



PROJECT DOCUMENT
Montenegro

Project Title: Strengthening capacities of the Ministry of European Affairs

Project Number: 00106032

Implementing Partner: UNDP Office in Podgorica

Start Date: 1st October 2017 **End Date:** 30th September 2019 **PAC Meeting date:** 20th September 2017

Brief Description

Briefly describe the overall development challenge and the expected results of the project.

The objective of the project is to assist, advise and support EU accession negotiations through strengthening the capacities of the newly established Ministry of European Affairs (MEA) in responding to the demands of the new phases of accession especially in areas of policy planning and coordination. The focus of the project is the Ministry of European Affairs and enhancing and strengthening its capacity to fulfil new responsibilities for coordination of Montenegrin public policies to enhance compliance and implementation, scanning for relevance of upcoming European policies and plans and improving internal and external government coordination in relation to accession priorities.

The anticipated results of the project are:

1. Internal (functional and technical) capacities of the MEA improved, resulting in more efficient performance of the Ministry;
2. Capacities of MEA dealing with the EU accession negotiations improved;
3. Improved system for efficient public policy coordination; and
4. Capacities for the implementation of Acquis strengthened

| | | | |
|---|-----------------------------------|-----------------------|-----------------------|
| Contributing Outcome (UNDAF/CPD, RPD or GPD): <i>By 2021, people-centred, accountable, transparent and effective judiciary, Parliament, public administration and independent institutions ensure security, equal access to justice and quality services to all people.</i> Indicative Output(s) with gender marker ² : GEN1 | Total resources required: | 343,245.60 EUR | |
| | Total resources allocated: | UNDP TRAC: | |
| | | Donor: | 343,245.60 EUR |
| | | Government: | |
| | | In-Kind: | |
| | Unfunded: | | |

Agreed by (signatures)¹:

| Government | UNDP | Donor |
|--|---|---|
| Print Name: Aleksandar Pejovic, Minister, Ministry of European Affairs of Montenegro | Print Name: Fiona McCluney, Resident Representative, UNDP in Montenegro | Print Name: Audun Halvorsen, State Secretary, Ministry of Foreign Affairs of Norway |
| Date: | Date: | Date: |

¹ Note: Adjust signatures as needed

² The Gender Marker measures how much a project invests in gender equality and women's empowerment. Select one for each output: GEN3 (Gender equality as a principle objective); GEN2 (Gender equality as a significant objective); GEN1 (Limited contribution to gender equality); GEN0 (No contribution to gender quality)

I. DEVELOPMENT CHALLENGE

The new Montenegrin government elected in October 2016 and led by Prime Minister Markovic reconfirmed the country's reform focus on measures required to secure Montenegro's entry to the European Union and NATO. Lending weight to this goal, a new Ministry of European Affairs (MEA) was established under the leadership of Minister Pejovic and set up from the core of former staff in the Ministry of Foreign Affairs and European Integration. This Ministry is mandated to realize commitments of the European agenda in the country and reaffirm the role of Montenegro as a reliable and credible partner in the on-going process of accession to the EU and leader in the field of European integration in the region.

Establishing the Ministry provides new opportunities and prospects, but also challenges, especially in the institutional and administrative capacity of the state administration to meet expectations. For example, separating the MEA from MoFA caused certain operational issues, as the embassies network and Brussels administration stayed under jurisdiction of Ministry of Foreign Affairs with no clear links with MEA. In these circumstances, the complexity of the Accession Negotiations and necessity to have capable team to support the MEA and coordinate the structures for negotiations as well as coordination of EU assistance will require additional attention. Having in mind that the Ministry of Foreign Affairs has mandate to implement Foreign Policy priorities from one side, while Ministry of European affairs mandate is to coordinate overall EU affairs in the country from the other side, the ability of the MEA to coordinate and achieve the most important Foreign Policy priority such as EU integration is of particular importance for Montenegro in the further process of accession to the EU.

Support from Norway in these areas is particularly useful because of Norway's special status in relation to the EU. As a member of EEA but not the Union, Norway can provide direct support to the Government of Montenegro in its accession process unlike other full member states. Norway has extensive experience in negotiations with the EU and is known for its smart and simple streamlined approach in tracking compliance and upcoming EU issues and potential legislation which is referred to in this proposal as the "pipeline system". These lessons will resonate well in Montenegro where an over stretched public administration is seeking to take on the demands of EU bureaucracy.

Since the Ministry of European Affairs (MEA) is a newly established entity, with new roles and responsibilities taken from the central level, there is a need to strengthen capacities and to plan imminent new employment. The Ministry represents a central coordinating institution for the process of the accession to the EU including accession negotiations and management and programming of IPA funds, as well as strategic planning when it comes to the public policies. Staff assigned to the new MEA have responsibility for and experience to date in anchoring negotiations with the EU not only in establishing the preconditions for opening the remaining negotiating chapters, but the requirements for continuous alignment of the national legislation with the EU acquis and establishing benchmarks and key criteria for the closure of the negotiation chapters.

Furthermore, the Ministry has a new role assigned to carry out activities aimed at establishing and developing the system for coordination and monitoring of the alignment of strategic documents establishing public policies with other national strategic documents and/or EU acquis, in coordination with other line ministries.

II. STRATEGY

Areas of cooperation of the project would be primarily focused on the strengthening of capacities of the MEA in planning, negotiations and coordination. This process will draw on the experience of Norway through transfer of knowledge and experiences from Norway, education and strengthening of human resource capacities. It will also envisage hiring 3 local consultants for supporting the negotiations (2 for supporting the negotiations for the Chapters 23 and 24, 1 for negotiations within

the Chapter 27), 2 local consultants for the policy alignment and coordination and 2 local consultants for strengthening of the Ministry's capacities.

Recognizing the importance of building administrative capacities and creating open, efficient and flexible public administration, the Ministry needs to establish a system for efficient strategic planning of public policies, through setting up of a regulatory framework which would define the content and procedure for the preparation of strategic documents establishing public policies, particularly in the sectoral policies important for the process of accession to the EU. The purpose of this support is to strengthen the new Ministry in performing its functions building up staffing numbers, capacity and planning activities over a short (one year) to medium term period.

A holistic sector-based approach was envisaged as the most appropriate for the initiative and is based on principles of good governance with gender mainstreaming methodology applied across programmatic intervention. This is expected to mobilise many more stakeholders, while dealing with the root-causes of the problems, and at the same time trying to mitigate undesired symptoms of present challenges EU accession process in Montenegro faces. The initiative should invest in inter-institutional cooperation and knowledge management, both through direct technical assistance to government institutions, but also through enabling networking and partnerships between public institutions.

UNDP will continue with capacity building of MEA staff, not only through individual activities focusing on capacity building, but also by enhancing networking, mutual learning and other types of advisory and mentoring support based on articulated needs of beneficiaries. UNDP had excellent cooperation and results within its the Capacity Development Programme (CDP) which was established by the Government of Montenegro (Ministry of Foreign Affairs and European Integration) and UNDP in 2003 as a mechanism to build capacities firstly in general for public administration, lately focusing mainly on development of institutional and administrative capacities for European Accession process.

During its three phases, CDP has supported different institutions relevant for European Integration process, and it has contributed to strengthening of institutional and administrative capacities of Montenegro for this process which has contributed to achieving of milestones in the European Integration process: preparation of the Stabilization and Association Agreement and its implementation; preparation for the EU accession through strengthening the capacities of state administration and specifically EU accession negotiation structures, as well as through developing of key strategic documents, including the National Programme for Integration (NPI), Economic and Fiscal Programme (EFP), Pre-Accession Economic Programme (PEP), the Public Administration Reform Strategy, and other.

III. RESULTS AND PARTNERSHIPS

Expected Results

The long-term goal of the Project is to strengthen capacities of this Ministry to coordinate and lead the overall process of the country's accession to the EU as well as to ensure better coherence between number of parallel processes relevant for the EU integration, including better coherence of the strategic frameworks (NPAA, ERP, ESRP, NDP, ICSP, sector strategies, etc.) accession negotiations, utilization of IPA, Berlin process, single project pipeline and national development goals, and other.

The primary objective of the project is to establish capacity in the newly established MEA to efficiently coordinate the overall process of the Accession negotiations to EU and internally with Government departments and institutions responsible for implementation of provisions of the Acquis. The project will focus on strengthening the internal administrative capacities of the new Ministry of European Affairs in order to improve capacities in negotiation and routine government

business, to enhance coordination with other line ministries; to establish efficient public policy coordination as well as supporting the Government in effective implementation of the Acquis.

The support will be implemented in two phases: preparatory and operational phase. The Project has four expected results:

1. Internal (functional and technical) capacities of the MEA improved, resulting in more efficient performance of the Ministry;
2. Capacities of MEA dealing with the EU accession negotiations improved;
3. Improved system for efficient coordination of the EU accession process; and
4. Capacities for the implementation of Acquis strengthened.

PREPARATORY PHASE

The following activities will be implemented in preparatory phase:

Result 1 - Internal (functional and technical) capacities of the MEA improved, resulting in more efficient performance of the Ministry;

Undertake strategic planning exercise with the Ministry to help define priorities and goals in the Ministry Strategic Plan 2018-2020 and align staff set up and organization to achieve it.

The international expert would be hired to moderate two two-days strategic planning exercises with the MEA and to provide draft MEA Strategic Plan 2018-2020. This activity would be implemented in the period October 2017-January 2018.

1.2. Provide expert support to develop internal procedures within the Ministry including (i) facilitate working process; (ii) revision of internal procedures to gain full efficiency in coordination of the process; (iii) work on development of the of the internal coordination and functioning that should later on be included in the existing government Electronic Document Management System and intranet info system.

The international consultant will be hired to develop Internal organization and work processes plan. This activity would be implemented in the period October-December 2017.

1.3 Engage 3 local consultants for supporting the negotiations, 2 local consultants for the policy alignment and coordination and 2 local consultants for strengthening of the Ministry's capacities.

This activity will be implemented at the very beginning of the project.

Result 2 - Capacities of MEA dealing with the EU accession negotiations improved;

2.1. Through technical assistance strengthen capacities of the MEA to coordinate the process of addressing the chapter benchmarks and adaptation of the action plans for a number of selected negotiation chapters, including for 23 – Judiciary and Fundamental rights and 24 – Justice, Freedom and Security.

The international consultants will be hired to provide targeted technical assistance. This activity will be implemented during both phases, the preparatory and operational.

Result 3 - Improved system for efficient coordination of the EU accession process

European legislation and policy is constantly developing. This has consequences for Montenegro. To apply but also to a certain extent influence the developments, Montenegro must determine clear position and participate in the areas that are open to Montenegro, given the limitations of its association with the EU. The focus of this Component will be to ensure strategic and early-stage coordination of Montenegrin positions on European issues and Montenegrin initiatives vis-à-vis EU institutions and member states.

3.1. Review the existing organizational and operational arrangements within the Government and prepare a detailed analysis with the aim to identify potential capacity gaps and suggest areas of improvement when it comes to coordination and functioning of the EU accession process

The international consultant will be hired to moderate one high level workshop with senior level representatives of the Government and develop detailed analysis. This activity would be implemented in the period October 2017- March 2018.

Result 4 – Capacities for the Implementations of Acquis strengthened.

To prepare for the new role assigned to the Ministry in coordinating strategic plans across government and ensuring their alignment with the requirements of the Acquis it is proposed that Strategic Focal Points in different institutions be established. Through Network and the development of linked processes and activities improved coordination will be achieved.

4.1. Analyse the existing framework of public policy planning with the aim of enhancing policy coordination and streamlining sector strategies in function of a more efficient EU integration. Develop basic elements of the regulatory framework for improving the quality of strategic planning documents with focus on the minimum quality criteria, that will enable MEA to issue opinions on their content .

Backbone for the guidelines will be devised in cooperation with an international expert and further elaborated within MEA team, in line with the practice of analysing the existing draft strategies.

4.1. Through technical assistance develop a legal act in order to support efficient strategic planning of public policies, with focus on enhancing the quality of strategic papers and quality check control of the strategic documents defining public policies, as well as their streamlining and alignment with key EU policies.

The international consultant will be hired to develop a legal act. This activity would be implemented in the period October-December 2017.4.2. Provide support for harmonization of national legislation with the acquis as stated in several chapters

The international and local consultants will be hired to provide targeted support. This activity will be implemented during both phases, the preparatory and operational.

OPERATIONAL PHASE

The indicative list of activities that will be implemented in operational phase is:

Result 1 - Internal (functional and technical) capacities of the Ministry of European Affairs improved, resulting in more efficient performance of the Ministry;

1.4. Support in development of specific briefing skills for ministry employees, writing reports, briefing from meetings, preparation of talking points and presentations.

An international expert will be hired to deliver two two-day trainings.

1.5. Organise a conference at the end of the project to discuss way forward.

This conference will be organised at the very end of the project.

Result 2 - Capacities of MEA dealing with the EU accession negotiations improved;

2.2. Support to development of the relevant legal and other documents (e.g. manual, operational plan) for coordination of activities for the implementation of the EU assistance.

The local consultant will be hired to develop these documents.

2.3. Provide technical assistance to MEA by establishing the model for the negotiations especially in terms of managing the Negotiations process through Norwegian experience – so called «Pipeline system»

Norwegian experts will be hired to deliver three two day trainings for the senior level officials involved in negotiation process.

2.4. Support in organizing trainings for civil servants from relevant ministries and other state agencies on topics in the fields under negotiation chapters.

One day trainings will be organized. The topics and the trainers will be defined in later stages.

Result 3 - Improved system for efficient coordination of the EU accession process

3.2. Establish the platform for cooperation among Government structures in the EU accession process, especially among MEA, MoFA and Montenegrin administration in Brussels, but not limited to those only, but to whole Government.

This activity will be implemented as a result of the activity 3.1.

Result 4 – Capacities for the Implementations of Acquis strengthened.

4.4. Develop guidelines to support the legislative act to enhance the coherence among the strategic planning documents, in line with the practice of analysing the existing draft strategies.

4.4. Establish a Network of Strategic Planning Focal Points, that would work on improving coordination and monitoring of implementation of strategies defining public policies, whereby MEA would be in the lead as the coordinator of strategies and each line ministry would appoint a strategic unit representative. Develop range of activities for this Network, aimed at enhancing awareness across civil service of the importance of better strategic planning for reaching the goal of EU accession and improve inter-institutional cooperation.

One day trainings will be organized. The topics and the trainers will be defined in later stages.

4.6. Support the mandate of MEA for coordinating strategies by the development/updating/ of the key strategic documents through organization of workshops/seminars/specific trainings on policy planning and policy planning cycle.

The Strategic Planning Focal Points and Deputy Ministers of all relevant ministries will be trained on policy planning. The international expert previously hired to design the system will deliver three one day trainings.

4.7. Provide support for development/updating/platforms on the role of Parliament and other actors in the process of Accession Negotiation

A Norwegian expert will be hired to provide this type of support.

Resources Required to Achieve the Expected Results

The proposed project implementation team includes a Project Manager (part time 50%) and Project Finance and Administration Officer (part time 20%). The Project Manager will be responsible for the overall implementation of the project including operational and financial responsibility. The Project Finance and Administration Officer will deal with day to day administrative activities related to procurement, project administration, payments and monitoring. Project Finance and Administration Officer will work under the supervision of the Project Manager to ensure that all aspects of project coordination are in place.

Additionally, seven local consultants will be engaged through this Action to strengthen capacities of the Ministry of European Affairs and support the implementation of the project. They will work under direct supervision of the Project Manager.

Partnerships

The proposed action was designed through the consultative process with the Ministry of European Affairs (the beneficiary) and it will be implemented in close cooperation with the beneficiary and other stakeholders involved. UNDP will assume full responsibility and accountability for the overall management of the Action, including monitoring and evaluation of interventions, achieving of the objectives and specified results, and the efficient and effective use of resources. We will apply the principles of Quality Management, by streamlining all internal working procedures, organizational structures and establishing standardized feedback and improvement mechanisms.

Risks and Assumptions

One of the key risks is a low capacity of MEA to receive the technical assistance due to the limited human resources. The coordination of the negotiations process is very demanding task and workload of the MEA staff is increased with the new obligations transferred from the Government. The Project will carefully plan the dynamics for the capacity building interventions. The Project will engage local consultants for the certain period of time, after which the local consultants would have the opportunity to become state employees and remain to work in the MEA.

Stakeholder Engagement

Since the essence of the project is to improve coordination of the negotiations process in Montenegro, stakeholder engagement will be very important. One of the activities relates to establishment of the platform for cooperation among Government structures in the EU accession process, especially among MEA, MoFA and Montenegrin administration in Brussels, but not limited to those only, but to whole Government. This platform, together with the IT system will serve as a basis for the stakeholder engagement.

South-South and Triangular Cooperation (SSC/TrC)

N/A.

Knowledge

Following publications will be produced within the scope of this project:

- MEA Strategic Plan 2018-2020, Internal organisation and work processes plan of the MEA,
- Operational plan for the coordination of EU Assistance,
- Detailed analyses of the coordination and functioning of the EU accession process within government, and
- System of support for efficient strategic planning of public policies.

Knowledge transfer on Norwegian experience in EU negotiations will be facilitated through this project as well as numerous trainings will be organised, such as:

- trainings on briefing skills for MEA employees, writing reports, briefing from meetings, preparation of talking points and presentations;
- trainings for the MEA to efficiently coordinate the finalization of EU accession process, and
- trainings on policy planning and policy planning cycle.

Gender mainstreaming

Gender equality is fundamental value and core activity for the EU and therefore the Commission's 2010-2015 strategy for gender equality is a reference framework for increased effort at all levels, be they European, national, regional or local. It continues to corroborate the 2011-2020 European Pact for gender equality and addresses evaluated strengths and weaknesses of the Strategy for equality between women and men (2010-2015). New strategic engagement to gender equality 2016-2019 marks a new phase in EU corporate efforts to assure that gender mainstreaming action is perceived as of particular relevance. It emphasizes the need to integrate a gender equality perspective into all EU policies as well as into EU funding programmes.

Similarly, UNDP has strong corporate commitment towards gender mainstreaming with record of long lasting good practices in the CO Montenegro office, certified with global gold standards in gender mainstreaming. UNDP has been working in the country in creating strategic and legal frameworks for gender equality and gender mainstreaming since 2008 and implements program focusing on gender concerns from EU IPA financial support. Montenegro, has been signatory of all relevant UN and CoE conventions and on its path towards EU membership needs to further develop capacities for gender mainstreaming and assure its meaningful implementation.

Montenegro, as well as EU and UN had chosen two-fold approach where one is specific issue oriented work through programs (such as LGBT rights, women in decision making, etc.) and

second is gender mainstreaming approach into all policies and programs (such as gender responsive employment programs).

Last but not the least, EUD to Montenegro has been increasingly investing effort to assure that gender has been integrated in policies and programs in course of last 12 months. With support of UNDP, provided in-house capacity development trainings, gender mainstreamed Operational Sectorial Programs for Transport, Competitiveness, Environment, Employment, Education and Social Welfare.

In this context, Project “Strengthening capacities of the Ministry of European Affairs” will in line with its objectives, contribute to capacity development of the Ministry of EU integrations through following key interventions:

- In house gender trainings will be offered by the UNDP gender focal points in Montenegro to the local consultants and relevant employees of the MEA in order to ensure gender mainstreaming of the project activities.
- With regard to recruitment of other local and international consultants UNDP corporate requirement is to include gender mainstreaming competences;
- Other training modules developed during the course of the project should integrate gender mainstreaming aspects, such as use of gender sensitive language and integrate data and gender analyses in briefings. All dialogues and interactions with representatives of the Parliament, should involve Parliamentarian Committee for Gender Equality.

Sustainability and Scaling Up

The expected impact of the support will be manifold. At the outcome level, the Government of Montenegro will be enabled to efficiently coordinate the overall process of the Accession negotiations to EU, coordinate public policies and strategic documents in systematic manner and implement the Acquis in effective manner. The policies, administrative and technical tools and mechanisms that will be developed within this support will remain in place and gear up the EU accession reform process. Development of template and instructions relevant for working process will be used after completion of the project. Furthermore, improvement of institutional mechanisms to ensure more systematic information flows, introduction of strategic management and better monitoring and evaluation mechanisms will remain in place after closure of the project.

Additionally, the seven local consultants will be engaged to strengthen capacities of the Ministry of European Affairs and support the implementation of the project. Based on the previous discussions, the intention of the MEA is to keep them as MEA employees after the project ends in line with the procedures for the recruitment of the civil servants in Montenegro. In this manner, the capacities developed and knowledge and experience gained will be fully used after the project ends.

IV. PROJECT MANAGEMENT

Cost Efficiency and Effectiveness

The proposed project implementation team includes a Project Manager (part time 50%) and Project Finance and Administration Officer (part time 20%). Other 50% of Project Manager’s salary will be financed through another project initiative implemented in partnership with the Ministry of European Affairs “Communicating EU Accession and EU Assistance in Montenegro. In this manners costs will be shared in the most efficient manner.

Additionally, all project activities will be carefully planned and monitored by the Project Board members, which include representatives of donor, beneficiary and UNDP. Namely, during the Project Board meetings, all aspects of engaging consultants, organizing workshops, identifying participants and eligible costs will be defined for the upcoming six months period.

Project Management

The project will be implemented through Direct Implementation modality. The project costs are subject to direct project costing of operational services as per the UNDP procedures and in accordance with UNDP CO established practices. The project will be on daily bases managed together with MEA.

V. RESULTS FRAMEWORK²

Intended Outcome as stated in the UNDAF/Country [or Global/Regional] Programme Results and Resource Framework: By 2021, people-centred, accountable, transparent and effective judiciary, Parliament, public administration and independent institutions ensure security, equal access to justice and quality services to all people.

Outcome indicators as stated in the Country Programme [or Global/Regional] Results and Resources Framework, including baseline and targets:

Output 1.2.Enhanced citizens' participation through innovative models for citizens engagement and use open data

Indicator 1.2.1. Number of pilots and demonstration projects scaled up by national partners

Baseline 2015: 2 initiatives scaled up by national partners (Be responsible and Open ideas for Montenegro)

Target: At least 2 additional pilots or demonstration projects scaled up by national partners by 2021

Applicable Output(s) from the UNDP Strategic Plan:

Project title and Atlas Project Number: Strengthening capacities of the Ministry of European Affairs

| LEVEL | EXPECTED RESULT | INDICATORS | Indicator data | | | | Data source of verification |
|--------|--|--|--|--|---|-----------------|-----------------------------|
| | | | BASELINE Y0 | TARGET Y1 | TARGET Y2 | FINAL TARGET YX | |
| IMPACT | The Government of Montenegro efficiently coordinates the overall process of the Accession negotiations to EU, coordinates public policies and strategic documents in systematic manner and implements the Acquis in effective manner | Results of the annual perception survey on the coordination and communication among the key stakeholders in the Government of Montenegro involved in | The perception survey will be introduced at the beginning of the project | Perception survey after 1 year of project implementation | Perception survey after 2 years of project implementation | | Perception survey results |

² UNDP publishes its project information (indicators, baselines, targets and results) to meet the International Aid Transparency Initiative (IATI) standards. Make sure that indicators are S.M.A.R.T. (Specific, Measurable, Attainable, Relevant and Time-bound), provide accurate baselines and targets underpinned by reliable evidence and data, and avoid acronyms so that external audience clearly understand the results of the project.

| LEVEL | EXPECTED RESULT | INDICATORS | Indicator data | | | | Data source of verification |
|-------------------|--|--|--|--|--|---|--|
| | | | BASELINE Y0 | TARGET Y1 | TARGET Y2 | FINAL TARGET YX | |
| | | negotiation process | | | | | |
| OUTCOME 1 | Internal (functional and technical) capacities of the MEA improved, resulting in more efficient performance of the Ministry | - Number of priorities and measures identified in the MEA Strategic plan 2018-2020 implemented | - Strategic plan doesn't exist | - Strategic plan developed and signed by the Minister | At least 66 % of the activities identified in the Annual Action plan of the MEA Strategic plan 2018-2020 implemented | | Project reports, Report on the implementation of the MEA Strategic plan 2018-2020, Perception survey results |
| <i>OUTPUT 1.1</i> | Priorities and goals of the Ministry for the period 2018-2020 clearly defined | - MEA Strategic plan 2018-2020 developed and signed by the Minister | - Strategic plan doesn't exist | - 2 trainings delivered - Strategic plan developed and signed by the Minister | | Ministry Strategic plan developed and operational | MEA Strategic plan 2018-2020 |
| <i>OUTPUT 1.2</i> | Internal organisation and work processes of Ministry developed and signed by the Minister | - Internal organisation and work processes plan developed and signed by the Minister | - Plans do not exist | Internal organisation and work processes plan developed and signed by the Minister | | Functional and organisational capacities of MEA improved. | Internal organisation and work processes |
| <i>OUTPUT 1.3</i> | Strengthened administrative capacities of the MEA | - 7 new persons engaged and trained to be employed after the project end | 59 employees of the Ministry | - 7 new persons hired and trained, paid by the project - | - 7 persons continue engagement and training, paid by the project | November 2019 ministry signs contracts with 7 new employees | ToRs for engaging 7 persons, Performance reviews for 7 persons, Signed MEI contracts |
| <i>OUTPUT 1.4</i> | Capacities of MEA's staff strengthened in specific presentation skills | - Number of trainings delivered - Number of | - Enhancement if specific skills among MEA | - Mapped trainings needs (within outputs 1.1 | - 2 Trainings delivered (i.a. briefing skills for MEA | Improved technical capacities | Curriculum/ programme, attendance sheets, certificates |

| LEVEL | EXPECTED RESULT | INDICATORS | Indicator data | | | | Data source of verification |
|-------------------|---|--|---------------------------|-----------|--|---|--|
| | | | BASELINE Y0 | TARGET Y1 | TARGET Y2 | FINAL TARGET YX | |
| | | MEA's staff trained | employees needed - | and 1.2) | employees, writing reports, briefing from meetings, preparation of talking points and presentations) | | |
| <i>OUTPUT 1.5</i> | Organise discussion on way forward after the project ends | a conference organised | - n/a | | a conference organised | | Attendance sheets, Conclusions/Minutes from the conference |
| OUTCOME 2 | Capacities of MEA dealing with the EU accession negotiations improved | Number of action plans for negotiation chapters adapted | - n/a | - | 2 new action plans updated | Strengthened capacities of the MEA to coordinate the process of addressing the chapter benchmarks | EC Progress report, Project reports, Updated action plans, Perception survey results |
| <i>OUTPUT 2.1</i> | -Strengthened the Ministry's capacity to efficiently coordinate the EU Assistance | - Operational plan for the coordination of EU Assistance developed | - the plan does not exist | - | The plan developed | - Ministry capable to coordinate efficiently the absorption of EU funds | Operational plan for the coordination of EU Assistance |
| <i>OUTPUT 2.2</i> | Knowledge transferred on Norwegian experience in EU negotiations | - Number of trainings organised, Number of people trained | no such trainings | | 3 trainings organised 40 people trained | | Curriculum/ programme, attendance sheets, certificates |
| <i>OUTPUT 2.3</i> | Strengthened the Ministry's capacity to efficiently coordinate the finalization of EU accession process | - Number of trainings organised | - no such trainings | | 2 trainings organised | | Curriculum/ programme, attendance sheets, certificates |

| LEVEL | EXPECTED RESULT | INDICATORS | Indicator data | | | | Data source of verification |
|-------------------|---|--|--|--|--|--|---|
| | | | BASELINE Y0 | TARGET Y1 | TARGET Y2 | FINAL TARGET YX | |
| OUTCOME 3 | Improved system for efficient coordination of the EU accession process | - System for efficient coordination of the EU accession process established | - MEA led system not in place | Detailed analyses of the coordination and functioning of the EU accession process within government developed | - The platform for cooperation among Government structures in the EU accession process developed | | Project reports, Perception survey results |
| <i>OUTPUT 3.1</i> | Detailed analysis of the coordination and functioning of the EU accession process within government developed | - Analysis | - Such analysis has not been prepared in the past | - Analysis developed | | | Detailed analyses of the coordination and functioning of the EU accession process within government |
| <i>OUTPUT 3.2</i> | Establishment of Platform for coordination of the EU accession process | Platform | Such platform doesn't exist | | Platform established | | Government report, UNDP report, EC report |
| OUTCOME 4 | Capacities for the implementation of Acquis strengthened | Develop analysis of the basic elements of the regulatory framework for improving the quality of strategic planning documents with focus on the minimum quality criteria, that will enable MEA to issue opinions on their content Legal Act to support efficient strategic | Such analysis doesn't exist Such legal act doesn't exist - Percentage of positive opinions on draft strategies issued by MEA is 0% | Analysis developed Legal Act in place Quality of the strategies defining public policies enhanced in line with the set regulatory framework Indicator: | - Quality and coordination of the strategies defining public policies enhanced - Indicator: Percentage of positive opinions on draft strategies issued by MEA 75% | MEA efficiently coordinates strategies defining public policies in function of faster EU integration and implementation of the Acquis Indicator: Percentage of positive opinions on draft strategies issued | Government's report, Project Progress report, MEA strategies database |

| LEVEL | EXPECTED RESULT | INDICATORS | Indicator data | | | | Data source of verification |
|-------------------|--|--|------------------------------|--|--|--|---|
| | | | BASELINE Y0 | TARGET Y1 | TARGET Y2 | FINAL TARGET YX | |
| | | planning of public policies in place Positive opinions on draft strategies issued by MEA - | | Percentage of positive opinions on draft strategies issued by MEA - 40% | | by MEA 100% | |
| <i>OUTPUT 4.1</i> | Guidelines supporting the legislative act to enhance the coherence among the strategic planning documents adopted and implemented | Percentage of the institutions following the guidelines | 0% | - 40% | 75% | 100% | Government's report, Project Progress report, MEA strategies database |
| <i>OUTPUT 4.2</i> | Establish a Network of Strategic Planning Focal Points, that would work on improving coordination and monitoring of implementation of strategies defining public policies | - Network of Strategic Planning Focal Points is operational - | - Network not existing - | - Network established | - Network operational | Network contributes to the quality and coordination of the strategies defining public policies | Government's report, Project Progress report, MEA minutes from the Network meetings |
| <i>OUTPUT 4.3</i> | Support the mandate of MEA for coordinating strategies by the development/updating of the key strategic documents through organization of specific trainings on policy planning and policy planning cycle. | - Number of trainings organized | - such trainings don't exist | - training programmes tailored per public policy sectors | 3 trainings delivered - The Strategic Planning Focal Points and Deputy Ministers of all relevant ministries will be trained on policy planning. | The curriculum will be handed over to the MEA and Human Resource Management Agency after the end of the project. | Evaluation reports |

VI. MONITORING AND EVALUATION

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation plans:

Monitoring Plan

| Monitoring Activity | Purpose | Frequency | Expected Action |
|---|--|---|---|
| Track results progress | Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the project in achieving the agreed outputs. | Quarterly, or in the frequency required for each indicator. | Slower than expected progress will be addressed by project management. |
| Monitor and Manage Risk | Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. | Twice a year | Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken. All aspects of engaging consultants, organizing workshops, identifying participants and eligible costs will be defined by the Project Board members for the upcoming six months period. |
| Learn | Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project. | At least annually | Relevant lessons are captured by the project team and used to inform management decisions. |
| Annual Project Quality Assurance | The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project. | Annually | Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance. |
| Review and Make Course Corrections | Internal review of data and evidence from all monitoring actions to inform decision making. | At least annually | Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections. |
| Project Report | A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project | Annually, and at the end of the project (final report) | |

| | | | |
|---------------------------------------|--|--------------|--|
| | quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period. | | |
| Project Review (Project Board) | The project's governance mechanism (project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences. | Twice a year | Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified. |

VII. MULTI-YEAR WORK PLAN ³⁴

| EXPECTED OUTPUTS | PLANNED ACTIVITIES | Planned Budget by Year | | | RESPONSIBLE PARTY | PLANNED BUDGET | | |
|---|---|------------------------|--------|--------|-------------------|----------------|---|-------------------------|
| | | 2017 | 2018 | 2019 | | Funding Source | Budget Description | Norwegian funding (EUR) |
| Activity 1: Project Management | 71400 Contractual Services-Individ | 4,110 | 13,700 | 9,590 | UNDP | NOR | 71400 Contractual Services-Individ | 27,400 |
| | 61200 National Personnel | 1,440 | 4,800 | 3,360 | UNDP | NOR | 61200 National Personnel | 9,600 |
| | Sub-Total for Output 1 | | | | | | | 37,000 |
| Activity 2: Strengthened capacities of MEA | 71200 International Consultant | 11,100 | 37,000 | 25,900 | UNDP | NOR | 71200 International Consultant | 74,000 |
| | 71300 Local Consultants | 21,885 | 72,950 | 51,065 | UNDP | NOR | 71300 Local Consultants | 145,900 |
| | 71600 Travel | 618 | 2,060 | 1,442 | UNDP | NOR | 71600 Travel | 4,120.00 |
| | 72100 Contractual Services-Companies | 8,970 | 29,900 | 930 | UNDP | NOR | 72100 Contractual Services-Companies | 39,800 |
| | 73400 Rental & Maint of Other Equipment | 1,800 | 6,000 | 4,200 | UNDP | | 73400 Rental & Maint of Other Equipment | |
| | 72500 Supplies | 720 | 2,400 | 1,680 | UNDP | NOR | 72500 Supplies | |
| | 74200 Audio Visual & Print Prod Costs | 1,500 | 5,000 | 3,500 | UNDP | NOR | 74200 Audio Visual & Print Prod Costs | 10,000 |
| | 72200 Equipment and Furniture | 1,050 | 3,500 | 2,450 | UNDP | NOR | 72200 Equipment and Furniture | 7,000.00 |
| Sub-Total for Output 2 | | | | | | | 317,820.00 | |
| General Management Support | | | | | | NOR | | 25,425.60 |
| TOTAL | | | | | | | | 343,245.60 |

³ Cost definitions and classifications for programme and development effectiveness costs to be charged to the project are defined in the Executive Board decision DP/2010/32

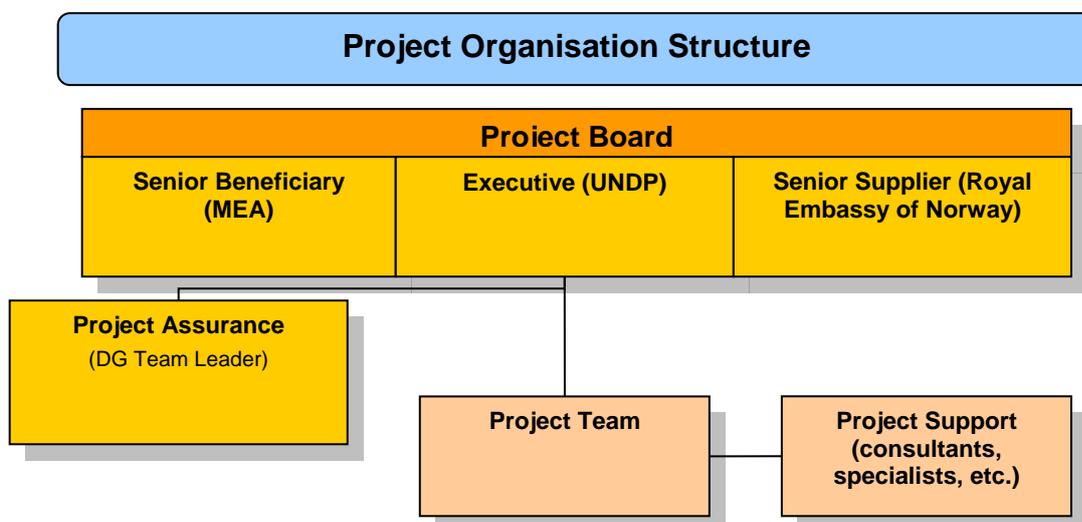
⁴ Changes to a project budget affecting the scope (outputs), completion date, or total estimated project costs require a formal budget revision that must be signed by the project board. In other cases, the UNDP programme manager alone may sign the revision provided the other signatories have no objection. This procedure may be applied for example when the purpose of the revision is only to re-phase activities among years.

VIII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

The project will be managed and implemented by UNDP CO Montenegro within the DIM modality, in line with the UNDP Programming for Results Management User Guide. The Project Board will be responsible for making, management decisions for the Action. It will be formed immediately upon start of the Action. The Project Board's scope of work will include project oversight, as well as regular review of work plans and reports. In addition to overseeing the Action implementation progress, the Project Board will provide strategic guidance, as well as give final approval to milestone strategic and operational matters. During the Project Board meetings, all aspects of engaging consultants, organizing workshops, identifying participants and eligible costs will be defined for the upcoming six months period. The Project Board will include the representative of the Ministry of European Affairs (MEA) in the capacity of the Chairperson, and representatives of the Royal Embassy of Norway and UNDP. It will be meeting twice a year during the project implementation. In addition to that representatives of UNDP, MEA and Royal Embassy of Norway will have regular coordination meetings. In order to ensure UNDP's ultimate accountability, final decision making rests with UNDP in accordance with its applicable regulations, rules, policies and procedures. Project reviews by this group are made at designated decision points during the running of a project, or as necessary when raised by the Project Manager.

The proposed project implementation team includes a Project Manager (part time 50%) and Project Finance and Administration Officer (part time 20%). The Project Manager will be responsible for the overall implementation of the project including operational and financial responsibility. The Project Finance and Administration Officer will deal with day to day administrative activities related to procurement, project administration, payments and monitoring. Project Finance and Administration Officer will work under the supervision of the Project Manager to ensure that all aspects of project coordination are in place. The project team will provide strategic advice and administrative support and is responsible for financial disbursements, controlling and reporting. The UNDP's Team Leader for Democratic Governance Cluster will provide advisory and operational support to the programme implementation.

Senior Beneficiary will be the MEA, represented by the Deputy Minister or similar level. The Government of Montenegro will provide in-kind contribution towards project costs in the form of office premises for different project meetings, logistical support for organizing different events and conferences, including through its diplomatic network, and assignment on temporary basis of regular staff to assist project team in implementation of different project activities.



IX. LEGAL CONTEXT

The country has signed the [Standard Basic Assistance Agreement \(SBAA\)](#)

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of (country) and UNDP, signed on (date). All references in the SBAA to “Executing Agency” shall be deemed to refer to “Implementing Partner.”

This project will be implemented by [name of entity] (“Implementing Partner”) in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

X. RISK MANAGEMENT

UNDP (DIM)

1. UNDP as the Implementing Partner will comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS.)
2. UNDP as the Implementing Partner will undertake all reasonable efforts to ensure that none of the [project funds]⁵ [UNDP funds received pursuant to the Project Document]⁶ are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/ag_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.
3. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/secu-srm>).
4. UNDP as the Implementing Partner will: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.
5. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.
6. UNDP as the Implementing Partner will ensure that the following obligations are binding on each responsible party, subcontractor and sub-recipient:
 - a. Consistent with the Article III of the SBAA *[or the Supplemental Provisions to the Project Document]*, the responsibility for the safety and security of each responsible party, subcontractor and sub-recipient and its personnel and property, and of UNDP’s property in such responsible party’s, subcontractor’s and sub-recipient’s custody, rests with such responsible party, subcontractor and sub-recipient. To this end, each responsible party, subcontractor and sub-recipient shall:
 - i. put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;

⁵ To be used where UNDP is the Implementing Partner

⁶ To be used where the UN, a UN fund/programme or a specialized agency is the Implementing Partner

- ii. assume all risks and liabilities related to such responsible party's, subcontractor's and sub-recipient's security, and the full implementation of the security plan.
- b. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the responsible party's, subcontractor's and sub-recipient's obligations under this Project Document.
- c. Each responsible party, subcontractor and sub-recipient will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, subcontractors and sub-recipients in implementing the project or programme or using the UNDP funds. It will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.
- d. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to each responsible party, subcontractor and sub-recipient: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines. Each responsible party, subcontractor and sub-recipient agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at www.undp.org.
- e. In the event that an investigation is required, UNDP will conduct investigations relating to any aspect of UNDP programmes and projects. Each responsible party, subcontractor and sub-recipient will provide its full cooperation, including making available personnel, relevant documentation, and granting access to its (and its consultants', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with it to find a solution.
- f. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP as the Implementing Partner in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.

Where it becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and sub-recipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.

- g. *Choose one of the three following options:*

Option 1: UNDP will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of this Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement. Recovery of such amount by UNDP shall not diminish or curtail any responsible party's, subcontractor's or sub-recipient's obligations under this Project Document.

Option 2: Each responsible party, subcontractor or sub-recipient agrees that, where applicable, donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities which are the subject of the Project Document, may seek recourse to such responsible party, subcontractor or sub-recipient for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.

Option 3: UNDP will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement.

Where such funds have not been refunded to UNDP, the responsible party, subcontractor or sub-recipient agrees that donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities under this Project Document, may seek recourse to such responsible party, subcontractor or sub-recipient for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.

Note: The term “Project Document” as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.

- h. Each contract issued by the responsible party, subcontractor or sub-recipient in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from it shall cooperate with any and all investigations and post-payment audits.
- i. Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the project or programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.
- j. Each responsible party, subcontractor and sub-recipient shall ensure that all of its obligations set forth under this section entitled “Risk Management” are passed on to its subcontractors and sub-recipients and that all the clauses under this section entitled “Risk Management Standard Clauses” are adequately reflected, *mutatis mutandis*, in all its sub-contracts or sub-agreements entered into further to this Project Document.

XI. ANNEXES

1. Project Quality Assurance Report