

Strengthening the Sustainability of the Protected Areas System of the Republic of Montenegro

GEF-ID 3688·PIMS 4174

Terminal Evaluation
April – May 2015

Montenegro

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Strengthening the Sustainability of the Protected Areas System of the Republic of Montenegro

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Acronyms and Abbreviations

| | |
|----------|--|
| APR | Annual Project Report |
| AWP | Annual Work Plan |
| CD | Capacity development |
| CO | Country Office (of UNDP) |
| EPA | Environmental Protection Agency |
| EPF | Environmental Protection Fund |
| IDF | Investment Development Fund |
| LNP | Law on National Parks |
| LogFrame | Logical Framework (Project Results Framework) |
| METT | Management Effectiveness Tracking Tool |
| MTE | Mid-term Evaluation |
| MSDT | Ministry of Sustainable Development and Tourism (previously: Ministry of Spatial Planning and Environment) |
| NBSAP | National Biodiversity Strategy and Action Plan |
| NEX | National Execution |
| NPAFP | National Protected Area Financial Plan |
| PAF | Project “Catalyzing Financial Sustainability of the Protected Area System in Montenegro” |
| PAS | Project “Strengthening the Sustainability of the Protected Areas System of the Republic of Montenegro” (“the Project”) |
| PENP | Public Enterprise National Parks |
| PES | Payment for Ecosystem Services |
| PIR | Project Implementation Review |
| PM | Project Manager |
| PMU | Project Management Unit |
| PPG | Project Preparation Grant |
| PRF | Project Results Framework (Logical Framework) |
| ProDoc | Project Document |
| PSC | Project Steering Committee |
| TE | Terminal Evaluation |
| TEV | Total Economic Value |

Executive Summary

Project Summary Table

| | | | | |
|-------------------------|--|--------------------------|---------------------|------------------|
| Project Title | Strengthening the Sustainability of the Protected Areas System of the Republic of Montenegro | | | |
| GEF Project ID | GEF-ID 3688 | | at endorsement | at completion |
| UN Project ID | PIMS 4174 | GEF financing | 950,000 | 950,000 |
| Country | Montenegro | IA/EA own | 40,000 | 40,000 |
| Region | Europe and Central Asia | Government (in kind) | 1,780,000 | n/a |
| Focal Area | Biodiversity | GIZ [GTZ] (in kind) | 2,519,894 | n/a |
| | | Lux Developmt. (in kind) | 1,100,000 | n/a |
| FA Objectives (OP/SP) | Strategic Objective SO-1 (SP-2, SP-3) | Total co-financing | 5,399,894 | n/a |
| Exec. Agency | UNDP (DIM Modality) | Total Project Cost | 6,389,894 | n/a |
| Other Partners involved | Ministry of Sustainable Development and Tourism | ProDoc Signature | September 2009 | |
| | | Operational Closing | Proposed: Nov. 2012 | Actual: May 2015 |

All financial data in US\$

Brief Project Description

Montenegro is considered as one of the most floristically diverse areas of the Balkan Peninsula. It has a species-area index for its vascular flora of 0.837, the highest of all European countries. It also forms part of the Mediterranean Basin 'biodiversity hotspot', one of 153 centres of globally significant floral diversity. The coastal region of Montenegro and its hinterland – in particular the Skadar Lake, Lovćen and Prokletije – are considered the most significant centres of biodiversity of reptiles and amphibians on the Balkan Peninsula and in Europe. With 204 nesting bird species, Montenegro has a species-area index for breeding birds of 0.557, considerably higher than the figure for the entire Balkans (0.435). Lake Skadar, shared with Albania, is one of the most important wintering sites for waterfowl in Europe. Sixty five species of terrestrial mammals have been recorded within the territory of Montenegro. The national Protected Area System covers over 150,000 ha, or more than 10 per cent of the territory. Under current conditions, the Protected Area System of Montenegro is however not effectively safeguarding the country's unique biodiversity as: (i) a number of natural ecosystem processes, habitats and species (notably in the marine environment) are not adequately represented in the existing PAS; (ii) the capacity of the institutions responsible for the planning management of the protected areas is generally weak; and (iii) the value of the to the socio-economic well-being of society is poorly understood and demonstrated.

The proposed long-term solution for biodiversity conservation in Montenegro's terrestrial and marine areas is a reconfigured system of protected areas that is designed to protect biodiversity while optimizing its ecological service functions – under an effective and adaptive management regime. This solution is seen to rest on two main pillars. First, the long-term solution depends on adequate capacities of PA institutions to identify, resource and focus suitable management efforts on highly sensitive and/or biologically significant areas within the existing network of protected areas, while also being able to identify, prioritise and target gaps in representation that can be filled through PA

expansion efforts. Second, the solution requires better alignment of protected areas with the regional socio-economic development priorities, and improved responsiveness of PA management to the needs of local communities. Effective mechanisms for inter-sectoral co-operation that bring to bear the relevant strengths of various management agencies and branches of government and civil society will then be required to solve the increasingly complex conservation challenges facing protected areas.

The solution pursued by the Project is characterized by: (i) the design and development of a scientifically-based ecological network and PA system that would adequately conserve and protect a representative sample of the country's marine, freshwater and terrestrial biodiversity; (ii) the identification and design of a new marine PA for Montenegro; (iii) the establishment of the first Regional Park category of protected area for Montenegro as a first step toward the future establishment of a network of regional parks; (iv) the restructuring and strengthening of protected area institutions; (v) the development of PA management skills within these protected area institutions; and (vi) the piloting of the mainstreaming of PAs into the local regional socio-economic development priorities - in particular the development of the nature-based tourism industry.

Context and purpose of the evaluation

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

Evaluation approach and methods

The method for conducting the Terminal Evaluation used the following basic tools: documentation reviews and in-country stakeholder interviews. Project achievements were measured based on the Project Results Framework (Logical Framework), which provided performance and impact indicators for project implementation along with their corresponding ways of verification. Using results of the Capacity Development (CD) scorecard, the Terminal Evaluation assessed the sustainability of the progress made in developing capacities for managing protected areas. In addition to a descriptive assessment, the rating system was applied to assess project relevance, effectiveness and efficiency, as well as the quality of M&E systems.

Evaluation according to the OECD/DAC criteria

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

- the Project addressed the sustainability of the protected areas system, which is a key issue for all conservation efforts;
- the Project is fully in line with GEF's global objectives and goals;
- the Project linked PA management with issues such as decentralization of the management of natural resources, participation of local stakeholders, enhancing local ownership for protected areas, and securing the economic resources needed for managing biodiversity;
- the Project put capacity building in the centre of the intervention strategy.

- The Project introduced new PA category (regional parks) along with introducing decentralisation, local ownership and public participation and supported enabling environment for first marine protected areas designation.

However,

- the Project failed to identify the conservation priorities at the beginning; the priorities have been identified in a gap analysis, which became available only 2.5 years after the begin of operations;
- the regional parks which the Project was very much focused on are, from a conservation perspective, not necessarily a top priority for Montenegro's biodiversity.

Effectiveness. The rating for project's effectiveness is considered as 'Highly Satisfactory' (HS), because

- the Project delivered practically all outputs as defined in the Project Results Framework;
- the Project increased the capacities of Protected Area institutions;
- the Project helped increase the overall coverage of the PA system and through adding two regional parks, it helped enhance the representativeness of the system.

There are only minor shortcomings.

Efficiency. The rating for project's efficiency (cost-effectiveness) is considered as 'satisfactory' (S), because

- financial management has been found to be efficient and satisfactory in general, although some spending items are questionable.

Impact. The rating for Project's impact is considered as minimal (M), because

- the Project initiated and contributed toward the establishment of two regional parks;
- the Project provided training for the PA institutions and contributed towards developing their capacities in respect to managing the PA system more efficiently;
- the Project provided technical studies which may be used for making the PA system more sustainable.

However,

- the regional parks do not represent biodiversity hotspots and their main aim is tourism promotion rather than the preservation of fauna and flora;
- the results of the technical studies produced by the Project have not been put into practice (this is the result of a shortcoming in the project design and lack of real commitment to conservation among decision makers);
- the overall sustainability of Montenegro's PA system is considered not to be at a significantly higher level at the end of the Project than at its begin;
- Montenegro's PA system is not much more representative at the end of the Project than at its onset.

Sustainability: Rating: The rating for project's overall likelihood of sustainability is considered as Moderately Likely (ML), because

- the project could help strengthen the PA category of "Regional Parks" located in the local government administrative units and proclaimed by the Local Government Assemblies as to ensure independent and successful leadership and continuation of the process;

- the Project assisted the local authorities to proclaim two regional parks, but not to put the regulatory framework into practice and to make them use of the socio-economic opportunities;
- several of the technical studies remained on the level of recommendations without attempting to put them into practice;
- the Project contributed towards developing the institutional capacities, but the ownership of the PA institutions for the process as a whole is limited in particular under the conditions of absence of external funding.

Main conclusions and lessons learnt

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

| Strengths | Shortcomings |
|--|--|
| The Project delivered all outputs designed in the Project Document. | National project ownership was not sufficient; the project was implemented in UNDP's DIM modality and while UNDP took the role of an efficient implementer and executor, national PA institutions often too much relied on UNDP. |
| There was a high level of attainment of the outcomes and the project objective. | Biodiversity conservation often faded into the background in favour of tourism development (eco-tourism development became a goal rather than an instrument). |
| The Project has good overall achievements in the field of capacity building for PA institutions. | Many measures remained on the level of feasibility studies, assessments, concept papers, management plans etc. without learning by doing methods and practical implementation. |
| The Project helped increase the overall coverage of the PA system and through adding two regional parks, it helped enhance the representativeness of the system. | Local authorities were assisted to proclaim two regional parks, but not further on to put the regulatory framework into practice and to make them use of the new socio-economic opportunities. |
| The project pursued modern concepts such as participation of local communities, decentralisation of the management of natural resources, enhancing local ownership, etc. | There was weak coordination with other UNDP/GEF operations which work in the same region also with the sustainability of protected areas. |
| Despite severely delays in project implementation especially at the beginning, the project managed to deliver all results in a timely and cost-effective way. | Whereas capacity development was pursued in a comprehensive approach, the measures did not follow a systematic approach for the individual PA institutions. The efforts were therefore not focused enough. |
| Good relationships and trust of main stakeholders toward UNDP PAS Project Manager was exceptionally high. | The relationships among stakeholders both on horizontal and vertical levels were not significantly improved and the reliance on donors and UNDP specifically remains. |

Main Recommendations

The main recommendations address the designing of similar projects especially in the GEF context.

- More attention needs to be given to proper project designs; all measures need to be justified in the light of the results chain (logical flow from objective over outputs to activities); in this way, it can be avoided that a project conducts measures which are actually not used and do not contribute to the project objective; a project needs to be designed within a realistically analysed baseline of capacities, this in a way that it measure commitment of the stakeholders (human capacities, knowledge, resources present and forthcoming, priority/power to execute) and accordingly timeframes and steps necessary for planned processes and change, instead of just willingness to receive funding and have the project on board, as this can often lead to ambitious targets.
- It must be avoided to promote “stand alone” measures which have the risk that they will not be followed-up properly after the completion of the project;
- It should not be forgotten that GEF is an instrument for conserving globally threatened biodiversity; while this often goes hand-in-hand with conserving locally important habitats and species of plants and animals, and also with generating income for local communities e.g. through eco-tourism, these aspects alone do not justify GEF financing;
- Especially medium-sized projects with limited financial and time horizons need an exit strategy which defines responsibilities for following-up project measures and which enhance the probability to become sustainable.

Further to these main recommendations, the TE elaborated in cooperation with the Terminal Evaluation of the PAF project the following specific recommendations regarding overall Capacity Development activities:

Link capacity development implementation activities with baseline findings: The project addressed recommendations to assist institutions in improving the institutions’ adaptability to change, creating preconditions for political dialogue, and public support. Huge effort was invested in improving skills for PA management and planning, including establishment of a representative PAs and establishment of partnerships with various stakeholders to achieve protection objectives. On the other side, recommendations on improving transparency and accountability of PA institutions, improving leadership in PA institutions, motivation, opportunities for continued staff development, develop appropriate values, integrity and attitudes among PA staff, and development of systems to measure individual performances and mechanisms for internal monitoring and evaluation were inadequately addressed through the project activities.

Integrate capacity development indicators to monitor progress made: Capacity development indicators are the primary operational targets of any capacity development programme, set to guide the identification of specific measures for inducing the process of change toward achieving the development goal. They represent the tool which assures signals for any immediate or gradual modification of the action. Therefore, they should be firmly assimilated in project implementation tracking tool in close collaboration and communication with project beneficiaries.

Ensure ownership over the capacity development activities: Capacity development efforts should be defined by strong consensus among stakeholders and owned by the leaders of key beneficiaries in-

volved in the project. The principal goal should be well defined, and its economic and social value clearly articulated and understood, because it determines the purpose and direction of capacity development efforts. The value of capacity development activities should be enunciated in a way that project partners/beneficiaries/stakeholders recruit their awareness and potentials to capitalize on raising their capacities and thereafter initiate and lead changes in approaches towards capacity development at the institutional level.

Understand capacity development as continuous process: Stakeholders need to create learning mechanisms that allow information to be absorbed, accumulation of knowledge products and identification of knowledge to be shared. The project should insist on providing a wide platform of information and knowledge sharing between all stakeholders from all levels (central, local) and from all sectors (public, private and NGO). Also, stakeholders need to develop mechanisms to record, monitor, evaluate and direct further capacity development efforts.

Provide the necessary resources for capacity development: In order to make the capacities sustained and cultivated further, the project should raise awareness on the necessity for investment into knowledge. Responsiveness towards external opportunities rely strongly on internal skills to better manage, plan, execute strategies, raise funds, advocate for common interest, etc. and ultimately provide sustainable growth of their institutions and consequently PAs.

Take care for shared decision-making for capacity development: Not only institutions should define capacity development needs and decide on their amplification, but it should be a systemic effort approached both horizontally and vertically and in communication with other key stakeholders at the field. Flexible but functional multi-stakeholder structures (including private sector and NGOs) should be established in future to steer the project implementation that would provide for both raising capacities and assure accountability of individuals from key institutions. Also, institutions should develop systems for regularly investigating and assessing the capacity gaps of their staff.

Define the specific needs for capacity development: Namely, based on the previous analysis, projects should unambiguously define which capacities should be raised, for what concrete purpose, as well as target individuals who needs capacity increase.

Rating Summary Table

| 1. Monitoring and Evaluation | <i>rating</i> | 2. IA& EA Execution | <i>rating</i> |
|-------------------------------------|----------------------|---|----------------------|
| • M&E design at entry | HS | • Quality of UNDP Implementation | S |
| • M&E Plan Implementation | MS | • Quality of Execution - Executing Agency | S |
| • Overall quality of M&E | S | • Overall quality of Implementation / Execution | S |
| 3. Assessment of Outcomes | <i>rating</i> | 4. Sustainability | <i>rating</i> |
| • Relevance | R | • Financial resources | ML |
| • Effectiveness | HS | • Socio-political | ML |
| • Efficiency | S | • Institutional framework & governance | ML |
| • Impact | M | • Environmental | ML |
| • Overall Project Outcome | S | • Overall likelihood of sustainability | ML |

1. Introduction

1.1 Purpose of the Evaluation

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

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

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

1.2 Scope and Methodology

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

As outlined in the TORs of the assignment, the evaluation shall provide evidence-based information that is credible, reliable and useful by following a participatory and consultative approach ensuring close engagement with the key counterparts. Field visits during the evaluation mission were organized in Podgorica, Kolašin, Andrijevica, Plužine, Tivat and other localities (protected areas) with corresponding meetings with key project stakeholders and beneficiaries. Key interview partners were representatives of the following organisations:

- Ministry for Sustainable Development and Tourism,
- Agency for Environment Protection,
- Public Enterprise National Parks of Montenegro,
- Municipalities of Kolašin, Andrijevica, Plužine, Tivat, and
- NGO Natura.

A complete list of the persons interviewed is presented in the Annex of this evaluation report.

In addition, other relevant sources of information were reviewed such as the original project document, project inception report and annual project implementation reviews, mid-term evaluation and related management response, annual financial reports as well as technical reports and documents produced in the frame of the project or supported by the Project. The documents were uploaded to the internet (dropbox) so that the consultants could get easy access. A complete list of the reviewed documents is presented in the Annex of this evaluation report.

The Mid-term Evaluation (MTE) Report was used in particular as an important information source. Issues already addressed in the MTE are reviewed and summarised here, but are usually not given again in full length.

The rating scale is consistent with the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed projects, as summarised in the table below.

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

1.3 Structure of the Evaluation Report

The structure of the evaluation report follows in principal the “Evaluation Report Outline” presented in Annex F of the TORs of the assignment with some minor modifications. In particular separate sub-chapters were introduced for the description of the outcome and the outputs and indicators. The Executive Summary provides a quick overview on the main project results, ratings, other observations and recommendations for further work.

2. Project Description and Development Context

2.1 Project Start and Duration

The PAF project was endorsed by the GEF CEO in September 2009 for a period until September 2012. Its planned duration was thus three years. Operation of the Project started in May 2010. A first no cost extension was granted till December 2014, a second no-cost extension till April 2015. The overall project duration was thus five years.

2.2 Problems that the Project Sought to Address

The Project Document described a number of problems which Montenegro's PA system is facing including continued urbanisation, unsustainable levels of tourism development, illegal construction in and around PAs, pollution of aquatic and marine habitats, drainage of wetlands, unsustainable levels of water usage, illegal harvesting of natural resources, unsustainable fishing practices, and the impact of global climate change. According to the Project Document, the most significant cumulative impact of these threats on the biodiversity is: (a) the increased fragmentation of the remaining natural areas in the coastal zone; (b) a reduction in the ecological functioning of many natural areas; (c) a reduction in the effectiveness of natural areas as a buffer against climate change impacts; (d) a reduction in the capacity of the environment to provide key ecosystem services; (e) the ongoing loss of threatened habitats and associated species; and (f) the incremental loss of the economic benefits accruing from biodiversity. This is further compounded by a general lack of awareness in the populace of the value and significance of this biodiversity, and the need to effectively conserve it.

From this, the Project Document identified two barriers which the Project should seek to address;

- Inadequate size, representation and conservation tenure of PAs.
- Institutional and individual capacity deficits.

2.3 Immediate and Development Objectives of the Project

The objective (immediate objective, expected outcome) of the project has been defined as "to develop the capacity in protected area institutions to design, plan and manage a more representative system of protected areas". The Project Document did not specify a higher level 'development' objective: however, it is understood that the present project and the sister project 'Strengthening the financial sustainability of the PA system of Montenegro' (PAF) share a common development objective, the "effective conservation of biodiversity in Montenegro" (see MTE report).

The vertical logic of the project, as set out in the Project Results Framework (PRF) of the Project Document, is summarised in the following table:

| | | |
|---|----------------|--|
| (Assumed) Development Objective: Effective conservation of biodiversity in Montenegro | | |
| Objective: To develop the capacity in protected area institutions to design, plan and manage a more representative system of protected areas | | |
| Components/Outcomes | Outputs | |
| 1: Expand and rationalise the PA system to ensure | 1.1 | Protected area gap assessment completed resulting in a comprehensive plan for a representative PA System |

| | | |
|---|-----|--|
| better habitat representation and more secure conservation status | 1.2 | Ecological values and management arrangements of existing protected areas revalidated |
| | 1.3 | Regional Park Komovi (21,000 ha) established |
| | 1.4 | Feasibility assessment and agreed designation plan for establishment of Marine Protected Area in Platamuni |
| 2: Strengthen the capacity of PA institutions to effectively manage a more representative protected area system | 2.1 | Geospatial database and decision-support system for the protected area system established and functional |
| | 2.2 | Management and governance options for protected areas reviewed |
| | 2.3 | Skills of PA staff developed |
| | 2.4 | Involvement and beneficiation of local communities ensured in Komovi Regional Park |

2.4 Baseline Indicators Established

Two indicators were suggested in the Inception Phase to be removed (shown as deleted in the table below). However, this was not materialised in the reporting system of the PIRs.

| Level | Indicator of Achievement | Baseline | Target |
|-----------|--|--|--|
| Objective | Coverage (ha) of the protected area system | 108,866 ha | 160,000 ha |
| | Capacity development indicator score for protected area system | Systemic: 37% Institutional: 49% Individual: 33% | Systemic: 47% Institutional: 56% Individual: 57% |
| | Total operational budget (including HR and capital budget) allocation (US\$) for protected area management | US\$3,946,611 | US\$5,060,000 |
| | Financial sustainability scorecard for national systems of protected areas | 26% | >45% |
| Outcome 1 | Percentage (by area) of the 32 Emerald Project sites (Areas of Special Conservation Interest, representing habitat types and species of biodiversity significance) incorporated into the protected area system | <33% | >42% |
| | Number and area of formally proclaimed Marine Protected Areas | 0 | 1 (34,000 ha) |
| | Extent (ha) of formally proclaimed IUCN Category III Regional Park | 0ha | >20,000 ha |
| Outcome 2 | Number of PAs with formally delegated management institutions | 12 | >18 |
| | Number of PAs with an effective and properly resourced management institution | 12 | >16 |
| | METT score for IUCN Category I, II and III protected areas | Biogradska Gora: 60%; Durmitor: 48%; Lovcen: 46% Skadar Lake: 59% | All IUCN Category I,II and III PAs >65% |
| | Number of planning support and operational national park staff completing specialised training and/or skills | 0 | >30 |

| | | | |
|--|---|---|---|
| | development programs | | |
| | Number of beneficiaries from communities in and around Komovi regional park | 0 | Experiential training completed: >400 local decision-makers, adult and/or secondary school learners. Local business trained and financed: 3 |

2.5 Main Stakeholders

The Project Document lists the following stakeholders:

- Ministry of Spatial Planning and Environment (the MPSE merged with the Ministry of Tourism in 2010 to form the Ministry of Sustainable Development and Tourism , MSTD),
- Nature Protection Institute NPI (which was later merged with EPA),
- Ministry of Agriculture, Forestry and Water Management MAFWM, later renamed to Ministry for Agriculture and Rural development
- Forestry Administration
- Ministry of Economic Development, now Ministry of Economy
- Ministry of Finance – Real Estate Administration
- Local Governments of Kotor, Podgorica, Andijevica and Kolašin,
- Regional and local tourism organisations,
- UNDP GIS Project (completed at the time of the TE),
- National and regional NGOs,
- WWF - Dinaric Arc Eco-region Project/ Mediterranean Programme office,
- Academic and research institutes, e.g. University of Montenegro (Marine Biology Institute),
- Representatives of local communities (e.g. residents of Katúnj),
- National and local press and media,
- UNEP Regional Activity Centre for Specially Protected Areas
- UNDP-Montenegro.

2.6 Expected Results

The results expected from the project, in terms of the targets defined in the logical framework, can be summarised as follows:

- Increased area of PA system
 - An increase in the extent of Areas of Special Conservation Interest (Emerald Project sites) into the PA system,
 - The creation of a Marine PA (MPAs), and
 - The creation of a Regional Park.
- Improved PA management capacities
 - An increase in the number of PAs with formally delegated management institutions,
 - An increase in the number of PAs with an effective and properly resourced management institution,
 - Improved management capacity of four PAs (as measured by the METT),

- Trained PA staff within the National Parks, and
- Increased benefits to the local communities from PA management.

The Project thus aimed at achieving results at two levels:

- The national level, through working with public institutions and agencies in order to develop the capacity to consolidate, expand and effectively manage the PAS; and
- The local level, through working directly with the key stakeholder groups and local communities in order to establish the first Regional Park in Montenegro in the Komovi region, and to assess the feasibility of establishing a Marine Protected Area in the region of the Platamuni cliffs along the Adriatic coast.

3. Findings

3.1 Project Design / Formulation

Rating: Ratings for “Project Design/Formulation” are not mandatory for Terminal Evaluations. However, as the project design is crucial for project success and failure, the TE thinks that an omission of these ratings may lead to wrong conclusions and therefore included them here. The rating was done according the six-points scale (see methodology).

“Project Design / Formulation” is considered to be “Moderately Satisfactory” for the following reasons:

- The project design correctly identified shortcomings in the institutional capacities as a key challenge for the long term effectiveness of the PA system;
- The strategies proposed were advocating modern and progressive approaches to protected areas management.

However:

- The Project aimed at creating a more representative system of protected areas, although this was not identified as key problem in the problem analysis;
- There were inherent weaknesses in the PRF; the Project did, for example, not develop a Replication Strategy as proposed in the ProDoc and the MTE;
- The Project cannot rely on a knowledge management system, although this has been promised in the ProDoc;
- The Project counted in kind contributions as co-financing without specifying what these sources are used for.
- The problems of administrative capacities within beneficiaries, their overstretch with EU accession, the priority they pose to economic valorisation over conservation of the natural resources as well as weakness to execute environmental mandates were not sufficiently taken in the consideration in the problem analysis framework, which contributed to project implementation impediments.

Analysis of the Project Results Framework

Problem analysis: The following threats to Montenegro’s biodiversity have been identified in the Project Document: continued urbanisation, unsustainable levels of tourism development, illegal construction in and around PAs, pollution of aquatic and marine habitats, drainage of wetlands, unsustainable levels of water usage, illegal harvesting of natural resources, unsustainable fishing practices, and the impact of global climate change. The cumulative impact of these threats are described as (a) the increased fragmentation of the remaining natural areas in the coastal zone; (b) a reduction in the ecological functioning of many natural areas; (c) a reduction in the effectiveness of natural areas as a buffer against climate change impacts; (d) a reduction in the capacity of the environment to provide key ecosystem services; (e) the ongoing loss of threatened habitats and associated species; and (f) the incremental loss of the economic benefits accruing from biodiversity. This is further compounded by a general lack of environmental awareness in the country.

This analysis remained incomplete as it does not address the issues of biodiversity management and biodiversity governance: issues such as the responsibilities for biodiversity management in Montenegro, institutional and personnel capacities for managing biodiversity, shortcomings in management practices inside and outside protected areas, enabling environment including the legal framework, socio-economic aspects, political priority-setting, financial resources available for managing biodiversity, institutional coordination, etc. have been insufficiently covered by this analysis. In the light of the problems which are so numerous and complex, it is not understandable on what basis the Project defined its intervention strategy and on what basis it was decided which of the many problems will

be tackled by the Project. It was also already mentioned by the MTE that the Project Document has not clearly identified PA governance as a barrier to the development of a functionally efficient PA system, although this became the focus of the Project.

Project objective: The objective of the Project was defined as “To develop the capacity in protected area institutions to design, plan and manage a more representative system of protected areas”. Core elements of this objective are thus capacity development of PA institutions, and building a more representative system of protected areas. This objective addresses certain issues listed in the problem analysis, but not in a comprehensive, systemic way. The problem analysis in particular did not say that the PA system is not representative and that this is a threat / major threat to Montenegro’s biodiversity.

Together with the PAS project, the Government of Montenegro proposed to UNDP/GEF a sister project, the PAF Project “Catalyzing Financial Sustainability of the Protected Area System in Montenegro” and both projects have finally been implemented as blended operations. Although the objective of the PAF project principally complements that of the PAS project (“To improve the financial sustainability of Montenegro’s protected area system”), the two projects do not have a joint Project Results Framework (PRF). The lack of such a joint planning matrix implies that neither of the two projects (neither PAF nor PAS) has to report to a “bigger picture”, a joint overall goal. PAS thus always remained piece of a larger intervention, but without a clear definition what the overall intervention exactly aims at, and without an instrument whether the Project is still on track as regards such an overall goal, and whether adjustments in the project design are necessary.

Project Outcomes: The Project Document defined two fields of activities, which are necessary to be addressed in order to achieve the project objective. The first expected outcome of the Project is an expanded and rationalised PA system which ensures better habitat representation and more secure conservation status. The second expected outcome is strengthened capacity of PA institutions to effectively manage a more representative protected area system.

Outcome 2 “Strengthen the capacity of PA institutions to effectively manage a more representative protected area system” does not differ significantly from the project objective (“To develop the capacity in protected area institutions to design, plan and manage a more representative system of protected areas”) and achieving this outcome would actually mean that the objective of the Project has been achieved.

The Project is based on the assumption that the system of PA is not representative. Actually, the Project initiated a gap analysis to find out the representativeness of the PA system. This analysis was completed in late 2012, almost 2.5 years after the onset of the Project. It should have been available from the scratch, and should have been conducted in the PPG phase of the Project as a baseline for the project design and not towards the end of the Project.

While the project objective was defined as enhanced capacities of PA institutions, the expansion of the PA system is actually not a requirement and outcome #1 thus not obligatory. On the other hand, both outcomes are relevant, meaningful and complementary: they focus establishing a sound PA system in Montenegro and on building the institutional and personal capacities to manage it.

Project Outputs: The outputs under Outcome 1 are comprehensive and foresee a gap assessment for Montenegro’s PA system and a revision of management arrangements for existing PAs. Based on

this, the outputs further foresee assistance to the establishment of two new protected areas. So there is a clear logical flow from the outputs to be delivered to the expected outcome. As already mentioned above, the gap analysis should have come first, even before the start of the Project. So it remains questionable whether the selection of the two PAs is based on sound information.

For the capacity building of PA institutions, the Project has foreseen the establishment of a decision-support system for PAs, the review of management and governance options, the further development of the skills of PA staff, and the involvement of local communities in PA management. All these four outputs are appropriate, but what lacks is a systematic assessment of the capacities of PA institutions as a basis for a capacity development plan. Without such a plan which clearly defines the target groups and their needs for skill development, capacity development runs the risk to become an endless undertaking without visible results. Such a capacity assessment and, building on the results, a capacity development action plan, should come first and is a typical task for project preparation. While it is always nice to have a decision support system or a review of governance options, it is not sufficiently justified whether these are the top priorities which should be tackled by the Project.

Analysis of Assumptions and Risks

The following risks were presented in the Risk Matrix (Table 4 of the Project Document):

- The local and national Government lack innovative mechanisms to adequately fund the PA system generally, and to finance regional park administration specifically. The regional parks, once established might be unable to finance the subsequent shortfalls in the short- to medium term;
- The existing PA institutions do not have the capacity to manage MPA's or Regional Parks (or the other categories of PAs - excluding national parks);
- The MTSD (previously MTE) conflicts with other productive sectors (e.g. forestry, fishing, agriculture, tourism and urban development), landowners (e.g. local municipalities, public institutions and private individuals) and/or local tenure and use rights holders (e.g. private individuals, public institutions and commercial enterprises) over the designation of land for the Komovi Regional Park and/or the establishment of an MPA at Platamuni.
- The effects of climate change will further degrade the natural areas targeted for incorporation into the PA system, and increase the costs of their rehabilitation.

All of these risks are reasonable and still valid. The MTE found that an important additional risk has not been taken into account which is the global financial crisis: taken the lack of sufficient funds into account, a PA system could have been developed which is less dependent upon state subvention by internalising as much as possible the costs and benefits of conservation management at the local level.

The TE finds that a general risk for capacity development has been largely ignored which is the time factor: it may take many years to build up sufficient capacities for PA management, and this process usually takes much longer than the lifespan of a project. This trade-off between the need for long-term investments into capacity development on the one side and the requirements of donor-funded projects on the other (here a medium-sized GEF project with a very limited time horizon) is difficult to overcome. Appropriate, focused, well-targeted measures needed to be developed in the scope of a capacity development strategy.

Lessons from Other Relevant Projects

Little information is available on the integration of lessons learned from other operations into the project concept. The present project staff has joined the team after project approval and had therefore not been involved in project formulation.

Planned Stakeholder Participation

Information on stakeholder participation during project formulation is given in the Project Document (Section IV, Part III). It is reported that very close contact was maintained with all stakeholders at the national and local levels; local government institutions, public administrations, research and academic institutions and NGOs were reportedly directly involved in project preparation. These provisions appear to have been appropriate and relevant, although the TE (as well as the MTE) is not in a position to independently verify this information. However the participation of the national level NGOs in the decision making/Steering Committee of the Project was noted by both MTE and TE, as insufficient for the accountability and their voice integration in the implementation of the action and sustain of the continuation of the efforts.

Also, a significant turnover of the main stakeholders: GEF focal points, Ministry counterparts, EPA/NPI representatives were noted, together with weak institutional memory which contributed to change in the intervention focus.

It was noted in TE and some in MTE that Steering committee members together with the PMU members needed support in joint strategic planning, M&E tools, ownership building and inducing change.

Replication Approach

The Project Document says that the Project will pursue replication in two ways: the Project intends to achieve replication through direct replication of selected project elements and practices and methods, as well as through scaling up of experiences. Both ways are appropriate and meet the requirements.

A crucial element for replication was the establishment of a knowledge management system to ensure the effective collation and dissemination of experiences and information gained in the course of the project's implementation. However, such a knowledge management system is not part of the Project Results Framework. To some degree, the 'Help Desk' under the PAF project may be regarded as knowledge management system, but this was not linked to the PAS project, and was geared towards business support rather than a comprehensive knowledge management. The MTE concluded "There is no evidence of [a 'knowledge management system'] having been developed as yet, a situation that should be addressed with urgency."

The Project Document announced that "GEF funding will be used to support the Government in the preparation of medium-term strategic and action plans that would guide and direct the development of an [this] ecological network and expansion of protected areas. These strategic and action plans will provide the framework for the replication of project lessons in the ongoing expansion of the protected area system, and their integration with and linkages to the ecological network." While such strategic plans and action plans would be an ideal case, there is no evidence that such plans have been developed.

UNDP Comparative Advantage

UNDP is among GEF's implementing agencies ideally predestined for implementing this Project as it has capacity building in the focus, which is one of UNDP's core capacities. UNDP is much experienced in integrated policy development, human resources development, institutional strengthening, and non-governmental and community participation, i.e. in fields which are highly relevant for this Project. The World Bank, as the other GEF Implementing Agency with operations in the natural resource management sector in Montenegro, has a strong experience in investment lending focusing on institution building, infrastructure development and policy reform. Montenegro, however, has – at least at the beginning of the Project – not been ready for investment lending for this type of non-physical investments.

UNDP has an excellent track record in Europe and the CIS. The project is entirely supportive of, and consistent with, UNDP's Country Programme Portfolio. UNDP has developed global expertise in supporting the development of an enabling environment for PA establishment and management. The Direct Implementation Management (DIM) has certain advantages in as much as the UNDP CO provides the secretariat for the PMU and the PM's Task Manager provides regular support to the PMU, however, there are also some drawbacks which are mainly related to creating project ownership and responsibility.

Since the beginning of the PAS project, UNDP has gone through a process of transition from project-based interventions to more comprehensive and holistic approaches of promoting sustainable development together with the Montenegrin government, while gradually phasing-out in Montenegro.

Linkages between Project and other Interventions within the Sector

The Project was blended with the PAS Project 'Catalyzing Financial Sustainability of the Protected Area System in Montenegro', which is also a UNDP/GEF medium-sized project (see below).

The Project Document does not mention concrete other donor-funded projects to cooperate with. Under co-financing, in-kind contributions Lux Development and Deutsche Gesellschaft für Internationale [former: Technische] Zusammenarbeit (GIZ) GmbH are listed, without providing details on the kind of cooperation. Measures by these two bilateral agencies have not taken into account as complementary activities, neither in the Project Results Framework (PRF) nor somewhere else in the planning documents or in subsequent implementation. At the time of the TE, LuxDev has apparently no ongoing project in Montenegro at all, and GIZ only one ongoing project of possible relevance, which is, however, a regional project covering Skadar Lake which is beyond the Project's intervention areas. A German Integrated Expert working with the National Parks Public Enterprise with the support of GIZ/CIM has not been much involved in project implementation. Also tracking financial contribution from the Ministry of Sustainable development and tourism was not possible/available for the TE.

The Project Document identified several NGOs working in the field of PA management and awareness creating for biodiversity issues. These include national organisations such as *Green Home*, *Most*, *Centre for the Protection of Birds*, and *Greens of Montenegro*, and international organisations such as *WWF* and *REC*. No concrete joint activities have been planned, but local NGOs have rather been sub-contractors for consultancy work and as beneficiaries for the small-grants programme.

Management arrangements

Execution Modality. The Project was executed by UNDP in the Direct Implementation Modality (DIM)¹, which is the modality whereby UNDP takes on the role of Implementing Partner. UNDP assumes overall management responsibility and accountability for project implementation. The MTE found that at the time of project design the Government of Montenegro had insisted to apply DIM due to the limited capacities and heavy workload of the institutions in question.

Project Steering Committee (PSC). The Project had a joint Steering Committee with the PAF project. During project planning, the Project Document considered the following organisations to become members of the PSC: MSDT [MTE] (Dept. Nature Protection, NPI [was later merged with EPA], PENP, and EPA); Ministry of Agriculture, Forestry and Water Resources (Forest Administration), Ministry of Economic Development (Morsko dobro), Real Estate Administration, Marine Biology Institute, Local Municipalities (Andrijevica, Kolašin, Podgorica and Kotor) and civil society (e.g. REC, Green Home, Greens of Montenegro, MOST, WWF). The actual PSC was much smaller and comprised the following organisations;

- Director General of the Directorate for Environment and Climate Change, Ministry of Sustainable Development and Tourism (also GEF Focal Point);
- Director of National Parks Public Enterprise of Montenegro;
- Advisor in the Sector for Nature Protection, Monitoring, Analysis and Reporting, the Environmental Protection Agency (EPA);
- Advisor in the Sector for Forestry, Ministry of Agriculture and Rural Development;
- President of the Municipal Assembly, Municipality of Pluzine.

The PSC thus did not include representatives of the Ministry of Economic Development (Morsko dobro), Real Estate Administration, Marine Biology Institute, or representatives of the civil society (NGOs). The municipalities had only one representative in the PSC joining sporadically.

Altogether, a smaller PSC than originally foreseen may in principal increase efficiency. On the other hands, the TE believes that nominating representatives of NGOs and of Morsko dobro (who has the overall responsibility for all marine PAs) would have been necessary for enhancing project ownership.

Project Management Unit (PMU). The PMU consists of a Project Manager, a Project Coordinator, and a Project Administrator. All three positions are shared between PAF and PAS on a part-time basis. Work is supervised by the Manager of the Centre for Sustainable Development. A GIS Technician supported the team in 2013b on a part-time basis. The PMU is further supported by short-term national and international consultants for specific thematic issues. This kind of organisational set-up is found in many similar projects and has proven to be robust and appropriate.

The project team is physically based in UNDP's Centre for Sustainable Development, and is in its day-to-day management independent from national project partners. This is regarded by the TE as not conducive for creating national ownership and responsibility.

¹ Previously called DEX (Direct Execution)

3.2 Project Implementation

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

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

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

During the Inception Phase, it was suggested to drop two indicators. However, although the MTE drew attention to this fact, the Project did not pick up and did not address this issue. The PIR 2014 still comprises these two indicators.

During the Inception Phase, no changes were introduced to the objective, outcome or output level. A detailed initial work plan was developed with altogether 82 activities. Also the project indicators remained as per Project Document.

The MTE report suggested a set of 8 recommendations to adapt the project design and implementation procedures. As can be seen from the table, the project did not follow these recommendations throughout. While the Project e.g. followed the recommendation to extend the project period or took an active role in the discussions the future institutional status of the PENP, the Project did not initiate a re-inception process to overcome the drawbacks of the initial project planning and concentrate on an adapted results-based approach to achieve the anticipated project results. As a consequence, for example the knowledge management system, which has been described in the ProDoc but was omitted from the PRF, has thus never been realised.

Table: Set of adaptive measures suggested in the MTE Report. The table summarises the recommendations and the response.

| | MTE Recommendation (brief version) | Response |
|---|--|---|
| 1 | Seek approval for no-cost extension of the project by eighteen months, to mid-2014. | Project duration extended two times, until April 2015. |
| 2 | Dedicated capacity building in facilitation techniques for the Project Manager (PM). | The PM has attended some online training courses. |
| 3 | Hold strategic/ scenario planning/re-inception workshop. | Strategic workshop was planned for July 2012, but due to change of institutional set up within the country (merging of the NPI with EPA) as well as to national elections and changes within government it was postponed for 2013. However, it has not been |

| | | |
|---|---|--|
| | | held till the end of the project. |
| 4 | Revisit the Project Results Framework/ Threat Reduction Assessment (TRA). Two indicators should be added. | As the strategic workshop was never realised, also the Project Results Framework was not revisited. The PIR 2014 is still based on the initial indicators. |
| 5 | Accelerate project activities wherever possible. | Although project activities have been accelerated, the project needed two no-cost extensions for completion. |
| 6 | Improving of monitoring of co-financing. | Although information exchange with institutions has been established, no figures on co financing were exchanged. |
| 7 | Establish an effective replication strategy. | The help desk output is regarded as some kind of replication strategy. In addition to this, no replication strategy developed. In particular no knowledge management system developed. |
| 8 | Actively participate in and advise on discussions regarding the future institutional status of the PENP. | The Project provided support and advice in discussions regarding the future institutional status of the PENP and assisting amendments of Law on National Parks. |

Partnership Arrangements and Project Ownership

The project succeeded to develop constructive and cooperative relations between the main stakeholders and to prevent tensions and conflicts.

The Project was jointly managed together with the PAF Project 'Catalyzing Financial Sustainability of the Protected Area System in Montenegro', which is also a UNDP/GEF medium-sized project, and which was also implemented in the DIM Modality.

The Project was built on a diverse partner and executing structure: The most important project partners were the MSDT, the National Parks Public Enterprise, the Environmental Protection Agency (EPA), the Sector for Forestry in the Ministry of Agriculture and Rural Development, and some municipalities. These organisations were represented in the PSC and as such involved in decision-making, but taking into account that PSC meetings took place only on an annual basis, this does not necessarily mean that they played an important role in giving the project its overall direction; in the interviews conducted during the TE, it was understood that these stakeholders usually felt more as experts in their respective fields and did not have an in-depth overview over the entire project operations.

While MSDT served as the main partner, many measures were implemented independently from the ministry e.g. in consultation with municipalities or directly with consultants. Especially some technical studies were conducted with a minimum involvement of the PA institutions. They were delegated to consultants and as such did not provoke much sense of ownership among relevant institutions. The fact that most of the technical studies were initiated by UNDP and carried out by external consultants after consultation, but not with full active participation of these stakeholders also lead to a situation in which these key stakeholders did not act proactively, but slipped into the role of recipients.

The project did not establish a unanimous platform of stakeholders (from all levels and from various sectors, primarily business and NGOs). While the annual PSC meetings created some kind of forum towards this end, it revealed as insufficient for developing strong project ownership among stakeholders. In practice, UNDP took the overall lead in project steering and the responsibility in taking all operational decisions.

Through the DIM Modality, UNDP became the implementing and executing organisation at the same time. The fact that the Project office is physically not based in one of the implementing partners' premises (e.g. in MSDT) was also not conducive for creating project ownership.

Project Finance²

The project had an overall budget of US\$ 990,000 (GEF: US\$ 950,000, UNDP: US\$ 40,000; PPG grant not included). Disbursement of funds was low in the first two project years: in year 1, it was approximately 73 per cent of the planned value, and in year 2, it was only approximately 50 per cent, and in year 3 approximately 80%. Thus, at the end of the foreseen project closure, more than half of the allocated funds were still available. As the project at the end of year 3 had also not delivered the expected results, a no-cost extension was granted till April 2015. Finally, all funds were spent by the end of the operations in late April 2015.

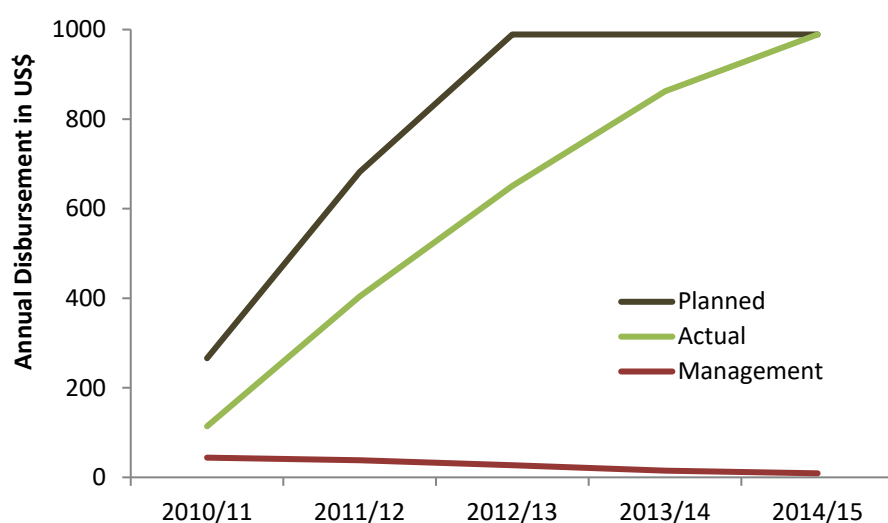


Figure. Annual disbursement of project funds (GEF and UNDP funds). Comparison between the planning at the outset (as per Project Document) and actual disbursements as assessed at project end. For contributing the spending to project years, the disbursements in each fiscal/calendar year was divided into two equal halves and attributed equally to the relevant years.

Management costs were estimated at project begin at US\$ 135,000 to be shared between GEF (US\$ 95,000) and UNDP (US\$ 40,000). Less than 10 per cent of the GEF resources were thus used for project management. This is regarded as an appropriate figure, especially as the extension of the project did not lead to a higher financial burden for the project (the percentage of the management costs related to overall project costs remained the same).

A comparison of the planned spending per outcome and the actual spending per outcome shows an extremely high (100 per cent) conformity. Such a high level of conformity is beyond normal project practice, and it is assumed that costs were shifted between the budget lines to achieve conformity with the planning documents. This is admissible, but unnecessary.

² Budget analysis is based on the actual figures by 31.12.2015 and the forecast till 30.6.2015.

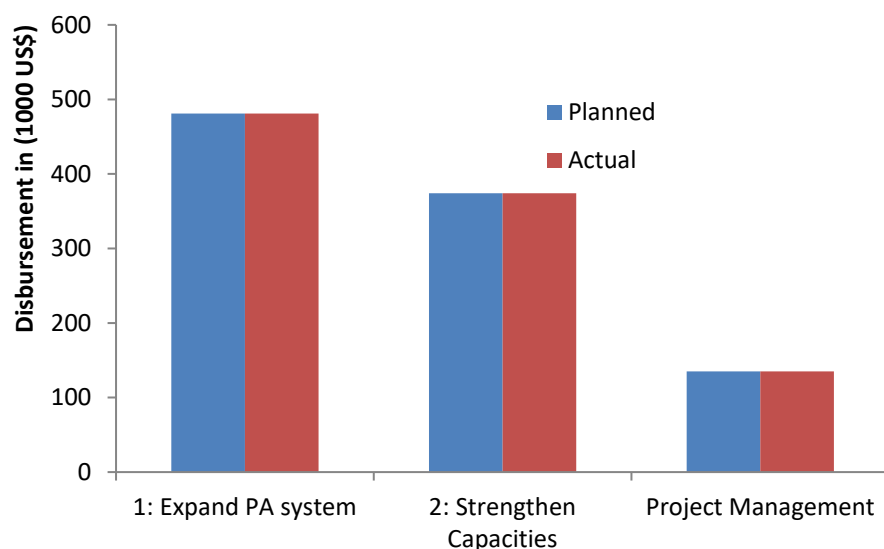


Figure. Disbursement of project funds (GEF and UNDP) according outcomes. Comparison between the planning at the project outset (as per Project Document) and actual disbursements as assessed at project end.

The Project spent approximately US\$749,000 for (national and international) consultants and for contractual as well as professional services. Only 9 contracts had a value greater than US\$20,000, and these comprised altogether US\$254,902. Roughly half a million Euros were thus spent for procuring goods and services whose individual value was less than US\$20,000. This means an extremely heavy work load for the PMU through micro management. Concentrating contracts into bundles of contracts is generally an option to enhance management efficiency, but has not been pursued by this project.

The highest expenditures in Atlas budget lines 72000 were realised in 2014: Of the US\$68,515 spent under these budget codes, US\$42,309 or 62 per cent was spent in 2014, i.e. towards the end of the project. As equipment is usually more needed at the beginning of a project for its operation, such late purchasing is normally evidence for delayed implementation; the type of equipment then purchased has often lower priority for project implementation, but helps secure the disbursement flow.

Co-financing and Co-financing Delivery: In addition the US\$ 950,000 GEF contribution, UNDP allocated US\$ 40,000 from its core funds to finance this project. The UNDP contribution was used to co-finance the salaries of project staff (management costs).

The government in-kind contribution was estimated US\$ 1,780,000, and the project counted on another in-kind contribution provided by the German government through GTZ (now: Deutsche Gesellschaft für Internationale Zusammenarbeit GIZ GmbH) in the amount of US\$ 2,519,894. Lux Development was expected to provide another US\$ 1,100,000 in-kind contribution. However, no further information is given on the type of co-funding: The ProDoc does not give information to what sectors or fields of interest the bilateral support from Luxembourg and Germany is directed, and how this is aligned with the Project's objective.

The situation of the government's in-kind contribution remains dubious: it is nowhere said on what basis the contribution of US\$1.78 million has been calculated, and how this contribution can be mon-

itored. The TE has the general impression that the estimate of the government contribution is badly inflated. Even under the assumption that this contribution is not additional, but counts the “business as usual” (baseline) funding, the amount (approximately US\$600,000 per year for capacity building for the PA system) appears rather high.

One may now blame the government that it has not fulfilled the commitments towards the implementation of this project. However, the situation is actually more complex and needs careful evaluation: It is a general feature observed in practically all GEF projects that GEF pushes during project preparation a lot for identifying and leveraging cofinancing sources on the one side, but has, on the other side, no system and no standards to monitor these contributions. For increasing the chances to get a project proposal approved, governments make significant commitments, well knowing that these are in-kind contributions which are difficult, if not impossible to monitor and are actually not really monitored. It seems to be GEF policy not to insist on full transparency.

GEF also does not distinguish between baseline financing, cofinancing and parallel financing, but puts together all of them under the term “cofinancing”. Actually, all government contributions should be counted as baseline funding, all UNDP contributions (TRAC funding) as cofunding, and the contributions by other donors as parallel funding. Only UNDP’s TRAC fund contributions are managed by the project team, and therefore only these deserve the name cofunding.

Monitoring and Evaluation: Design at Entry and Implementation

The provisions for monitoring and evaluation (M&E) in the Project Document are based on the standard UNDP/GEF M&E template and are relevant and appropriate for a project of this magnitude and nature. The MTE already analysed the M&E system of the project and assessed it as “moderately satisfactory” based on the following observations

- The Inception Workshop, Inception Report, APR/PIR, PSC meetings and MTE have all been carried out in a timely fashion;
- The PMU has on occasions adapted to changes in circumstances.

However:

- The project lacks a formalized system for M&E that would guarantee the timely review and measurement of indicators, the management and analysis of data and their use as a support to management decisions;
- There are weaknesses in the RFM which makes it extremely hard to measure the quality of changes;
- The ratings for the METT and Capacity Development Scorecard (proposed as indicators in the PRF) were not updated prior to the MTE. Having the updates of the METT conducted after the MTE still didn’t reveal its proper usage or steer strategic discussion of Steering committee, rather it was used to fulfil the M&E requirement.

Also the TE as one of the major M&E instruments was initiated by the Project and conducted in time.

Three of the recommendations of the MTE refer to project planning and monitoring in a wider sense:

- Hold strategic/scenario planning / re-inception workshop.
- Revisit the Project Results Framework/Threat Reduction Assessment (TRA).
- Improving of monitoring of co-financing.
- Establish an effective replication strategy.

None of these recommendations were implemented in a way that fully satisfies the requirements. A strategic workshop was not conducted, the PRF was not adapted, co-financing was not monitored properly, and an effective replication strategy was not set up (which would include e.g. the foreseen knowledge management system).

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

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

UNDP Country Office (IA). According to the project design, the project was executed by the UNDP country office in the DIM modality with a key mandated officer: Team Leader/Programme Analyst, Democratic Governance & Economy and Environment. A GIS officer worked part-time in certain phases of the Project. Execution responsibility was given in 2014 to the Centre for Sustainable Development, an organisation run jointly by UNDP and the Government of Montenegro. The UNDP supervision over the project staff was adequate, transparent and frank, focused on results and responsive, professional and timeliness. The technical and operational support from UNDP was overall appreciated and considered adequate by the project team and stakeholders. Regular UNDP staff consultation and participation in project meetings provides valuable inputs to national processes and could ensure required political support. Also the cooperation between UNDP supervisors and government partners was quite fruitful and effective in all relations. CO staff undertook regular visits (often one per month) to project area.

Project Management Unit (PMU): Project staff was shared between the PAF and PAS projects, i.e. all staff was working on a half-time basis for each of these two projects. Similar to IA, the PMU team was also oriented on results, professional and timeliness, candour and responsive, adequate in management, budgeting and procurement. Managing too many contracts at the same time, the team probably has been overburdened in certain phases. While it surely managed to complete the regular tasks, the team had not many opportunities to think about alternative innovative project implementation approaches. Evidence for this is that the results of the MTE were apparently not understood as an impetus for further developing project design and implementation procedures. Rather, the Project found a formal response to the MTE recommendations without putting most recommendations into practice.

Project Steering Committee (PSC): All members of the PSC interviewed during the evaluation mission expressed their satisfaction on the project implementation arrangements and the Board's role there. All PSC members also expressed their satisfaction on having received relevant and timely information throughout the project implementation to perform their expected duties. It was, however, also noted that the PSC members usually saw their own role as experts in their respective fields, who fed their expert opinion into a process which was otherwise steered by UNDP (see also under Project Ownership).

Regional cooperation: UNDP/GEF implements on the Balkans several medium-sized and full size projects with a close thematic relationship with the PAS project. Practically all these projects have capacity building for managing PA systems in focus, and are implemented under very similar socio-economic conditions. These projects could have provided many opportunities for creating synergies e.g. through conducting joint training measures, elaborating Terms of Reference, exchange on meth-

odological approaches, development of standards and templates for certain studies would offer a good deal for cooperation and sometimes even joint implementation. While there were some contacts on UNDP project management level, these opportunities otherwise remained largely unused.

3.3 Project Results

3.3.1 Attainment of Outputs

Attainment of Output 1.1: Protected area gap assessment completed resulting in a comprehensive plan for a representative PA system

Purpose: Work under this output was seeking to support the MSDT in developing the planning framework for the establishment of a long-term ecologically representative PA system for Montenegro, in line with the new Law on Nature Protection. Firstly, the design of the PA system was meant to encompass the identification of ecologically significant sites in both the marine and terrestrial environment, and make proposals for optimal spatial connectivity between these sites. On this basis a representative PA system should have then be planned to ensure addressing and inclusion of: (a) samples of all ecosystems at the appropriate scale; (b) areas which are refugia or centres of species richness or endemism; (c) ecological requirements of rare or threatened species, communities or habitats; and (d) special groups of organisms (e.g. ranging or migratory species).

Delivery assessment: The PA gap assessment was completed in late 2012, led by the University of Montenegro, Faculty of Science. 15 experts had been involved in this assessment, one of them international. The study was based on the analysis of already existing data and conducted field work. The study was prepared in light of addressing serious gaps. It provides a solid base for future scientific-based planning. The study presents the values of certain areas focusing on the Spatial Plan for Montenegro (till 2020). It also provides recommendations for expanding the PA system to 5 new areas. However, comprehensive long-term implementation strategy for the PA system in Montenegro, based on analysis of alternative scenarios for the design of a protected area system that meets the objectives for representativeness, comprehensiveness and adequacy was not made. Strategic discussion, decisions making on the follow-up, and integration of the findings of this study was not ensured. EPA didn't continue their PAS Project research and studies based on these findings, neither seems familiar with them.

It is not clear why this assessment was not conducted at the very beginning/early stage of the Project, allowing more time for the field work and therefore producing more data and information on biodiversity and thus more strategic direction for the future work of the Project.

Conclusions: Biodiversity research efforts have to date been largely unsystematic, focused on narrow academic topics or in localized areas, data incomplete with substantial information gaps remaining in the areas of spatial mapping of biodiversity, ecosystem processes, population ecology and genetic diversity. The gap assessment was well planned to address this issue and had opportunity to set the base for continuous improvements in scientific based planning of the PA system. However, it seemed to have stumbled upon huge impact of the institutional weakness to absorb and take ownership and commitment for change rather than just showing interest and enthusiasm, what have proven not to be good enough driving force to set up conservation as a priority. Critical biodiversity conservation planning and decision-making processes at both a national level, and at the PA level, are often not

underpinned by accurate and reliable biodiversity scientific data. This all remains to be a concern and constrain.

Overall impression of the Project implementation is that very little attention is given to formulation of scientific, objective based conservation, when planning PA system. The focus and advantage is still given to opportunistic approaches where areas set for conservation and zoning is done based on stakeholders interests and initiatives to use the resources. It seems as the practice, that level of protection is subordinated to the interests of stakeholders and economy. It remained unclear how ecosystem representation targets should objectively be prioritized in Montenegro.

One more general conclusion made is that methodology and criteria that are in use when assessing values of biodiversity (e.g. Gap assessment, Feasibility studies, Revalidation study) does not reveal systematic set of standards and consistency.

National NGOs, CZIP and Green home are very prominent in advocating for protection and successful in initiating and implementing proclamation and management measures in biodiversity rich areas (Ulcinj Saline, Kanion Cijevna, Sasko lake, Tivat saline, etc.) could have greater role in PAS.

Attainment of Output 1.2: Ecological values and management arrangements of existing protected areas revalidated

Purpose: Linked to the previous output, this action should have focus in more detail on the ecological, representative value and conservation management of the existing PAS. Work under this output was designed to support the MSDT and other national and local government institutions in reviewing and re-validating the current biodiversity significance of the protected area system in Montenegro to conform to the requirements of the new Law on Nature Protection (2008). This revalidation process was designed to include: (i) re-assessing the biodiversity significance of each existing PA; (ii) confirming categorisation of each existing PA to ensure the alignment of its conservation objectives with the protected area categories contained in the act (cf. Articles 38 – 43); (iii) reviewing, and amending as needed, the boundaries of each PA; and (iv) ensuring the delegated management authority for the PA.

Delivery assessment: A study for the activity “Ecological values and management arrangements of existing protected areas revalidated” has been prepared by EPA with altogether 13 experts. The report was still in draft form when TE was conducted. The draft report contains information on the species and habitats, PAs description of borders where available, some recommendations directed toward reduction of pressures and negative impact on biodiversity. However, neither systematic approach in assessment, nor clear methodology is provided, nor data are available in a standardized format. Completely different chapters are developed for different PAs. Predominantly, conclusions are given in the form of future actions not conservation and objective based measures for management. This will make it very difficult for end users, decision making representatives and managers at all level to use it. Also, borders are presented only for few PAs (where in most cases these were already available, such as e.g. NPs borders) and often descriptive. A chapter on designating a responsible management authority for each existing PA (where such is missing), and putting in place most appropriate management/co-management arrangements is not presented accordingly. It is actually mostly copied from the output 2.2. Study and not scaled down to each PA level. Additionally, stakeholders within PAs and most importantly managers of PAs are unaware of the study being in

preparation. It also seems that missed opportunity is made for the GIS PMU unit not to be in place to support this output.

Conclusions: Stakeholders interviewed during the TE find this study very important, almost essential for proper scientific and objective based conservation management (e.g. “Morsko dobro”). However, it seems that this study will not be able to address many of the issues in this field such as: production of fine-scale maps of habitats need for protection, mapping boundaries of each PA, and identification of opportunities for rationalization of boundaries and targets, verification of areas for expansion in line with ecological gap study conducted in Output 1.1., and alignment with national and global targets.

Attainment of Output 1.3: Regional Park Komovi (21,000 ha) established

Purpose: Work under this output intended to support the MSDT (Department of Nature Protection) and the NPI (now part of EPA) in piloting the establishment of a new Regional Park³ in the Komovi mountain alpine region of Montenegro. Abutting the Albanian border, Komovi is located in the south-eastern corner of the Tara River Basin Biosphere Reserve and is proximate to Biogradska Gora NP and the soon-to-be-established Prokletije NP. It covers an area of at least 21,000ha, comprises mountain, forest and freshwater ecosystems, and forms an integral part of the Dinaric Arc Ecoregion. The establishment processes for the regional park was planned to seek to introduce a new strategic direction for PA management in Montenegro by: (i) more closely aligning the planning and operational management focus of regional parks with local economic development priorities and programmes; and (ii) establishing the cooperative governance mechanisms to facilitate this integration. This piloting process should include the requisite feasibility assessments, awareness-raising, consultation processes, proclamation, designation of management authority, demarcation of boundaries and business/management planning activities.

Delivery assessment: In the project design of this output focus was given to national decision-making institutions rather than local ones, which by law and mandates are the ones that initiate proclamation of regional parks and decide on the management structure. However, the implementation was carried out using both approaches top-down and bottom-up what seems to be right and beneficial adjustment. The consultative approach was very intensive in the preparation phase with all level stakeholders. This is mostly due to intensive facilitation and face-to-face meetings, preparations on the ground and in documents by UNDP-PMU, especially the project manager. It might be that without this commitment and intensive PMU operation, Komovi would need to wait for its proclamation long term. A working group was established during the project course from representatives of Kolašin: Municipality, NGO, LTO and NP Biogradska gora. The general feeling was that this group functions on the well-establishes relationships, with lots of enthusiasm and commitment to continue with collaboration, and a plan to be part of the future regional park management body structure. However, sustainability of this process is very much dependent on their capacity to lead this process further and recourse mobilize for future Regional Park management body, in the situation where establishment and functioning was not ensured through the project, neither two of tree municipalities that share administratively this territory are in good financial position to provide necessary seed funding. It is noted that the arrangements in between three municipalities that shares the territory of the

³ Although this category of protected area is provided for in the Law on Nature Protection (2008), there had been no regional parks in Montenegro prior to this one.

future Regional Park Komovi is not agreed on and will take unpredictable course. There was only one meeting organized in order for three Municipalities' Mayors to agree on the proclamation and further work on managing Regional Park Komovi. The proclamation itself is organised by each municipality on separate occasions.

The feasibility study and elements for a management plan was finalised in late 2013. However, the working group for Regional Park Komovi and other stakeholders had no knowledge that this document was produced. The process of preparing the management plan could have been utilised to build capacities of stakeholders to effectively and jointly plan objective-based conservation and management interventions for the area. Draft of decision on designation of Regional Park Komovi by Municipality Podgorica, Andrijevica and Kolašin Assembly and the borders and zones were defined and agreed in December 2014. It is indicated that Podgorica proclaimed part of Komovi Regional Park on their side, Andrijevica is about to proclaim it too and Kolašin to follow. A communications and awareness raising programme for Komovi and Volujak-Maglic-Bioče (Piva) Regional Parks was developed in 2010–2011. A website for all Regional Parks was Designed and set up but it is still 'empty'.

Additionally, this project supported the establishment of Piva Regional Park by preparing a draft management plan and support in facilitation and stakeholder's participation. Also, the Draft of a Decision on the designation of the Regional Park Piva by Municipality Pluzine Assembly and definition of borders and zones in GIS was prepared by the Project in 2014. The proclamation of the Regional Park Piva by Municipality Pluzine was held in April 2015 and the members of the TE team could participate.

The project also financed a feasibility study for Dragisnica-Komarnica Regional Park, which is in preparation, by EPA. The establishment of Regional Park is not foreseen in the Spatial Plan of Montenegro but the categorization came as a consequence of interest and agenda of Municipality Savnik, which did not agree on the option to extend NP Durmitor on this area.

Conclusions: The project successfully catalysed the proclamation of Regional Park Komovi that would have in business as usual been established in medium to long term. However, the criteria for defining this PA category are not presented clearly on the scientific bases and that goes for zonation too. The overall feeling is that both are complying with the recommendations in the already existing spatial plan of Montenegro. Having proclamations at different occasions indicates that the concerned municipalities are not jointly planning yet, and that joint management body is still not something certain. Creation of separate management bodies for each municipality would impose necessary administrative and financial burden, and would not serve well, neither for management of biodiversity, neither for management of tourism. As the establishment of management body is not agreed on solid basis for its operation and objectives it brings the likeliness of the successful completion of this process further in doubt. There is no clear picture or agreement on the structure and functions of the management body. This is largely due to complex mandates over the territory, slow absorption of the new practices when it comes to public participation processes and cooperative governance models, having in mind top-down authoritarian system as the baseline, but also due to lack of focus and commitment to the conservation-based management.

On the other hand, this intervention inspired many other regional parks proclamation initiatives (Piva, Komarnica-Dragisnica, Sinjajevina, and interest in proclaiming Orien as Regional Park despite the

fact that it has been planned for National Park in Spatial Plan for Montenegro). Regional parks are seen as generators of change in aligning mandates and improving local economy.

The processes and understanding of the advantages of cooperative governance models and public participation processes have been successfully led by UNDP. There is general appreciation and understandings of the added values of participation processes and consultations prior to the proclamation, what comes as novelty in proclaiming PAs in Montenegro. This awareness raising and knowledge gain is based on the huge efforts of the PMU to build on this process and to showcase too.

Despite this, high risk exist that the sustainability of this processes has many shortfalls, as there are no capacities for leadership and know-how among stakeholders to continue on establishment of the regional park management independently and successfully. The general feeling is also that there is still need for neutral and/or expert body to facilitate and continue with public participation and multi-stakeholders processes further.

A lot of expectation is raised without clear vision and directions on how regional parks can sustain themselves and induce local community. The global economic crisis is evident constrain for the financial support to these processes. The worrying finding is that many stakeholders think that proclamation is what it takes.

Attainment of Output 1.4: Feasibility assessment and agreed designation plan for establishment of Marine Protected Area in Platamuni

Output description: Work under this output was planned to support the MSDT in preparing a feasibility assessment for the Platamuni cliffs (from Rt Platamuni to Rt Žukovac), an area targeted as a potential site for the establishment of a marine protected area for protection of benthic fish species. The objective of the feasibility assessment should determine the social, ecological, economic, institutional and political feasibility of the establishment of a Marine Protected Areas in the Platamuni cliffs area. It was anticipated that, if feasible, the MSDT would then initiate the process of MPA proclamation on the basis of the proposals contained in the feasibility study (project financing would however not be used to support the formal proclamation). A key question that the feasibility study should address is how to integrate local economic development with the conservation goals for the proposed marine protected area, while establishing a balance of benefits that can be supported by all stakeholders. Activities under this output should align with, and support, the complementary feasibility assessment and MPA proclamation processes also being undertaken with funding of the Italian Cooperation Agency in the establishment of an MPA at Katič Islets.

Delivery assessment: Aligning efforts of PAS project with CAMP on realizing joint agenda for identification and proclamation of marine protected areas was successfully coordinated and beneficial for both. The feasibility assessment and agreed designation plan for establishment of Marine Protected Area in Platamuni was developed by EPA with 20 experts in 2014. The study set the basis for the proclamation of this area and gives recommendations on possible zoning. It is integrated in the planning of MPAs and the commitment seems to be built to continue with the proclamation further. Study, however, did not clarify the institutional and cooperative governance arrangements for the planning and management of the MPA. Identification of the key actions required to initiate the MPA establishment process, including an estimate of the costs, indicative timelines and institutional roles and responsibilities for each of the actions is missing too, as well as the outlined plan for the mobili-

sation of resources which was meant to support the MPA establishment process. In the terms of consultation and participation of different stakeholder groups in the MPA establishment process it is only noted what the requirements of the Law are. A strategy to optimize benefits for local communities from the establishment and management of the MPA is also not developed.

Conclusions: The output was concluded and Platamuni proposed and integrated in the future planning process of the MPA. As noted earlier too, there was no clarity on the methodology to determine category and conservation measures for this PA. Also some of the developing conflicts with the proposed conservation status (the most prominent issues with high voltage electric cable that is planned to go across this area) remained without any recommendation. A concern is placed on how marine protected areas will be managed as there are different mandates for terrestrial and sea water control.

Tivat Salt Plant Natural Reserve: Closely related to this output is work on management planning for Tivat Salt Plant Natural Reserve. This was an additional work supported by the Project in the field of marine/coastal protected areas. A study was prepared in 2014 for MSDT and “Morsko dobro” containing: a) Rapid assessment of protected area – draft; and b) Management plan elements – draft. The ownership for this document and recommendation is built strongly within “Morsko dobro”, which is committed to management of PAs in its domain, and it has substantial funding and leadership capacities to support it. However, it lacks some formal procedures to be in place (Municipalities in charge of proclamation and feasibility study development process initiation what makes it difficult for ‘Morsko dobro’ to take on the process completely), lack of baseline documents (borders on PAs, Feasibility studies, etc.), technical knowledge and human resources for ranger services. Municipality Tivat representatives had no knowledge if this output was finalized, and would benefit from obtaining the document.

Attainment of Output 2.1: Geospatial database and decision-support system for the protected area system established and functional

Output description: Work under this output was aiming to strengthen the MSDE’s decision-support systems for PA planning and management, and build the biodiversity data management capabilities of the Ministry and the relevant public institutes and enterprises. Activities under this output have been designed to closely align with the activities of: (i) the project ‘Implementation of an Environmental GIS for Montenegro’ implemented by UNDP, that will establish an environmental National Spatial Data Infrastructure (NSDI) for three environmental sectors (forestry, biodiversity and spatial planning) in Montenegro, and build the institutional capacity of these sectors to maintain this environmental NSDI; and (ii) the project ‘Serbia, Montenegro and Natura 2000: Strengthening the Capacity of Governments and civil sector to adapt to Nature Protection Aquis – Montenegro Natura 2000 database development’ implemented by the NPI and the NGO Daphne that will support the development of the Natura 2000 database for Montenegro.

Delivery assessment: Work on Emerald and Natura 2000 was decided not to be part of this Project. Emerald sites were identified outside of this project, still pending adoption by Parliament. Natura 2000 network establishment was targeted by recently concluded EU funding call. A management information system for PENP was developed in 2013 on demand basis. PENP staffs have been receiving trainings on how to use it and are this improves their daily work. Sense maker was developed in 2011, but it could not be assessed in the TE whether this is in usage now. It was indicated that PMU

GIS staff were providing support to different areas of project (borders definition of Regional Parks, trainings, etc.). It was reported to the TE that GIS staff from PMU unit were providing trainings and supporting capacities of forestry and other sector to plan using spatial presentation tools.

Conclusions: Systematic approach to methodology and data presentation in standardised format remains. Critical biodiversity conservation planning and decision-making processes at both, national and at the PA level are not underpinned by accurate, reliable and user-friendly biodiversity data.

Attainment of Output 2.2 Management and governance options for protected areas reviewed

Description of the output: This output was designed to support the re-validation processes undertaken in Output 1.2. Work under this output focused on supporting the MSDT in reviewing cost-effective options for improving the institutional and governance arrangements of all the different categories of PAs in Montenegro including biosphere reserves. A cost-benefit analysis of different management options was defined to be undertaken, and the results to be used to guide the designation of the management authority for the different categories of PAs in Montenegro in terms of the requirements of the new Law on Nature Protection (2008). An assessment of the efficacy of different cooperative governance scenarios was also planned to be undertaken, and a model for cooperative governance of biosphere reserves developed. The products of this outcome were planned to be used to support the identification of institutional responsibilities, and cooperative governance arrangements, for the Platomuni cliffs site targeted for establishment of an MPA (Output 1.4) and for the Regional Park Komovi (Output 1.3).

Assessment of delivery: A document on “Management and governance options for protected areas reviewed” was developed (coordinated by EPA) in Jun 2014. UNDP signed agreement letter with EPA for taking over this activity and EPA contracted external expertise. As originally planned by ProDoc Ministry should have been in charge of this output delivery. This changed the perspective on the aim and usage of the product. Due to time and financial limitation it was agreed that a cost-benefit analysis of the different institutional options and selecting a preferred institutional scenario will not be undertaken; preparing an institutional development plan for the preferred institutional scenario, including: enabling policy and legislation requirements, resource requirements (infrastructure, funding, staffing), management functions, structural considerations, etc., was also not developed. Ensuring the delegation of management authority for all PAs to the appropriate protected area agency/ies, was agreed to be addressed in the Revalidation study.

The participative approach was used on several instances: face-to-face interviews with national level stakeholders, round table to discuss draft findings was organised with representatives of MSDT, EPA, MRDA, Directorate for Forestry, NGOs, Inspections, Municipality, “Morsko dobro” and NPs representatives. However, the final study was not disseminated or published. This study was used by EPA for Revalidation study and for the Study on Platomuni.

Conclusions: Cooperative government models were seen as a good governance process and way to improve management of PAs and reduce conflicts. This was of course not initiated by this study but strongly supported and strengthened. “Morsko dobro” was absorbing on the new approaches and is ready to build the management structure of each PA in their domain on the collaborative approach. NPs are also working on establishing socio-economic forums within the management structure of each NP unit. Municipality Pluzine is interested in trying to delegate management of PAs to newly established NGO, what would be the first one in the country of this kind. However, there is still not a

lot of understanding and interest in objective-based conservation, knowledge management, and management efficiency monitoring tools, revitalization and other active conservation measures that were recommended by the study. Involvement of the greater number of local stakeholders would be beneficial for building knowledge on modern management practices.

Attainment of Output 2.3 Skills of PA staff developed

Output description: Work under this output was designed to support the ongoing professional development of staff in the PENP, EPA (earlier NPI) and selected local municipalities that are responsible for the planning and administration of the different categories of protected areas in Montenegro.

Assessment of delivery: Two study programmes were developed and financed by PAS: a) MSc programme at UDG (2011) where scholarships of students were financed from the Project; and b) Specialized studies at Mediterranean University (2012). The demand for such a programme was not market-based and therefore it is hardly justifiable to have two programmes launched. The programmes also did not manage to ensure solid sustainability.

A capacity assessment of PENP was conducted, assessing the financial and management capacities of the institution and giving recommendations on enabling environment, individual and institutional level.

An education programme for capacitating rangers/guardians in PAs was developed by the Centre for Vocational Education. This document is regarded as very relevant from several points of view: a) in the assessment of capacity development needs of PA staff of EE, it was clearly stated that the trainings were scarcely and not systematically provided, but also that only higher level or medium level employees were receiving some. In the level of rangers (and administration staff) there were no trainings and capacity building programmes planned or provided and they seemed to be in most need for it; b) this programme is much needed for improvement of rangers services in NPs; and c) It is also necessary for establishing of new PA management bodies and rangers services within (Regional parks, "Morsko dobro", new PAs managers (since 2013)). However, the TE found that "Morsko dobro" and some other stakeholders that might benefit from this programme were unaware that it has been developed. Also this programme was not institutionalized and there is no organisation taking this to realization further.

Skill development was also to be achieved through several study visits delivered by the Project:

- New Zealand study tour in 2011 with participants of six senior/directors staff from NTO, MSDT, NP, and UNDP;
- Slovenia study tour in 2013 to review management options for different categories on PAs and analyse possibility for similar arrangements in Montenegro, especially for Tivat Salina. Another objective was to learn about financing mechanisms. Mission was organised for the representatives of National Parks of Montenegro and MSDT.
- Slovak Republic study tour: PMU Staff.
- Slovak Republic study tour in 2014 for studying PAs and networks in the context of EU accession and Regional Parks in mountainous areas. 12 Participants from UNDP, and the municipality of Plužine, Kolašin, Andrijevica, Podgorica, and from EPA.
- Participation in IUCN World Parks Congress, Sidney, 11-2014 was ensured partly from PAS. Director of PENP was attending.

Training and direct support in project formulation was given to SHs and to UNDP – PMU and CSD representatives:

- 3 day, EU funds project development, training. The purpose was to provide direct consulting to multiple groups in preparation of applications for funding under the IPA program. Participants were: 4 PENP, 3 EPA, 5 from Municipalities Pljevlja, Mojkovac, Pluzine, Herceg Novi, 2 NGO Natura, 4 High school, 2 UDG, 2 BSC Bar, 2 NGO CZIP, 1 from Mountain club Bjelasica from Kolašin.
- IPA CBC project design support to UNDP/CSD. 4 CBC project applications were delivered to evaluation consultant.

Track record and monitoring of the professional development of staff in PA institutions does not exist and was not developed during the Project. Systematic approach for targeting individual, organisational and systematic capacity development and also for targeting specific areas is missing. Monitoring and evaluation of capacity development programs was not in place. CD Scorecard tool which could track progress in achieving targets and steer intervention direction was only updated at the end of the Project in the frame of the TE.

Vulnerable groups, women, youth, poor, were not regarded or targeted specifically within the Project. PAS did not benefit/utilized UNDP's groups and clusters of Social Inclusions and Democratic Governance.

Conclusions: This output managed to address different levels of professionals and used different approaches to support capacity building and capacity development. However, a lot of attention was given to director/senior position staff. Also, concentration was placed in PENP, while other stakeholders might have not been in the loop. More coordinated, long-term training programme embedded within the responsible institutions would have been beneficial long term. Work on knowledge management of the institutions, targeting better tracking, planning, monitoring and evaluation of the capacity development of the individuals, institutions and system improving on absorption capacities and learning environment could have been beneficial.

The Strategic results framework (SRF) was set to measure the number of planning support and operational national park staff completing specialised training and/or skills development programs, with baseline 0 and targeting >30. However, sources of verification for this indicator are missing. There are also no lists of participants provided for several outputs, and it is just a consultant's estimation that this number was reached within PAS.

Attainment of Output 2.4 Involvement and beneficiation of local communities ensured in Komovi Regional Park

Output description: Work under this output was designed to complement the technical establishment processes for the Regional Park Komovi (see Output 1.4). A key objective in establishing a Regional Park in Komovi was to use the Regional Park category of PA to demonstrate how the management of protected areas could be 'mainstreamed' into regional local economic development programmes, for the benefit of those communities living in and around the park. This output also was to identify innovative opportunities for local communities to be involved in, and benefit from, the operational management of the regional park. It should provide for the establishment and administration of a 'green business support program' that could support local communities and SME's living within

and adjacent to the park to develop income generating opportunities that are linked to, and aligned with, the regional park management objectives. Finally, it should develop an education and awareness programme for the park.

Assessment of delivery: A small grants programme – “NGO grants” – was launched by the Project in 2014 with the title: “Promotion of the values of protected areas and the impact of climate change on people's lives”. Target areas were Andrijevica, Berane, Bijelo Polje, Danilovgrad, Žabljak, Kolašin, Mojkovac, Nikšić, Plav, Plužine, Pljevlja, Rožaje and Šavnik. Four months was implementation period. Additionally, “Eco-challenge” was launched by UNDP and USAID as sub-granting programme, which supported delivery of this output, too. It was used to involve small and medium enterprises to work jointly on improving their business. Project area was Piva and Komovi.

Conclusions: Strategic results framework (SRF) set two targets as to measure number of beneficiaries from communities in and around Komovi Regional park, with baseline 0, targeting two parameters: (1) Local business trained and financed: 3; (2) Experiential training completed: >400 local decision-makers, adult and/or secondary school learners. There is no evidence if this has been achieved.

Additional Output: Communication Strategy for the Project

As Project communication cannot be comfortably located in the Project Results Framework, it is treated here like an additional output.

Results from the project were planned to be disseminated within and beyond the project intervention zone through a number of existing information sharing networks and forums. In addition, the project needed to develop and use a knowledge management system to ensure the effective collation and dissemination of experiences and information gained in the course of the project's implementation. This knowledge management system intended to be designed to ensure that information and data formats and flows are directed at the most relevant stakeholder groups to support decision-making processes.

In light of this Communication strategy was produced, containing several elements: a) Activity plan of the Communications and Awareness program; b) Key messages; c) Communications and Awareness Program for Komovi and Volujak-Maglic-Bioče (Piva) Regional Parks. Although suggested by the study there was no survey conducted to measure the influence and change achieved. There was no structured awareness raising campaign conducted.

A web site for PENP was under preparation but interrupted without completing the assigned work due to disagreements between consultant and NP team. Also a website for Regional Parks has been designed and set up with project support, but it is 'empty' now. It should serve to connect and ensure leverage of the work of the different regional parks.

Altogether, the knowledge management was not developed and the dissemination and promotion of the project materials and considered poor.

3.3.2 Attainment of the Targets of Project Indicators

The Project had defined four indicators for achievement of the project objective. They deal with the coverage of the PA system, capacity development, the national PA operational budget, and the financial sustainability of the national systems of PAs. As the indicators on the operational budget and

the financial sustainability were to be dropped, they are not considered here (but see TE Report on the PAF project).

In the lifespan of the Project, the National Park Prokletije (16,098 ha) was proclaimed by the Montenegro Parliament and entered into register of protected areas. In 2011 NP Prokletije became operational by appointment of management structure. Although this was not the result of activities of the PAS project, the PIR attributed it to the Project and for achieving the target of the PA surface indicator. However, with the establishment of Komovi Regional Park (21,000 ha) and Piva Regional Park (32,800 ha), which were part of the Project's work programme; the Project even exceeded the target of the indicator.

The Capacity Development Indicator Score remained according to the PIRs (2009-2014) at constant levels over the years, but also here some methodological challenges which could not be resolved: The systemic scorecard remained at 37% throughout the implementation period and could not rise to the targeted 47%. The institutional scorecard was planned to rise from 49 to 56%, but the annual values given in the PIRs were always at 43%. The individual scorecards, finally, were expected to rise from 33 to 57%, but no increase was noted in the project implementation period.

Because of these uncertainties due to the absence of annual assessments, a report on "Capacity development score for protected areas system" has been prepared in the context of this TE and is given as an annex to this report. Purpose of this assessment is to showcase the level of capacity increase as opposed to the baseline assessment conducted in the scope of the preparation of this Project in 2009. The report focuses primarily on results of Capacity Development Indicators scorecard to measure the growth of capacities upon the completion of both projects, given their focus on development of institutional and individual capacities for better management and better cost-effectiveness of protected areas (PAS: Outcome 2 and PAF: Outcome 3). Further to this, it analyses the scores against the indicator values of GEF's SO-1 ("Catalysing Sustainability of Protected Area Systems") and the impact that was designed to be achieved: Biodiversity conserved and sustainably used in protected area system which were given in the Project Documents. Capacity Development scorecard is developed to assess five components of capacity at individual, institutional and systemic levels. These components are: i) Capacity to conceptualize and formulate policies, legislations, strategies, and programmes, ii) Capacity to implement policies, legislations, strategies, and programmes; iii) Capacity to engage and build consensus among all stakeholders, iv) Capacity to mobilize information and knowledge and v) Capacity to monitor, evaluate, report and learn.

Institutions that were assessed by Capacity Development Indicator scorecard were the ones that had a key role in both PAS and PAF projects: Ministry for Sustainable Development and Tourism (MSDT), Public Enterprise National Parks (PENP), and Environment Protection Agency (EPA), as during the baseline assessment. "Morsko dobro" PA management body responsible for coastal zone PAs (21 in total: 20 IUCN III category, and one of IUCN I) since 2013, was also taken in consideration when assigning capacity development scores.

GEF- 4 Programme Strategic Objective SO-1: Catalyzing Sustainability of Protected Area Systems was designed to measure expected impact through BD Indicator, among others, by protected area scorecards that assess site management, financial sustainability and capacity (see table below). The change to be achieved by the project intervention was designed by target values set in the table:

Systemic capacity rises from 37 to 47%; Institutional capacity from 49 to 56%⁴; Individual capacity from 33 to 57%.

Table: Contribution of the Project towards GEF- 4 Programme Strategic Objective SO-1: Catalyzing Sustainability of Protected Area Systems.

| GEF-4 BD Strategic Objective | Expected impact | GEF-4 BD Indicators | Project contribution to indicators |
|---|--|---|---|
| SO-1: Catalyzing Sustainability of Protected Area Systems | Biodiversity conserved and sustainably used in protected area system | <ul style="list-style-type: none"> • Extent and percentage increase of new habitat protected (hectares) by biome type in PA systems that enhances ecosystem representation. • PA management effectiveness as measured by protected area scorecards that assess site management, financial sustainability and capacity | <ul style="list-style-type: none"> • Extent of PA system increased from 108,866 ha to 165,000 ha • METT score for all 80% of the PA system equals or exceeds 65% rising from current 46-60% levels. • Systemic capacity rises from 37 to 47%; • Institutional capacity from 49 to 56%; • Individual capacity from 33 to 57%. |

3.3.3 Attainment of OECD/DAC and Other Evaluation Criteria

Attainment of the Project Objective (Overall Results)

The project objective is “To develop the capacity in protected area institutions to design, plan and manage a more representative system of protected areas”. This objective can actually be interpreted in a sense that the PA institutions are fully capable to manage the existing PA system, but have deficits in managing a more representative system. From the spirit of the Project Document (and, for example, from the indicators of achievement), however, it becomes clear that the objective of the Project is actually two-fold: strengthening the capacities of the PA institutions on the one side and establishing a more representative system of PAs on the other. So the questions are “Are the PA institutions now at the end of the project more capable to manage the PA system?” and “Is the PA system more representative at the end of the Project than at its beginning?”

With the establishment of two regional parks, the Komovi Regional Park (21,000 ha) and the Piva Regional Park (32,800 ha), which were part of the Project’s work programme, the Project made a highly relevant contribution towards creating a more representative system of PAs in Montenegro. Although the institutional capacities for managing Montenegro’s PA system are still far from being sufficient, they are at the end of the Project much better than at its onset.

Rating: The rating for the Project’s objective is considered as Satisfactory (S), because

- The Project successfully assisted the Montenegrin institutions towards establishing two regional parks, the Komovi Regional Park (21,000 ha) and the Piva Regional Park (32,800 ha);
- The PA system is now more representative than at the beginning of the Project;

⁴In the baseline assessment value for institutional level is 51 not 49. There is one more omit at this level. The baseline assessment submitted to the support evaluation consultants is a draft version and maybe the omit is corrected in the final one, if such is produced.

- The Project helped increase the capacities of the PA institutions on national and regional level.

However,

- The PA system is still not representative and the Project insufficiently targeted marine ecosystems and other biodiversity priority sites (e.g. Emerald / Natura 2000 sites);
- Capacity building measures were sometimes too much focused on senior staff of PENP, while other stakeholders received less attention.

Relevance

The Project is consistent with GEF strategies and strategic programme: it is aligned with GEF-4's Strategic Objective (SO) 1 of the Biodiversity focal area, 'Catalyzing Sustainability of Protected Areas Systems'. The Project is further consistent with Strategic Programme's (SP) 2 and 3 of SO 1; 'Increasing Representation of Effectively Managed Marine Protected Areas in Protected Area Systems' and 'Strengthening Terrestrial Protected Area Networks'. The Project is thus highly relevant for achieving GEF's Strategic Objective.

On a national level, the Project is considered relevant as the sustainability of the PA system is a highly critical issue, and the Project addresses aspects such as decentralization of the management of natural resources, participation of local stakeholders, enhancing local ownership for protected areas, securing the economic resources needed for managing biodiversity, etc. The Project is therefore considered highly relevant.

The Project very much concentrated its efforts on establishing two new regional parks, but somewhat ignored other protected areas such as strict protected areas and other types of PAs. Montenegro has 42 'Natural Monuments', 4 'Landscapes of outstanding importance', etc., but these were not considered in the frame of a "representative system of protected areas". As regards the marine environment, the Project funded a study ("elements for a feasibility study") for the Marine Protected Area in Platamuni, but did not take the next step, i.e. to put the recommendations into practice. Also other work on protected areas beyond the two regional parks often remained on the level of assessments, studies, analyses, etc. (e.g. review of management and governance options of PAs; geospatial database and decision-support system for the PA system), often even without a clear vision how to put the results into practice. All these subjects are highly relevant in principle; steps are undertaken in the right direction but without putting the results of these efforts into practice, this work remains incomplete.

Rating: UNDP's rating system allows assessing the relevance of a project either as "relevant" or "not relevant". The evaluators do not consider this system as appropriate. It would be fully justified to apply a rating system which allows finer distinctions on the scale from highly relevant to not relevant project concepts. The rating for project's relevance is considered as 'relevant' (R), because

- The Project addressed the sustainability of the protected areas system, which is a key issue for all conservation efforts;
- The Project is fully in line with GEF's global objectives and goals;
- The Project linked PA management with issues such as decentralization of the management of natural resources, participation of local stakeholders, enhancing local ownership for protected areas, and securing the economic resources needed for managing biodiversity;
- The Project put capacity building in the centre of the intervention strategy.

However,

- The Project failed to identify the conservation priorities at the beginning; the priorities have been identified in a gap analysis, which became available only 2.5 years after the begin of operations;
- From a conservation perspective, the regional parks which the Project was very much focused on are not necessarily the top priority for Montenegro's biodiversity.

Effectiveness

The Project delivered all foreseen outputs can therefore be considered highly effective. There were only minor shortcomings such as the completion of the proclamation process of Komovi Regional Park (different Municipalities proclaiming designation at different times, with Andrijevica and Kolašin still pending) or the finalization of some reports which are still available as draft versions).

While five of the eight outputs are studies, assessments, reviews, etc., there are two outputs which are quite different: the establishment of the Komovi Regional Park and capacity building for PA staff. These require long-term interventions and it is difficult to say when these outputs have been achieved: is it enough to proclaim a regional park, or should it mean that the park is functional? Also capacity building is a long-term process which can actually not be confined to the project period.

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

Table: Project Effectiveness on Output level. A 'yes' in parenthesis stands for a 'qualified yes'.

| No. | Brief description | Result | Results achieved? |
|-----|---|---|-------------------|
| 1.1 | PA area gap assessment completed resulting in a comprehensive plan for a representative PA System. | Assessment completed 2.5 years after the onset of the Project, could therefore not serve as a planning document for the Project. | (yes) |
| 1.2 | Ecological values and management arrangements of existing PAs revaluated. | Under this output, an inventory of the PAs of Montenegro was prepared through compiling existing information; no real revalidation took place (do the PAs reflect the biodiversity hot spots? Are the borders of the PAs appropriate? Is the conservation status appropriate?). Study still in draft version. | (yes) |
| 1.3 | Regional Park Komovi (21,000 ha) established. | Established in principal, although some bureaucratic issues dealing with the Municipality of Podgorica and the assemblies of Andrijevica and Kolašin still outstanding. | Yes |
| 1.4 | Feasibility assessment and agreed designation plan for establishment of Marine Protected Area in Platamuni. | Assessment completed. Like a Feasibility Study, but cannot be called so as this term is pre-occupied. | yes |
| 2.1 | Geospatial database and decision- | A management information system was | Yes |

| | | | |
|-----|--|---|-------|
| | support system for the protected area system established and functional. | developed in 2013 and PENP staff is using it in their daily work. Emerald and Natura 2000 not covered. | |
| 2.2 | Management and governance options for protected areas reviewed. | Document on management and governance options for PAs developed (completed in 2014); some half-hearted attempts to apply the results. | yes |
| 2.3 | Skills of PA staff developed. | Two university programmes (curricula) developed, several study tours and a few special training courses conducted. | (Yes) |
| 2.4 | Involvement and beneficitation of local communities ensured in Komovi Regional Park. | Grant scheme materialized (fund resource mobilized in cooperation with USAID) | Yes |

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

- The Project delivered practically all outputs as defined in the Project Results Framework;
- The Project increased the capacities of Protected Area institutions;
- The Project helped increase the overall coverage of the PA system and through adding two regional parks, it helped enhance the representativeness of the system.

There are only minor shortcomings.

Efficiency (Cost-effectiveness)

The Project was managed by a small team consisting of a project manager, assistant and coordinator, and all of them worked on a part-time basis (i.e. they shared their jobs between PAS and PAF). This was possible due to the joint implementation with the PAS project, and all staff was shared between these two projects. In this way, the Project succeeded to keep the management costs distinctly below 10 per cent of the overall project value, which is lower than usual standards (see also chapter on Project Finance). Management costs still remained under the 10 per cent threshold also after the extension of the project implementation period from three to finally five years.

The Project called upon the assistance and advice of national and international consultants; many of the international consultants came from the region (former Yugoslavia) and contributed knowledge and experience from similar socio-economic conditions. With spending roughly EUR 105,000 for international and EUR 278,000 for national consultants, the Project pursued a balanced approach.

The Project initiated two Postgraduate Studies Programmes on Protected Area Management and Rural Development, one with the Mediterranean University, another with the University Donja Gorica (UDG).⁵ There was apparently overlap between the two courses and with an overall participation of 20 respectively 26 students. Initiating two different courses with two different universities at the same time does not appear to be cost-effective.

A study tour to New Zealand for decision-makers from Montenegro (8 participants) organised and funded by the Project is not regarded an adequate and cost-effective means to study eco-tourism.⁶

⁵ Costs were actually shared between PAS and PAF.

⁶ Costs shared between PAS and PAF.

Rating: The rating for project's efficiency (cost-effectiveness) is considered as 'satisfactory' (S), because

- Financial management has been found to be efficient and satisfactory in general, however some spending items are questionable.

Country ownership

Project ownership: The country ownership for the Project as a whole was weak, and the application of the DIM modality, through which UNDP became the implementing and executing organisation at the same time may be one of the reasons for it. None of the stakeholders interviewed during the TE took responsibility for the Project as a whole. Steering Committee meetings were conducted only on a yearly basis, and this is further evidence that the members of the PSC were not much engaged in proactively steering and managing the Project. On the other hand, the various target groups showed strong ownership and responsibility for those aspects of the Project which were directly related to them. This refers in particular to those measures related to the establishment of the regional parks (strong ownership by local authorities) and the capacity building measures (string ownership e.g. by National Parks Public Enterprise or the two national universities).

Civil society was involved in project activities mainly as consultants and sub-contractors. There was no representative of the civil society in the PSC.

Government policies: The ProDoc gives a detailed description how the Project responds to a number of policy documents that frame the government policies and strategies for biodiversity conservation and the establishment and management of protected areas in Montenegro. This analysis is good evidence that the Project is fully aligned with government policies.

Adoption of suggestions for the regulatory framework: The establishment of the two regional parks shows that the Montenegrin authorities are ready to adopt the country's regulatory framework for implementing the Project's results and recommendations.

Financial contributions of the government: The financial contributions of the government have not been monitored. The ProDoc lists a foreseen cash contribution of the *Ministry of Tourism and Environment* of US\$1,780,000. The TE is not aware of any financial contribution of the government which would exceed the regular government budget, i.e. there seem to be no extra spending for this Project.

Mainstreaming

UNDP country programming: At the time of the design of the PAF Project, there was no United Nations Development Action Framework (UNDAF) available. An Integrated UN Programme for Montenegro for the period 2012-2016, the first UNDAF for Montenegro, was endorsed in April 2010. It provided a framework for coherent and coordinated UN development assistance for the period 2012-2016 that recognises the European Union accession as the overarching national priority, and social inclusion, democratic governance and sustainable economic development based on sustainable planning and use of natural resources as specific areas of Government – UN cooperation. The Project is thus in line with the spirit and the specific UNDAF goals.

Participation of local communities: The Project worked on local level with municipalities and local communities. The establishment of regional park(s) was a central task of the Project. Although a representative of the municipalities served as member of the Project Steering Committee, the TE had the impression that communication with local stakeholders and project beneficiaries, as well as dissemination of project outputs was sometimes insufficient.

Policy framework: The Project was not directly targeted at the improvement of the national legislation and regulations. Output 2.2 deals with a review of the management and governance options for protected areas. As this remained as per project planning on the level of a review without pretension to implement the results, no further conclusions can be drawn towards this end.

Natural disasters: While a better management of natural resources and in particular the establishment of protected areas (which give protection e.g. to the natural vegetation layer) will lead to enhanced ecological stability and hence also to reduce natural disasters, this subject was not specifically targeted by the project. There is no direct impact on disaster reduction.

Gender mainstreaming: The project objective is related to the sustainability of the PA system, with no direct link with how it affects the gender situation in Montenegro. Indirectly, the project may, in the context of the newly established regional parks, promote the generation of new forms of income from the sustainable use of natural resources (e.g. eco-tourism). As such, the project can potentially contribute to a decrease in women unemployment and an economic development of the area. As the project did not have a measureable impact on employment and income generation, there was also no evident impact on gender issues.

The gender issue was not raised by the project specifically, but the project team composition and representatives of the key stakeholders show obviously that there were no gender restrictions during project implementation: women are often even more active in the discussions and decision making in project issues rather than men. Also, the majority of participants of the post-graduate training courses organised by the project at two local universities were women. It was not tracked whether their newly gained knowledge contributed to the advancement in their careers.

Impact

While the Project delivered all foreseen outputs and achieved the foreseen results, the question arises whether the PA system of Montenegro is now more sustainable than at the onset of the Project. In other words, what will remain from the Project after its completion? The Project initiated the establishment of two regional parks and contributed toward their establishment; it enhanced to some degree the capacities of PA institutions, and produced a series of useful feasibility studies, assessments and recommendations.

The regions of Komovi Regional Park and Piva Regional Park are part of a wider landscape, the Dinaric Alps, which extend for 645 kilometres in northwest-southeast direction from Slovenia and Croatia in the north to Albania and Kosovo in the south. Durmitor National Park is also situated within this wider landscape. While this vast karst area comprising several countries has special landscape features and a specialised fauna and flora, the Komovi and Piva regions do not stand out particularly as for their biodiversity. The establishment of the regional parks does not target specific threatened elements of the fauna and flora. When the borders of the regional park were drawn, critical areas such as important areas for forest logging were left outside of the borders of the park. Interviews showed

that local people do not expect from the parks restrictions in the use of natural resources, but only benefits in the form of tourism development. The regional parks there seem to be much more an instrument for tourism promotion rather than for biodiversity conservation.

All the assessments and studies (outputs 1.1, 1.2, 1.4, 2.1, 2.2) provide useful information, but they mostly did not result in concrete, tangible results which were subsequently implemented. As per Project planning, implementation was also not foreseen, and so it is quite natural that no impact could be achieved from these outputs. The problem is herewith not the performance of the Project (which was good, see under effectiveness), but a project design which does not require to achieve impacts. It is e.g. hardly understandable why the design of this five-year Project has foreseen only a feasibility study for the Marine Protected Area in the region of the Platamuni, but no further activities beyond that. Similar situations exist for some of the other studies.

Altogether, the Project did not focus sufficiently on change management, on putting the results of the feasibility and other studies into practice. Change management is an approach to transitioning individuals, teams, and organisations to a desired future state. The critical aspect of change management is to win the buy-in of the PA stakeholders on the change.

Rating: UNDP's rating system for impact has only three values: significant, minimal and negligible. The TE is aware that such a very rough rating system cannot fully reflect the situation of the Project.

The rating for Project's impact is considered as minimal (M), because

- The Project initiated and contributed toward the establishment of two regional parks;
- The Project provided training for the PA institutions and contributed towards developing their capacities in respect to managing the PA system more efficiently;
- The Project provided technical studies which may be used for making the PA system more sustainable.

However,

- The regional parks do not represent biodiversity hotspots and their main aim is tourism promotion rather than the preservation of fauna and flora;
- The results of the technical studies produced by the Project have not been put into practice (this is the result of a shortcoming in the project design);
- The overall sustainability of Montenegro's PA system is considered not to be at a significantly higher level at the end of the Project than at its begin;
- Montenegro's PA system is not much more representative at the end of the Project than at its begin.

Sustainability

The Project did not develop an exit strategy, but trusts that the newly founded *Centre For Sustainable Development* will follow-up at least some of the measures (e.g. in the field of tourism development) through new projects. This represents a project risk and a shortcoming in project planning.

The rating of the sustainability of the Project outcome (objective) is based on the level of risk to sustainability across four dimensions: financial, socio-political, institutional framework and governance, and environmental. The sustainability of the project measures is closely linked with the impact. As the Project faces serious challenges as regards its long-term impact, the same is automatically also true for sustainability.

Financial dimension: The Project was implemented in tandem with the project “Catalyzing Financial Sustainability of the Protected Area System in Montenegro” (PAF). All financial aspects were thus covered by the PAF sister project, and are evaluated independently. The results of this evaluation are presented in a separate report.

The Project showed that finances are only one of several bottlenecks for managing Montenegro’s PA system and for establishing a more representative system of PAs. Low priority that environmental conservation has compared to other sectors and the level of knowledge in managing PAs are equally important. PAs in Montenegro have a high potential for generating income through tourism, and attention needs to be paid to the risk that PAs are seen just as tourism development areas rather than conservation areas.

Socio-political dimension: The full range of stakeholders expressed their support for the project results, especially at the regional and local levels. In the two regional parks, the Project showed the possibility to realise new business opportunities within the concept of green entrepreneurship. However, local people appeared during the TE not very well experienced and familiar with establishing this kind of business and it is not clear whether local people can actually make use of these opportunities without external assistance. The Project assisted the communities in the first place to establish regional parks, and spent only minor efforts for income generating activities (in the frame of the small-grants programme for NGOs). Also, the PMU has been leading this process, and the real ownership and know how rests within this Unit which local authorities relies on. The risk is high that the regional parks will become “paper parks” (only formally declared parks without enhanced hands-on conservation), or that they will become just a tool for tourism promotion with little benefit for the areas’ biodiversity.

Institutional framework & governance: Although the institutional framework and governance structure for managing Montenegro’s PA system is split over a few organisations with different functions and strengths and weaknesses, it is appropriate, and as far as it was understood during the TE, no changes are foreseen or even discussed. Despite the efforts toward capacity-building spent by the Project, the technical know-how of the PA administrations is still not on a sufficient level.

Environmental: Although it is a biodiversity project, biodiversity has never been the real focus of the Project. While the purpose of the Project was to create a more representative system of PAs, still little is known whether the present system is adequate for protecting the country’s characteristic and threatened species and habitats, and where the gaps are, and what needs to be done to close these gaps. A gap assessment was conducted towards this end, but the result is more a PA inventory, not a prioritisation of conservation needs. Even for the regional parks, it was not really assessed what type of biodiversity should be protected within these areas, what the requirements are, and what these measures will cost. Such issues are usually defined in management and action plans for certain species of wildlife or for certain habitats. There is therefore some risk that the environmental benefits of this project will not sustain.

Rating: The rating for project’s overall likelihood of sustainability is considered as Moderately Likely (ML), which means that there are moderate risks for sustainability. This rating’ is based on the following observations:

- The project could help strengthen the PA category of “Regional Parks” located in the local government administrative units and proclaimed by the Local Government Assemblies;

- The Project assisted the local authorities to proclaim two regional parks, but not to put the regulatory framework into practice and to make them use of the socio-economic opportunities;
- Several of the technical studies remained on the level of recommendations without attempting to put them into practice;
- The Project contributed towards developing the institutional capacities, but the ownership of the PA institutions for the process as a whole is limited in particular under the conditions of absence of external funding.

4. Conclusions, Recommendations & Lessons

The Project is in principal regarded as useful and showed a good performance. However, mainly due to shortcomings in the project design, there are certain risks that the results of the Project will have a significant long-term impact and that the results will sustain.

The establishment of two regional parks in the lifespan of the Project is surely its biggest success, which is also not diminished by the fact that also many people and institutions not directly involved in the Project contributed to it. The success, however, is compromised by the fact that the Project assisted local authorities to plan and proclaim the regional parks, but not to fill it with life. At the end of the Project, there are still no concrete measures in place to protect biodiversity, and no concrete measures to generate alternative income for the local population. It is still a long way to create an effective park, and it is still not clear whether it can be achieved at all without external assistance.

As regards capacity building for PA institutions, the Project successfully established university programmes at two national universities, and the courses attracted a variety of students and staff of PA institutions. With two courses at the same time at two universities, the courses were surely over-ambitious, and the number of participants dropped in the meantime and it is unsure whether the courses will be offered after completion of the Project. Other capacity building measures mainly concentrated on staff of Public Enterprise National Parks (PENP), the main institution for PA management in Montenegro, and included e.g. study tours mainly on the decision-making level. Also a management information system was developed, which is now used by PENP staff in their daily work. Despite these efforts the capacities of PENP are still weak. It was reported that they not even have a regular overview over their income from visitor fees to the national parks.

A series of feasibility studies, assessments and recommendations produced by the Project could have been very useful tools for promoting the PA system. However, the log frame foresaw only the production of these studies, not the implementation of the results derived from them. So these products remained without impact at the time when the Project ends, and it is unclear whether they will be used and put into practice in the time after project completion.

Recommendations

There are some key recommendations for the design of similar projects:

- More attention needs to be given to proper project designs; all measures need to be justified in the light of the results chain (logical flow from objective over outputs to activities); in this way, it

can be avoided that a project conducts measures which are actually not used and do not contribute to the project objective;

- Baseline studies need to be undertaken in project preparation phase as to reveal the real issues and situation in order to design an intervention that properly and timely addresses it.
- It must be avoided to promote “stand alone” measures which have the risk that they will not be followed-up properly after the completion of the project;
- It should not be forgotten that GEF is an instrument for conserving globally threatened biodiversity; while this often goes hand-in-hand with conserving locally important habitats and species of plants and animals, and also with generating income for local communities e.g. through eco-tourism, these aspects alone do not justify GEF financing;
- Especially medium-sized projects with limited financial and time horizons need an exit strategy which defines responsibilities for following-up project measures and which enhance the probability to become sustainable.

Further to these main recommendations, the TE elaborated in cooperation with the TE of the PAF project the following specific recommendations regarding overall Capacity Development (CD) activities:

Link capacity development implementation activities with baseline findings: The Project addressed recommendations to assist institutions in actively pursuing PA agenda and achieving desired effects, improve institutions’ adaptability to change, create preconditions for political dialogue, and public support. Huge effort was invested in improving skills for PA management and planning, including establishment of a representative PAs and establishment of partnerships with various stakeholders to achieve protection objectives. On the other side, recommendations on improving transparency and accountability of PA institutions, improve leadership in PA institutions, motivation, opportunities for continued staff development, develop appropriate values, integrity and attitudes among PA staff, and development of systems to measure individual performances and mechanisms for internal monitoring and evaluation were inadequately addressed through the project activities.

Integrate capacity development indicators to monitor progress made: Capacity development indicators are the primary operational targets of any capacity development programme, set to guide the identification of specific measures for inducing the process of change toward achieving the development goal. They represent the tool which assures signals for any immediate or gradual modification of the action. Therefore, they should be firmly assimilated in project implementation tracking tool in close collaboration and communication with project beneficiaries.

Ensure ownership over the capacity development activities: Capacity development efforts should be defined by strong consensus among stakeholders and owned by the leaders of key beneficiaries involved in the project. The principal goal should be well defined, and its economic and social value clearly articulated and understood, because it determines the purpose and direction of capacity development efforts. The value of capacity development activities should be enunciated in a way that project partners/beneficiaries/stakeholders recruit their awareness and potentials to capitalize on raising their capacities and thereafter initiate and lead changes in approaches towards capacity development at the institutional level.

Understand capacity development as continuous process: Stakeholders need to create learning mechanisms that allow information to be absorbed, accumulation of knowledge products and identification of knowledge to be shared. The project should insist on providing the wide platform of information and knowledge sharing between all stakeholders from all levels (central, local) and from all sectors (public, private and NGO). Also, stakeholders need to develop mechanisms to record, monitor, evaluate and direct further capacity development efforts.

Provide the necessary resources for capacity development: In order to make the capacities sustained and cultivated further, the project activities should raise awareness on necessity for investment into knowledge. At the moment, country's context considers this investment a cost. However, responsiveness towards external opportunities rely strongly on internal skills to better manage, plan, execute strategies, raise funds, advocate for common interest, etc. and ultimately provide sustainable growth of their institutions and consequently PAs.

Take care for shared decision-making for capacity development: Not only institutions should define capacity development needs and decide on their amplification, but it should be a systemic effort approached both horizontally and vertically and in communication with other key stakeholders at the field. Flexible but functional multi-stakeholder structures (including private sector and NGOs) should be established in future to steer the project implementation that would provide for both raising capacities and assure accountability of individuals from key institutions. Also, institutions should develop systems for communicating with their staff and regularly investigate and assess their capacity gaps.

Capacity development needs to be specific: Namely, based on the previous analysis projects should unambiguously define which capacities should be raised, for what concrete purpose, as well as target individuals who needs capacity increase.

Annexes

- A.** Terms of Reference
- B.** Itinerary and List of Persons Interviewed
- C.** List of Documents Reviewed
- D.** Project Budget
- E.** Capacity Development Score for Protected Areas System
- F.** Evaluation Consultant Agreement Form

Annex A. Terms of Reference

This document is available as separate electronic file.

Annex B. Mission Itinerary and List of Persons Interviewed

AK = Ana Katnić; MK = Max Kasperek.

| | | |
|----------|----|---|
| 17 April | Fr | 15:00 – Briefing with UNDP PMU - Borko Vulikic, Project Manager - Maja Kustudic, Project Coordinator |
| 18 April | Sa | 10:00 –Kolašin working group for proclamation of Regional Park Komovi - LTO Kolašin - Nikola Medenica, Director; - Municipality Kolašin - Mile Glavicanin, Representative of Secretariat for Spatial Planning of Municipality of Kolašin; - NP Biogradska gora - Saša Jeknic, Director of NP Biogradska gora unit, - NGO Natura – Mikan Medenica, Executive director |
| 19 April | Su | 16.00 - Andrijevisa |
| 20 April | Mo | 10:00 - National Parks of Montenegro - Zoran Mrdak, Director of National Parks 14:00 Environmental Protection Agency - Lidija Scepanovic, Deputy Director - Milena Batakovic, Senior Advisor |
| 21 April | Tu | 10:00 – Ministry of Sustainable Development and Tourism, - Jelena Knezevic, Senior Advisor and Head of office for National council on Sustainable development and climate change 12:00 – Mediterranean University - Rade Jovovic, Head of Post-Graduate Studies 14:00 – Center for Sustainable Development – UNDP - Jelena Janjusevic, Head manager 19:00 – Dr. Thomas Wöhrstein (National Parks on Montenegro) (MK) - HE Gudrun Steinacker (Ambassador of Germany to Montenegro) (MK) |
| 22 April | We | 10:30 – Pluzine Municipality – Proclamation of Regional Park (>100 participants) - Milutin Cicmil, Head of Municipal Assembly Pluzine |
| 23 April | Th | 10:00 – University Donja Gorica - Dragana Radevic, Coordinator of Postgraduate studies “Protected areas and Rural development” 11:30 – Ministry of Agriculture and Rural Development, - Blazo Jokanovic, Directorate for Monitoring/ Forestry Department 13:00 – Ministry of Agriculture and Rural Development, - Ranko Kankaras, Advisor 15:00 – UNDP main office (MK) 16:00 – Prof. Dr. Vladimir Pesic, University of Montenegro (MK) |
| 24 April | Fr | 10:00 – Morsko Dobro, Aleksandra Ivanovic and her team 13:00 – Municipality of Tivat: - Zorica Gverovic, Advisor for Communal Affairs, - Biljana Krivokapic, Advisor for environmental protection, - Vesna Nikolic, Advisor for Urban Planning |
| 25 April | Sa | Field visit to Durmitor National Park (MK) |

| | | |
|----------|----|---|
| 26 April | Su | Field visit to coastal areas (MK) |
| 27 April | Mo | 15:00 – Debriefing Meeting with UNDP staff: <ul style="list-style-type: none"> - Borko Vulikic, Jelena Janjusevic, Maja Kustudic, - Sanja Bojanic, Head of Cluster Sustainable Economic Development and Environmental Protection 19:00 – Dr. Thomas Wöhrstein (National Parks on Montenegro) (MK) |
| 28 April | Tu | Departure MK. |

Annex C. Overview of the project documents and materials

| Symbol | Name | Author/ Responsible Parties | Developed | Delivered for TE | Not ac- cessed | Not pro- duced |
|--|--|---|--|------------------|----------------------|----------------------|
| Project documents | | | | | | |
| ProDoc | UNDP Project Document (PIMS 4174, Atlas award 00057368; Project ID 00070848): "Strengthening the sustainability of the protected area system of Montenegro" | | 07-17-09 | 20-03-15 | | |
| | Project justification - PAF (Part II of the project document) | | 03-2009 | 01-04-15 | | |
| | Budgets (supporting documentation to Project) | | 2009 | 01-04-15 | | |
| | PAs map (Annex 2 to Project Document) | | 03-06-08 | 01-04-15 | | |
| | Communication strategy (Annexes to the UNDP Project document (PIMS 4174)); | | | | | x |
| | Terms of References for key project staff and main sub-contracts (The ToRs for key project staff and consultants are presented in Annex C of the CEO Endorsement Document.); | | | | x | |
| PPG | Assessment of the Protected Area System of Montenegro | | 03-2009 | 01-04-15 | | |
| PPG | Analysis of the Capacity of Protected Areas Institutions | | 06-2009 | 01-04-15 | | |
| PPG | Capacity Development Indicator Scorecard for PAS project (baseline values: assessment and scorecard) / Methodology / Questioner | | 03-2009 | 01-04-15 | x | x |
| PPG | METT scorecard for Montenegro NPs: Baseline values / Methodology | | | | X / x | |
| PPG | Financial scorecard | | 03-2009 | 01-04-15 | | |
| | CEO Endorsement | | 04-08-09 | 01-04-15 | | |
| | Confirmation of complementary in-kind contribution of GTZ to the UNDP/GEF Project "Catalyzing Financial Sustainability of the Protected Areas in Montenegro" | | 11-01-10 | 01-04-15 | | |
| Monitoring and evaluation | | | | | | |
| M&E mechanisms proposed in Project Document | | | | | | |
| IW | Inception Workshop | PM | x | | | |
| IR | Inception Report | PM | 02-2009 | 09-04-15 | | |
| | Measurement of Means of Verification for Project Purpose Indicators | Oversight by Project GEF Technical Advisor and PM / Measurements by regional field officers and local IAs | | | | X |
| | Measurement of Means of Verification for Project Progress and Performance | Project Team, PSC, UNDP-GEF | | | | X |
| APR | Annual Project Report | Government Counterparts, UNDP CO, Project team / UNDP-GEF RCU | | | | x |
| PIR | Project Implementation Review | Government Counterparts, UNDP CO, Project team / UNDP-GEF RCU | 2012 2014 | 20-03-15 | | |
| TPR | Tripartite Review | PM | | | | X |
| | Steering Committee Meetings | Project team / Consultants | 07-2011 07-2012 02-2014 10-2014 | 09-04-15 | | |
| | Technical and periodic status reports | Project team, PSC, UNDP-GEF RCU, consultants | | | | X |

| | | | | | | |
|--------------------------------------|--|---|---|----------------------------------|--------------------------|----------------------|
| MTE | Mid-Term Evaluation Final Report | Internat. Consultant | 04-2012 | 20-03-15 | | |
| TE | Final External Evaluation | Consultants | | | | In prep |
| | Terminal Report | UNDP-CO&Project team | | | | In prep. |
| | Audit | UNDP-CO, UNDP-GEF RCU Government representatives | | | | X |
| | Visits to field sites (UNDP staff travel costs to be charged to IA fees) | PM | | | x | |
| Additional M&E mechanisms | | | | | | |
| AWP | Annual Work Plans | | 09-2009, 01-2010, 11-2010, 12-2011, 02-2012, 06-2013, 06-2014, 03-2015 | 01-04-15 | | |
| | Quarterly Progress Reports | UNDP | 09-04-15 ⁷ | 09-04-15 | | |
| | Periodic Thematic Reports | | | | | X |
| TTR | Terminal Tripartite Review | | | | | X |
| | Quarterly Progress Reports | | x | | | |
| | Periodic Thematic Reports | | | | | x |
| | Project Publications (project specific- optional) | | | | | x |
| | Capacity building scorecard | | | | | Inprep |
| | Financial sustainability scorecard | | | | | X |
| | Project budget revision | | | | | X |
| | Atlas Risk Log – for risk monitoring and management. | | | | x | |
| | Documents on Co-funding | | | | | X |
| TRA | Threat Reduction Assessment ⁸ (TRA) index. ⁹ | | | | | x |
| METT | METT BD tracking tool (part of APR/ PIR format, not specifically mentioned in M&E framework but is a GEF requirement) annual update/review | Marija Vugdelic | 04-2012 03-2013 04-2014 | 24-04-15 01-04-15 24-04-15 | | |
| | Working groups meetings reports | | | | | x |
| Outputs/ Deliverables | | | | | | |
| Symbol | Output | Author/s Working group | Developed/ components delivered ¹⁰ | Delivered for TE | Not able to access | Not pro- duced |
| Outputs proposed by Project Plan | | | | | | |

⁷Report Period From: 01/01/2009 Report Period to: 04/03/2015 Total Award Amount: 1,479,469.46

⁸Is Our Project Succeeding? A Guide to Threat Reduction Assessment for Conservation. Richard Margoluis and Nick Salafsky, Biodiversity Support Programme, Washington DC.

⁹ Recommended by MTE: “The TRA is a tool developed by the GEF Biodiversity Support Group. It is a simple tool designed to identify threats and quantify them in terms of their extent (area affected), intensity (the impact on biodiversity) and the urgency (how immediate is the threat). The TRA is a versatile tool and can, with a little imagination, be run as an exercise at the PA-site level and at the larger systematic scale for the entire system, it just requires some imagination.”

¹⁰Marked red are components that are just partly delivered.

| | | | | | | |
|------------|--|---|----------------|------------|---|--|
| Output 1.1 | Protected area gap assessment completed resulting in a comprehensive plan for a representative PAS | University of Montenegro, Faculty of Science, (15experts in total) | 11-2012 | 01-04-2015 | | |
| Output 1.2 | Ecological values and management arrangements of existing protected areas revalidated - Draft | EPA Montenegro | 2015 | 01-04-2015 | | |
| Output 1.3 | Regional Park Komovi (21,000 ha) established | UNDP - PMU | 12-2014 | 09-04-15 | | |
| | – Draft of Decision on designation of Regional Park Komovi by Municipality Podgorica, Andrijevic and Kolašin Assembly and the borders and zones in GIS | U/A | 09-2013 | 24-04-15 | | |
| | – Imputes for management plan | EPA | 11-2013 | 24-04-15 | | |
| | – Feasibility study | | | | | |
| | Draft of Decision on designation of Regional Park Piva by Municipality Pluzine Assembly and definition of borders and zones in GIS / Draft management plan | UNDP – PMU / Cadjenovic N. | 2014 / 12.2013 | 09-04-15 | | |
| | Feasibility study for Dragisnica Komarnica Regional park- Draft | EPA | | | x | |
| Output 1.4 | Feasibility assessment ¹¹ and agreed designation plan for establishment of Marine Protected Area in Platamuni | EPA Montenegro Assignement coordinator: Gordana Kasom and Milena Bataković. (20 experts) Working group: | 2014 | 01-04-15 | | |
| Output 2.1 | Geospatial database and decision-support system for the protected area system established and functional | - | - | - | | |
| | – Management information system for PENP - Poslovno-informacioni sistem za Nacionalne Parkove | BranimirBukilić | 08-2013 | 09-04-15 | | |
| | – Sense maker | Steff Deprez | 03-2011 | 24-04-15 | | |
| Output 2.2 | Management and governance options for protected areas reviewed: | EPA – L. Scepanovic, M. Batakovic; Lead consultant - Ana Katnic, support- Jernej Stritih | 2014 | 01-04-2015 | | |
| Output 2.3 | Skills of PA staff developed: | | | | | |
| | Study program: Specialized studies Management of national Parks | University Mediterranean | 2012 | 09-04-15 | | |
| | Study program: Protected areas management and rural development | University UDG | 2011-2012 | 01-04-15 | | |
| | Capacity assessment of project implementation of NPs | Milica Dakovic | U/A | 24-04-15 | | |
| | Educational programme for NP | Lidija Brnovic | U/A | | x | |
| | Education program for capacitating rangers/guardians in protected areas - Program obrazovanja za osposobljavanje za zanimanje nadzornik/ca u zaštićenim područjima | Centar for vocational education – “Centar za strucno obrazovanje” | 2010 | 01-04-15 | | |
| | Slovak Republic study tour | UNDP - PMU | 6- 12/ 04.2014 | 24-04-15 | | |
| | Slovenia study tour | UNDP - PMU | 22-27/ 09.2013 | 28-04-15 | | |
| | New Zeland study tour NTO, MSDTx2, NP, UNDPx2 | UNDP - PMU | 2-8 / 06.2011 | 28-04-15 | | |
| | Slovakia study tour – Mrdak & Borko | UNDP - PMU | | | x | |
| | Participation in IUCN World Parks Congress, Sidney – Director of PENP | UNDP – PMU (co sharing) | 11-2014 | | x | |
| | EU funds project development training | Anthony Karzen | U/A | 28-04-15 | | |
| | IPA CBC project design support to UNDP/CSD | Lidija Brnovic and Antony Karzen | U/A | 28-04-15 | x | |

¹¹The Law on Nature Protection uses the term ‘studies on nature protection’ and prescribes the content of such studies. The feasibility assessment undertaken in this output will thus conform to the legal requirements for ‘studies on nature protection’.

| | | | | | | |
|--|---|--|---------------------------------|------------|---|---|
| Output 2.4 | Involvement and beneficitation of local communities ensured in Komovi Regional Park: | | | | | |
| | Small grants programme – “NGO grants” | UNDP - PMU | 2014 | 24-04-15 | | |
| Project support outputs | | | | | | |
| Output 1.3 | Communication strategy <ul style="list-style-type: none"> – Activity plan of the Communications and Awareness program – Key messages – Communications And Awareness Program For Komovi And Volujak-Maglic-Bioče (Piva) Regional Parks | Vojislav Raonić | 10.10 – 10.11 | 09-04-15 | | |
| M&E | Project specific publications | | | | | x |
| Additionally delivered outputs | | | | | | |
| | Management Planning for Tivat Salt Plant Natural Reserve <ul style="list-style-type: none"> - Rapid assessment of protected area - draft - Management plan elements - draft | - Andrej Sovinc, Matjaž Harmel, Jernej Stritih | - 12-2014 | - 09-04-15 | | |
| | Web site NP | U/A | Started not produced | | | |
| | Website for Regional Parks | U/A | Designed and set up but 'empty' | | x | |
| | Project preparation for the Czech-UNDP Trust Fund 2013 “Mapping and Assessment Ecosystems and their Services of Grassland and Forest in Montenegro” | UNDP-PMU and lead of the cluster | 2013 | 24-04-15 | | |
| | Project preparation – MAB BR Tara basin | PMU – Project manager | 2014-2015 | | | |
| | Speleological cadastre – in preparation | EPA | | | x | |
| | Assessment of habitats for Big beach, Buljarica, Platamuni, Tivat saline | Danka Petrovic | 03-2013 | 24-04-15 | | |
| Other projects which have been coordinated for alignment of activities and synergy | | | | | | |
| 2.4 | Small grants programme – “Eko-challenge” | UNDP and USAID | 2013 | 09-04-15 | | |
| 1.4 | CAMP Vulnerability Assessment of the Narrow Coastal Zone: <ul style="list-style-type: none"> - Habitats Mapping for Selected Locations and Assessment of Their Vulnerability - Erosion Map of the Immediate Coastline - Study of Seismic Categorisation - Study of Storms in the Coastal Region of Montenegro - Study of Sea Level Rise | MoSDT | 07-2013 | 24-04-15 | | |
| | General Vulnerability Assessment | MoSDT | 07-2013 | 24-04-15 | | |
| | Assessment of attractiveness of sustainability and of the coastal zone for development of agriculture | MoSDT ... | 07-2013 | 24-04-15 | | |
| 2.3 | Study on strengthening administrative capacities in the area of environment in Montenegro – draft and final version | Institute for public policy -Instituta za javnu politiku (Podgorica/ Beograd/ Ljubljana) | 10-2014 06-04-15 | 24-04-15 | | |
| 2.3 | Assessment of capacity development needs of PA staff of EE – General report Capacity Building Plans for Efficient Protected Area Management in Eastern Europe: Training Needs Assessment in Montenegro - Final report | Appleton et al | 02- 2014 | 24-04-15 | | |
| | Environment and Security Initiative, Annual Report 2012 | Secretariat of the Environment and Security Initiative (ENVSEC) | 2013 | 24-04-15 | | |

Annex D. Project Budget

Comparison of the project budget as per Project Document and at the end of the project (31.12.2014 plus forecast for 2015).

| Original budget from Prodoc | | | | | | | | | | Disbursement | | | | | | |
|--|---|---------|------------|------------------------------|--------------------------------------|---------------------|---------------------|---------------------|-------------|-------------------------------------|---------------------------|---------------------------|---------------------------|---------------------------|------------------------------------|-----------------|
| GEF Outcome/Atlas Activity | Responsible Party (Implementing Agent) | Fund ID | Donor Name | Atlas Budgetary Account Code | ATLAS Budget Description | Amount (USD) Year 1 | Amount (USD) Year 2 | Amount (USD) Year 3 | Total (USD) | Disbursement till end of 2010 (USD) | Disbursed budget for 2011 | Disbursed budget for 2012 | Disbursed budget for 2013 | Disbursed budget for 2014 | Total Disbursement - till end 2014 | Budget for 2015 |
| COMPONENT 1: Expanding and rationalizing the PA system to ensure better habitat representation and more secure conser- vation status | Ministry of Tourism and Environment (MTE) | 62000 | GEF | 71200 | International Consultant | 16.000 | 30.000 | 14.000 | 60.000 | 0 | 29.012 | 11.231 | 10.498 | 0 | 50.741 | |
| | | | | 71300 | Local Consultants | 45.000 | 65.000 | 35.000 | 145.000 | 36.420 | 31.812 | 22.384 | 23.549 | 14.086 | 128.251 | |
| | | | | 71600 | Travel | 9.000 | 11.000 | 8.000 | 28.000 | 11.909 | 5.861 | 1.782 | 605 | 4.353 | 24.510 | |
| | | | | 72300 | Materials and goods | 0 | 6.000 | 8.000 | 14.000 | 2.684 | 0 | 6.330 | 474 | 61 | 9.549 | |
| | | | | 72400 | Equipment (communic) | 0 | 36.000 | 42.000 | 78.000 | 8.402 | 1.718 | | 27 | 42.248 | 52.395 | |
| | | | | 74100 | Professional services | 26.000 | 48.000 | 55.000 | 129.000 | 19.704 | 10.549 | 81.405 | 25.458 | 31.625 | 168.741 | |
| | | | | 74200 | Audio visual and printing costs | 6.000 | 10.000 | 5.000 | 21.000 | 3.548 | 3.981 | 9.146 | 1.021 | 1.296 | 18.992 | |
| | | | | 74500 | Miscellaneous | 2.000 | 2.500 | 1.500 | 6.000 | 1.968 | 265 | 1.642 | 56 | 3.905 | 7.836 | |
| | TOTAL OUTCOME 1 | | | | | 104.000 | 208.500 | 168.500 | 481.000 | 84.635 | 83.198 | 133.920 | 61.687 | 97.574 | 461.014 | 19.986 |
| OUTCOME 2: Strengthening capacity of PA institutions to more effective- ly manage a representative system of protected areas | Ministry of Tourism and Environment (MTE) | 62000 | GEF | 71200 | International Consultant | 12.000 | 18.000 | 6.000 | 36.000 | 6.944 | 4.130 | 43.610 | 0 | 0 | 54.684 | |
| | | | | 71300 | Local Consultants | 22.000 | 32.000 | 26.500 | 80.500 | 0 | 2.268 | 20.099 | 28.407 | 6.704 | 57.478 | |
| | | | | 71600 | Travel | 8.000 | 12.000 | 9.000 | 29.000 | 1.739 | 5.933 | 5.219 | 13.687 | 0 | 26.578 | |
| | | | | 72800 | Information and Technology Equipment | 10.000 | 24.000 | 5.000 | 39.000 | 0 | 1.132 | 853 | 4.587 | | 6.572 | |
| | | | | 74100 | Professional services | 45.000 | 65.000 | 45.000 | 155.000 | 0 | 7.171 | 31.055 | 84.470 | 73.398 | 196.094 | |
| | | | | 74200 | Audio visual and printing costs | 8.000 | 12.000 | 6.000 | 26.000 | 0 | 4.823 | 2.448 | 7.333 | 10.335 | 24.939 | |
| | | | | 74500 | Miscellaneous | 2.000 | 3.500 | 3.000 | 8.500 | 286 | 1.027 | | 1.577 | 2.040 | 4.930 | |
| | TOTAL OUTCOME 2 | | | | | 107.000 | 166.500 | 100.500 | 374.000 | 8.969 | 26.484 | 103.284 | 140.061 | 92.477 | 371.275 | 2.725 |
| PROJECT | Ministry of | 62000 | GEF | 71300 | Local | 32.600 | 34.600 | 27.800 | 95.000 | 18.971 | 27.735 | 26.756 | 6.747 | 12.922 | 93.132 | |

| | | | | | | | | | | | | | | | | |
|------------|-------------------------------|------|------|--|---------------------------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|---------------|
| MANAGEMENT | Tourism and Environment (MTE) | 4000 | UNDP | | Consultants | | | | | | | | | | | |
| | | | | | | 18.000 | 12.000 | 10.000 | 40.000 | 5.925 | 9.993 | 11.982 | 10.100 | 2.000 | 40.000 | |
| | | | | | Total Project Management | 50.600 | 46.600 | 37.800 | 135.000 | 24.896 | 37.728 | 38.738 | 16.847 | 14.922 | 133.131 | 1.869 |
| | | | | | | | | | | | | | | | | |
| | | | | | TOTAL | 261.600 | 421.600 | 306.800 | 990.000 | 118.500 | 147.410 | 275.942 | 218.596 | 204.973 | 965.421 | 24.579 |

Annex E: Capacity development score for protected areas system

Capacity development score for protected areas system

GEF/ UNDP projects:

Strengthening the Sustainability of the Protected Areas System of Montenegro (PAS)

and

Catalysing Financial Sustainability of the Protected Area System in Montenegro (PAF)

Authors:

Aleksandra Crvenica, Support evaluation consultant for PAF

Ana Katnic, Support evaluation consultant for PAS

Podgorica, May 2015

1. Introduction

The report *Capacity development score for protected areas system* has been prepared as an annex to the Terminal Evaluation for two GEF/ UNDP projects: *Strengthening the Sustainability of the Protected Areas System of Montenegro* and *Catalysing Financial Sustainability of the Protected Area System in Montenegro*.

The purpose of the report is to showcase the level of capacity increase as opposed to the baseline assessment conducted in scope of the preparatory studies for the development of GEF/ UNDP projects - *Analysis of the Capacity of Protected Areas Institutions*, produced in March 2009.

The baseline report described the key roles and responsibilities of a range of public sector institutions for protected areas management, as well as roles of other relevant stakeholders, strengths and weaknesses of protected areas institutions and results of Capacity Development Indicators scorecard, as well as financing of the protected areas system and related issues.

The report in hand focuses primarily on results of Capacity Development Indicators scorecard to measure the growth of capacities upon the completion of both projects, given their focus on development of institutional and individual capacities for better management and better cost-effectiveness of protected areas (PAS: Outcome 2 and PAF: Outcome 3). Further to this it analyses the scores against the indicator values of the SO-1: Catalysing Sustainability of Protected Area Systems and the impact that was designed to be achieved: Biodiversity conserved and sustainably used in protected area system which were given in the Project Documents.

2. Capacity development assessment

In order to examine the level of capacity development increase within the PA institutions against baseline data, Capacity Development Indicator scorecard that was used for the reference point was updated with new scores (see the Annex 1 of this document).

The approach in measuring capacities that was used in the project preparation phase was rehearsed and applied, to provide comparability of the data and clear measurement of the capacity level change. Generally, the approach followed the UNDP/ GEF Capacity Development Indicators Resource Kit, according to which the capacity development is defined as 'the process by which individuals, entities (groups, organizations or institutions) and systems (countries or societies) increase their individual and collective abilities to: 1) perform core functions, resolve problems, and define and achieve objectives; and 2) understand and deal with their development needs within a broad context and in a sustainable manner'.

Capacity development is a process of change that aims to induce various actors to adopt new responsibilities, skills, behaviours, values, and policies. It entails behavioural changes at two levels:

- ✓ Among individuals (i.e. human and social capital) so that with new knowledge, skills, attitudes, values and relationships, they can leverage strengths and create new opportunities;
- ✓ In the performance culture of entities (i.e. organizational capital) so that with adoption of new information, technologies, strategies, policies, values and/or responsibilities, individuals collectively can improve organizational structures and systems,

both from within and outside organizations, thereby influencing reforms in larger systems and societies.

Capacity Development scorecard is developed to assess five components of capacity at individual, institutional and systemic levels. These components are:

1. Capacity to conceptualize and formulate policies, legislations, strategies, and programmes
2. Capacity to implement policies, legislations, strategies, and programmes
3. Capacity to engage and build consensus among all stakeholders
4. Capacity to mobilize information and knowledge
5. Capacity to monitor, evaluate, report and learn

Assessments of the components were conducted through sets of questions designed for each level included in the scorecards. Scoring system applied was based on deciding on one of the four scores (as an answer that best describes current situation). Assigned scores were ranging from 0 (for the worst situation) to 3 (for the best)¹².

Institutions that were assessed by Capacity Development Indicator scorecard were the ones that had a key role in both PAS and PAF projects: Ministry for Sustainable Development and Tourism (MSDT), Public Enterprise National Parks (PENP), and Environment Protection Agency (EPA), as during the baseline assessment. "Morsko dobro" PA management body responsible for coastal zone PAs (21 in total: 20 IUCN III category, and one of IUCN I) since 2013, was also taken in consideration when assigning capacity development scores.

Although the projects involved other categories of PAs, such as: Regional Parks, Marine Protected Areas, Emerald and Natura 2000, the capacities for managing the institutions remained to be developed further outside of the projects, as there is still neither institutional modelling, nor real work experience therein. PAS project succeeded to proclaim new protected areas, but the proclamation was belated and close to the project ending, restricting evaluation of predicted capacity building effort. On the other side, other institutions and organizations (public, private, and civil belonging to central and local level) that have a role in managing PAs were not assessed directly, but through the lens of auxiliary mechanisms in reaching five components of capacity. This was due to the time limitations for the task, as well as mapping and meeting the key managerial structures within the current PAs to avoid approximation and provide the most reliable data as possible. Also, the focus on key beneficiaries of the PAS and PAF project allows for interpretation of the capacity development that the projects succeeded to rise and provides noteworthy amount of information for making the recommendations and defining lessons learnt.

Such an approach provided rather close tactics to the baseline assessment and allowed reflection of the project success in raising capacities within PAs.

Baseline data on overall results of the scorecard for Montenegrin PAS are presented in the table.

¹² Descriptive and numerical scores are the following: 0 – worst state; 1 – marginal state; 2 – satisfactory state; and 3 – best state.

Table 1: Baseline Capacity development scorecard results

| Areas | Scores | % of total |
|---|-----------|------------|
| Capacity to conceptualize and formulate policies, legislations, strategies and programmes | 5 | 56 |
| Capacity to implement policies, legislation, strategies and programmes | 25 | 52 |
| Capacity to engage and build consensus among all stakeholders | 5 | 33 |
| Capacity to mobilize information and knowledge | 3 | 33 |
| Capacity to monitor, evaluate, report and learn | 3 | 20 |
| Levels | Scores | % of total |
| Systemic | 11 | 37 |
| Institutional | 23 | 51 |
| Individual | 7 | 33 |
| Total score | 41 | 43 |

Terminal data on overall results of the scorecard for Montenegrin PAS are presented in the Table 2.

Table 2: Capacity development scorecard results at the projects termination

| Areas | Scores | % of total |
|---|------------------|------------|
| Capacity to conceptualize and formulate policies, legislations, strategies and programmes | 5 | 56 |
| Capacity to implement policies, legislation, strategies and programmes | 24 ¹³ | 50 |
| Capacity to engage and build consensus among all stakeholders | 7 | 47 |
| Capacity to mobilize information and knowledge | 4 | 44 |
| Capacity to monitor, evaluate, report and learn | 5 | 33 |
| Levels | Scores | % of total |
| Systemic | 15 | 50 |
| Institutional | 22 ¹⁴ | 49 |
| Individual | 8 | 38 |
| Total score | | |

3. Financial sustainability assessment

Financial sustainability scorecard for national systems of protected areas was developed by UNDP in project preparation phase to help governments and project implementation teams to track progress in making PA systems financially sustainable.

According to the UNDP guidance note on financial scorecard, protected area ‘financial sustainability’ refers to the ability of a country to meet all costs associated with the management of a protected area system. This implies a funding ‘supply’ issue of generating more revenue, but as importantly, a ‘demand’ side challenge of accurately defining PA financing needs.

Structure of the scorecard was such that it allowed an assessment of the three main components of the PA financial system, namely: 1) Legal, regulatory and institutional frameworks¹⁵;

¹³The score given here present absolute value. However, the change was achieved compared to the baseline score for +1. Due to omit in counting maid at the baseline it looks like capacities decreased. If the counting was based on the compared value with the baseline, the score would be 25. The percentage is not calculated against the baseline omit, as there is no information on the whole score.

¹⁴ Omit made at the baseline is consequently reflected at the levels, here specifically Institutional one. The value at Institutional level compared with the baseline would be +1, what equals to score 24.

¹⁵Two scoring systems overlap in the component dealing with the improvement of legislation and joint scores could have been allocated for both PAS and PAF projects. However, assessors decided to keep it separate, to assure correct inference on the progress of both projects against already set baselines.

2) business planning and other tools for cost-effective management; and 3) tools for revenue generation.

Scoring system relied on a series of questions regarding financial management of the PA system for each element/ component of the scorecard; scores ranging from 0 to 3 (in certain elements 5) were assigned (e.g. 0 for non-existent mechanism, 1 for partial etc.).

The findings on the scores at the end of the project can be found in table 3 along with their baseline values.

Table 3 -Financial Sustainability Scorecard Ratings¹⁶

| | Baseline | Final (2015) |
|--|-----------------|-----------------|
| Component 1: Legal, regulatory and institutional frameworks | 26 | 31 |
| Component 2: Business planning and tools for cost-effective management | 16 | 21 |
| Component 3: Tools for revenue generation by PAs | 8 | 10 |
| Totals: | 50 (26%) | 62 (33%) |

4. Interpretation of data

4.1 Comparison of changes achieved between baseline and final evaluation phases

4.1.1. Capacity development

Areas

Capacity to conceptualize and formulate policies, legislations, strategies and programmes remained at the same level as when assessed for the baseline and had highest scores of all five areas, with 56% of the total.

Capacity to implement policies, legislation, strategies and programmes seems to be decreased. However, the difference in result revealed the error in totalling the baseline scores, therefore giving wrong impression that capacities have decreased. On the contrary, they increased in one specific item. Scorecard indicator table pinpointed that capacity increased in systemic capacity level measuring outcome: *“There are protected area systems”*, while the other capacities from this area of support remained the same.

Capacity to engage and build consensus among all stakeholders increased from 33% to 47%. Specifically, outcome: *“Protected areas have the political commitment they require”* are assessed with higher score than at the project implementation commencement and their indicator is scored as satisfactory (assigned the score 2) and described as: Protected area system is covering a reasonably representative sample of the major habitats and ecosystems, but still presents some gaps and not all elements are of viable size. Further to that, public support PAs require is also assessed as satisfactory (improvement was made), as there is potential created for general public support for protected areas and various lobby groups such as environmental NGO's to strongly push this agenda.

¹⁶It was noted that the percentages were calculated with certain omissions in the baseline. For the purpose of accuracy, the table in annex was used for the final assessment and only scores are used, not percentages to allow comparison of progress.

Capacity to mobilize information and knowledge has increased from 33% to 44%. Improvement is noted at individual level and refers to individuals working with protected areas, suggesting a change toward working effectively together as a team (assigned score 2).

Capacity to monitor, evaluate, report and learn has also increased (33% as opposed to initial 20%). Improvements deal primarily with continual review and update of protected area policy and potential for better adaptability of institution to responding effectively and immediately to change (scored 2 - Institutions tend to adapt in response to change but not always very effectively or with some delay).

Levels

As for the capacity levels, results of the scorecard indicate that systemic and individual levels have received better scores compared to the initial. Institutional level has revealed the decrease in capacity. However, checking the scores, it was noted that the omission was made at the baseline, as the final score at institutional level compared with the baseline is increased for 1 point.

At the individual level, the capacity development indicate change in only one segment Having the baseline very low and coming from 7 to 8 in scores this does not seems to be sufficient progress for changing attitudes and behaviours, which should have been attained imparting knowledge and developing skills. It comes to the similar situation where week point of capacity development improvement is connected to the weakness in capacities to practise processes of learning-by-doing, participation, ownership, and processes associated with increasing performance through changes in management, motivation, morale, and improving accountability and responsibility.

Capacity development at the organizational level focuses on overall performance and functioning capabilities, such as developing mandates, tools, guidelines, and management information systems that facilitate and catalyze organizational change. At the organizational level, capacity development scorecard showed improvement in only one of many areas assessed (+1 score) failing to demonstrate important achievements.

At the systemic level, capacity development was most successful on the points of “enabling environment”, but also importantly enough working on the relationships and processes between organizations, both formal and informal, as well as their mandates.

4.1.2. Financial sustainability

The Financial Sustainability Scorecard rating has increased by 13 points between the baseline and final value with an increase of 6 points for legal, regulatory and institutional frameworks, 5 points for business planning and tools for cost effective management and 2 points in tools for revenue generation.

Legal and institutional frameworks: The first criteria improvement (from 26 to 31 points) was due to developed economic valuation of PA system and production of studies that can serve as an input for overall improvement in regulatory and institutional sphere, as well as development of internal operating systems and instruments for PENP, that provides future transparent and accountable financial management.

Criteria on Business planning and other tools for cost-effective management progressed for 5 points owing to development of business plans for four protected areas, to creation of guidelines for replication of the exercise to all PAs, as well as to improvement of cost accounting systems in PENP.

The third component – Tools for Revenue generation remained the weakest one and the modest improvement (2 points) refers to the identification of opportunities for revenue generation.

4.2 Comparison of progress between different capacity results

Capacities to implement policies, legislation, strategies and programmes, and remaining three capacity areas – referring to systemic, institutional and individual abilities to build consensus and partnerships for PA management, mobilize information and knowledge and monitor and evaluate practices and learn from such processes – received lower scores. Capacity to monitor, evaluate and learn was assessed to be the weakest point in the capacity of PA institutions.

As for the capacity levels, results of the scorecard indicate that individual level need special attention due to lower scores compared to other levels, with special emphasis on measurement of performance and adaptive feedback.

As for the financial sustainability, it is noted that the major improvements are made at redefining legal and institutional frameworks and developing for cost-effective management tools, such as business plans, whereas the tools for revenue generation still need strong support. However, the improvements refer to creation of precondition for sound legal, policy, regulatory and institutional frameworks supportive of effective financial planning. Further capacity development is needed to secure accurate knowledge not only of revenues, but also of expenditure levels, patterns, as well as of benefits of good financial planning and methods for allocating funds across individual PA. Sources of revenue for protected area systems still rely primarily on traditional funding sources – government subsidies and donor projects. Diversification of revenue sources is yet to be dealt with.

4.3. Comparison of changes achieved between baseline and Terminal Evaluation against target values

Gef- 4 Programme Strategic objective SO-1: Catalyzing Sustainability of Protected Area Systems was designed to measure expected impact through BD Indicator, among others, by protected area scorecards that assess site management, financial sustainability and capacity (see table 4 below). The change to be achieved by the project intervention was designed by target values set in the table: Systemic capacity rises from 37 to 47%; Institutional capacity from 49¹⁷ to 56%; Individual capacity from 33 to 57%.

¹⁷In the baseline assessment value for institutional level is 51 not 49. There is one more omit at this level. The baseline assessment submitted to the Support evaluation consultants is Draft version, and maybe the omit is corrected in the Final, if such is produced.

Table 4: GEF Focal Area Strategy and Strategic Programme CDS Indicator

| GEF-4 BD Strategic objective and programmes | Expected impact | GEF-4 BD Indicators | Project contribution to indicators |
|---|---|--|---|
| SO-1: Catalyzing Sustainability of Protected Area Systems | Biodiversity conserved and sustainably used in protected area system | Extent and percentage increase of new habitat protected (hectares) by biome type in protected area systems that enhances ecosystem representation PA management effectiveness as measured by protected area scorecards that assess site management, financial sustainability and capacity | Extent of protected area system increased from 108,866 ha to 165,000 ha METT score for all 80% of the PAS system equals or exceeds 65% rising from current 46-60% levels. Systemic capacity rises from 37 to 47%; institutional capacity from 49 to 56%, individual capacity from 33 to 57%. |
| SP-1 Sustainable financing of protected area (PA) systems at the national level | PA systems secure increased revenue and diversification of revenue streams to meet total expenditures required to meet management objectives Reduction in financing gap to meet PA management objectives | Total revenue and diversification in revenue streams. | Financial sustainability scorecard improves to a score of >55% from the current level of 26% Total annual budget available for management of PAS increased from a baseline of US\$3,946,611 to >US\$5,100,000 Financial sustainability has raised to 33%. |

Next table presents values in % of total, using values set at the baseline, values assessed for the TE and targeted ones set in the Strategic framework for GEF-4.

Table 5: Comparison of changes achieved between baseline, Terminal evaluation phases and target values

| Levels | Baseline % | At the TE % | Target % |
|---------------|------------------|-------------|----------|
| Systemic | 37 | 50 | 47 |
| Institutional | 49 ¹⁸ | 49 | 56 |
| Individual | 33 | 38 | 57 |

Capacity Development Scorecard Tool values of these three are indicating that significant change was achieved at **Systematic level** of capacity development, exciding the target set in the Strategic framework which was lay down to be 10% increase from the baseline, having actually 13% increase achieved.

¹⁸The value for the Institutional level baseline is taken from the strategic framework, as this one seems not to be calculated with omit made in the assessment report on the CDS.

The positive change on the **Institutional level** reflected in the score as + 1, was not reflected accordingly in the percentage, due to many omits at this level. The change set by the Strategic framework needed to reach 7% of raise on this level of capacity development, to be up to the target. Change in +1 in scores in the total of 45 points is not significant enough to move these percentages further high and would not have an amplitude (looking at omits made) in which it would have reach designed target.

On the **Individual level** the change was set to reach 24% raise, what is the most of all levels. A lot have been invested during the project implementation to improve capacities at individual level and the change was obtained. However, it did not reach the value which corresponds with the target set in Strategic framework.

Financial sustainability scorecard was planned to be improved to a score of >55% but in fact was raised for 8% (to 33%), due to project contribution in the sphere of detecting the legal constraints and the forthcoming legal changes addressing them. Also, assistance in developing internal operating systems, as well as software programme for PENP influenced the score increase. Diversification of financial inflows still depends on the legal changes and has not improved so far. On the other side, the figures regarding annual budgets for PAs were not assessed, as the interviews revealed that the budget items remained the same and none of the budget lines is introduced to support new service provision.

5. Recommendations

Link capacity development implementation activities with baseline findings: The project addressed recommendations to assist institutions in actively pursuing PA agenda and achieving desired effects, improve institutions' adaptability to change, create preconditions for political dialogue, and public support. Huge effort was invested in improving skills for PA management and planning, including establishment of a representative PAs and establishment of partnerships with various stakeholders to achieve protection objectives. On the other side, recommendations on improving transparency and accountability of PA institutions, improve leadership in PA institutions, motivation, opportunities for continued staff development, develop appropriate values, integrity and attitudes among PA staff; and develop systems to measure individual performances and mechanisms for internal monitoring and evaluation were inadequately addresses through the project activities.

Integrate capacity development indicators to monitor progress made: Capacity development indicators are the primary operational targets of any capacity development program, set to guide the identification of specific measures for inducing the process of change toward achieving the development goal. They represent the tool which assures signals for any immediate or gradual modification of the action. Therefore, they should be firmly assimilated in project implementation tracking tool in close collaboration and communication with project beneficiaries.

Ensure ownership over the capacity development activities: Capacity development efforts should be defined by strong consensus among stakeholders and owned by the leaders of key beneficiaries involved in the project. The principal goal should be well defined, and its economic and social value clearly articulated and understood, because it determines the purpose and direction of capacity development efforts. The value of capacity development activities should be enunciated in a way that project partners/beneficiaries/stakeholders recruit their awareness and potentials to capitalize on raising their capacities and thereafter initiate and lead changes in approaches towards capacity development at the institutional level.

Capacity development is continuous process: Stakeholders need to create learning mechanisms that allow information to be absorbed, accumulation of knowledge products and identification of knowledge to be shared. The project should insist on providing the wide platform of information and knowledge sharing between all stakeholders from all levels (central, local) and from all sectors (public, private and NGO). Also, stakeholders need to develop mechanisms to record, monitor, evaluate and direct further capacity development efforts.

Capacity development requires resources: In order to make the capacities sustained and cultivated further, the project activities should raise awareness on necessity for investment into knowledge. At the moment, country's context considers this investment a cost. However, responsiveness towards external opportunities rely strongly on internal skills to better manage, plan, execute strategies, raise funds, advocate for common interest, etc. and ultimately provide sustainable growth of their institutions and consequently PAs.

Capacity development needs shared decision making: Not only institutions should define capacity development needs and decide on their amplification, but it should be a systemic effort approached both horizontally and vertically and in communication with other key stakeholders at the field. The DIM modality that was used at the insistence of the Government of Montenegro (GoM) at the time of project design, due to the limited capacities and heavy workload of the institutions in question should be re-examined. Flexible but functional multi-stakeholder structures (including private sector and NGOs) should be established in future to steer the project implementation that would provide for both raising capacities and assure accountability of individuals from key institutions. Also, institutions should develop systems for communicating with their staff and regularly investigate and assess their capacity gaps.

Capacity development needs to be specific: Namely, based on the previous analysis projects should unambiguously define which capacities should be raised, for what concrete purpose, as well as target individuals who needs capacity increase.

Annex 1: CD Indicator Scorecard for SP1: Protected Areas (Biodiversity)

| Strategic Area of Support | Capacity Level | Outcome | Outcome Indicators (Scorecard) | | | |
|--|----------------|---|--|---|--|--|
| | | | WorstState (Score 0) | MarginalState (Score 1) | Satisfactory State (Score 2) | BestState (Score 3) |
| 1. Capacity to conceptualize and formulate policies, legislations, strategies and programmes | Systemic | The protected area agenda is being effectively championed / driven forward | There is essentially no protected area agenda | There are some persons or institutions actively pursuing a protected area agenda but they have little effect or influence | There are a number of protected area champions that drive the protected area agenda, but more is needed | There are an adequate number of able "champions" and "leaders" effectively driving forwards a protected area agenda |
| 1. Capacity to conceptualize and formulate policies, legislations, strategies and programmes | Systemic | There is a strong and clear legal mandate for the establishment and management of protected areas | There is no legal framework for protected areas | There is a partial legal framework for protected areas but it has many inadequacies | There is a reasonable legal framework for protected areas but it has a few weaknesses and gaps | There is a strong and clear legal mandate for the establishment and management of protected areas |
| 1. Capacity to conceptualize and formulate policies, legislations, strategies and programmes | Institutional | There is an institution responsible for protected areas able to strategize and plan | Protected area institutions have no plans or strategies | Protected area institutions do have strategies and plans, but these are old and no longer up to date or were prepared in a totally top-down fashion | Protected area institutions have some sort of mechanism to update their strategies and plans, but this is irregular or is done in a largely top-down fashion without proper consultation | Protected area institutions have relevant, participatorially prepared, regularly updated strategies and plans |
| 2. Capacity to implement policies, legislation, strategies and programmes | Systemic | There are adequate skills for protected area planning and management | There is a general lack of planning and management skills | Some skills exist but in largely insufficient quantities to guarantee effective planning and management | Necessary skills for effective protected area management and planning do exist but are stretched and not easily available | Adequate quantities of the full range of skills necessary for effective protected area planning and management are easily available |
| 2. Capacity to implement policies, legislation, strategies and programmes | Systemic | There are protected area systems | No or very few protected area exist and they cover only a small portion of the habitats and ecosystems | Protected area system is patchy both in number and geographical coverage and has many gaps in terms of representativeness | Protected area system is covering a reasonably representative sample of the major habitats and ecosystems, but still presents some gaps and not all elements are of viable size | The protected areas includes viable representative examples of all the major habitats and ecosystems of appropriate geographical scale |
| 2. Capacity to implement policies, legislation, strategies and programmes | Systemic | There is a fully transparent oversight authority for the protected areas institutions | There is no oversight at all of protected area institutions | There is some oversight, but only indirectly and in an untransparent manner | There is a reasonable oversight mechanism in place providing for regular review but lacks in transparency (e.g. is not independent, or is internalized) | There is a fully transparent oversight authority for the protected areas institutions |
| 2. Capacity to implement policies, legislation, strategies and programmes | Institutional | Protected area institutions are effectively led | Protected area institutions have a total lack of leadership | Protected area institutions exist but leadership is weak and provides little guidance | Some protected area institutions have reasonably strong leadership but there is still need for improvement | Protected area institutions are effectively led |

| Strategic Area of Support | Capacity Level | Outcome | Outcome Indicators (Scorecard) | | | |
|---|----------------|---|--|--|---|---|
| 2. Capacity to implement policies, legislation, strategies and programmes | Institutional | Protected areas have regularly updated, participatorially prepared, comprehensive management plans | Protected areas have no management plans | Some protected areas have up-to-date management plans but they are typically not comprehensive and were not participatorially prepared | Most Protected Areas have management plans though some are old, not participatorially prepared or are less than comprehensive | Every protected area has a regularly updated, participatorially prepared, comprehensive management plan |
| 2. Capacity to implement policies, legislation, strategies and programmes | Institutional | Human resources are well qualified and motivated | Human resources are poorly qualified and unmotivated | Human resources qualification is spotty, with some well qualified, but many only poorly and in general unmotivated | HR in general reasonably qualified, but many lack in motivation, or those that are motivated are not sufficiently qualified. | Human resources are well qualified and motivated |
| 2. Capacity to implement policies, legislation, strategies and programmes | Institutional | Management plans are implemented in a timely manner effectively achieving their objectives | There is very little implementation of management plans | Management plans are poorly implemented and their objectives are rarely met | Management plans are usually implemented in a timely manner, though delays typically occur and some objectives are not met | Management plans are implemented in a timely manner effectively achieving their objectives |
| 2. Capacity to implement policies, legislation, strategies and programmes | Institutional | Protected area institutions are able to adequately mobilize sufficient quantity of funding, human and material resources to effectively implement their mandate | Protected area institutions typically are severely underfunded and have no capacity to mobilize sufficient resources | Protected area institutions have some funding and are able to mobilize some human and material resources but not enough to effectively implement their mandate | Protected area institutions have reasonable capacity to mobilize funding or other resources but not always in sufficient quantities for fully effective implementation of their mandate | Protected area institutions are able to adequately mobilize sufficient quantity of funding, human and material resources to effectively implement their mandate |
| 2. Capacity to implement policies, legislation, strategies and programmes | Institutional | Protected area institutions are effectively managed, efficiently deploying their human, financial and other resources to the best effect | While the protected area institution exists it has no management | Institutional management is largely ineffective and does not deploy efficiently the resources at its disposal | The institution is reasonably managed, but not always in a fully effective manner and at times does not deploy its resources in the most efficient way | The protected area institution is effectively managed, efficiently deploying its human, financial and other resources to the best effect |
| 2. Capacity to implement policies, legislation, strategies and programmes | Institutional | Protected area institutions are highly transparent, fully audited, and publicly accountable | Protected area institutions totally untransparent, not being held accountable and not audited | Protected area institutions are not transparent but are occasionally audited without being held publicly accountable | Protected area institutions are regularly audited and there is a fair degree of public accountability but the system is not fully transparent | The Protected area institutions are highly transparent, fully audited, and publicly accountable |
| 2. Capacity to implement policies, legislation, strategies and programmes | Institutional | There are legally designated protected area institutions with the authority to carry out their mandate | There is no lead institution or agency with a clear mandate or responsibility for protected areas | There are one or more institutions or agencies dealing with protected areas but roles and responsibilities are unclear and there are | There are one or more institutions or agencies dealing with protected areas, the responsibilities of each are fairly clearly defined, but there are still | Protected Area institutions have clear legal and institutional mandates and the necessary authority to carry this out |

| Strategic Area of Support | Capacity Level | Outcome | Outcome Indicators (Scorecard) | | | |
|---|----------------|--|---|--|---|---|
| | | | | gaps and overlaps in the arrangements | some gaps and overlaps | |
| 2. Capacity to implement policies, legislation, strategies and programmes | Institutional | Protected areas are effectively protected | No enforcement of regulations is taking place | Some enforcement of regulations but largely ineffective and external threats remain active | Protected area regulations are regularly enforced but are not fully effective and external threats are reduced but not eliminated | Protected Area regulations are highly effectively enforced and all external threats are negated |
| 2. Capacity to implement policies, legislation, strategies and programmes | Individual | Individuals are able to advance and develop professionally | No career tracks are developed and no training opportunities are provided | Career tracks are weak and training possibilities are few and not managed transparently | Clear career tracks developed and training available; HR management however has inadequate performance measurement system | Individuals are able to advance and develop professionally |
| 2. Capacity to implement policies, legislation, strategies and programmes | Individual | Individuals are appropriately skilled for their jobs | Skills of individuals do not match job requirements | Individuals have some or poor skills for their jobs | Individuals are reasonably skilled but could further improve for optimum match with job requirement | Individuals are appropriately skilled for their jobs |
| 2. Capacity to implement policies, legislation, strategies and programmes | Individual | Individuals are highly motivated | No motivation at all | Motivation uneven, some are but most are not | Many individuals are motivated but not all | Individuals are highly motivated |
| 2. Capacity to implement policies, legislation, strategies and programmes | Individual | There are appropriate systems of training, mentoring, and learning in place to maintain a continuous flow of new staff | No mechanisms exist | Some mechanisms exist but unable to develop enough and unable to provide the full range of skills needed | Mechanisms generally exist to develop skilled professionals, but either not enough of them or unable to cover the full range of skills required | There are mechanisms for developing adequate numbers of the full range of highly skilled protected area professionals |
| 3. Capacity to engage and build consensus among all stakeholders | Systemic | Protected areas have the political commitment they require | There is no political will at all, or worse, the prevailing political will runs counter to the interests of protected areas | Some political will exists, but is not strong enough to make a difference | Reasonable political will exists, but is not always strong enough to fully support protected areas | There are very high levels of political will to support protected areas |
| 3. Capacity to engage and build consensus among all stakeholders | Systemic | Protected areas have the public support they require | The public has little interest in protected areas and there is no significant lobby for protected areas | There is limited support for protected areas | There is general public support for protected areas and there are various lobby groups such as environmental NGO's strongly pushing them | There is tremendous public support in the country for protected areas |
| 3. Capacity to engage and build consensus among all stakeholders | Institutional | Protected area institutions are mission oriented | Institutional mission not defined | Institutional mission poorly defined and generally not known and internalized at all levels | Institutional mission well defined and internalized but not fully embraced | Institutional missions are fully internalized and embraced |
| 3. Capacity to engage and build consensus among all stakeholders | Institutional | Protected area institutions can establish the partnerships needed to achieve their objec- | Protected area institutions operate in isolation | Some partnerships in place but significant gaps and existing | Many partnerships in place with a wide range of agencies, NGOs etc, but there are | Protected area institutions establish effective partnerships with other agencies and insti- |

| Strategic Area of Support | Capacity Level | Outcome | Outcome Indicators (Scorecard) | | | |
|--|----------------|---|---|--|---|---|
| | | tives | | partnerships achieve little | some gaps, partnerships are not always effective and do not always enable efficient achievement of objectives | tutions, including provincial and local governments, NGO's and the private sector to enable achievement of objectives in an efficient and effective manner |
| 3. Capacity to engage and build consensus among all stakeholders | Individual | Individuals carry appropriate values, integrity and attitudes | Individuals carry negative attitude | Some individuals have notion of appropriate attitudes and display integrity, but most don't | Many individuals carry appropriate values and integrity, but not all | Individuals carry appropriate values, integrity and attitudes |
| 4. Capacity to mobilize information and knowledge | Systemic | Protected area institutions have the information they need to develop and monitor strategies and action plans for the management of the protected area system | Information is virtually lacking | Some information exists, but is of poor quality, is of limited usefulness, or is very difficult to access | Much information is easily available and mostly of good quality, but there remain some gaps in quality, coverage and availability | Protected area institutions have the information they need to develop and monitor strategies and action plans for the management of the protected area system |
| 4. Capacity to mobilize information and knowledge | Institutional | Protected area institutions have the information needed to do their work | Information is virtually lacking | Some information exists, but is of poor quality and of limited usefulness and difficult to access | Much information is readily available, mostly of good quality, but there remain some gaps both in quality and quantity | Adequate quantities of high quality up to date information for protected area planning, management and monitoring is widely and easily available |
| 4. Capacity to mobilize information and knowledge | Individual | Individuals working with protected areas work effectively together as a team | Individuals work in isolation and don't interact | Individuals interact in limited way and sometimes in teams but this is rarely effective and functional | Individuals interact regularly and form teams, but this is not always fully effective or functional | Individuals interact effectively and form functional teams |
| 5. Capacity to monitor, evaluate, report and learn | Systemic | Protected area policy is continually reviewed and updated | There is no policy or it is old and not reviewed regularly | Policy is only reviewed at irregular intervals | Policy is reviewed regularly but not annually | National protected areas policy is reviewed annually |
| 5. Capacity to monitor, evaluate, report and learn | Systemic | Society monitors the state of protected areas | There is no dialogue at all | There is some dialogue going on, but not in the wider public and restricted to specialized circles | There is a reasonably open public dialogue going on but certain issues remain taboo. | There is an open and transparent public dialogue about the state of the protected areas |
| 5. Capacity to monitor, evaluate, report and learn | Institutional | Institutions are highly adaptive, responding effectively and immediately to change | Institutions resist change | Institutions do change but only very slowly | Institutions tend to adapt in response to change but not always very effectively or with some delay | Institutions are highly adaptive, responding effectively and immediately to change |
| 5. Capacity to monitor, evaluate, report and learn | Institutional | Institutions have effective internal mechanisms for monitoring, evaluation, reporting and learning | There are no mechanisms for monitoring, evaluation, reporting or learning | There are some mechanisms for monitoring, evaluation, reporting and learning but they are limited and weak | Reasonable mechanisms for monitoring, evaluation, reporting and learning are in place but are not as strong or comprehensive as they could be | Institutions have effective internal mechanisms for monitoring, evaluation, reporting and learning |

| Strategic Area of Support | Capacity Level | Outcome | Outcome Indicators (Scorecard) | | | |
|--|----------------|--|---|--|---|--|
| 5. Capacity to monitor, evaluate, report and learn | Individual | Individuals are adaptive and continue to learn | There is no measurement of performance or adaptive feedback | Performance is irregularly and poorly measured and there is little use of feedback | There is significant measurement of performance and some feedback but this is not as thorough or comprehensive as it might be | Performance is effectively measured and adaptive feedback utilized |

Legend:

| | | |
|----------------|--------|-------------------------|
| Baseline value | Change | Expected further change |
|----------------|--------|-------------------------|

Annex 2: FINANCIAL SCORECARD - ASSESSING ELEMENTS OF THE FINANCING SYSTEM

| Component 1 – Legal, regulatory and institutional frameworks | | | | | COMMENT |
|--|-------------|----------------------------|--------------------------|-----------------------|---|
| Element 1 – Legal, policy and regulatory support for revenue generation by PAs | None (0) | A few (1) | Some (2) | Fully (3) | |
| (i) Laws have been reformed so that they do not constrain or act perversely towards PA revenue mechanisms | | | X | | |
| (ii) Fiscal instruments such as taxes on tourism and water or tax breaks are introduced | | X | | | |
| Element 2 - Legal, policy and regulatory support for revenue sharing within the PA system | No (0) | Yes, but suboptimal (1) | Yes, satisfactory (2) | Yes, optimally (3) | |
| (i) Laws, policies and procedures are in place for PA revenues to be retained by the PA system | | | X | | |
| (ii) Laws, policies and procedures are in place for PA revenues to be retained, in part, at the PA site level | | X | | | |
| (iii) Laws, policies and procedures are in place for revenue sharing at the PA site level with local stakeholders | X | | | | |
| Element 3 - Legal and regulatory conditions for establishing endowment or trust funds¹⁹ | | | | | |
| | No (0) | Yes (3) | | | Trust Fund/s not established; there are regular annual transfers to PA managers from national budget, but cannot be described as 'robust financing' |
| (i) A Trust Fund have been created to finance the PA system | X | | | | |
| | None (0) | Some (1) | Quite a few (2) | Fully (3) | |
| (ii) Trust Funds have been created to finance specific PAs | X | | | | |
| | No (0) | Partially (1) | Quite well (2) | Fully (3) | |
| (iii) Trust Funds are integrated into the national PA financing systems | X | | | | |
| Element 4 - Legal, policy and regulatory support for alternative institutional arrangements for PA management | None (0) | Partial (1) | Satisfactory (2) | Full (3) | |
| (i) There are laws which allow and regulate delegation of PA management and associated financial affairs for concessions | | X | | | |

¹⁹Where a PA system does not require a Trust Fund due to robust financing within government award full 9 points

| | | | | | |
|--|--------------------------|----------------------------|--------------------------|---|--|
| (ii) There are laws which allow and regulate delegation of PA management and associated financial affairs for co-management | | X | | | |
| (ii) There are laws which allow and regulate delegation of PA management and associated financial affairs to local government | | | X | | |
| (iv) There are laws which allow and regulate delegation of PA management and associated financial affairs for private reserves | | X | | | |
| Element 5 - National PA financing strategies | Not begun (0) | In progress (1) | Completed (3) | Under imple- mentation (5) | |
| (i) Policy for revenue generation and fee levels across PAs | | X | | | |
| (ii) Criteria for allocation of PA budgets to PA sites (business plans, performance etc) | | X | | | |
| (iii) Safeguards are in place to ensure that revenue generation does not adversely affect con- servation objectives of PAs | X | | | | |
| (iii) Policy to require all PA management plans to include financial sections based on standard- ized format and criteria | | X | | | |
| (iv) Degree of implementation of national financing strategy and adoption of policies | | X | | | |
| Element 6 - Economic valuation of protected area systems | None (0) | Partial (1) | Satisfactory (2) | Full (3) | |
| (i) Economic data on PA values exists | | X | X | | |
| (ii) PA economic values are properly documented | X | X | | | |
| (iii) PA economic values are recognized across government | X | X | | | |
| Element 7 - Improved government budgeting for PA systems | No (0) | Yes (1) | | | |
| (i) Policy of the Treasury towards budgeting for PAs provides for increased medium to long term financial resources in accordance with demonstrated needs | X | | | | |
| (ii) Policy requires budgeting for PAs based on financial need as determined by the PA business plan | X | | | | |
| (iii) There are policies that PA budgets should include funds for the livelihoods of communities living in and around the PA as part of threat reduction strategies | X | | | | |
| Element 8 - Clearly defined institutional responsibilities for PA man- agement and financing | None (0) | Partial (1) | Improving (2) | Full (3) | |
| (i) Mandates of institutions regarding PA finances are clear and agreed | | | X | | |
| Element 9 - Well-defined staffing requirements, profiles and incentives at site and system level | None (0) | Partial (1) | Almost there (2) | Full (3) | |
| (i) Sufficient number of positions for economists and financial planners and analysts in the PA authorities to properly manage the finances of the PA system | | X | | | |

| | | | | | |
|--|--------------------------|-----------------------------|-------------------------------|-------------------------------------|--|
| (ii) Laws and regulations motivate PA managers to promote site level financial sustainability | | | X | | |
| (iii) PA managers are accountable for balanced budgets | | | X | | |
| (iv) TORs for PA staff include responsibilities for revenue generation, financial management and cost-effectiveness | | X | X | | |
| (v) PA managers have the flexibility to budget and plan for the long-term | | X | | | |
| (vi) Incentives are offered for PA managers to implement business plans | | X | | | |
| Total Score for Component 1 | 0 | 14 (13) | 12 (19) | 0 | SCORE: 26 New Score: 31 |
| Component 2 – Business planning and tools for cost-effective management | | | | | |
| Element 1 - Site-level business planning | Not begun (0) | Early stages (1) | Near complete (2) | Completed (3) | |
| (i) Business plans, based on standard formats, are developed for up to four pilot sites | | X | | X | |
| (ii) Business plans implemented at the pilot sites, measured by degree of achievement of objectives | X | X | | | |
| (iii) Business plans developed for all appropriate sites | | X | | | |
| (iv) Business plans are directly linked to management plan goals and objectives | | X | | | |
| (v) Preparation of participatory management plans including business plans in use across the PA network | | X | | | |
| (vi) Monitoring and reporting on business plans through enhanced activity-based cost accounting that feeds into system wide accounting and budgeting | X | X | | | |
| Element 2 - Operational, transparent and useful accounting and auditing systems | None (0) | Partial (1) | Near complete (2) | Fully completed (3) | |
| (i) Policy and regulations require comprehensive, coordinated cost accounting systems to be in place | | X | X | | |
| (ii) Transparent and coordinated cost and investment accounting systems are operational | | X | | | |
| (iii) Revenue tracking systems for each PA in place and operational | | | X | | |
| (iv) Regular monitoring and reporting of PA investments and revenue generation occurs | | | X | | |
| Element 3 - Systems for monitoring and reporting on financial management performance | None (0) | Partial (1) | Near completed (2) | Done and operational (3) | |
| (i) All PA revenues and expenditures are fully and accurately reported and tracked by govern- | | X | | | |

| | | | | | |
|--|-------------------|--------------------|-------------------|--------------|---|
| ment and are made transparent | | | | | |
| (ii) Positive return on investments from capital improvements measured and reported | | X | | | |
| (iii) Financial performance of PAs is evaluated and reported (linked to cost-effectiveness) | X | X | | | |
| Element 4 - Methods for allocating funds across individual PA sites | No (0) | Yes (1) | | | |
| (i) National PA budget is appropriately allocated to sites based on criteria agreed in national financing strategy | X | | | | |
| (ii) Policy and criteria for allocating funds to co-managed PAs complement site based fundraising efforts | X | | | | There are currently no co-managed sites |
| (iii) A monitoring and reporting system in place to show how and why funds are allocated across PA sites and headquarters | X | | | | |
| Element 5 - Training and support networks to enable park managers to operate more cost-effectively | Not available (0) | Partially done (1) | Almost done (2) | Fully (3) | |
| (i) Guidance on cost-effective management developed and being used by PA managers | | X | | | |
| (ii) Operational and investment cost comparisons between PA sites complete, available and being used to track PA manager performance | X | X | | | |
| (iii) Monitoring and learning systems of cost-effectiveness are in place and feed into management policy and planning | | X | | | |
| (iv) PA managers are trained in financial management and cost-effective management | | X | | | |
| (v) PA managers share costs of common practices with each other and with PA headquarters ²⁰ | | X | | | |
| Total Score for Component 2 | 0 | 12 (12) | 4 (6) | 0 (3) | SCORE: 16 New score 21 |
| Component 3 – Tools for revenue generation | | | | | |
| Element 1 - Increase in number and variety of revenue sources used across the PA system | No (0) | Partially (1) | A fair amount (2) | Fully (3) | |
| (i) Analysis of all revenue options for the country complete and available including feasibility studies; | X | X | | | |
| (ii) There is a diverse set of sources and mechanisms generating funds for the PA system | | X | | | |
| (iii) Increased number of PAs operating effective revenue mechanisms and generating positive returns | | X | | | |
| Element 2 - Setting and establishment of user fees across the PA system | No (0) | Yes (1) | | | |
| (i) A system wide strategy and implementation plan complete and adopted by government for | X | | | | |

²⁰ This might include aerial surveys, marine pollution monitoring, economic valuations etc.

| | | | | | |
|---|-----------------|--------------------|-------------------------------|-----------------|--|
| user fees | | | | | |
| (ii) The national tourism industry and Ministry is supportive and a partner in the PA user fee system and programmes | X | | | | |
| (iii) Tourism related infrastructure investment is proposed for PA sites across the network based on revenue potential, return on investment and level of entrance fees | X | | | | |
| (iv) Where tourism is promoted PA managers can demonstrate maximum revenue whilst still meeting PA conservation objectives | | X | | | |
| Element 3 - Effective fee collection systems | None (0) | Partial (1) | Towards completion (2) | Full (3) | |
| (i) A system wide strategy and implementation plan complete and adopted by PA authorities (including co-managers) for fee collection | | | X | | |
| Element 4 - Marketing and communication strategies for revenue generation mechanisms | None (0) | Partial (1) | Satisfactory (2) | Full (3) | |
| (i) Communication campaigns for the public about the tourism fees, new conservation taxes etc are widespread and high profile | | X | | | |
| Element 5 - Operational PES schemes for PAs²¹ | None (0) | Partial (1) | Progressing (2) | Full (3) | |
| (i) A system wide strategy and implementation plan complete and adopted by government for PES | X | | | | |
| (ii) Pilot PES schemes at select sites developed | X | | | | |
| (iii) Operational performance of pilots is evaluated and reported | X | | | | |
| (iv) Scale up of PES across the PA system is underway | X | | | | |
| Element 6 - Operational concessions within PAs | None (0) | Partial (1) | Progressing (2) | Full (3) | |
| (i) A system wide strategy and implementation plan complete and adopted by government for concessions | X | | | | Based on National Parks Law and regulations passed by PENP, rights to use NPs resources are granted to different private entities and service providers; however, systematic approach and evaluation are lacking |
| (ii) Concession opportunities are identified at the site and system levels | | X | X | | |
| (iii) Concession opportunities are operational at pilot sites | | X | | | |
| (iv) Operational performance of pilots is evaluated, reported and acted upon | X | | | | |

²¹Where PES is not appropriate or feasible for a PA system take 12 points off total possible score for the PA system

| <i>Element 7</i> - PA training programmes on revenue generation mechanisms | None (0) | Limited (1) | Satisfactory (2) | Extensive (3) | |
|---|-------------|----------------|---------------------|------------------|---------------|
| (i) Training courses run by the government and other competent organisations for PA managers on revenue mechanisms and financial administration | X | | | | |
| Total Score for Component 3 | 0 | 6 | 2 (4) | 0 | SCORE: 8 (10) |
| | | | | | |

Legend:

| | |
|----------------|----------|
| Baseline value | TE value |
|----------------|----------|

Annex F: Evaluation Consultant Agreement Form

Code of Conduct Agreement Form

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

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

Name of Consultant: Max Kasperek and Ana Katnić

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

Signed at Heidelberg and Podgorica on 29.07.2015

Signatures: _____