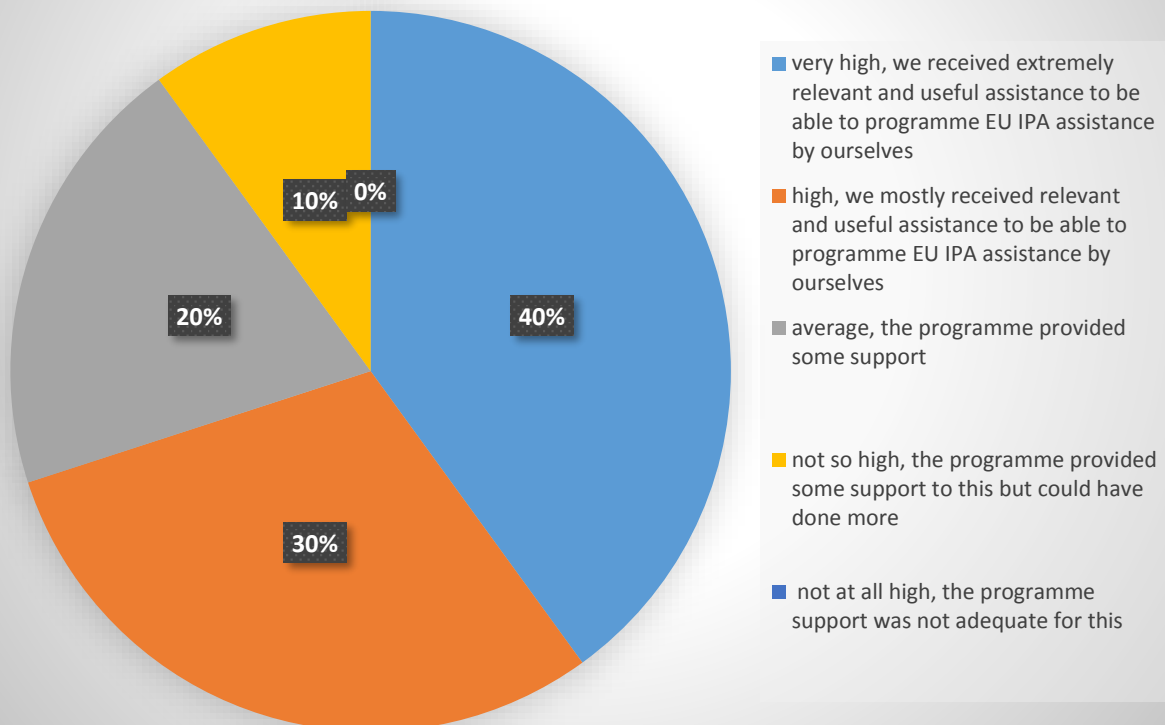
Asked if they use the knowledge acquired in their daily activities, 30% use it all the time, while 60% use it sometimes (See Graph 5 below).

Graph 5. Do you apply the knowledge you gained through CDP support in your daily work?



Finally, respondents were asked to rate the effectiveness overall of the CDP. majority respondents rated it as very high or high, while 20% rated it as average and 10% not so high (See Graph 6 below).

Graph 6. In your view, what was the level of effectiveness of the Programme so far on programming of assistance?



### 3.4 Impact

Assessment of programme's contributions through individual projects and related overall reconstructed ToC shows that the programme has contributed significantly to overall Montenegrin capacities to fulfil EU accession requirements. Available data strongly indicate that projects and overall UNDP efforts have contributed to moving existing change processes into the desired direction. Most important impacts are seen in strengthened systems and capacities for coordination and implementation of IPA resources, be it from country –specific IPA assistance or WBIF. The improved state exam structure for public servants has been in use since its publishing, and has proven to provide valuable new knowledge and requirement for public servants to understand and learn about EU integration requirements and steps.

However, interviews with stakeholders point to the fact that a lot remains to be done before public administration in Montenegro is significantly prepared to undertake new obligations coming by next steps of EU integration. This is particularly relevant in terms of ongoing capacity strengthening needs for public administration as well as undertaking true reforms of the public administration sector. Montenegro will be facing new needs with each step of EU accession, such as opening up of Structural funds, for which experiences from other new EU member states shows that whatever investment in public administration happened needed, these programmes required more focused expert capacities, that Montenegro still lacks at the moment.

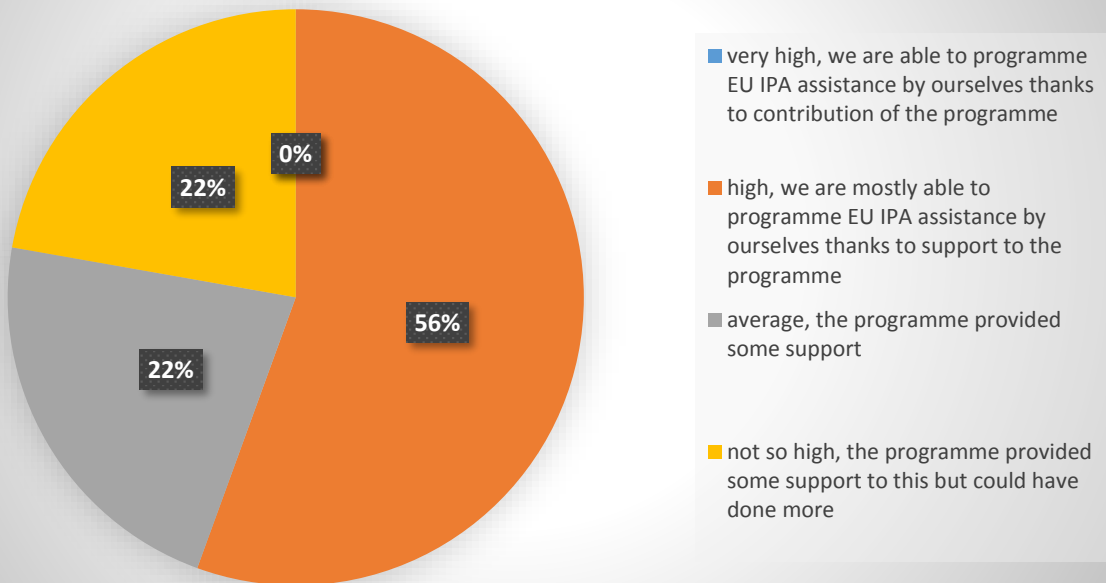
### 3.5 Sustainability

**The programme helped create a number of conditions likely to support the sustainability of results.** Montenegro's commitment to EU integration is very high, which presents positive prerequisite for sustainability of programme results. At institutional level, strategies, policies and administrative and technical tools and mechanisms developed with assistance of CDP remain in place and gear up the EU accession reform process. The Programme invested in building capacities of local experts, whose qualities were recognised by the government ministries which hired them as public servants at different points of programme implementation. This was a good case of institutionalization of expertise. Still, as interviews with a range of actors indicate, the finalization of the Programme leaves big gap in technical support to public administration which will be hard to fill. This is the sustainability risk that is threatened by contextual influences beyond the control of the programme. Lack of financial support is likely to pose a significant challenge to the extent to which all partners, including those with strong capacities and commitment, will be able to continue and expand their current efforts.

At the same time, like other accession countries and new Member States, Montenegro is constantly battling with **institutional memory loss**, which has additionally been stimulated by the government's measure to cut jobs in the public administration as an attempt to deal with the increasing pressures of the global economic crisis. Also, frequent changes in Montenegrin Government sometimes caused insufficient capacities and an unsustainable process of programming IPA annual programmes and developing projects of good quality.

Online survey shows insight in how SPOs see the impact of the assistance. Slightly over a half of respondents (56%) rate it as high and that they are mostly able to programme EU IPA assistance by themselves thanks to support to the programme. Equally, with 22% of respondents rated its impact as average or not so high (See Graph 7 below).

Graph 7. What was the impact of the Programme so far on programming of assistance?



On a general level, 70% of respondents rate the overall impact of the programme on government staff as very positive or positive, while 20% rate it as average. Finally, 10% rate it as not so positive (See Graph 8 below).

Graph 8. What is your assessment of the overall impact of the Programme so far on government staff?



## 4. Lessons learned

Evaluation findings and feedback from stakeholders interviewed within the evaluation process point to a number of emerging good practices and lessons learned, as follows:

- **Investment in capacity building and strengthening public administration of Montenegro to lead and implement EU accession agenda.** Implementation of CDP interventions over the years proves the relevance of the type of interventions selected for different sectors of government in the country. UNDP's support is relevant to and fits well within the strategic directions of Montenegro, particularly in line with the National Programme for Integration.
- **Partnership between UNDP and Montenegrin Government, particularly placing the project office within Government premises is a good vehicle for supporting reforms and arising needs of the institutions in EU integration process.** Interviewed government counterparts agree that UNDP is a trustworthy and reliable partner, providing for innovative and needs-based inputs for supporting reforms.
- **Turnover of staff in the Government at the national and local level has negative influence on sustainability of developed capacities.** CDP project supported a range of institutions, some of which underwent changes and turnover of staff. These factors negatively influence sustainability of capacity building efforts and require investment of additional time and efforts and very often repetitive actions. For possible future interventions it would be necessary to develop Training of Trainers module for some key capacity development areas in order to increase local and institutional capacities for in-house capacity building.
- **Lack of integrated long term strategic planning at the national and local level is ongoing weakness.** CDP invested a lot of efforts in building strategic planning capacities, but still a lot remains to be done in this regard.
- **Government institutions face weak capacities for monitoring and evaluation of policies.** This is another important area for potential further investment by development partners of the Montenegrin Government.
- **CDP type of programmes need to account for integrate mitigation strategies for unpredictable delays from the side of government partners.** Throughout the CDP programme, there have been delays in decision making, delays in adoption of key legislation or policies which influenced the programme interventions and results. The programme team integrated mitigation strategies but a lesson learnt is that planning needs to carefully integrate such events, and reports need to provide detailed account of them.



## 5. Conclusions

### Relevance

The Programme was **relevant** for Montenegrin strategic priorities for EU accession, as it addressed important gaps and challenges of the current public administration capacities to meet the needs of the EU integration requirements. The Programme, over the years, has been in line with Montenegro's steps towards independence and subsequent EU accession, particularly the National Programme for Integration 2008-2012. The Programme addressed the needs of public administration, in particular MFAEI. Priority was given to delivery of expert and advisory assistance and trainings for teams in line ministries who deal with programming and monitoring of EU assistance, as well as focused assistance to MoF to strengthen its internal policies and administrative mechanisms. Further investment is still needed to reach a critical mass of qualified staff in the system who can take over training of peers in programming EU assistance, particularly as new needs arise with each step forward in EU accession.

Programme design in terms of elaboration of an overall results framework is the single most important weakness of the programme, preventing adequate assessment of the programme's achievements against indicators. Still, review as per reconstructed ToC shows that the programme (through its individual projects) provided for a multi-pronged holistic approach (including working on policies, developing methodologies and tools, capacity building). The programme's highly-participatory approaches and needs based manner was a strong ownership measure, showing that this approach of UNDP was appropriate in view of the underlying ToC and its key assumptions.

### Effectiveness

Based on the assessment of results against the TOC, the Programme was **effective** in strengthening capacities of Montenegrin government for successful coordination and implementation of EU accession priorities and coordination, programming and implementation of IPA resources. It did so by contributing to the strengthening of policy and administrative framework to respond to EU accession requirements in line with Montenegrin EU integration priorities. Also, programme was an important instrument to strengthen knowledge of national government partners of new legislation, policy and administrative framework in place for efficient and effective programming, implementation and monitoring of the EU IPA Assistance. Programme's contribution to development of the Single Project Pipeline was also critical both for further steps towards utilizing finds from WBIF and raising national expert capacities for Gap analysis for SPP. The programme also offered strong contribution to strengthening mechanisms for public finance management and legal harmonisation at the Ministry of Finance as well as capacities of the Parliament to take its full role in reacting to SAA requirements. Support to the Parliament brought delayed but positive effects on the ways Parliamentary commissions approach their obligations within SAA and NATO process.

### Efficiency

The implementation of the Programme is assessed as efficient in terms of human resources and timeframe, despite the fact that financial efficiency was not assessed within the scope of this evaluation. The Programme was managed in an inclusive and professional manner. The participatory strategy used by the programme worked well for ownership, while its location in the MFAEI also provided strong value in longterm. The main weakness in terms of efficiency is the lack of results-oriented monitoring, which would have facilitated the reflection on programme's achievements.

## Impact

The Programme is likely to have a **good impact** level, making an important contribution to increasing the government's capacities to meet the EU accession requirements, though a lot remains to be done in this regard.

## Sustainability

Based on achievements, effects and outcomes of the Programme are **likely sustainable**. Current policy and strategic framework governing Montenegro's EU Accession is supportive for the further development and expansion of capacities and approaches put in place by the Programme. The manuals, contacts with experts individually or institutionally from the country, region and internationally, databases, guides and assessment instruments developed by the Programme provide a good basis for further capacity building and quality assurance activities. The Programme's success in engagement of local consultants (16) who became state employees need to be emphasized as good case of institutionalization of expertise. Main threat for sustainability of the programme's outcomes is the ever-present fluctuation of staff in public administration, requiring ongoing efforts for induction and capacity building of newcomers.

### 5.1 Recommendations

The Evaluator made two, deliberately broadly formulated recommendations to UNDP, which reflect the uncertainty regarding the type and scope of UNDP's future presence and engagement in Montenegro at the time of conducting the evaluation.

#### **Recommendation 1: UNDP should explore how it can continue to support to the realization of Montenegrin priorities towards EU accession.**

Despite the noted progress made towards the long term goal of EU accession of Montenegro, a lot remains to be done in this regard. To this end, the programme under review has laid valuable foundations that can and should be built upon. Without further external support, the gap in such support approach is significant and may slow down to some extent the speed by which Montenegrin government accomplished steps in EU integration. UNDP should therefore explore how it might be able to provide continued support to national actors.

The nature and scope of support that UNDP will be able to provide will, of course, depend on its available financial and human resources.

#### **Recommendation 2: UNDP should explore whether and how it can draw upon programme specific experience to inform development of new interventions focusing on public administration reform.**

UNDP should explore whether and how relevant experiences and insights gained through the implementation of focused projects within the CDP portfolio might be used even more effectively to inform development of the new Programme intervention towards supporting reforms of public administration, in view of the use of a system-oriented, broad programme design.

## Annex 1. Terms of Reference

### **I. Background:**

The Capacity Development Programme has been successfully operating since September 2003 as a partnership between the Government of Montenegro, the Foundation Open Society Institute (FOSI-ROM) and the UNDP. The CDP's initial 2003 budget of \$550,000, provided by the FOSI-ROM, the UNDP and the Government of Montenegro grew to 1, 7 million by the end of the first phase of the program in 2007.

During the first phase CDP successfully provided selected pilot ministries with relevant expertise to help them to make necessary structural adaptations, undertake on-the-job training, develop consultative procedures, employ new technology, and make international connections that render access to additional expertise in future more self-sustaining and needs-driven. CDP was operating in three selected pilot ministries: Ministry of International Economic relations and European Integrations, Ministry of Justice and Ministry of Education along with several horizontal/cross-cutting initiatives. In late 2007 team of eminent international consultants conducted an external evaluation of the CDP activities. The report concluded "CDP represent the best practice of capacity building for public management in terms of partnership, management and sustainability of results".

The second phase of CDP started in February 2007, following a formal request from the Deputy Prime Minister for European Integration (DPM EI) to assist the Government of Montenegro in meeting its strategic priorities for the European Integration and associated public administration reforms. The CDP Phase II has coincided with a period in which the Montenegro has undergone a vital new stage of its development, making the adaptations in policy, law and institutional structures required both, by acquired independent sovereign statehood, and designed to maximize the opportunities made available by that historic step, including above all realization of the long-term, overriding goal of national policy: accession to membership of the European. During the second phase, priority was given to strengthening of administrative capacities for implementation of the Stabilization and Association Agreement (SAA) and introduction of new coordination machinery and personnel at the centre of government. The initial budget for the second phase of CDP assistance from 2007- 2009 was \$ 1.9 million. The portfolio of the second phase of the Capacity Development Programme included several projects, providing assistance to Deputy Prime Minister for European Integration, Secretariat for European Integration, Commission for European Integration and Groups for European Integration; Enhancing capacity of the Parliamentary Committee for International Cooperation and European Integration and Parliamentary Committee for Constitutional issues and Legislation; Support to Human Resources Management Agency through introduction of European contents in the state examination for work in the state institutions; Support to the Ministry of Foreign Affairs to respond better to Montenegro's national priorities for European integration; Support in building capacities of the Government and civil society to establish nationally owned system for assessing and monitoring governance system in Montenegro; and Strengthening Capacities of Ministry of Finance to efficiently plan, analyze and manage the public finances.

The third phase of CDP (2010 – 2013) was focused on supporting preparation of the Government for negotiation of the Accession Treaty. The CDP facilitated the European integration process by supporting effective coordination and building administrative capacities of state administration. The support was provided for establishment of negotiation structure, strengthening its capacities for negotiations preparation as well as for programming of IPA funds (from 2009 – 2013). During this period, Montenegro opened Accession Negotiations (June 29<sup>th</sup>, 2012). Although main counterpart of CDP was the Ministry of Foreign Affairs, the CDP provided valuable assistance to number of line ministries.

The CDP+ (2014 – 2016) continued to assist the Government in the process of EU integration. Namely, the focus was on supporting the Government's Negotiations Structures for Accession Negotiations with EU, supporting the Government for programming of EU assistance 2014-2020 (IPA II), supporting the Government for implementation of Public Administration Reform Strategy and supporting MFAEI for implementation of the Foreign Policy Priorities. It impacted all three levels of the capacity development, enabling environment, institutional framework and operational level. CDP supported development of the key strategic documents, including Programme for Accession, National Economic Reform Programme, Employment and Social Reform Programme, National Development Strategy, etc. In terms of institutional framework, the CDP continued to support structures for negotiations, structures for programming of EU funds, and internal organization of the MFAEI. On the operational level, engagement of local consultants (16) who became state employees need to be emphasized, but also numerous trainings, seminars, local and international expertise.

During, its functioning, the service lines of CDP included the high level policy advisory support - advisory services directly to (deputy) ministers regarding policies and strategies, technical advisory support - analytical papers, position statements, policy documents, research and analytical studies, facilitating stakeholder consultations and dialogues, technical review and quality assurance, various training and learning activities, human resources development - trainings, workshops, conferences, seminars, coaching and mentoring, study tours, etc., networking with national and regional institutions, bilateral partners, and with UNDP sources/centers.

UNDP would like to conduct the evaluation of the Capacity Development. The objective of the evaluation is to draw lessons learned, while assessing the overall programme performance and impact, as well as assess the scope for continuation/replication of the program approach in key reform areas still of priority in Montenegro, such as public administrative reform. Therefore, UNDP is seeking to engage international consultant to perform tasks related to the evaluation of the programme and future scoping

## **II. Duties and Responsibilities:**

**Objectives of the assignment:** The objective of the assignment is to conduct evaluation of the Capacity Development Programme and provide recommendation for potential continuation/replication of the capacity development model in Public Administration Reform area.

The evaluation of the Capacity Development Programme will specifically aim at the following:

- Based on analysis of the Programme outcomes and outputs, as well as relevant documents, and conducting interviews with the key counterparts, to evaluate the extent to which the programme results have been achieved and how;
- Consolidate lessons learned and make recommendations to guide future potential continuation/replication of the capacity development model, focusing mainly on Public Administration Reform;
- Setting up the foundation for the new CDP – drafting a programme concept note
- Review results achieved focusing on processes, management, partnerships, successes and future strategic options
- Suggest measures to attract donor funding

Under the direct supervision of the Democratic Governance Team Leader, international consultant will perform the following duties:

- Prepare detailed evaluation workplan with clear time lines and related deliverables
- Develop the evaluation methodology, based on the scope of the evaluation and UNDP requirements
- Conduct analysis of the key Programme documents and desk review of relevant UNDP corporate documents, such as Country Programme Document (CPD), Strategic Note, etc., in addition to other key documents relevant for the evaluation of the programme.
- Conduct interviews with key resource information persons
- Present preliminary evaluation results to the UNDP management and collect their feedback in order to finalize the report
- Analyze opportunities to replicate the model in the area of Public Administration Reform and provide recommendations on how to frame it. The consultant will also draw on the experience of other UNDP reform programmes including but not limited to: the social welfare information system (SWIS), PRIS, e-governance initiative and participatory open government.

Deliverables:

- The final evaluation report (taking into account feedback given by partners, UNDP and other relevant stakeholders) submitted to Democratic Governance Team Leader (the final evaluation report should be written in English with maximum 40 pages, including executive summary, programme description, evaluation purpose, evaluation methodology, analysis and findings, lessons learnt, and recommendations);
- Concept note for the new CDP in the area of Public Administration Reform.

Timing and reporting: The consultant will work under direct supervision of Democratic Governance Team Leader. He/She will be obliged to provide report on his/her deliverables at the end of the engagement.

Time duration and travel: The assignment of the consultant will be up to 25 days, from April 1<sup>st</sup> until May

## Annex 2. Evaluation Matrix

<b>Evaluation Question 1: What is the strategic framework of UNDP CDP and how effectively have priorities/ needs of the government relating to Montenegro's EU accession process been translated into programming of CDP, based on the priorities identified in strategies and programming documents?</b>		
<i>DAC Evaluation Criterion covered by this Evaluation Question: Relevance</i>		
	<i>Source of Information</i>	<i>Data Collection Tool</i>
<i>Indicator 1.1: Objectives of UNDP CDP programmes reflect the country EU accession related capacity building needs as stated in overall strategies</i>	<i>Background documents on governance and EU Accession context</i>  <i>Programme documents</i>	<i>Document analysis</i>
<i>Indicator 1.2: Country strategies and programmes are reflected in needs assessments prepared as part of the programming process</i>	<i>Background documents on governance and EU Accession context</i>  <i>Programme documents</i>  <i>UNDP staff</i>  <i>Programme partners</i>	<i>Document analysis</i>  <i>Interviews</i>
<i>Indicator 1.3: Implementation set-up &amp; design adapted to changes in political / EU accession-related circumstances</i>	<i>Programme documents</i>  <i>UNDP staff</i>  <i>Programme partners</i>	<i>Document analysis</i>  <i>Interviews</i>
<i>Indicator 1.4: Needs-orientation maintained throughout CDP implementation</i>	<i>Background documents on governance and EU Accession context</i>  <i>Programme documents</i>	<i>Document analysis</i>  <i>Interviews</i>

	<i>UNDP staff</i>	
	<i>Programme partners</i>	
<i>Indicator 1.5: Capacity building measures respond to main training needs of government counterparts in different sectors</i>	Administrative data from CDP programme  Administrative data from national authorities (if available);  Monitoring and Evaluation Reports;  Interviews with EUD, national authorities, implementing actors, and CDP beneficiaries	<i>Document analysis</i>  <i>Interviews</i>  <i>Group Discussions</i>
<b>Evaluation Question 2: How well has the implementation of activities been managed in terms of a) quality, b) timeliness; c) administration; d) finances?</b>		
<i>DAC Evaluation Criterion covered by this Evaluation Question: Efficiency</i>		
	<i>Source of Information</i>	<i>Data Collection Tool</i>
<i>Indicator 2.1: Management and administrative tasks being discharged timely and respecting established deadlines</i>	<i>Programme documents</i>  <i>UNDP staff</i>  <i>Programme partners</i>	<i>Document analysis</i>  <i>Interviews</i>
<i>Indicator 2.2: Individual projects implemented under the umbrella of CDP have clear interconnectedness to CDP overall objectives and results</i>	<i>Programme documents</i>  <i>UNDP staff</i>  <i>Programme partners</i>	<i>Document analysis</i>  <i>Interviews</i>
<i>Indicator 2.3: Adaptation/flexibility in programme and associated projects implementation</i>	<i>Programme documents</i>  <i>UNDP staff</i>	<i>Document analysis</i>  <i>Interviews</i>
<i>Indicator 2.4: Examples of management intervention for overcoming barriers and constraints in programme implementation</i>	<i>Programme documents</i>  <i>UNDP staff</i>	<i>Document analysis</i>  <i>Interviews</i>
<b>Evaluation Question 3. To what extent capacity building and institutional change have been achieved and how far this was thanks to CDP support?</b>		



<i>DAC Evaluation Criterion covered by this Evaluation Question: Effectiveness</i>		
<i>Indicator 3.1: Strength of relationship between planned results, purpose/immediate objectives and wider/overall objectives</i>	<i>Administrative data from CDP programme</i>  <i>Administrative data from national authorities (if available);</i>  <i>Monitoring and Evaluation Reports;</i>  <i>Interviews with EUD, national authorities, implementing actors, and CDP beneficiaries</i>	<i>Comparative document analysis</i>  <i>Interviews</i>  <i>Group Discussions</i>
<i>Indicator 3.2: Identifiable achievements in institutional change and capacities in beneficiary institutions from CDP delivery;</i>	<i>Administrative data from CDP programme</i>  <i>Administrative data from national authorities (if available);</i>  <i>Monitoring and Evaluation Reports;</i>  <i>Interviews with EUD, national authorities, implementing actors, and CDP beneficiaries</i>	<i>Comparative document analysis</i>  <i>Interviews</i>  <i>Group Discussions</i>
<i>Indicator 3.3: Prevailing observed changes in political/ administrative behaviour, procedures, structures;</i>	<i>Administrative data from CDP programme</i>  <i>Administrative data from national authorities (if available);</i>  <i>Monitoring and Evaluation Reports;</i>  <i>Interviews with EUD, national authorities, implementing actors, and CDP beneficiaries</i>	<i>Comparative document analysis</i>  <i>Interviews</i>  <i>Group Discussions</i>
<i>Indicator 3.4: Evidence of progress towards objectives stated in programming and</i>	<i>Administrative data from CDP programme</i>  <i>Administrative data from national</i>	<i>Comparative document analysis</i>

<i>strategic documents, international agreements</i>	<i>authorities (if available); Monitoring and Evaluation Reports; Interviews with EUD, national authorities, implementing actors, and CDP beneficiaries</i>	<i>Interviews Group Discussions</i>
<b>Evaluation Question 4: Are the outputs and immediate results delivered by CDP translated into the desired and expected impacts, namely in terms of achieving the strategic objectives and priorities linked to EU accession?</b>		
<i>DAC Evaluation Criterion covered by this Evaluation Question: Impact</i>		
	<i>Source of Information</i>	<i>Data Collection Tool</i>
<i>Indicator 4.1: Type, quality/ quantity of intended and unintended impacts specifically attributable to certain PAR areas and sectors supported by CDP</i>	<i>Administrative data from CDP programme Administrative data from national authorities (if available); Monitoring and Evaluation Reports; Interviews with EUD, national authorities, implementing actors, and CDP beneficiaries</i>	<i>Comparative document analysis Interviews Group Discussions</i>
<i>Indicator 4.2: Measurable indicators of achievement for CDP;</i>	<i>Administrative data from CDP programme Administrative data from national authorities (if available); Monitoring and Evaluation Reports; Interviews with EUD, national authorities, implementing actors, and CDP beneficiaries</i>	<i>Comparative document analysis Interviews Group Discussions</i>
<b>Evaluation Question 5: Are the identified results sustainable or likely to be sustainable?</b>		

<i>DAC Evaluation Criterion covered by this Evaluation Question: Sustainability</i>		
	<i>Source of Information</i>	<i>Data Collection Tool</i>
<i>Indicator 5.1: Confirmed new institutional capacities and mechanisms in place and functional</i>	<i>Administrative data from CDP programme</i>  <i>Administrative data from national authorities (if available);</i>  <i>Monitoring and Evaluation Reports;</i>  <i>Interviews with EUD, national authorities, implementing actors, and CDP beneficiaries</i>	<i>Comparative document analysis</i>  <i>Interviews</i>  <i>Group Discussions</i>
<i>Indicator 5.2: Extent of capacity building initiatives having been transferred to beneficiary institutions for independent management</i>	<i>Administrative data from CDP programme</i>  <i>Administrative data from national authorities (if available);</i>  <i>Monitoring and Evaluation Reports;</i>  <i>Interviews with EUD, national authorities, implementing actors, and CDP beneficiaries</i>	<i>Comparative document analysis</i>  <i>Interviews</i>  <i>Group Discussions</i>
<i>Indicator 5.3: Beneficiaries of capacity building interventions (from beneficiary institutions) have felt confident to apply training content in their subsequent work</i>	<i>Administrative data from CDP programme</i>  <i>Administrative data from national authorities (if available);</i>  <i>Monitoring and Evaluation Reports;</i>  <i>Interviews with EUD, national authorities, implementing actors, and CDP beneficiaries</i>	<i>Comparative document analysis</i>  <i>Interviews</i>  <i>Group Discussions</i>
<b>Evaluation Question 6: Are there any elements, which are or could hamper the impact and sustainability of results?</b>		
<i>DAC Evaluation Criterion covered by this Evaluation Question: Effectiveness, Impact and Sustainability</i>		

	<i>Source of Information</i>	<i>Data Collection Tool</i>
<i>Indicator 6.1: Type, quality, quantity of effects (positive/ negative) influencing achievements</i>	<ul style="list-style-type: none"> <li>▪ UNDP's CDP projects and reports</li> <li>▪ CDP activity reports</li> <li>▪ Narrative &amp; financial reports</li> <li>▪ Country strategies</li> <li>▪ Interviews with CDP Team</li> <li>▪ Interviews with strategic partners</li> </ul>	<p><i>Document analysis</i></p> <p><i>Interviews</i></p>

## Annex 2. List of Interviewed people

<b>Name</b>	<b>Institution</b>
<b>Government</b>	
Ivana Vujošević	Directorate for programming and monitoring of the Instrument for pre-accession
Ana Vukadinović	General Directorate for coordination of EU assistance programmes
Miodrag Račeta	General Directorate for coordination of EU assistance programmes
Gordana Đurović	Former Minister of EU Integration
Satka Hajdarpašić	Diplomatic Academy Montenegro
Aleksandar Andrija Pejović	State Secretary for EU Integration and Key Negotiator for Montenegro
Maja Vuković	Department for support and monitoring of developmental projects
<b>Donor</b>	
Andre Lys	Head of Operations, EU Delegation to Montenegro
<b>UNDP</b>	
Fiona McCluney	UNDP Resident Representative
Jelena Mrdak	Project Manager, United Nations Development Programme
Richard Đuričić	Programme Assistant, United Nations Development Programme
Olivera Dimić	Former CDP Programme Manager
Dragan Đurić	Former Core UNDP CDP Technical Advisor

## Annex 3. Interview protocols

### UNDP Staff

Identification (name, gender, position, contact details, relevant experience, coordinates), date and location.

1. How do the UNDP CDP Interventions relate to strategic national goals in the field of PAR? How did the interventions contribute to achievement of PAR targets?
2. What have been the main achievements of your project? How does that relate to the overall achievement of CDP programme goals?
3. What is the evidence of achievement of the CDP overall objectives in your view? (i) has been achieved, (ii) has been partially achieved (in which areas) or (iii) has not been achieved? Why?
4. Which were the main constraints/challenges during preparation and implementation? (prompt political, social, economic, administrative, etc.)
5. Do you have a developed mitigation strategy? Pls, share
6. What was the level and quality of dialogue between UNDP, government, and donor in planning and implementing interventions within CDP?
7. Did national and donor coordination work well for your project?
8. How well has the implementation of activities been managed in terms of a) quality, b) timeliness; c) administration; d) finances?
9. What monitoring and reporting tools have been used?
10. How strong is the level of ownership of the results by the relevant government entities and other stakeholders?
11. What is the level of capacity of the Government to ensure sustainability of the results?

### **Government counterparts, beneficiaries**

Identification (name, gender, position, contact details, relevant experience), date and location.

1. Do you consider that the UNDP support given to your institution was adequate and a balanced response to the identified needs?
2. Does UNDP support correspond to the strategic objectives of Montenegrin EU accession reforms, PAR and your institution/sector strategies?
3. How well has the implementation of activities been managed in terms of a) quality, b) timeliness; c) administration; d) finances?
4. How would you describe the level of effectiveness of the UNDP structures in terms of taking into account government views and needs of your institution?
5. Was implementation of CDP related interventions sound and did it deliver the desired outputs and results? What have been the main results achieved? How do they relate to your institution?
6. Which were the main constraints during implementation?
7. Can you provide an illustration of impact achieved by UNDP activity implemented in partnership with your institution?
8. How do you assess the achieved a degree of sustainability of UNDP results achieved in partnership with your institution?
9. Do you think there are any lessons/recommendations regarding UNDP interventions in the field of PAR that should be considered for the future?

### **Donors/International partners**

Identification (name, gender, position, contact details, relevant experience), date and location.

1. Do you consider that the UNDP support in the field of capacity development for PAR is an adequate and balanced response to the identified needs in Montenegro?
2. How would you describe the level of efficiency and effectiveness of UNDP CDP Programme in terms of taking into account country views and needs?
3. Can you provide an illustration of impact achieved by the UNDP?
4. How do you assess the achieved degree of sustainability for UNDP CDP projects?
5. What is the level and quality of dialogue between UNDP, government, and donors in planning and implementing UNDP CDP interventions?
6. What is the added value of UNDP?
7. Do you think there are any lessons/recommendations regarding UNDP work that should be considered for the future?

## Annex 4. Online Survey Questionnaire

Submitted as a separate pdf. file