

EVALUATION REPORT

August 2024

*Accelerating Disability Inclusion for
Adults and Children with Disabilities*

ACKNOWLEDGEMENTS

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DISCLAIMER

This report, produced by an independent consultant, does not necessarily reflect the views or policies of UN agencies, governments, or Programme partners. The opinions and recommendations are solely those of the evaluator and may not represent the positions of any Programme stakeholders.

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LIST OF ACRONYMS AND ABBREVIATIONS

CRPD	Convention on the Rights of Persons with Disabilities
CSO	Civil Society Organization
EE	External expert
EQ	Evaluation Questions
IBAR	Interim Benchmark Assessment Report
ILO	International Labour Organization
IMM	Independent monitoring mechanism
IR	institutional representatives
JP	Joint Programme
KII	Key informant interviews
LNOB	Leave no one behind
MNE	Montenegro
NHRI	National Human Rights Institution
OHCHR	Office of the High Commissioner for Human rights
OPDs	Organizations of Persons with Disabilities
PUNOs	Participating United Nations Organizations
HRBA	Human Rights Based Approach
RCO	Resident Coordinator's Office

SDCF	Sustainable Development Cooperation Framework
SDGs	Sustainable Development Goals
SMART	Specific, Measurable, Available at an Applicable Cost, Relevant and Time bound
ToC	Theory of Change
ToR	Terms of Reference
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
UNDESA	United Nations Department for Economic and Social Affairs
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund (UNFPA)
UNICEF	United Nations Children's Fund
UNPRPD	United Nations Partnership on the Rights of Persons with Disabilities
UNSDCF	United Nations Sustainable Development Cooperation Framework
WHO	World Health Organization

Table 1: Overview of the programme

JOINT PROGRAMME INFORMATION		
Programme title	Accelerating Disability Inclusion for Adults and Children with Disabilities	
Atlas ID	00136660	
Corporate outcome and output	UNSDCF OUTCOME: Outcome 2: By 2027, all people, especially vulnerable people, increasingly benefit from an equitable, gender-responsive and universally accessible social and child protection system and quality services, including labour market activation, skills and capabilities Output 2.2 Vulnerable populations benefit from well-targeted, quality social protection and income-generation programmes	
Country	Montenegro	
Region	Europe and Central Asia	
Date project signed	16 November 2021	
Project dates	Start date	Planned end date
	25 February 2021	30 June 2024
Project budget	400,000 \$	
Project expenditure at the time of evaluation	90%	
Funding source	011924/ Multi-Partner Trust Fund UNPRPD	
Implementing party	UNICEF (coordinating agency), UNDP and Human Rights Adviser in the Resident Coordinator's Office	

EXECUTIVE SUMMARY

The Joint Programme (JP) "Accelerating Disability Inclusion for Adults and Children with Disabilities" aimed to support system and policy changes for Government of Montenegro to advance better implementation of the Convention on the Rights of Persons with Disabilities (CRPD) in Montenegro through enhancing capacities of state institutions and organizations of persons with disabilities (OPDs). Implemented in two phases, the Inception phase included an induction workshop on CRPD, disability-inclusive SDGs, and UNPRPD's approaches to prepare stakeholders for subsequent steps: situational analysis and full proposal development. The main phase focused on achieving three goals: reducing institutionalization through prevention strategies, enhancing independent monitoring of CRPD, and increasing disability inclusion in UN activities and the new UN SDCF (2023-2027) implementation in Montenegro. The JP aimed to support policy framework-setting, institutional capacity building, service design, enhancing capacities and empowerment of OPDs to improve the well-being and autonomy of individuals with disabilities. It also aimed to promote CRPD-aligned budgeting, prevent family separation, and pilot services for those at risk of institutionalization. Spanning 40 months (February 25th, 2021 – June 30th, 2024) with a \$400,000 budget, coordinated by UNICEF and supported by UNDP with the support of the Human Rights Adviser in the Resident Coordinator's Office, the JP collaborated with Montenegro's relevant ministries, the Protector of Human Rights and Freedoms, and multiple OPDs to ensure inclusive participation across all phases.

In May 2024, on behalf of participating agencies, UNDP Montenegro launched a final evaluation of the UN Partnership on the Rights of Persons with Disabilities (UNPRPD) Joint Programme to enhance learning among stakeholders and support informed decision-making for CRPD implementation. This external evaluation aimed to assess JP achievements and its role in advancing CRPD implementation in Montenegro, providing insights for future programming in collaboration with Organizations of Persons with Disabilities (OPDs). It critically analyzed JP interventions, documented outcomes, lessons learned, and challenges encountered, offering strategic recommendations to sustain positive impacts and address shortcomings. The evaluation's comprehensive findings facilitated targeted resource allocation, supported scaling of effective practices, and strengthened accountability, fostering a culture of continuous improvement. Insights also informed gender equality efforts and potential adaptations for broader UN programming.

The evaluation used a comprehensive mixed-method approach for data collection and analysis, ensuring robust findings through data triangulation. It included an extensive desk review and conducted semi-structured interviews with 25 stakeholders, representing diverse perspectives: institutional representatives, organizations of people with disabilities, and United Nation's agencies. Interview modalities varied and were adjusted to the interviewees. The high response rate of 92.5% underscored strong stakeholder engagement and cooperation, enhancing data validity and reliability. This participation reflected trust and perceived relevance, fostering an environment conducive to meaningful dialogue and ensuring credible evaluation outcomes.

The evaluation came to the following findings and conclusions.

I RELEVANCE

OVERALL CONCLUSION: THE EVALUATION FOUND THE APPROACH AND DESIGN OF THE JOINT PROGRAMME HIGHLY RELEVANT. THE PROJECT OBJECTIVES WERE DEEMED HIGHLY RELEVANT TO THE BENEFICIARIES, CONSIDERING MONTENEGRO'S POLITICAL, SOCIAL,

LEGAL, AND CONSTITUTIONAL CONTEXT. A SYSTEMATIC DEVELOPMENT PROCESS, BEGINNING WITH A COMPREHENSIVE INCEPTION PHASE THAT FOSTERED UNIVERSAL UNDERSTANDING AND AGREEMENT, DIRECTLY CONTRIBUTED TO ITS RESPONSIVENESS TO BENEFICIARIES' NEEDS. ADDITIONALLY, THE PROGRAM ALIGNS WELL WITH THE COUNTRY'S PRIORITIES. STAKEHOLDERS' NEEDS ARE EFFECTIVELY ADDRESSED, HIGHLIGHTING THE PROGRAM'S RELEVANCE AND EFFECTIVENESS IN MEETING THE DIVERSE NEEDS OF ITS STAKEHOLDERS.

Finding 1.1: Despite the fact the country has been facing political transformations, the COVID-19 pandemic impact, and institutional challenges, the Programme effectively aligned with Montenegro's context, sparking optimism among stakeholders and advancing disability rights through mobilizing OPDs and fostering crucial conversations about community needs.

Finding 1.2: The Programme's gradual development, inclusive approach, and responsiveness to stakeholder needs were key to its success, overcoming initial challenges and institutional circumstances to effectively address critical issues facing persons (children and adults) with disabilities in Montenegro.

Finding 1.3: The Programme demonstrates strong alignment with Montenegro's national priorities, international obligations such as the CRPD, global sustainable development goals and EU accession agenda.

Finding 1.4: The Programme's logic is adequately developed and presented in the Theory of Change, the objectives and indicators are adequately defined, realistic and feasible.

II EFFECTIVENESS

THE EFFECTIVENESS OF THE PROGRAMME IS RANKED AS SATISFACTORY AND MOST INDICATORS HAVE BEEN ACHIEVED OR ARE ON TRACK TO BE ACHIEVED BY THE END OF THE PROGRAMME. THE PROGRAMME'S INCEPTION PHASE ESTABLISHED A STRONG FOUNDATION BY EMPOWERING NATIONAL STAKEHOLDERS TO CHAMPION DISABILITY-INCLUSIVE POLICIES THAT ALIGN WITH THE CRPD AND SDGs. DURING ITS IMPLEMENTATION, THE JP SHOWED STRONG PERFORMANCE, ACHIEVING 53.8% OF OUTPUTS FULLY, WITH 23% PROGRESSING WELL AND EXPECTED TO BE FULLY ACHIEVED BY THE END OF THE PROGRAMME, AND 23% SUCCESSFULLY ADAPTED TO CONTEXTUAL CHANGES WHILE MAINTAINING INCLUSIVITY.

Finding 2.1: The capacity of national stakeholders, including key duty bearers and rights holders, was enhanced, facilitating more effective contributions towards the development of disability-inclusive policies, systems, and implementation strategies for the Convention on the Rights of Persons with Disabilities (CRPD) and the Sustainable Development Goals (SDGs). This outcome ensured that stakeholders were better equipped and informed to advocate for and implement necessary changes.

Finding 2.2: The program sufficiently addressed gaps in achieving the essential building blocks or preconditions necessary for the CRPD implementation in development programs. By identifying

and targeting these gaps, the program helped lay a stronger foundation for inclusive practices and policies.

Finding 2.3: The program's efforts ensured that national development plans and UN's strategic planning areas were adjusted or redesigned to incorporate the needs and rights of persons with disabilities, thus promoting inclusivity and equity in national initiatives.

III EFFICIENCY

THE OVERALL EFFICIENCY OF THE PROGRAMME IS DEEMED TO BE HIGHLY SATISFACTORY. THE PROGRAMME IMPLEMENTATION TEAM RESPONDED WELL TO THE CHANGING ENVIRONMENT AND MANAGED TO ACHIEVE SET GOALS BY UTILIZING THE AVAILABLE RESOURCES.

Finding 3.1: The Programme significantly benefited from a collaborative approach involving UNDP, UNICEF, and the Human Rights Adviser in the Resident Coordinator's Office, as unanimously recognized by stakeholders, facilitating consensus-building and joint efforts that led to more impactful outcomes in advancing disability rights and inclusion in Montenegro.

Finding 3.2: The JP overall maximized available resources, such as time, budget, and personnel, to achieve its objectives and desired outcomes with minimal waste or redundancies.

IV COHERENCE

THE PROGRAMME DEMONSTRATES VERY STRONG COHERENCE WITH EXISTING DEVELOPMENT EFFORTS AND POLICIES, LEVERAGING A MULTI-AGENCY APPROACH TO ENHANCE EXPERTISE AND NETWORKING OPPORTUNITIES, THEREBY EFFECTIVELY COMPLEMENTING AND AMPLIFYING ONGOING INITIATIVES.

Finding 4.1: The multiagency approach added value in expertise and networking, including more beneficiaries resulting in inclusion of a large number of beneficiaries/partners.

Finding 4.2: The Programme, as a whole, aligns harmoniously with existing development efforts and policies within the sector, leveraging synergies rather than creating conflicts.

V EQUITY AND INCLUSION

JP FOLLOWED A HUMAN RIGHTS APPROACH AND INTEGRATED PERSONS WITH DISABILITIES VERY SUCCESSFULLY AND SUCCEEDED IN ADDRESSING THE UNIQUE AND DIVERSE NEEDS AND CHALLENGES FACED BY DIFFERENT GROUPS WITHIN THE DISABILITY COMMUNITY, INCLUDING HARD TO REACH PERSONS.

Finding 5.1: Persons with disability were included and integrated in all phases of the Programme, from planning to implementation.

Finding 5.2: The Programme consciously included marginalized and hard to reach persons .

Finding 5.3: Although gender equality and empowerment were not the primary focus, they were conscientiously integrated into activities.

Finding 5.4: UN Montenegro opened to the disability assessment and started to increase internal awareness among staff and enhance its organizational culture due to the Programme.

VI SUSTAINABILITY

THE SUSTAINABILITY OF THE PROGRAMME IS RATED AS SATISFACTORY. THE JP HAS SECURED LASTING IMPACTS BY EMBEDDING KEY DOCUMENTS INTO GOVERNMENT MIDTERM ACTION PLANS AND SUCCESS INDICATORS. THIS INTEGRATION ENSURES CONTINUED FOCUS AND RESOURCE ALLOCATION TO DISABILITY RIGHTS AND INCLUSION EFFORTS BEYOND THE PROGRAMME'S DURATION. YET, CHALLENGES REMAIN, PARTICULARLY IN SUSTAINING SERVICES PILOTED UNDER THE PROGRAMME AND NAVIGATING CHANGES IN GOVERNMENT PERSONNEL AND INSTITUTIONAL PRIORITIES.

Finding 6.1: JP fostered leadership and ownership among some national authorities and other stakeholders, increasing the likelihood that the JP's outcomes will be sustained beyond its duration.

Finding 6.2: Some of the initiatives that were started will need further support until they become sustainable.

Table 2: Overall recommendations for the Programme and the Future

Recommendation	Linked to conclusion	Addressed to	Comments on Recommendation	Priority
Restart consultation with relevant stakeholders, primarily institutions before continuation of the initiative in any form	Relevance & Coherence	PUNOs	The evaluation highlighted a lack of government buy-in. With new personnel and institutions now in leadership roles, there is a noticeable gap in knowledge and understanding among middle-level management. Before proceeding further, additional efforts must be made to ensure all relevant stakeholders are aligned.	High
Design more focused intervention	Effectiveness & Efficiency	PUNOs	The next initiative could benefit from concentrating on several crucial areas of intervention to ensure a more targeted impact and efficient resource allocation.	Medium
Continue supporting initiatives that showed promising practices	Relevance, effectiveness and sustainability	PUNOs	Certain successful activities have shown potential beyond what was initially planned. These initiatives have demonstrated significant impact and effectiveness in promoting disability rights and inclusion, making them crucial for continued development and broader societal benefit. However, these flagship activities are at varying levels of sustainability and would greatly benefit from ongoing support to further institutionalize and, in some cases, expand. This list includes: 1) disability-inclusive budgeting, particularly with further training for other ministries, 2) the work of the Independent Monitoring Mechanism,	High

			focusing on enhancing its quality and accessibility for persons with different disabilities, 3) psychological counseling for persons with disabilities, aiming for further institutionalization, 4) sign language training, with an emphasis on institutionalizing and expanding the program, and 5) the further development of a minimum package of services.	
Support implementation of relevant strategies	Relevance	PUNOs, IR and OPDs	Given that the implementation of legislation and strategic documents is a weak area in Montenegro, it is crucial to support the execution of key strategies for disability inclusion, such as the Early Child Development Strategy, the Deinstitutionalization Strategy, and the Ministry of Human and Minority Rights' Strategy on Antidiscrimination and Equality of Persons with Disabilities.	High
Include new partners such as Council for Protection of Persons with disability and/or General Secretariat of the Government	Relevance	PUNOs	These entities have been identified in the evaluation as potentially very significant partners. The Council for Protection of Persons with disability is planned to be one of the main addresses when it comes to planning and implementation of prerequisites of disability inclusion. The General Secretariate of the Government is the key institution for further institutionalization of disability inclusive budgeting.	High
Foster stronger cross-sectoral cooperation and accountability	Effectiveness	IR, local institutions, PUNOs	Effective cross-sectoral cooperation and accountability are critical for safeguarding the rights of children and adults with disabilities. This aspect, however, has been identified as a significant weakness within the system. To enhance the functionality of services and protections, it is essential to foster stronger collaboration and communication among institutions at both national and local levels. Enhanced interagency partnerships are key to creating a more responsive and cohesive framework for disability rights.	Medium
Pay more attention to visibility of the initiative	Relevance	PUNOs	Allocate sufficient funding to effectively communicate the results of initiatives. This involves not only sharing successes and lessons learned but also ensuring transparency and accountability. Adequate resources should be dedicated to developing comprehensive communication strategies that include diverse channels such as social media, traditional media, community outreach, and stakeholder meetings.	Medium

INTRODUCTION

In May 2024, the United Nations Development Programme in Montenegro (UNDP) initiated a comprehensive final evaluation of the United Nations Partnership on the Rights of Persons with Disabilities (UNPRPD) funded Joint Programme (JP) in Montenegro. This document represents the conclusion of this evaluation process, presenting the final report detailing key findings, conclusions, lessons learned, and recommendations regarding the JP. The evaluation began on May 10th with an introductory meeting with the Programme management team and concluded on July 1th, upon submission of the final report.

CONTEXT

JP *Accelerating Disability Inclusion for Adults and Children with Disabilities* was implemented in Montenegro, a Southeastern European country with a population of approximately 620,000 people. Montenegro is an aspiring member of the European Union (EU), which has undergone significant political and structural changes since regaining independence in 2006. The Constitution of Montenegro, adopted in 2007 is the foundational legal document, outlining the country's governance structure and fundamental rights.

In 2016, Montenegro adopted the National Strategy for Sustainable Development until 2030, thereby setting a course toward attaining the United Nations defined sustainable development goals.

As of the latest available data (2021), the Human Development Index (HDI) for Montenegro stands at 0.832, placing the country in the category of high human development. While Montenegro's economy demonstrates resilience and growth potential, addressing inflationary pressures and unemployment remains crucial for sustainable economic development and social well-being. The GDP growth rate of 6.4% in 2022 is indicating positive economic momentum. Conversely, a relatively high inflation rate of 13% and an unemployment rate of 14.4% pose significant challenges to economic stability and labor market conditions.¹ Additionally, the Gini index of 34.3 reflects moderate income inequality within the population. However, indicators related to poverty and the risk of poverty are on a downward trajectory, signaling progress in socio-economic development.

According to latest Gender Equality index (2023), Montenegro received a score of 59.3, which represents an increase by 4.3 pp compared to 2019, with the lowest score in dimensions power (44.1) and knowledge (53.4).

Different indexes offer varied evaluations of democracy in Montenegro. While some, like the V-Dem report (2024),² emphasize electoral changes in 2020, suggesting Montenegro has transitioned from a "grey zone" to a clear electoral democracy, others, such as the Bertelsmann Transformation Index, paint a different picture. Despite electoral progress, the Bertelsmann Transformation Index identifies Montenegro as a defective democracy. This perspective is underscored by a decline in its index score from 7.8 in 2010 (ranked 27th) to 7.1 in 2024 (ranked 30th).³ Moreover, Montenegro has experienced significant political

¹ Source of data: <https://data.worldbank.org/country/ME>

² Source: https://www.v-dem.net/documents/43/v-dem_dr2024_lowres.pdf (accessed June 5th 2024)

³ Ranking and methodology available at: https://atlas.bti-project.org/1*2024*TS:MIX:DOA*CAT*2010:0*saliency:SD1 (accessed June 5th 2024)

turbulence, including votes of no confidence for two consecutive governments in 2022, resulting in instability that has impeded consensus-building and vital reforms.

Throughout the duration of the Joint Programme (JP), Montenegro experienced a series of governmental and structural transformations. Over the specified period the country underwent three changes of government,⁴ resulting in significant shifts in the composition and organization of ministries and relevant directorates, accompanied by significant turnover in personnel. This political volatility has impeded progress on Sustainable Development Goals (SDGs) and hindered advancements in the European Union (EU) accession process, crucial for achieving approximately two-thirds of the SDGs.⁵ Moreover, the period saw both Presidential and Parliamentary elections in 2023, with the latter intensifying polarization and inflammable rhetoric, particularly evident in online discourse, alongside the proliferation of gender-based hate speech targeting female politicians. Persistent challenges such as corruption and organized crime continued to require urgent attention.⁶

However, June 2024 brought positive changes as Montenegro received a favorable evaluation in the Interim Benchmark Assessment Report (IBAR) for chapters 23 and 24, under the new EU accession methodology, signaling a potential acceleration in the path towards EU accession.

Even though the Parliament of Montenegro ratified the Convention on the Rights of Persons with Disabilities (CRPD) and its Optional Protocol in July 2009, the human rights approach to disability enshrined in the Convention is yet to be applied in legal and policy frameworks and practice. Montenegro is currently working to reform the disability assessment process and establish family and community-based services and other mechanisms for effective deinstitutionalization, as individuals with disabilities who are living in institutions are often denied rights guaranteed by CRPD. The Government adopted a new six-year Strategy for Protection of Persons with Disabilities from Discrimination and Promotion of Equality in July 2022. The institutional framework to promote and protect the rights of persons with disabilities faced challenges as a specific directorate dealing with the rights of this group and the National Council for the Rights of Persons with Disabilities were abolished or did not function for years. Positively, the Directorate for Protection and Equality of Persons with Disability was reinstated in February 2024, and the Government also adopted a decision to re-establish the Council in early 2024. Already in May 2023, the Protector of Human Rights and Freedoms took an active coordinating role in monitoring the implementation of the CRPD by setting up an independent monitoring mechanism under CRPD in cooperation with 10 OPDs

DESCRIPTION OF THE INTERVENTION

The primary goal of the Joint Programme (JP) – *Accelerating Disability Inclusion for Adults and Children with Disabilities* - was to support system and policy changes for the Government of Montenegro, enhancing the implementation of the Convention on the Rights of Persons with Disabilities (CRPD). This initiative focused on building the capacities of state institutions and organizations of persons with disabilities (OPDs) to ensure better adherence to CRPD standards in Montenegro. The JP aimed at contributing to the UN

⁴ 42nd Government 2020-2022, 43rd Government – 2022-2023, 44th Government - 2023-ongoing

⁵ United Nations Montenegro, *United Nations Common Country Analysis Montenegro: Country update 2023*, p. 7

⁶ Ibid.

Sustainable Development Cooperation Framework (SDCF) Outcome 2 - *by 2027, all people, especially vulnerable people, increasingly benefit from an equitable, gender-responsive and universally accessible social and child protection system and quality services, including labour market activation, skills and capabilities, and especially output 2.2 - Vulnerable populations benefit from well-targeted, quality social protection and income-generation programmes Country Montenegro.*

The program was implemented in two phases – an Inception phase during which an induction workshop was delivered on the CRPD, disability inclusive SDGs and UNPRPD’s cross cutting approaches to ensure all stakeholders were informed and prepared to participate in the two following steps, situational analysis and development of a full proposal for the JP.

The second phase included implementation of the JP. Overall, JP had three goals. The first targeted the reduction of institutionalization of children and adults with disabilities through prevention strategies and promoting transition to family and community-based care. The second goal focused on strengthening independent monitoring of CRPD by the Protector for Human Rights and Freedoms and OPDs. The third goal concerned increasing the level of disability inclusion in the work of the UN in Montenegro and in the implementation of the new UN SDCF (2023-2027).

The JP was aimed at supporting strategic and policy framework-setting, building institutional capacities, and designing support services aimed at enhancing the well-being, and autonomy of individuals with disabilities. It intended to build the foundation for minimum package of services at community level, CRPD-aligned budgeting, to emphasize prevention of family separation, and to test services to assist those in or at risk of institutionalization. Additionally, the JP was designed to support the establishment of a new independent CRPD monitoring framework by the Montenegro’s National Human Rights Institution (NHRI) – The Protector of Human Rights and Freedoms and OPDs. The programme was meant to consistently highlight the critical role of people with various disabilities, encompassing both genders, as well as children with disabilities and their parents/caregivers, and to include them in all phases.

Spanning 40 months (February 25th, 2021 – June 30th, 2024) with a budget of \$400,000 for inception and implementation, the JP involved two Participating United Nations Organizations (PUNOs). UNICEF served as the overall coordinator of the programme, while UNDP was the second PUNO. The JP was supported by Human Rights Adviser in the Resident Coordinator’s Office. The JP main beneficiaries were: Montenegro’s Ministry of Labor and Social Welfare, Ministry of Human and Minority Rights, the Protector of Human Rights and Freedoms of Montenegro, and a number more of OPDs.

The JP aimed at bolstering CRPD implementation, fostering disability inclusion and advancing the Sustainable Development Goals. It concentrated on prevention of family separation, deinstitutionalization, independent living, and improved CRPD monitoring. The programme specifically addressed CRPD articles related to Equality and Non-Discrimination (Article 5), Legal Equality (Article 12), Community Inclusion (Article 19), Social Protection (Article 28), and CRPD Implementation and Monitoring (Article 33). In addition to aligning with the CRPD, the Programme supports the Sustainable Development Goals (SDGs), specifically Goal 5 by promoting gender equality within disability contexts (relevant targets 5.1, 5.5 and 5.c), Goal 10 by reducing inequalities (relevant targets 10.2 and 10.3), and Goal 16 by fostering just, peaceful, and inclusive societies (16.b).

The JP aligns well with the national priorities. The latest EU Progress Report for Montenegro highlighted issues that the Programme aims to address, particularly the inability of persons with disabilities to fully exercise their rights and the lagging implementation of the UN CRPD. It is also aligned with three relevant national strategic documents, namely The Strategy for Early Child Development by addressing the needs and rights of children with disabilities, the Deinstitutionalization Strategy by promoting the inclusion and

independent living of persons with disabilities and the Strategy of Child and Social Protection Development by promoting the rights of children and persons with disabilities.

Funded by the UNPRPD, the JP was in line with UNPRPD's 2020-2025 strategic operational plan, which aims to assist countries in developing, executing, and modifying national policies, plans, and services in collaboration with OPDs to align with the CRPD and disability-inclusive SDGs.

The implementation phase of the JP included a monitoring strategy and pertaining plan with well-developed output indicators for both ongoing management and final evaluation. However, the monitoring matrix had some shortcomings. Firstly, output indicators should include gender disaggregation; since this was not initially planned, post hoc gender analysis is not possible. Additionally, while the Programme proposal links outcome results to three UNPRPD indicators, these cannot be evaluated for various reasons elaborated in the Theory of Change section. The JP lacks its own outcome indicators, which is understandable given the limited data availability and the short duration of the intervention, likely constraining its impact on beneficiaries not directly involved.

No financial audit was planned for the JP as the donor monitored expenditures in real-time, approving all reallocations, with UNICEF reallocating \$16,575 and UNDP \$16,500, resulting in all funds being used except those for evaluation purposes.

EVALUATION SCOPE AND OBJECTIVE

This evaluation adhered strictly to the key principles set forth in the UNDP Evaluation Guidelines. It was guided by the standards established by the United Nations Evaluation Group (UNEG) and conformed to the Organization for Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) Evaluation Criteria for Development Assistance. It followed the UNEG Resource Pack on Joint Evaluations to ensure that the evaluation addressed the interests and concerns of all stakeholders as comprehensively as possible.

The evaluation process itself was characterized by independence, impartiality, transparency, ethical conduct, and credibility, relying on robust data and evidence to draw conclusions.

The objectives of this evaluation were to facilitate learning among stakeholders to support more informed decision-making to advance implementation of the Convention on the Rights of Persons with Disabilities (CRPD) in Montenegro. Additionally, the evaluation aimed to ensure accountability and transparency regarding development contributions. By generating empirical knowledge about what worked, what did not, and why, the evaluation enabled managers and other stakeholders to make informed management decisions and plan strategically for future initiatives.

This external evaluation was designed to assess the achievements of the Joint Programme (JP) and its role in advancing the implementation of the Convention on the Rights of Persons with Disabilities (CRPD) in Montenegro. The evaluation aimed to provide comprehensive insights to inform both government institutions and the United Nations on strategic future programming to enhance CRPD implementation in collaboration with Organizations of Persons with Disabilities (OPDs). It critically analyzed and documented the suitability and impact of the JP's interventions, synthesizing lessons learned, and progress made. Additionally, it examined how the selected priorities influenced the desired outcomes and identified any existing bottlenecks and shortcomings.

Specifically, the final evaluation scrutinized the progress made towards the Programme's outcomes and outputs as outlined in the Project Document. It pinpointed immediate results, exemplary practices, and valuable lessons learned. Based on these findings, it formulated strategic recommendations for the Government, OPDs and UN to maintain positive results and practices. It also addressed the challenges and barriers encountered in CRPD implementation. The evaluation provided suggestions for improving the implementation of CRPD, ensuring that the JP not only met its current goals but also laid a robust foundation for future efforts in disability rights advancement.

The evaluation allowed for a precise assessment of how effectively the JP facilitated CRPD implementation. Identifying the most successful strategies and areas needing adjustment ensured that future efforts were more targeted, and resources were optimally utilized, enhancing overall efficiency. A comprehensive evaluation of the JP provided robust data on the outcomes of various initiatives, guiding decision-makers in refining strategies and interventions. This data-driven approach supported the scaling of successful practices and modification or cessation of less effective ones. The evaluation can help demonstrate to stakeholders, including government bodies, UN agencies, and organizations of persons with disabilities (OPDs), that the JP was committed to its goals and transparent in its operations. This accountability can strengthen trust and support continued or increased funding from donors and partners. Through detailed analysis of what worked and what did not, the evaluation can foster a culture of learning and continuous improvement. Insights gained can motivate innovation within the program, encouraging the development of new strategies to better meet the needs of persons with disabilities. By identifying the effective components of the JP, the Programme could be replicated or scaled to other regions or contexts. Evaluation results provided a roadmap for adaptation, ensuring that the program's impact could be broadened to benefit a larger population.

The evaluation also examined whether and how the Programme promoted gender equality and women's empowerment, along with other intersecting issues within its scope. It assessed progress made to date and identified areas for improvement. These insights could determine the Programme's sustainability and whether the benefits and interventions of the Programme could inform future joint UN programming.

This evaluation encompassed the entire duration of the Programme, from inception in February 2021 through to its conclusion in June 2024. It assessed all phases of the Programme, including the initial planning stage.

The evaluation identified three main types of stakeholders. The first type are UN agencies who developed the proposal and implemented the JP. UNDP, UNICEF and Human Rights Adviser were implementing partners of the Programme. The second type of stakeholders were organisations of persons with disability and their representatives who were also beneficiaries of the JP. OPDs and their representatives were also grantees in the JP, took part in the education and training as trainers and facilitators, authored analysis and thus could be deemed not only beneficiaries but also partners in implementation. Finally, the third type of stakeholders were state institutions, including Ministry of Labour and Social Welfare, Ministry of Human and Minority Rights, Protector of Human Rights and Institute for Social and Child protection. These stakeholders were mapped and identified during inception phase of the JP.

The audience of this evaluation includes government institutions and the United Nations, who are seeking strategic insights to enhance the implementation of the Convention on the Rights of Persons with Disabilities (CRPD) through collaborative efforts with Organizations of Persons with Disabilities (OPDs).

LIMITATIONS OF EVALUATION AND MITIGATING MEASURES

Despite the constraints posed by limited time, the evaluation sought to maximize outreach to stakeholders and beneficiaries by leveraging technology, primarily Zoom, for engagement. Additionally, the flexibility provided through the option of face-to-face interviews and surveys aimed to ensure inclusivity in data collection. While high satisfaction and gratitude expressed by key informants are valuable, efforts were made to mitigate potential biases stemming from their desire to remain part of the program. To address this, questions were meticulously crafted to elicit multiple examples for each claim, thereby enhancing the robustness of data collection. Moreover, various confidentiality measures, including the anonymity principle and source protection, were implemented to safeguard the integrity of information shared during the evaluation process.

The data required for the evaluation was generally accessible, as the evaluator had full access to all JP documents, products, evaluation sheets, and lists of individuals involved in any capacity. However, since the evaluation occurred during the final months of the Programme, the 2024 report was not available, and some activities were still ongoing. This is duly noted in the effectiveness section of the report, where each activity is evaluated based on the likelihood of its completion by the end of the Programme.

EVALUATION APPROACH AND METHODS

The evaluation employed a comprehensive mixed-method approach for data collection and analysis, integrating data triangulation to ensure robust findings. It drew from various sources of evidence, including an extensive desk review and conducting semi-structured interviews. Throughout the data collection phase, 25 individuals were interviewed, with a gender distribution of 18 women (72%) and 7 men (28%). These interviewees represented a diverse range of stakeholders, comprising five institutional representatives, eleven members from organizations of people with disabilities, and nine individuals from RCO, UNDP, and UNICEF. Interview modalities varied, with two conducted face-to-face, one over the phone, and the remaining sessions conducted via Zoom. Notably, two interviews involved multiple participants, enriching the depth of insights gathered.

SAMPLE

The incorporation of a diverse range of sources facilitated a multifaceted exploration of perspectives, enabling the evaluator to cross-reference information for enhanced data accuracy and a comprehensive understanding of both the project's performance and its contextual landscape. Given the scope of the intervention, it was possible to include the whole population of the entities included in the intervention. Therefore, the sampling strategy aimed to encompass a representative from each entity participating in any capacity (e.g., implementing partner, institutional partner, or beneficiary). This approach ensured that representatives of all entities involved in the interventions were contacted. Additionally, the evaluation benefited from snowball sampling; respondents who accepted interviews provided contacts and recommendations for other potential interviewees, resulting in multiple interviews per entity and including respondents who for whatever reason left their positions.

Notably, the evaluation achieved a remarkably high response rate, with 25 out of 27 individuals approached consenting to interviews, reflecting a robust 92.5% engagement rate. Of the two individuals who did not participate, one failed to respond, while the other encountered health-related impediments, underscoring the thoroughness of the engagement process. A high response rate in the evaluation process reflects strong stakeholder engagement, trust, and cooperation, indicating perceived value and relevance of the evaluation's outcomes. It enhances the representativeness and quality of the data collected, reducing the risk of non-response bias and increasing the validity and reliability of the evaluation findings. The willingness of stakeholders to participate openly and honestly suggests a level of trust between the evaluator and the stakeholders, fostering an environment conducive to meaningful dialogue and data exchange. Overall, a high response rate signifies robust stakeholder involvement, contributing to the credibility and trustworthiness of the evaluation process and its outcomes.

THEORY OF CHANGE, MONITORING AND EVALUATION FRAMEWORK

The evaluation centered on the JP's theory of change, focusing on the extent to which the designed intervention led to the planned changes. To achieve this, the evaluation thoroughly unpacked the components and underlying assumptions of the theory of change to assess their clarity, coherence, and alignment with the intended results. This process aimed to ensure that the theory of change effectively guided the Programme's strategic direction and activities. By deconstructing the theory of change, the evaluation sought to identify whether the assumptions made at the outset were logical and whether the components of the intervention were sufficiently robust to achieve the desired results. This involved scrutinizing each element of the theory of change to determine its contribution to the overall objectives of the Programme.

The evaluation specifically examined three primary outcomes that were planned as part of the intervention. For each outcome, it assessed the degree to which the intervention contributed to achieving these goals. This comprehensive approach provided a detailed understanding of how well the Programme's strategic framework translated into tangible results, thereby validating the effectiveness and strategic alignment of the JP's activities.

In order to do so the evaluation followed the JP monitoring and evaluation plan. Each output indicator was reviewed and discussed (see the Effectiveness section), with an additional overview provided in Annex 3.

The JP's evaluation and monitoring plan did not include outcome indicators, which could be explained by limited data availability and the short duration of the intervention, possibly constraining its impact on indirectly involved beneficiaries. Although the Programme attempts to link to UNPRPD indicators as measures of change, this was unsuccessful due to the lack of relevant activities and data. The lack of outcome indicators influenced the evaluation as well, as it was possible only to look into output indicators.

DATA COLLECTION METHODS

- Desk review - The review entailed a thorough examination of essential JP documentation and other relevant materials related to the landscape of disability inclusion. The list of documents that were reviewed was provided by the JP team and is listed in annex 5 of this report.
- Theory of change analysis – The analysis reviewed the logic of the ToC with regards to its validity and credibility. It also reviewed if the ToC was realistic and achievable.

- Key informant interviews (KII) – The evaluation included 24 interviews that were used to collect first-hand knowledge of the initiative's operations and context. The full list of interviewees is included in Annex 4 of the report. For reasons of efficiency, most interviews were organized using Zoom.
- Optional survey - Since data collection was scheduled for a very short period of time, an optional survey is prepared and offered to those that could not participate. However, no interlocutors took this option.

Project monitoring data was crucial in informing the evaluation process. This data was systematically integrated with findings from the desk review and key informant interviews to ensure a comprehensive and accurate evaluation. Monitoring data was cross-referenced with information gathered from interviews and document reviews. This triangulation process helped validate the consistency and reliability of the data. Preliminary findings, including those derived from monitoring data, were shared with key Programme stakeholders during debriefing sessions. Feedback received was used to refine and verify the data, ensuring that it accurately reflected on-the-ground realities. Finally, the evaluator closely examined the coherence and credibility of the monitoring data against the context and outcomes reported by stakeholders. Any discrepancies were further investigated and clarified through follow-up communications with relevant parties.

The evaluation closely examined how the Programme addressed Gender Equality and Women Empowerment (GEWE). The evaluation methodology assessed both the descriptive representation and participation of women and girls in the Programme. This involved analyzing Programme reports to evaluate the gender distribution of participants in various roles, such as trainers, coordinators, and participants. Additionally, the evaluation explored substantive gender dimensions especially through interviews. A specific set of questions was designed to investigate the extent to which the JP responded to the unique needs and challenges faced by women and girls with disabilities, and how gender equality was integrated into the design, implementation, and communication of the JP. Finally, the evaluation examined how the monitoring and evaluation of the JP were designed and implemented with respect to gender disaggregation of data and tracking the Programme's gender impact.

EVALUATION QUESTIONS

In alignment with the designated evaluation criteria and drawing upon the specific areas of analysis outlined in the Terms of Reference (TORs), the evaluator carefully developed research questions tailored to each criterion. These questions were then methodically organized, refined, and synthesized into a cohesive framework comprising six overarching evaluation inquiries. This process ensured that the evaluation questions effectively addressed all the dimensions of the JP.

DATA ANALYSIS

The analysis was grounded in observed facts, evidence, and data. The findings are specific, concise, and supported by reliable, valid, and generalizable quantitative and qualitative information. The diverse range of data allowed for robust triangulation, which is crucial for achieving a comprehensive and coherent understanding of the data sets generated by the evaluation.

Triangulation of sources refers to the method of using multiple sources or types of data to confirm the validity of findings and conclusions in research or evaluations. By comparing and cross-verifying information

from different sources, in this situation - reports, interviews with different key informants – the reliability and credibility of the evaluation results increased. This method helped to reduce bias and ensured that the insights gained were well-rounded and robust, providing a more accurate and comprehensive understanding of the subject being evaluated.

A **descriptive analysis** of the JP was conducted to understand and detail its main components, including related activities, partnerships, and delivery modalities. This descriptive analysis served as a foundation for more interpretative approaches used later in the evaluation.

Responses collected from semi-structured interviews were analyzed using **thematic analysis**, a method for examining qualitative data. This involved a close examination of the data to identify common themes, topics, ideas, and patterns of meaning that emerged repeatedly.

The identified themes were further validated through citations from the interviews. Each interview was transcribed, and the most illustrative quotations were selected to highlight the main points. To avoid selection bias, the evaluation ensured that chosen citations reflected the broader sentiments expressed by multiple respondents.

ADDITIONALLY, THREE CASE STUDIES ON DIFFERENT TYPES OF INTERVENTIONS IMPLEMENTED DURING THE JP WERE THOROUGHLY ANALYZED. THESE CASE STUDIES OFFERED DETAILED DESCRIPTIONS OF THE INTERVENTIONS, INCLUDING THE SPECIFIC CHALLENGES ENCOUNTERED AND THE SOLUTIONS EMPLOYED. BY PROVIDING IN-DEPTH INSIGHTS INTO THE PRACTICAL ASPECTS OF THE INTERVENTIONS, THE CASE STUDIES ADDED ANOTHER LAYER OF VALIDATION FOR THE FINDINGS. THEY HELPED ILLUSTRATE HOW THEORETICAL APPROACHES WERE APPLIED IN REAL-WORLD SETTINGS AND HIGHLIGHTED THE ADAPTIVE STRATEGIES USED TO OVERCOME OBSTACLES. EVALUATION PROCESS

The evaluation process included four steps. In the inception phase, available documents were analyzed, evaluation methodology was designed based on requirements made in ToR. Also, this phase included a debriefing by the consultant of preliminary findings to key Programme personnel. The second stage included fine tuning data collection instruments based on the comments received to the inception report and data collection. At the end of data collection, a debriefing meeting with key Programme personnel was organized. This meeting provided an opportunity to pinpoint areas needing further analysis and to identify any gaps in information or evidence. Following this, the consultant proceeded to synthesize the findings comprehensively and draft the report.

The draft report was shared again with the JP team that reviewed it and provided comments. The comments were addressed, and the changes documented in the audit trail form template. Based on them, the final report was produced.

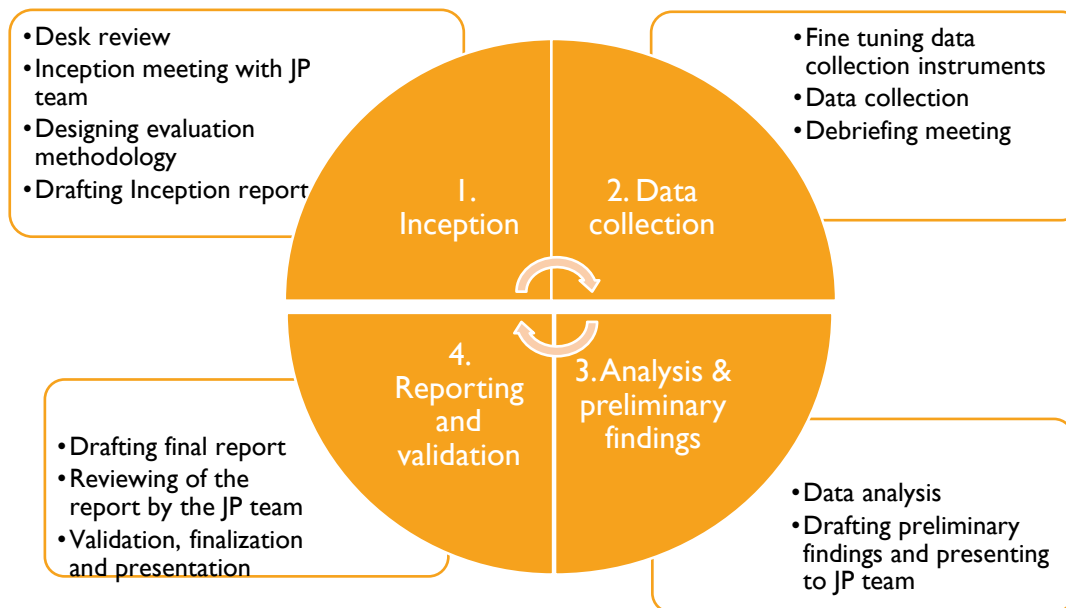


Figure 1: Evaluation cycle

DATA ANALYSIS, FINDINGS, INCLUDING CASE STUDIES AND A TABLE OF PROGRESS AGAINST INDICATORS

The evaluation encompassed a thorough analysis of the collected data against six primary evaluation criteria: relevance, effectiveness, efficiency, coherence, equity and inclusion, and sustainability. Each criterion served a specific purpose in assessing the overall impact and execution of the Programme.

I RELEVANCE

THE EVALUATION FOUND THE APPROACH AND DESIGN OF THE JOINT PROGRAMME HIGHLY RELEVANT. THE PROJECT OBJECTIVES WERE DEEMED HIGHLY RELEVANT TO THE BENEFICIARIES, CONSIDERING MONTENEGRO'S POLITICAL, SOCIAL, LEGAL, AND CONSTITUTIONAL CONTEXT. A SYSTEMATIC DEVELOPMENT PROCESS, BEGINNING WITH A COMPREHENSIVE INCEPTION PHASE THAT FOSTERED UNIVERSAL UNDERSTANDING AND AGREEMENT, DIRECTLY CONTRIBUTED TO ITS RESPONSIVENESS TO BENEFICIARIES' NEEDS. ADDITIONALLY, THE PROGRAM ALIGNS WELL WITH THE COUNTRY'S PRIORITIES. STAKEHOLDERS' NEEDS ARE EFFECTIVELY ADDRESSED, HIGHLIGHTING THE PROGRAM'S RELEVANCE AND EFFECTIVENESS IN MEETING THE DIVERSE NEEDS OF ITS STAKEHOLDERS.

Finding 1.1: Despite the fact the country has been facing political transformations, the COVID-19 pandemic impact, and institutional challenges, the Programme effectively aligned with Montenegro's context, sparking optimism among stakeholders and advancing disability rights through mobilizing OPDs and fostering crucial conversations about community needs.

This finding is based on how the Programme fit to the political, social, legal and health related context of Montenegro. When its inception phase commenced the country faced a number of challenges, spanning

from those directly pertinent to the Programme's focus to others of a more general nature. However, amidst several substantial political transformations and the then-ongoing COVID-19 pandemic, the Programme's objectives were in sync with the urgent needs of persons with disabilities, effectively adapting to the evolving circumstances throughout the Programme.

“Throughout that inception phase and later during the program implementation, we gathered a lot of information that we were missing from practice and the field.” (PUNO representative)

The Programme navigated through turbulent social and political changes, maintaining its relevance and effectiveness amidst shifts in government and institutional restructuring. Challenges such as personnel turnover in governmental institutions, institutional changes, and lack of coordination among governmental bodies were met with patience and proactive communication and support from the Programme team.

The circumstances were very unfavorable. Even though the country signed and ratified CRPD, not much was done to enable its implementation. At the beginning of 2020s, it seemed like the topic itself lost its relevance in comparison to other political, social and health related issues. However, in such turbulent conditions the Programme managed to push implementation of CRPD strongly to the country's agenda, stimulating a number of changes in the area of knowledge, capacities and conditions for implementation of CRPD and even sparking something that several interlocutors from the OPDs described as 'optimism.' In situation when relevant ministries were losing power being merged with others,⁷ relevant directorates were abolished⁸ and institutional memory was endangered due to the very high personal turnover, the Programme not only managed to implement the planned activities, but also to mobilize very broad “joint front” of OPDs to make significant advancements in the area of enabling rights to persons with disability. The Programme was initiated at the time there were serious concerns about Government's commitment to licensed services, their funding and sustainability as well as representation of persons with disability, and yet managed to promote, integrate and support the existing ones, as well as pilot new ones.

“They were not involved; whoever happened to be available or received the invitation was included. But no one from a single ministry took on the responsibility of being the contact person for everything happening in this project. Instead, they rotated, with whoever was free at the time participating. This causes a loss of focus because you don't know who was involved in which part. It shouldn't be that way.” (OPD representatives about the cooperation with institutional partners)

However, there were persistent challenges, including a lack of understanding of the program's mandate among government officials, institutional instability, capacity issues within state administration. Even at the time this evaluation was conducted, such problems when it comes to some institutional representatives can be detected. Despite these obstacles, the program exceeded expectations and demonstrated a progressive approach, pushing boundaries even beyond the readiness of state institutions, particularly regarding disability-inclusive budgeting and minimum package of services. Moreover, the Programme managed to foster communication and cooperation among OPDs that otherwise do not share a common approach and philosophy towards disability, as was corroborated by several interviewees from OPDs.

⁷ Ministry of Labour and Social Welfare was merged with the Ministry of Finance.

⁸ Directorate for the rights of persons with disability was abolished in 2022

Representatives of OPDs explained that the program facilitated essential conversations about the genuine needs of the community.

Through patience, perseverance, and the continuous building of trust and relationships with OPDs, the team managed to navigate governmental instability and achieve most of its goals. Despite navigating through complex challenges, ambitious objectives, tight deadlines, and budget limitations, the program effectively sustained and revitalized the discourse surrounding CRPD implementation in Montenegro.

Finding 1.2: The Programme's gradual development, inclusive approach, and responsiveness to stakeholder needs were key to its success, overcoming initial challenges and institutional circumstances to effectively address critical issues facing persons (children and adults) with disabilities in Montenegro.

The program's development unfolded gradually, commencing with an extensive inception phase featuring a workshop aimed at fostering mutual understanding among the relevant stakeholders, followed by a detailed Situation analysis highlighting primary challenges that persons with disabilities face in Montenegro. Subsequent steps were methodical, involving thorough analysis of each recognized issue, identification of corresponding solutions, and their translation into various activities, as was corroborated by representatives of PUNOs and OPDs, and as can be seen examining the logic of the Programme activities development. The process remained highly inclusive, particularly engaging OPDs. The representatives of the Government and relevant authorities were regularly invited although they did not always capitalize on available opportunities, as previously outlined.

“UNDP and UNICEF really listened to us from the field.” (OPD representative)

The Programme faced a challenging beginning, marked by significant mistrust, unmet expectations, and strained relationships among stakeholders. Particularly notable was the lack of trust between OPDs, especially between organizations representing persons with disabilities and those representing parents/caregivers of children with disabilities and developmental challenges. These groups differed in their approaches to disability and developmental issues, using distinct terminology and favoring different solutions, which exacerbated tensions. Additionally, there was considerable distrust between OPDs and relevant institutions caused by unfavorable experiences from the past. The inclusiveness and openness of the Programme implementation team successfully bridged divides, particularly with OPDs. This was the first Programme to include adults and children with disabilities and developmental challenges, thereby introducing a comprehensive approach.

“This somehow connected us because we don't usually have the opportunity to collaborate. Yes, we have collaboration among parents of children and youth with developmental disabilities, but this project provided the opportunity to work with other organizations for people with disabilities. We prepared online training for employees in the public administration with them, so it was a great opportunity for us, and I believe also for the organizations for people with disabilities, as the message was unique.” (OPD representatives)

The development of the initial Situational Analysis was a demanding process. It involved pairing an international expert with a local expert who is also a leader of a prominent OPD and a person with disabilities. This collaboration posed challenges due to differences in their approaches to detail and

understanding of the local context. However, through intensive communication and collaboration, they achieved a high-quality product that now serves as the primary source of information on the topic.

“That analysis is the ABC of everything when it comes to providing support to children with developmental disabilities. We constantly refer to that analysis whenever decision-makers ask us anything during our discussions with them, because we're tired of repeating ourselves. I've started printing out the analysis and bringing it to them. Here, please read it, everything is written there.” (About Situational analysis, OPD representative)

The strategy of openness and inclusiveness proved effective in this context. By actively listening to and incorporating suggestions from professionals and OPDs, the Programme implementation team enhanced ownership of the Programme and its outcomes. This approach is particularly evident in highly acclaimed initiatives such as IMM.

The first two areas of the intervention that the Programme stemmed directly from the Situational Analysis. During the inception phase, OPDs prioritized deinstitutionalization and creating conditions for CRPD implementation. Another instance of responsiveness to beneficiaries' needs is exemplified by the initiative aimed at supporting the Law on professional rehabilitation. Upon recognizing that the law would not be enacted, funds were redirected based on input from OPDs and active Steering committee involvement. The Steering committee was co-chaired by the representative of the Ministry of Labour and Social Work who also supported this change. The reallocation of the funds led to wider scope in piloting of selected service. Initially, piloting of psychological counselling has been planned in 2 municipalities. Upon reallocation of funds piloting was conducted in 3 municipalities (in 3 different regions). , Ensuring its sustainability within the system became a top priority.

“I felt great. For the first time, somehow, they understood what we were saying.” (OPD representative)

Finding 1.3: The Programme demonstrates strong alignment with Montenegro's national priorities, international obligations such as the CRPD, global sustainable development goals and EU accession agenda.

The Programme is aligned with both national priorities and international obligations of Montenegro. Specifically tailored to support the implementation of key CRPD Articles 5 (equality and non-discrimination), 12 (equal recognition before the law), 19 (living independently and community inclusion), 27 (work and employment), 28 (adequate standard of living and social protection), and 33 (national implementation and monitoring), the Programme addresses fundamental rights and protections for persons with disabilities. By focusing on these areas, it seeks to enhance equality, eliminate discrimination, promote independence, facilitate employment opportunities, ensure social protection, and strengthen national monitoring mechanisms.

In addition to aligning with the CRPD, the Programme actively contributes to achieving the Sustainable Development Goals (SDGs). Specifically, it supports Goal 5 by promoting gender equality within disability contexts, addressing targets 5.1 (end all forms of discrimination against all women and girls everywhere), 5.5 (ensure women's full and effective participation and equal opportunities for leadership), and 5.c (adopt and strengthen sound policies for the promotion of gender equality). It also supports Goal 10 by working to reduce inequalities within and among countries, focusing on targets 10.2 (empower and promote the social, economic, and political inclusion of all) and 10.3 (ensure equal opportunity and reduce inequalities

of outcome). Furthermore, the Programme contributes to Goal 16 by fostering just, peaceful, and inclusive societies, particularly target 16.b (promote and enforce non-discriminatory laws and policies for sustainable development).

These contributions underscore the Programme's significant role in advancing broader global agendas while addressing specific challenges faced by persons with disabilities in Montenegro. By integrating efforts to achieve the SDGs, the Programme not only aligns with international frameworks but also enhances its impact on promoting equality, reducing disparities, and fostering inclusive communities. „This program has opened up some good things. It has opened up some things that we wouldn't otherwise have initiated. For instance, it dealt with statistics and numbers, it raised some alarms.” (IR representative)

Moreover, the Programme adheres to the UN Disability Inclusion Strategy from 2019, which emphasizes mainstreaming disability inclusion across all aspects of development by the UN system.

The Programme is also in line with EU defined priorities when it comes to the rights of persons with disabilities. The latest EU Progress Report for Montenegro highlighted problems that the Programme sought to address – especially that persons with disabilities cannot fully exercise their rights and that UN CRPD implementation is lagging.⁹ The EU Progress report recognized establishment of IMM.

By aligning with existing strategic national documents such as the Strategy for Early Child Development, and by supporting and coordinating with the new Deinstitutionalization Strategy and Strategy of Child and Social Protection development, the Programme contributes to enhancing disability rights and social inclusion. This comprehensive approach ensures that efforts are coordinated and complementary across various policy frameworks, maximizing impact and sustainability.

An example of the Programme's alignment with and support for national priorities and international obligations is its role in establishing an Independent Monitoring Mechanism. The Programme identified an unimplemented activity crucial to both national priorities and obligations under Article 33, paragraph 2 of the CRPD, and actively supported its implementation.

Finding 1.4: The Programme's logic is adequately developed and presented in the Theory of Change, the objectives and indicators are adequately defined, realistic and feasible.

The evaluation carefully examined the adequacy of the Programme's Theory of Change. Initially, this involved thoroughly unpacking its components and underlying assumptions to assess their clarity, coherence, and alignment with intended outcomes. This process aimed to ensure that the Theory of Change effectively guided the Programme's strategic direction and activities.

The intervention aimed at achieving three primary outcomes: First, enhancing the capacity of national stakeholders, including key duty bearers and rights holders, to contribute effectively to disability-inclusive

⁹ European Commission, Montenegro 2023 report, 2023, available at: https://neighbourhood-enlargement.ec.europa.eu/montenegro-report-2023_en, accessed on June 27th 2024.

policies, systems, and the implementation of the CRPD and SDGs. Second, addressing gaps in achieving essential building blocks or preconditions necessary for CRPD implementation within development and humanitarian programs. Third, ensuring that national development and humanitarian plans, budgets, programs, and monitoring processes incorporate disability-inclusive perspectives.

Six outputs were designed to collectively contribute to achieving *outcome 1*, which aimed to enhance the capacity of national stakeholders, particularly key duty bearers and rights' holders. They included empowering institutions such as the Ministry of Finance and Social Welfare, Ministry of Justice, Human and Minority Rights, the Protector, Parliamentarians, and local authorities to advocate for policy changes supporting de-institutionalization and preventing new institutional admissions. Furthermore, the activities focused on strengthening service providers, including OPDs and local governments, to expand their service offerings and support independent living within communities. Additionally, efforts were made to develop and implement disability-inclusive budgeting guidelines in collaboration with relevant government bodies and organizations to promote activation and independent living. Lastly, outputs aimed to bolster the NHRI and OPDs in their role of monitoring, reporting, and advocating for enhanced CRPD implementation through a dedicated monitoring mechanism.

Outcome 2 aimed to address gaps in achieving essential prerequisites for CRPD implementation within development and humanitarian programs. This was supposed to be achieved by reviewing the legal and policy framework to recommend measures supporting deinstitutionalization, preventing institutionalization, and promoting mechanisms for independent living and supported decision-making. This included the development of recommendations based on analyses of cross-sectoral support systems for children with disabilities and the formulation of a minimum service package for vulnerable groups. Additionally, standard operating procedures for coordinating integrated, holistic approaches to children and youth with disabilities throughout their lifecycle were proposed. Also, assessment of the needs of adults requiring community-based support and the systems supporting them, with subsequent recommendations for system enhancements was planned as well as inclusive and cross-sectoral budgeting for family and community-based services and independent living. The Action Plan for implementation of the Analysis of Cross-sectoral support to children with disabilities and their families was prepared. Finally, two key services for independent living in families and communities, aligned with CRPD standards were designed and piloted and Independent Monitoring Mechanism (IMM) within the Protector of Human Rights and Freedoms, ensuring full participation of persons with disabilities was established.

“People are sincere to the greatest extent possible. The impression I have formed during these visits to institutions is that people express their problems most honestly, hoping that the Ombudsperson's office and we will help, convey their issues to those who need to know, assist them, support them, and improve their work.” (OPD representative about field monitoring visits that are organized within IMM)

The third result aimed to ensure that UN support for national development plans, budgets, programs, and monitoring processes are inclusive of the rights of persons disabilities. This was intended to be achieved by updating the CCA and the new UN Sustainable Development Cooperation Framework (UNSDCF 2023-2027) to incorporate the rights of persons with disabilities. It also involved systematically and meaningfully engaging OPDs, especially those representing the most marginalized groups of persons with disabilities, to integrate their input into the annual review of the UN's Common Country Analysis and to ensure disability inclusion in the design, implementation, and monitoring of the UNSDCF in Montenegro.

“It has never happened that the UN has opened up this much.” (PUNO representative)

The evaluation concluded that the Programme possesses a clearly defined theory of change, albeit one that is quite ambitious in scope. The outcome statements, along with their associated outputs and activities, are well-articulated, although there may be some clarity issues with the numbering system. The results framework is coherent and transparent, and the output indicators generally adhere to SMART criteria. However, the design of output indicators should include gender disaggregation, which will be elaborated further in Equity and inclusion chapter of this evaluation. While data availability is satisfactory overall, there are gaps in information regarding activities implemented in 2024, as the evaluation is taking place at the same time as concluding activities of the Programme.

The Programme effectively translated priorities identified during the Inception phase and Situational Analysis into concrete goals. However, while the Programme proposal links the outcome results to three UNPRPD indicators, the change with regards to them cannot be evaluated. Namely, the first impact indicator - *Percentage of persons with disabilities employed as compared to other persons and to overall employment rate, disaggregated by type of employment (public, private, self-employed), age, sex and disability* – lacks the connected activities that would contribute to this change as the relevant Law on professional rehabilitation was not passed by the Government, so the funds have been redirected. The second indicator *Percentage of public spending on disability rights and inclusion, as a proportion of the GDP/sector budgets, disaggregated by disability specific budget allocations and allocations within mainstream budget* could not be evaluated as data does not exist, which is also true for the third indicator *SDG indicator 16.7.2 Proportion of population who believe decision-making is inclusive and responsive, by sex, age and population group*.

The absence of outcome indicators is understandable given the limited data availability and the short duration of the intervention, which may have constrained its impact on beneficiaries not directly involved. However, this was known even in the planning phase of the Programme.

A suggestion for improvement would be to consider a more focused intervention with a smaller number of activities or/and to extend the Programme's duration, which could enhance its overall effectiveness and sustainability.

II EFFECTIVENESS

THE EFFECTIVENESS OF THE PROGRAMME IS RANKED AS SATISFACTORY AND MOST INDICATORS HAVE BEEN ACHIEVED OR ARE ON TRACK TO BE ACHIEVED BY THE END OF THE PROGRAMME. THE PROGRAMME'S INCEPTION PHASE ESTABLISHED A STRONG FOUNDATION BY EMPOWERING NATIONAL STAKEHOLDERS TO CHAMPION DISABILITY-INCLUSIVE POLICIES THAT ALIGN WITH THE CRPD AND SDGS. DURING ITS IMPLEMENTATION, THE JP SHOWED STRONG PERFORMANCE, ACHIEVING 53.8% OF OUTPUTS FULLY, WITH 23% PROGRESSING WELL AND EXPECTED TO BE FULLY ACHIEVED BY THE END OF THE PROGRAMMEE, AND 23% SUCCESSFULLY ADAPTED TO CONTEXTUAL CHANGES WHILE MAINTAINING INCLUSIVITY.

The activities planned for the inception phase were completely implemented. This phase of the Programme did not have clearly identified indicators, so they were logically devised for the purpose of this evaluation. Having seen the evidence, it can be concluded that this segment of the initiative has been completed in a highly satisfactory way. The inception workshop was delivered. Ten people filled in evaluation sheets, out of whom mostly strongly agreed or agreed with the statements outlining the goal of the workshop. The facilitators received an especially high evaluation, as well as technical staff that implemented the workshop. The comments were that the workshop should have lasted longer and that it should include a more basic understanding of CRPD. Also, the participants suggested more adjustment of the materials to Montenegrin context and include Montenegrin examples. They would have preferred an in-person workshop (which was at the time impossible because of the COVID 19 pandemic).

During an inception phase a Situational analysis was drafted following extensive research and wide consultation process. It encompassed desk review of the national and international legal and strategic framework, existing analysis and data, focus group discussions, interviews, and a combination of qualitative and quantitative research methods, surveys with organizations of persons with disabilities (OPDs) and individual interviews with persons with disabilities and their families. Special consideration was given to ensuring the participation of persons with disabilities belonging to ethnic minorities and of persons with hearing impairments.

The proposal was drafted (the third activity of the inception phase) and successful in achieving funding. According to several interlocutors (OPDs and PUNOs) the proposal and the following activities were based on the priorities identified in the Situational analysis.

Most activities planned for the main phase were implemented or in several instances where the implementation was not possible due to external circumstances, the funds were reallocated in agreement with the relevant stakeholders. In the text that follows the implementation of each output will be reviewed and using the performance indicators connected to one of the three intended outcomes.

Table 3: Inception phase performance indicators

Output	Indicator(s)	Status
Deliver an induction workshop	Induction workshop delivered and based on evaluation conducted with the participants met its goals.	Achieved
Conduct a Situational analysis	A situational analysis was conducted, including a desk review of national and international legal frameworks, existing analyses and data, focus group discussions, interviews, and a combination of qualitative and quantitative research methods.	Achieved
Develop the full proposal	The proposal was drafted and successful in achieving funding.	Achieved

Finding 2.1: The capacity of national stakeholders, including key duty bearers and rights holders, was enhanced, facilitating more effective contributions towards the development of disability-inclusive policies, systems, and implementation strategies for the Convention on the Rights of Persons with Disabilities (CRPD) and the Sustainable Development Goals

(SDGs). This outcome ensured that stakeholders were better equipped and informed to advocate for and implement necessary changes.

The information about the implementation of the activities in the main phase of the Programme and outputs achieved is given in the tables below and classified according to each output. In total seven out of 13 outputs have been completely achieved (53.8%), 3 are in progress but on track and are expected to be achieved till the end of Programme (23%) and 3 were altered (23%).

The capacity-building interventions of the Programme significantly enabled all key stakeholders to be informed and contribute to national policy-making, review, and implementation. The outputs and indicators demonstrate the comprehensive approach taken to enhance the knowledge and abilities of various stakeholders involved in the initiative.

Output I.I.A: Enhanced Capacity of Duty Bearers and Service Providers

The Programme provided 5 trainings (initially only 1 was planned) focused on improving cross-sectoral cooperation to prevent institutionalization and deliver quality integrated services for children with disabilities. A total of 100 professionals were trained and over 75% of them (75% was the target) according to the evaluation sheets reported increased knowledge, indicating a significant enhancement in their capacity to draft recommendations and advocate for policy changes.

Output I.I.B: Capacity Building for Service Providers

Eight planned trainings were fully implemented, targeting service providers, including Organizations of Persons with Disabilities (OPDs) and local self-governments. These trainings aimed to equip professionals with the skills to offer a wide range of services that support independent living and community integration. A total of 105 professionals were trained, exceeding the target of 100, with 75% reporting increased knowledge (75% was the target).

Output I.I.C: Capacity Enhancement in Disability-Inclusive Budgeting

The Programme conducted one out of the two planned training courses on CRPD Compliant Disability-Inclusive Budgeting Guidelines. Due to recent changes in the government structure, the number of training courses was adjusted. Despite this, 27 professionals were trained, with 85% reporting increased knowledge (75% was the target). This output specifically targeted the Ministry of Finance and Social Welfare, the Ministry of Economic Development, local governments, OPDs, and the NHRI, ensuring that they are better equipped to develop, implement, advocate for, and monitor disability-inclusive budgeting.

Output I.I.D: Strengthening NHRI and OPDs

Two capacity-building trainings were conducted, exceeding the initial target of one. These trainings focused on enhancing the NHRI's and OPDs' ability to monitor, report, and advocate for better CRPD implementation. Increased knowledge was reported in at least three specific areas, highlighting the effectiveness of these interventions.

The JP led to changes in policy and systems to advance the implementation of the Convention on the Rights of Persons with Disabilities (CRPD). The Programme's strategic interventions, particularly in developing knowledge products and providing expert support, played a crucial role in achieving these changes.

Output 1.2.A: Guidelines for disability inclusive and cross-sectoral budgeting

The JP successfully developed and validated the Guidelines for disability-inclusive and cross-sectoral budgeting. These guidelines were created in collaboration with the Ministry of Finance and Social Welfare and local governments, ensuring that the budgeting processes at both national and local levels are inclusive of the needs of persons with disabilities. This step is crucial for the sustainable allocation of resources towards inclusive practices.

Output 1.2.B: Cost Analysis and Research on Priority Services

The Programme conducted a comprehensive cost analysis of priority family and community-based services. Research on the needs of adults with disabilities was carried out, and three key services were costed. This evidence-based approach informed the development of policies that better address the specific needs of persons with disabilities, ensuring that resources are effectively allocated to support independent living and community-based services.

The JP engaged an international consultant to support the development of foster care and the establishment of the first Foster Care Centre in 2023. Expert support was provided to the Ministry of Labour and Social Welfare (MLSW) to strengthen the foster care system. The MLSW decided to establish a Centre for Foster Care and Adoption as a separate institution, with branch units in the North and South of the country. A comprehensive plan, including a detailed Roadmap for enhancing foster care and establishing the Centre, was developed and incorporated into the 2024-2028 Strategy on Deinstitutionalization.

Table 4: Output 1 performance indicators

Output	Indicator(s)	Status
Output 1.1.A The capacity of duty bearers and service providers, in particular the Ministry of Finance and Social Welfare, Ministry of Justice, Human and Minority Rights, the Protector, Parliamentarians, and local authorities is enhanced to draft recommendations, advocate for changes to facilitate de-institutionalization and prevent new admissions to institutions.	1 training on improving cross-sectoral cooperation in prevention of institutionalization and provision of quality integrated services for children with disabilities planned – 5 implemented	Exceeded
	100/100 professionals trained >75%/75% reported increased knowledge	Exceeded
Output 1.1.B The capacity of service providers, including OPDs and local self-governments, is enhanced to provide a wide array of services (social and child protection, activation, health, family support, education, etc.) to facilitate living independently and in the community.	6 trainings planned and 8 implemented	Exceeded
	105/100 professionals trained 75%/75% reported increased knowledge	Exceeded
Output 1.1.C The capacity of the Ministry of Finance and Social Welfare, the Ministry of Economic Development, local governments, OPDs and the NHRI to develop, implement, advocate for, and monitor the implementation of disability inclusive-budgeting guidelines to enhance activation and independent living in the community is enhanced.	2 trainings for professionals on CRPD Compliant Disability-Inclusive Budgeting Guidelines planned and 1 implemented.	Partially achieved
	27/50 professionals trained in CRPD Compliant Disability-Inclusive Budgeting 85%/75% reported increased knowledge	Partially achieved
Output 1.1.D The capacity of the NHRI and OPDs to monitor, report and conduct advocacy for enhanced CRPD implementation under the newly established monitoring mechanism, is strengthened.	1 capacity building training planned, 2 implemented Reported increased knowledge in 3 specific areas	Exceeded

Output 1.2.A Guidelines for disability inclusive and cross-sectoral budgeting in areas of development of family and community-based services, independent living are developed with the Ministry of Finance and Social Welfare and local governments	I/I CRPD Compliant Disability-Inclusive Budgeting Guidelines developed and validated	Achieved.
Output 1.2.B Cost analysis of at least two priority family and community-based services is carried out.	Research on the needs of adults with disabilities conducted and 3 key services costed	Exceeded.

Finding 2.2: The program sufficiently addressed gaps in achieving the essential building blocks or preconditions necessary for the CRPD implementation in both development programs. By identifying and targeting these gaps, the program helped lay a stronger foundation for inclusive practices and policies.

Output 2.1.A: Review of Legal and Policy Framework

An action plan for deinstitutionalization and prevention of institutionalization was developed and submitted to the Council on Child Rights for adoption.

A pre-final version of a minimum package of services and standard operating procedures (SoP) for an integrated, holistic, and child-centered approach to children and youth with disabilities was developed.

Due to the delay in passing the new Law on Professional Rehabilitation and Employment of Persons with Disabilities, funds were reallocated to support piloting community-based services. In line with approved request, available funds are transferred from activity 3 to Output 2.1.D. to activity 2.1.I –increasing support for piloting a community-based service.

Output 2.1.B: Assessment and Recommendations for Community-Based Support

Community-based services to support the activation of people with disabilities were identified, three key services were costed (psychological counselling for persons with disabilities and their families; door to door transportation; and seeing companion), and one - psychological counseling was piloted, involving 147 beneficiaries.

Output 2.1.C: Inclusive and Cross-Sectoral Budgeting

CRPD Compliant Disability-Inclusive Budgeting Guidelines were developed, and training was provided to various stakeholders to enhance their capacities. From November 9-10, 2023, a 2-day training was held at the UN premises, gathering 27 participants from various organizations, including OPDs, parent associations, government ministries, and UN agencies. The training aimed to enhance stakeholders' capacities in implementing CRPD-compliant Disability-Inclusive Budgeting Guidelines and to collect feedback on the draft guidelines. Participants learned about disability-inclusive budgeting, its connection to the CRPD, Montenegro's legal obligations, and the distinction between CRPD-compliant and non-compliant budgeting. The training also explored links with gender-responsive and SDG budgeting, the budget lifecycle, responsible authorities, and the institutional framework for guideline implementation. Feedback showed that all participants found the topics relevant, with 86% being very satisfied with their learning.

Output 2.1.D: Development and Piloting of Key Services

Based on new and existing assessments, at two key services for independent living in family/community settings were developed in line with CRPD standards (one was initially planned). One service was selected for piloting in three municipalities, increasing its reach. This service empowered individuals with disabilities to focus on opportunities rather than limitations. Reports from NGOs and available materials indicated that the pilot successfully demonstrated the service's effectiveness in supporting independent living for persons with disabilities. Findings from the pilot highlighted improvements in the quality of life and independence for participants, confirming the service's positive impact and the need for its sustainability. In the context of ongoing reforms and a newly developed strategic framework, the policy focus is shifting towards developing community-based services as a prerequisite for deinstitutionalization. Consequently, according to the Government's mid-term success indicators, there will be an increase in the availability and quality of community-based services by increasing the number of licensed service providers for community living for children and adults with disabilities, aiming for a 15% increase by 2027.

A UNICEF consultant was engaged to support the Ministry of Labour and Social Welfare (MLSW) in establishing the first Foster Care Centre in Montenegro and prepared a roadmap for its establishment.

Output 2.2.A: Establishment of CRPD Independent Monitoring Mechanism

A CRPD Independent Monitoring Mechanism (IMM) was established within the Protector of Human Rights and Freedoms, with full participation of persons with disabilities (see example 1). The IMM is functional, with ten field visits completed and two analytical reports submitted. The funding for basic functioning of the mechanism was secured by the Protector.

Table 5: Output 2 performance indicators

Output	Indicator(s)	Status
Output 2.1.A The legal and policy framework is reviewed to provide recommendations for deinstitutionalization, the prevention of institutionalization, and recommendations are made to support independent living, activation, and supported decision-making mechanisms.	Final draft of the Action Plan developed and sent to Council on Child Rights for adoption Pre-final version of the minimum package of services and SoP for provision of integrated, holistic and child centred approach to children and youth with disabilities developed The new Law on professional rehabilitation and employment of persons with disabilities is not passed. In line with approved request, available funds are transferred from activity 3 to Output 2.1.D. to activity 2.1.I –increasing support for piloting a community-based service.	Partially achieved
Output 2.1.B The needs of adults regarding community-based support, and of community-based systems are assessed, and recommendations for revision of the systems are developed	Identified community-based services to support activation of people with disabilities, three key services costed, and psychological counselling selected for piloting.	Achieved
Output 2.1.C Inclusive and cross-sectoral budgeting for family and community-based services and independent living is enabled.	CRPD Compliant Disability-Inclusive Budgeting Guidelines developed and	Achieved

	training for variety of stakeholder implemented to increase their capacities	
Output 2.1.D Based on new assessment (2.1.B) and existing assessment of needs and systems to support children with disabilities, at least two key services for independent living in family/community developed in line with CRPD standards and piloted.	3 key identified services to prevent institutionalization and support activation-independent living costed (one was planned) and one service selected for piloting in three municipalities	Exceeded
Output 2.2.A A CRPD Independent Monitoring Mechanism (IMM) within the Protector of Human Rights and Freedoms with full participation of persons with disabilities is supported	IMM established and functional. Ten field visits completed. Two analytical reports submitted.	Achieved.

Finding 2.3: The program’s efforts ensured that national and UN’s strategic planning areas were adjusted or redesigned to incorporate the needs and rights of persons with disabilities, thus promoting inclusivity and equity in national initiatives.

Output 3.1.A: Updating CCA and the new UNSDCF

The CCA was reviewed to strengthen disability inclusion, with specific recommendations for improving data collection on people with disabilities under each strategic priority. The CCA review was not conducted in 2022. Instead of initially planned two cycles of CCA review the review was conducted once in 2023. Output 3.1.A was revised in the manner that only one CCA review will be conducted, instead of two. In order to further mainstream disability inclusion in the operations of UN system a 6-day training for more than 70 UN staff members of all ranks and positions was conducted by consortium in 2 modules.

Output 3.3: Multi-Stakeholder Coordination Mechanisms

A report on the inclusion and participation of adults and children with disabilities in UN programs and activities was produced by a consortium of Organizations of Persons with Disabilities (OPDs).

The report identified three key actions to be implemented to enhance disability inclusion.

The report has not yet been shared with the UN Country Team (UNCT) for implementation of the key actions, as it awaits final approval by all agencies. Upon approval, the key actions will be implemented accordingly.

Table 6: Output 3 performance indicators

Output	Indicator(s)	Status
3.1.A Updates to the CCA and the new UN Sustainable Development Cooperation Framework (UNSDCF 2023-2027) are inclusive of rights of persons with disabilities.	Output 3.1.A was revised in the manner that only one CCA review will be conducted, instead of two. Instead of initially planned two cycles of CCA review the review was conducted once in 2023.	Partially achieved
	A 6-day training for more than 70 UN staff members was conducted by consortium in 2 modules.	Achieved
3.3 OPDs, and in particular those representing the most marginalized groups of persons with disabilities, are systematically and meaningfully	Consortium of OPDs produced the Report on the inclusion and participation of adults and children with disabilities in	Partially achieved

engaged to ensure their input is integrated in the annual review of the UN's Common Country Analysis and to guarantee disability inclusion in the design, implementation and monitoring of the UNSDCF in Montenegro	UN programmes and activities, that will be followed by implementation of 3 key actions identified in the Report, but not implemented yet at the time of conclusion of this evaluation.	
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During the course of the Programme, several changes were made to adjust to the context and developing circumstances:

- Output 2.1.A - Activity 3 that included review of the new Law on professional rehabilitation and employment of persons with disabilities, drafting recommendations for its improvement and support with drafting two relevant rulebooks - available funds were transferred to Output 2.1.D. to activity increasing support for piloting a community-based service.
- Output 3.1.A. - Update to the CCA and the new UN Sustainable Development Cooperation Framework (UNSDCF 2023-2027). The CCA review was not conducted in 2022. Instead of initially planned two cycles of CCA review the review was conducted once in 2023. Output 3.1.A was revised in the manner that only one CCA review will be conducted, instead of two.
- Output 1.1.C – Number of trainings was adjusted to the current composition of the Government.

Case 1: Establishing Independent Monitoring Mechanism

The IMM was set up following unimplemented Government priorities and obligations derived from CRPD. The IMM is led by the Protector of Human Rights and Freedoms. A public call was made to encourage persons with disabilities and their representative organization to take part in the mechanism. All ten organizations answered the call. met the criteria, as evaluated by a panel composed of the Protector and academia (check who) and became part of the IMM. The IMM is very diverse as it includes organizations of persons with different disabilities, and of parents of children with disabilities, and focuses on various areas in their work. The IMM developed and adopted Rules and Procedures for its work and the Guidelines for the work of the IMM on the implementation of CRPD. IMM members meet, discuss current affairs and conduct field monitoring visits to assess the situation in different municipalities and institutions. Since its establishment in May 2023, ten such visits have been conducted, and these included residential care institutions. After each visit, a report is prepared. Individual reports will be aggregated in the first IMM report with recommendations for action that will be submitted to the executive and legislative branch, and that will be presented publicly). IMM members report openness by representatives of the institutions that they have visited as they see them “as allies” who can help them get more support and improve conditions of their work. The Protector acquired some funding for IMM activities in 2024 from the State Budget. Even though the total sum is not sufficient and there are additional costs to be covered, it signals recognition and national ownership of the newly founded institution. OPD members of the mechanism unanimously report high satisfaction with the way the IMM is operating.

Case 2: Disability inclusive budgeting

The need to adequately cost strategies, programs and actions to ensure that persons with disabilities benefit on the same footing as others has been recognized as a priority in the Situational analysis.¹⁰ However, there was a lack of systemic approach by the authorities with this regard. Usually, when disaggregation according to specific criteria

¹⁰ UNPRPD, *Situational Analysis of the Rights of Persons with Disabilities Montenegro, 2021*, p. 44

(gender, environmental, etc.) the Ministry of Finance would be approached with the request to disaggregate data. However, UNICEF experience with child budgeting has found that this approach is less effective. Learning from this, the Programme implementation team focused not on the Ministry of Finance but on the line-ministries that actually plan expenses and feed into the common budget. The activity included design of Disability inclusive budgeting guidelines in close consultation with OPDs and relevant authorities and training the line ministry representatives on how to recognize the disability dimension in costing and planning their activities and prepare disability inclusive budget proposals. It in fact promoted a programming approach to budgeting. The initiative was well received and highly acclaimed by the participants. The approach was piloted with more relevant ministries but has a strong potential to include all of them. For this, cooperation with the General Secretariat of the Government that is in charge of strategic planning is necessary.

Case 3: Sign language training accreditation

Organizations and individuals within the deaf and partially deaf communities are among the most marginalized within the community of persons with disabilities. Their lack of participation in activities or consultations in the past stems largely from past negative experiences and barriers such as the absence of sign language interpreters. There are no assistants in education for deaf people as there is a lack of people who know sign language. According to the interviewed representative of OPD that works with the deaf people there are no deaf people with university degree in Montenegro. However, this information cannot be verified as there is no registry that would include such information. A significant issue in the past was the debate over whether deaf individuals themselves could serve as sign language trainers or if only "professionals" were suitable. Deaf people want to be directly involved and teach sign language to others an OPD representative explained. The Programme successfully engaged with an OPD representing deaf individuals, and which is developing and accrediting sign language training. Subsequently, the training sessions for people to learn sign language, delivered multiple times by deaf trainers, restored trust and garnered their active participation in the Programme. Thus, by applying a human rights approach, the Programme managed to reach one of the most left behind communities among persons with disability. The training was a success. Due to the interest, the training will take place three times instead once, as it was planned. The plans are not only to continue with it but also expand.

Overall, success is indicated by the completion of tasks, some of which have the potential to create lasting value and positive impact. The activities were aligned with the JPs core purpose and there is evidence of satisfaction of stakeholders and beneficiaries. The evaluation found that progress as planned has been achieved in most areas of work. The Programme planning was flexible, inclusive and adaptive. The JP exhibited agile planning, streamlined execution, and adaptability in the face of unforeseen challenges, which is very commendable. It also effectively engaged stakeholders, maintaining clear communication, and prioritizing quality control.

The Joint Programme (JP) brought about significant policy and system changes that advanced the implementation of the Convention on the Rights of Persons with Disabilities (CRPD) and promoted disability inclusion in national development frameworks. Key achievements include the development and validation of CRPD Compliant Disability-Inclusive Budgeting Guidelines, along with a comprehensive cost analysis of priority family and community-based services. The JP also facilitated the establishment of Montenegro's first Foster Care Centre and developed a detailed roadmap for its operation, which was incorporated into the 2024-2028 Strategy on Deinstitutionalization. Furthermore, the JP established a CRPD Independent Monitoring Mechanism (IMM), which conducted ten field visits and prepared analytical

reports to ensure continuous monitoring and advocacy for disability rights. Capacity-building interventions, such as numerous training sessions for duty bearers, service providers, and OPDs, significantly enhanced stakeholders' ability to contribute to national policy-making, review, and implementation. These efforts were bolstered by strategic planning, collaboration with key stakeholders, and expert input, ensuring that the changes were both comprehensive and sustainable. By focusing on capacity-building and training over 100 professionals, the Programme reinforced disability inclusion in national development frameworks.

During the Programme there were some unintended positive outcomes observed. The attentive and responsive approach by UN team led to higher-than-expected levels of engagement of organizations of persons with disabilities (OPDs). This fostered a dialogue among them about issues they do not agree about among themselves (e.g. in terms of terminology and approach) and a more collaborative environment that strengthened networks beyond the Programme's initial scope. Also, the focus on inclusivity and equitable practices empowered marginalized groups, such as deaf people and ensured their activation and inclusion in the networks of OPDs.

Some unintended negative outcomes were also observed. External circumstances occasionally caused delays and necessitated adjustments to initial plans, leading to temporary setbacks in achieving certain outputs. The high demand for training and involvement in multiple initiatives sometimes overburdened key institutional stakeholders. This was particularly challenging given the current governmental changes, which added an extra layer of complexity to the Programme.

III EFFICIENCY

THE OVERALL EFFICIENCY OF THE PROGRAMME IS DEEMED TO BE HIGHLY SATISFACTORY. THE PROGRAMME IMPLEMENTATION TEAM RESPONDED WELL TO THE CHANGING ENVIRONMENT AND MANAGED TO ACHIEVE SET GOALS BY UTILIZING THE AVAILABLE RESOURCES.

Finding 3.1 The Programme significantly benefited from a collaborative approach involving UNDP, UNICEF, and the Human Rights Adviser in the Resident Coordinator's Office, as unanimously recognized by stakeholders, facilitating consensus-building and joint efforts that led to more impactful outcomes in advancing disability rights and inclusion in Montenegro.

The Programme benefited significantly from a collaborative approach involving two implementing agencies, UNDP and UNICEF, along with the support of the Human Rights Adviser in the Resident Coordinator's Office, as almost unanimously recognized by stakeholders interviewed.

At its inception, the Programme faced initial challenges stemming from a lack of shared understanding and differing priorities among the stakeholders. However, it quickly evolved towards consensus-building, emphasizing the importance of cooperation and the recognition that joint efforts yield more impactful results. This shift was underscored by a growing willingness to foster open communication channels among all involved parties.

While the Programme successfully engaged a number of agencies within the UN system in the last group of activities, stakeholders noted potential value in further integrating agencies such as WHO or ILO. Their

inclusion could have enhanced expertise and expanded the scope of support, potentially leading to more comprehensive outcomes for persons with disabilities in Montenegro.

“They are usually quite divided. UNICEF deals with children, UNDP with adults, so we rarely had the opportunity to collaborate with UNICEF at all. Here we had the opportunity to get acquainted with what is planned for adults.” (OPD representative)

Cooperation among multiple agencies, including UNDP, UNICEF, and the Human Rights Adviser in the Resident Coordinator’s Office, proved challenging as each agency was focused at the beginning on its own tasks at times but ultimately beneficial for synchronizing efforts and maximizing impact. The collaborative approach facilitated a unified front in addressing the diverse needs of persons with disabilities in Montenegro, ensuring that resources and expertise were pooled effectively to achieve substantial outcomes. By overcoming initial hurdles through ongoing communication and shared objectives, the Programme demonstrated that cooperation among different entities can lead to significant advancements in policy implementation and service delivery.

This partnership served as a compelling example of the UN's commitment to the "UN as one" principle, where various UN agencies coordinate their efforts to achieve common goals. The joint initiative showcased how collaboration across different mandates and organizational structures can harmonize interventions, optimize resources, and amplify advocacy efforts. By aligning strategies and leveraging respective strengths, UNDP, UNICEF, and the Human Rights Adviser exemplified the power of collective action in advancing disability rights and inclusion within Montenegro's development agenda.

While cooperation presented challenges inherent in multi-agency collaborations, the synergistic approach adopted by UNDP, UNICEF, and the Human Rights Adviser underscored the transformative potential of collective action in fostering inclusive policies and practices. This model not only enhanced programmatic outcomes but also set a precedent for future UN initiatives aimed at achieving sustainable development and inclusive growth in diverse contexts. The joint approach of UNDP and UNICEF, supported by the Human Rights Adviser, proved instrumental in navigating initial challenges, fostering consensus, and achieving meaningful impacts through collaborative efforts and inclusive practices.

Several stakeholders emphasized the importance of deeper integration within specific activities, suggesting that combining expertise at a micro level could yield significant benefits. They highlighted the potential for enhanced collaboration and synergy among different stakeholders and partners involved in the Program, which could lead to more comprehensive and effective implementation of initiatives. This approach aims to leverage diverse skills and perspectives to address complex challenges more efficiently and achieve greater impact in advancing disability rights and inclusion efforts.

We requested training that was more focused on children, but as we collaborated with UNDP, it wasn't possible. It would have been good if it was possible to choose training courses that are more within UNICEF's domain. (institution representative)

Finding 3.2: The JP overall maximized on the use of available resources, such as time, budget, and personnel, to achieve its objectives and desired outcomes with minimal waste or redundancies.

The Joint Programme (JP) demonstrated a commendable ability to navigate challenges and optimize available resources throughout its implementation. Characterized by effective resource allocation, and proactive risk management, the JP faced formidable constraints such as the COVID-19 pandemic and government instability. Moreover, inflation rates exceeding 13% presented additional challenges during the implementation of activities that had been costed prior to the inflationary period.

Despite these difficulties, the JP successfully completed its tasks, exemplifying a cost-effective approach. The Programme implementation team creatively addressed funding gaps by assuming additional workloads and making creative and proactive use of existing resources. For instance, efforts to enhance JP visibility were constrained by an inadequate budget allocation of 5000 euros. However, the team resourcefully utilized regular UN snapshots as a communication tool, effectively overcoming financial limitations and increasing communication.

No financial audit of the JP was planned by the Programme because the donor had access to the UN system platform and could monitor expenditures in real-time. During the Programme’s duration, several reallocations were made between budget lines for staff and personnel costs, contractual services, transfers and grants, and general operating expenses. Each reallocation received donor approval. UNICEF reallocated \$16,575, while UNDP reallocated \$16,500. These reallocations were justified by changes in the JP activities, as described above. The final report shows that all funds were utilized except for part of the funds allocated for evaluation purposes.

Looking ahead, securing additional funds remains imperative to sustain and expand the introduced services, thereby maximizing the Programme's impact and ensuring continued progress towards its objectives.

Table 7: Inception phase budget

PROGRAMME BUDGET		UTILIZATION OF RESOURCES (US\$) BY OUTCOME		
CATEGORY	Total Amount (US\$)	Output 1 - Induction Workshop	Output 2 – SITAN	Output 3 - Devt full proposal
1 Staff and Personnel Costs	9,000	3,000	4,000	2,000
2 Supplies, commodities, and materials	-			
3 Equipment, vehicles, furniture depreciation	4,000		4,000	
4 Contractual Services	39,071	1,571	22,500	15,000
5 Travel	1,000		1,000	
6 Transfers and grants	23,000	23,000		
7 General Operating Expenses	17,387	500	10,887	6,000
Total Programme Costs	93,458	28,071	42,387	23,000
8 Indirect Support Costs**	6,542	1,965	2,967	1,610

TOTAL Pass-Through Amount Approved	100,000	30,035	45,354	24,610
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Table 8: Implementation phase budget

PROGRAMME BUDGET		UTILIZATION OF RESOURCES (US\$) BY OUTCOME			
CATEGORY	Total Amount (US\$)	Outcome 1	Outcome 2	Outcome 3	
1 Staff and Personnel Costs	15,000	5,700	7,800	1,500	
2 Supplies, commodities, and materials					
3 Equipment, vehicles, furniture					
4 Contractual Services	162,670	73,894	70,788	17,988	
5 Travel					
6 Transfers and grants	83,500	13,000	63,500	7,000	
7 General Operating Expenses	19,204	14,051	4,386	767	
Total Programme Costs	280,374	106,645	146,474	27,255	
8 Indirect Support Costs**	19,626	7,465	10,253	1,908	
TOTAL Pass-Through Amount Approved	300,000	114,110	156,727	29,163	

Table 9: Overview of the budget reallocations by agency

Overview of the revisions								
CATEGORY	Total Amount (US\$)	UNICEF	UNDP	Total Amount revised	UNICEF revised	Remarks	UNDP revised	Remarks
1 Staff and Personnel Costs	15,000		15,000	19,000			19,000	The budget increased by \$4,000, transferred from Contractual Services.
2 Supplies, commodities, and materials								
3 Equipment, vehicles, furniture								
4 Contractual Services	162,670	75,963	86,706	162,744	92,538	The budget increased by \$16,575,	70,206	The budget decreased by \$16,500,

								with \$15,000 reallocated from Transfers and Grants and \$1,575 from General Operating Expenses.	with \$12,500 reallocated to Transfers and Grants and \$4,000 to Staff and Personnel Costs.
5	Travel								
6	Transfers and grants	83,500	63,500	20,000	81,000	48,500	The budget decreased by \$15,000, reallocated to Contractual Services.	32,500	The budget increased by \$12,500, transferred from Contractual Services.
7	General Operating Expenses	19,204	11,000	8,205	17,630	9,425	The budget decreased by \$1,575, reallocated to Contractual Services.	8,205	
	Total Costs	280,374	150,463	129,911	280,374	150,463		129,911	
8	Indirect Costs	19,626	10,532	9,094	19,626	10,532		9,094	
	TOTAL Pass-Through Amount Approved	300,000	160,995	139,005	300,000	160,995		139,005	

IV COHERENCE

THE PROGRAMME DEMONSTRATES STRONG COHERENCE WITH EXISTING DEVELOPMENT EFFORTS AND POLICIES, LEVERAGING A MULTI-AGENCY APPROACH TO ENHANCE EXPERTISE AND NETWORKING OPPORTUNITIES, THEREBY EFFECTIVELY COMPLEMENTING AND AMPLIFYING ONGOING INITIATIVES.

Finding 4.1: The multiagency approach added value in expertise and networking, including more beneficiaries and resulting in inclusion of a large number of beneficiaries/partners.

The multi-agency approach significantly enhanced the Programme by pooling expertise and expanding networking opportunities, thereby reaching more beneficiaries and addressing previously overlooked aspects. Beneficiaries acknowledged the value of exchanging and combining the expertise of UNDP, UNICEF, and RCO HR, exemplifying the "UN as One" principle in action.

However, it was evident that individuals involved in implementation were sometimes not fully informed about the specific components of the Programme being implemented by someone other than their

respective agencies. This highlighted the need for improved internal communication and knowledge sharing among the participating agencies to ensure cohesive and informed implementation efforts.

Finding 4.2: The Programme, as a whole, aligns harmoniously with existing development efforts and policies within the sector, leveraging synergies rather than creating conflicts.

Its approach serves to complement and amplify the impact of ongoing initiatives, thereby accelerating progress towards shared goals. By integrating its activities with existing frameworks and policies, the Programme enhances efficiency and effectiveness in addressing key challenges faced by persons with disabilities. This collaborative approach ensures that resources are optimized and that efforts are mutually reinforced, contributing to a more robust and cohesive development landscape. Thus, the Programme's presence acts as a catalyst, stimulating advancements and fostering a more integrated approach to achieving inclusive development outcomes.

An illustrative example is disability-inclusive budgeting, where concerns arose regarding excessive pressure on the Ministry of Finance to integrate diverse needs such as gender and environmental considerations into budgeting processes. However, by adopting an innovative and pragmatic approach that targeted line ministries instead of the Ministry of Finance, the Programme not only mitigated duplication and potential conflicts but also introduced an alternative, effective model for programmatic budgeting. This approach holds potential benefits extending beyond the Programme itself.

V EQUITY AND INCLUSION

JP FOLLOWED A HUMAN RIGHTS APPROACH AND INTEGRATED PERSONS WITH DISABILITIES VERY SUCCESSFULLY AND SUCCEEDED IN ADDRESSING THE UNIQUE AND DIVERSE NEEDS AND CHALLENGES FACED BY DIFFERENT GROUPS WITHIN OF THE DISABILITY COMMUNITY, INCLUDING HARD TO REACH PERSONS.

Finding 5.1: Persons with disability were included and integrated in all phases of the Programme, from planning to implementation.

Persons with disabilities were actively integrated throughout every stage of the Programme, from its inception through to execution. The Programme was fundamentally oriented towards addressing inequality by adopting a practical human rights approach that aimed to both understand and advocate for the rights of persons with disabilities. This approach facilitated their active participation and focused efforts on initiatives such as deinstitutionalization.

In practice, persons with disabilities played pivotal roles within the Programme, serving as trainers, designers of training materials, and even as lead experts and authors of critical documents like the Situational Analysis. Their contributions were highly valued and received exceptionally positive evaluations for their expertise and dedication, by the participants of the trainings (as evidenced in the evaluation sheets) and other stakeholders (as reported in the interviews).

Moreover, the Programme ensured representation of people with disabilities and parents of children with disabilities at decision-making levels, with three members of OPDs serving on the Steering Committee. Their presence not only ensured that the Programme's strategies were inclusive and relevant but also provided firsthand insights into the challenges faced by persons with disabilities.

Persons with disabilities were actively involved in Programme implementation on behalf of UN agencies, further reinforcing their integration and meaningful engagement in shaping policies and activities that directly impacted their lives. This holistic inclusion not only promoted diversity but also enriched the Programme's outcomes by leveraging the unique perspectives and expertise of persons with disabilities.

Finding 5.2: The Programme consciously included marginalized and hard to reach persons.

The Programme took deliberate steps to ensure the inclusion of marginalized and hard-to-reach groups within the disability community in Montenegro. Specifically targeting individuals with intellectual disabilities, psychosocial disabilities, women and girls with disabilities, as well as deaf individuals and those with hearing impairments, who are recognized as among the most marginalized in the country. Throughout the Programme's implementation, there was a concerted effort by the management team to conduct intersectional analyses aimed at understanding and addressing the unique barriers faced by these groups in accessing essential community-based services.

Activities were designed with a focus on inclusivity, involving these marginalized groups in the planning and execution phases. Partnering with OPDs, the Programme ensured that these groups were not only considered as beneficiaries but also as active contributors to shaping the initiatives that directly impacted them. For instance, efforts were made to tailor services and support mechanisms to meet their specific needs, marking a significant departure from previous programmes that may not have adequately addressed their concerns as was reported by respondents from OPDs in the interviews.

It is noteworthy that this Programme represents a pioneering effort in Montenegro, as it is the first to comprehensively address the needs of both children with developmental challenges and adults with disabilities.

Despite these efforts, the Programme encountered challenges, particularly due to a general lack of comprehensive data that could further refine its approach. Building trust and overcoming historical barriers required time and sustained engagement. However, notable successes were achieved, such as the earlier mentioned inclusion of the Deaf community in Programme activities, demonstrating that with patience and persistence, meaningful inclusion is possible.

The Programme's proactive stance to include hard-to-reach groups was affirmed by representatives of OPDs, who acknowledged the efforts made to elevate the voices and address the needs of those often left behind. Moving forward, there is recognition of the need to continue these efforts, particularly to reach older people with disabilities and individuals facing psychosocial and intellectual challenges. Initial steps, such as IMM scoping missions that visited residential institutions, have laid the groundwork for further engagement and action to improve conditions and promote inclusion for these vulnerable populations.

Finding 5.3: Although gender equality and empowerment were not the primary focus, they were conscientiously integrated into activities.

Throughout the implementation of the Programme, gender equality was consistently addressed. The inception phase, in particular, shed light on the compounded vulnerabilities faced by women and girls with disabilities, highlighting their specific challenges and needs. This awareness not only influenced the strategies and activities of the Programme but also resonated across other UN initiatives, raising consciousness about

the intersection of gender and disability issues in Montenegro. The Programme integrated the principle of gender equality by incorporating discussions on how disability impacts both men and women during its trainings.

The JP management team made extra efforts to ensure gender balance during interviews with 30 UN staff members (with 15 women participating). They also conducted specialized trainings to enhance understanding of better inclusion practices for persons with disabilities in UN activities. These efforts encompassed addressing diverse perspectives, challenges, and needs of both women and men, while ensuring the active participation of colleagues with various types of disabilities in these activities.

Additionally, the active involvement of strong female leaders from OPDs served as inspiration and empowering role model to women and girls with disability and played a crucial role in promoting gender equity within the Programme. Out of 10 IMM members, 6 are female.

However, a significant challenge encountered was the lack of comprehensive data available for assessing the impact of gender-sensitive interventions. This obstacle hindered the Programme's ability to fully measure and address gender disparities effectively. In the original Programme design, the monitoring and evaluation matrix did not envisage gender-based data aggregation, which later on resulted in reports not including gender disaggregated data, where that was possible.

Despite this limitation, efforts were made to leverage existing information and engage directly with affected communities to advance gender equality within disability programming.

Finding 5.4: UN opened to the disability assessment and started to change internal awareness among staff and enhance its organizational culture due to the Programme.

In 2022, a consortium comprising six organizations of persons with disabilities and associations of parents of children and youth with disabilities (AYDM, Union of Blind of Montenegro, IYDB, NARDOS, Union of the Association of Parents of Children and Youth with Disabilities “Our initiative”, Union of Association of Paraplegics of Montenegro, and National Association of Persons with Intellectual Disabilities of Montenegro “Self-advocates”) was commissioned to evaluate the level of disability inclusion and meaningful participation in UN Montenegro programs and activities. Their task was to produce recommendations aimed at enhancing inclusion, respecting their needs, and promoting their rights. The assessment involved a desk review, two focus groups with OPD representatives, interviews with 30 UN staff members, and a survey with 50 individuals representing various persons with disabilities. The consortium had completed the Report on the Inclusion and Participation of Adults and Children with Disabilities in United Nations Programs and Activities in Montenegro.

Also, they conducted a six-day training program comprising two modules for over 70 UN staff members. This training was carefully designed based on insights from focus groups, interviews, surveys, and feedback from trainers affiliated with OPDs and associations of parents of children and youth with disabilities. The interviewed UN staff reported that these trainings made them aware of the aspects of living with disability that they were not aware of earlier and that it put the topic on the agenda of other projects that they have been working on.

My overall impression for this programme is (...) that there were no other programmes or projects in the past that have contributed to building UN in Montenegro's capacities and including the topic of disability in our work, which became much more present and visible – we became much more open to inclusion of persons with disabilities in other activities (PUNO representatives)

The engagement of a Human Rights specialist played a crucial role in recognizing and ensuring the efficient implementation of gender and human rights principles and strategies in both programme design and implementation phases.

VI SUSTAINABILITY

THE SUSTAINABILITY OF THE PROGRAMME IS RATED AS SATISFACTORY. THE JP HAS SECURED LASTING IMPACTS BY EMBEDDING KEY DOCUMENTS AND INTO GOVERNMENT MIDTERM ACTION PLANS AND SUCCESS INDICATORS. THIS INTEGRATION ENSURES CONTINUED FOCUS AND RESOURCE ALLOCATION TO DISABILITY RIGHTS AND INCLUSION EFFORTS BEYOND THE PROGRAMME'S DURATION. YET, CHALLENGES REMAIN, PARTICULARLY IN SUSTAINING SERVICES PILOTED UNDER THE PROGRAMME AND NAVIGATING CHANGES IN GOVERNMENT PERSONNEL AND INSTITUTIONAL PRIORITIES.

Finding 6.1: JP fostered leadership and ownership among some national authorities and other stakeholders, increasing the likelihood that the JP's outcomes will be sustained beyond its duration.

The JP successfully placed disability and development issues on the national agenda. Once issues are integrated into the broader agenda, they are more likely to receive ongoing attention and resources, regardless of external funding availability. This sustained attention contributes to the continued relevance and impact of the JP's outcomes.

Many of the results achieved by the JP, such as action plans, analyses, documents, and Standard Operating Procedures (SOPs), Guidelines for disability inclusive budgeting and other knowledge products are expected to persist beyond the programme's duration. These tangible outputs serve as enduring resources that can guide future actions and policies related to disability inclusion, ensuring that the JP's impact continues to "live on" in practical applications.

Also many results of JP were integrated in Government midterm plan of action.¹¹ Some of the results were integrated into Government's midterm success indicators - number of foster care families – 15pp increase by 2027, number of providers of family accommodation – 15pp by 2027, number of licensed service providers for life in community for persons with disability and children with developmental challenges 15pp by 2027, level of discrimination towards people with disability reduced by 5.5pp till 2027.

Other than that, the activities were synchronized with other ongoing initiatives such as adopting the Strategy for the Development of the Social and Child Protection System for the period from 2024 to 2028, with an Action Plan for the implementation of the Strategy for the year 2024, adopting the

¹¹ Source: Midterm Program of Government's work 2024-2027, available at: <https://www.gov.me/dokumenta/61a462bd-eb20-478c-b0ae-c7cb6312e817>

Deinstitutionalization Strategy for the period 2024-2028 adoption of the report on the implementation of the Action Plan for the implementation of the Strategy for the Protection of Persons with Disabilities from Discrimination and Promotion of Equality (2022-2027) for the period 2022-2023, and adoption of the Action Plan for the period 2024-2025, preparation of the Draft Law on Social and Child Protection, Draft Law on Unified Disability Assessment or Draft Law on Equality Protection and Prohibition of Discrimination. All this ensures that the efforts that commenced with JP continue at list in midterm period.

The commitment of the Protector of Human Rights and Freedoms to sustainably coordinate the Independent Monitoring Mechanism (IMM) beyond the Programme is a significant assurance of its continuity. This commitment is strongly supported by OPDs actively participating in Independent Monitoring Mechanism, who regard it as a crucial mechanism for enhancing CRPD implementation in the country. Securing state funding, despite its modest amount, ensures buy-in from national authorities. Moreover, the IMM serves as a monitoring mechanism capable of prioritizing and addressing any issues and initiatives that have been brought to light through this Programme, thereby solidifying its sustainability and ongoing impact and relevance.

Finally, once functional, Foster care center will be one of the most important and ongoing results of this Programme. The full funding of the Foster care center is planned in the Strategy on deinstitutionalization 2024-2028, from the State Budget.

Finding 6.2: Some of the initiatives that were started will need further support until they become sustainable.

This concerns for example a service that provides psychological support for persons with disabilities. The service itself was deemed highly successful, important, and needed by its users and their families. However, a significant challenge arises from the expectations raised among beneficiaries; once these services are embraced, discontinuing them risks breaching trust. Securing sustainable financing for these services, particularly in certain municipalities, notably in northern regions, is critical to maintaining the Programme's achievements. Another example is the accredited sign language training, which is now ready to be expanded to other municipalities and target groups, such as social policy students.

“Our clients have reacted very positively, they got used to the service. How will they react once they find out that is gone?” (OPD representative)

Furthermore, the financial sustainability of OPDs and service providers is essential for implementing strategic documents and ensuring sustained outcomes. While some funding has been secured for the Independent Monitoring Mechanism (IMM), it remains insufficient for its operations. Adequate support for participants, including provisions for travel to scoping missions and discussions (such as sign language interpreters), is crucial to enabling their full participation in IMM activities.

One of the major threats to the sustainability of JP's results stems from ongoing changes in personnel and institutional priorities within the government. The turnover of key personnel and shifts in institutional memory can jeopardize the continuity and dedication to long-term planning and development directions outlined by the Programme. Without consistent advocacy and commitment from government authorities, there is a risk that the momentum gained in disability rights and inclusion may not be fully maintained,

impacting the ongoing support and implementation of strategic initiatives beyond the Programme's duration. Therefore, fostering institutional stability and promoting a sustained commitment to disability-inclusive policies remain crucial for ensuring lasting impacts in Montenegro.

CROSS-CUTTING ISSUES

The evaluation also reviewed if full and effective participation of persons with disabilities and their representative organisations was enabled and how, if marginalized and underrepresented groups of persons with disabilities facing intersecting forms of discrimination were included in all phases, and if both men and women, boys and girls with disabilities were included and did all benefit from the Programme.

The evaluation finds that the Programme enabled full and effective participation of persons with disabilities and their representative organizations through several key strategies. Persons with disabilities were actively engaged as trainers, designers of training materials, and authors of critical documents like the Situational Analysis. Their involvement was not tokenistic but central to decision-making processes, with three members of OPDs serving on the Steering Committee. This ensured that their perspectives were integrated into the Programme's strategies and activities. Moreover, the Programme partnered closely with OPDs to ensure that persons with disabilities were not only beneficiaries but also active participants in shaping initiatives that directly affected them.

Also, marginalized and underrepresented groups of persons with disabilities facing intersecting forms of discrimination were intentionally included in all phases of the Programme. The Programme specifically targeted individuals with intellectual disabilities, psychosocial disabilities, women and girls with disabilities, children with developmental challenges, deaf individuals, and those with hearing impairments—groups recognized as among the most marginalized in Montenegro. Intersectional analyses were conducted to understand and address the unique barriers faced by these groups in accessing essential services. Activities were designed inclusively, involving these groups in planning and execution to ensure their specific needs were addressed and their voices heard throughout the Programme.

Both men and women, boys and girls with disabilities were included in and benefited from the Programme. The Programme adopted a human rights approach that aimed to advocate for the rights of all persons with disabilities, regardless of gender or age. It actively engaged women and girls with disabilities, recognizing overlapping vulnerabilities and advocating for gender-sensitive approaches. The inclusion of diverse perspectives enriched the Programme's outcomes and ensured that its initiatives were responsive to the needs of all individuals within the disability community.

In order to come to these conclusions, the evaluation used a range of data sources, including project documents and outputs, but also relied heavily on speaking directly to the beneficiaries of the Programme and persons with disabilities and parents of children with disabilities. It is their voices that were crucial to the above formulated conclusions.

In collecting their opinion and impressions the evaluation followed ethical rules of data collection strictly, ensuring that all participants provided written or verbally recorded informed consent, understanding the purpose of the evaluation and how the data they provide will be used. Confidentiality and anonymity of all participants was maintained to protect their privacy and encourage honest and open responses.

CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNED

This evaluation allowed for a precise assessment of how effectively the JP facilitated CRPD implementation. Identifying the most successful strategies and areas needing adjustment ensured that future efforts were more targeted, and resources were optimally utilized, enhancing overall efficiency. A comprehensive evaluation of the JP provided data on the results of various initiatives, guiding decision-makers in refining strategies and interventions. This data-driven approach supported the scaling of successful practices and modification or cessation of less effective ones. Hopefully, this evaluation can help demonstrate to stakeholders, including government bodies, UN agencies, and organizations of persons with disabilities OPDs, that the JP was committed to its goals and transparent in its operations. This accountability can strengthen trust and support continued or increased funding from donors and partners. Through detailed analysis of what worked and what did not, hopefully the evaluation will foster a culture of learning and continuous improvement. By identifying the effective components of the JP, the programme could be replicated or scaled to other regions or contexts. Evaluation results provided a roadmap for adaptation, ensuring that the program's impact could be broadened to benefit a larger population.

CONCLUSIONS

Relevance

Based on the findings from the evaluation, the Joint Programme demonstrated exceptional relevance and impact within the complex socio-political landscape of the country. Despite navigating through significant challenges such as political transformations and the COVID-19 pandemic, the JP effectively aligned with Montenegro's context, addressing critical issues facing persons with disabilities. By mobilizing OPDs and fostering crucial dialogues, the Programme not only sparked optimism among stakeholders but also advanced disability rights through inclusive policies and community-driven initiatives. Its inclusive approach, characterized by active participation of persons with disabilities in decision-making processes and the development of disability-inclusive policies, underscores its relevance in promoting rights, equality, and social inclusion in Montenegro. Despite initial mistrust and institutional divides, the JP's gradual development and responsiveness to stakeholder needs enabled it to achieve tangible outcomes, laying a foundation for sustained progress in disability rights and inclusion in the country.

The evaluation found the approach and design of the JP highly relevant.

Effectiveness

The Joint Programme has proven effective in achieving its objectives and making substantial contributions to disability rights and inclusion. The Programme's inception phase laid a solid groundwork by enhancing the capacity of national stakeholders to advocate for disability-inclusive policies aligned with the CRPD and SDGs. Throughout its implementation phase, the JP demonstrated robust performance, with 53.8% of outputs fully achieved, 23% on track and expected to be fully achieved and 23% successfully and inclusively amended according to the contextual changes. Notable successes include the establishment of the Independent Monitoring Mechanism (IMM), which actively engages diverse OPDs in monitoring and advocating for disability rights at a national level. Additionally, the Programme's innovative approach to disability-inclusive budgeting and the accreditation of sign language training underscore its responsiveness to community needs and commitment to sustainable impact.

The effectiveness of the Programme is evaluated as satisfactory.

Efficiency

The Joint Programme has demonstrated commendable efficiency throughout its implementation phase, effectively utilizing available resources to achieve its objectives in advancing disability rights and inclusion. Despite facing challenges such as the COVID-19 pandemic and economic instability marked by high inflation rates, the JP navigated these hurdles with proactive risk management and strategic resource allocation. Stakeholders recognized the Programme's ability to maximize the use of time, budget, and personnel, ensuring minimal waste and optimal outcomes. For example, when faced with budget constraints, the Programme creatively leveraged existing UN communication tools to enhance visibility and outreach, showcasing its adaptive approach to resource management. The collaborative efforts of UNDP, UNICEF, and the Human Rights Adviser underscored a unified approach that synchronized efforts and amplified impacts.

The overall efficiency of the Programme is deemed to be highly satisfactory.

Coherence

The Joint Programme showcases strong coherence with existing development efforts and policies through its strategic use of a multi-agency approach to bolster expertise and networking opportunities, effectively complementing and amplifying ongoing initiatives. By consolidating knowledge and networks from UNDP, UNICEF, and the RCO HR, the Programme expanded its reach to previously underserved beneficiaries and addressed overlooked aspects of disability rights and inclusion.

The Programme demonstrates very strong coherence with existing development efforts and policies.

Equity and inclusion

The Joint Programme has demonstrated a commendable commitment to equity and inclusion by effectively integrating persons with disabilities throughout all phases, from planning to implementation. Embracing a human rights approach, the Programme not only acknowledged but actively addressed the diverse needs and challenges faced by various segments within the disability community, including hard-to-reach persons. This inclusive ethos was exemplified by the substantial involvement of persons with disabilities in key roles within the Programme, such as trainers and contributors to critical documents. Their presence on decision-making bodies like the Steering Committee ensured that policies and activities were informed by firsthand experiences and perspectives. Moreover, the Programme intentionally included marginalized groups such as individuals with intellectual and psychosocial disabilities, women and girls with disabilities, as well as the Deaf community, who historically faced significant barriers.

The Programme is evaluated as very successful in ensuring equity and inclusion.

Sustainability

The sustainability of the Programme's results is satisfactory, as evidenced by its successful integration of disability issues into the national agenda and strategic frameworks. By fostering leadership and ownership among some national authorities and stakeholders, the JP has ensured that its outcomes are likely to

endure beyond its initial duration. Key documents and policies developed through the Programme, such as guidelines for disability-inclusive budgeting and strategic plans for social and child protection systems, have been integrated into government midterm action plans and success indicators. This integration not only underscores the Programme's lasting impact but also enhances the likelihood of continued attention and resource allocation to disability rights and inclusion efforts. The commitment of the Protector of Human Rights and Freedoms to sustain the Independent Monitoring Mechanism (IMM), supported by state funding despite limitations, further ensures ongoing monitoring and advocacy. However, challenges persist, particularly concerning the need for sustained support for services piloted under the Programme and the potential disruptions caused by turnover in government personnel and shifting institutional priorities. Addressing these challenges through consistent advocacy and institutional stability will be crucial for maintaining the momentum and achieving lasting positive impacts in Montenegro's disability sector.

Moreover, as Montenegro progresses towards EU membership, it is crucial to demonstrate a commitment to European values, including the inclusion and protection of persons with disabilities. The ongoing legal and policy reforms in Montenegro's social welfare system, driven by the EU accession agenda, emphasize developing community-based support services to ensure full inclusion. The European Commission's new instrument for the Western Balkans highlights the development of these services as a priority, supporting Montenegro's alignment with EU standards. This commitment is reflected in Montenegro's new strategic frameworks, such as the Strategy on Social and Child Protection and the Strategy on Deinstitutionalization for 2024-2028, which guide upcoming legislative changes to ensure sustainable progress.

The sustainability of the Programme is rated as satisfactory.

LESSONS LEARNED

1. Continuous engagement with all stakeholders, especially OPDs, was vital for the success of the program. It not only helped in addressing the actual needs of beneficiaries but also in fostering ownership and sustainability of the initiatives.
2. The program demonstrated that integrating disability inclusion into broader developmental agendas and policies can significantly enhance the effectiveness of interventions. This holistic approach should be a model for future initiatives.
3. The program underscored the need for government ownership of the outcomes. Given the context of ongoing turbulence and capacity challenges, it is critical for the government to be afforded sufficient time to internalize and sustain the changes initiated by the program. Patience, repeated reinforcement of initiatives and maintaining contact on technical level are key to ensuring long-term success and integration into national policies.

RECOMMENDATIONS

Recommendation	Linked to conclusion	Addressed to	Comments on Recommendation	Priority
Restart consultation with relevant stakeholders,	Relevance & Coherence	PUNOs	The evaluation highlighted a lack of government buy-in. With new personnel and institutions now in	High

primarily institutions before continuation of the initiative in any form			leadership roles, there is a noticeable gap in knowledge and understanding among middle-level management. Before proceeding further, additional efforts must be made to ensure all relevant stakeholders are aligned.	
Design more focused intervention	Effectiveness & Efficiency	PUNOs	The next initiative could benefit from concentrating on several crucial areas of intervention to ensure a more targeted impact and efficient resource allocation.	Medium
Continue supporting initiatives that showed promising practices	Relevance, effectiveness and sustainability	PUNOs	Certain successful activities have shown potential beyond what was initially planned. These initiatives have demonstrated significant impact and effectiveness in promoting disability rights and inclusion, making them crucial for continued development and broader societal benefit. However, these flagship activities are at varying levels of sustainability and would greatly benefit from ongoing support to further institutionalize and, in some cases, expand. This list includes: 1) disability-inclusive budgeting, particularly with further training for other ministries, 2) the work of the Independent Monitoring Mechanism, focusing on enhancing its quality and accessibility for persons with different disabilities, 3) psychological counseling for persons with disabilities, aiming for further institutionalization, 4) sign language training, with an emphasis on institutionalizing and expanding the program, and 5) the further development of a minimum package of services.	High
Support implementation of relevant strategies	Relevance	PUNOs, IR and OPDs	Given that the implementation of legislation and strategic documents is a weak area in Montenegro, it is crucial to support the execution of key strategies for disability inclusion, such as the Early Child Development Strategy, the Deinstitutionalization Strategy, and the Ministry of Human and Minority Rights' Strategy on Antidiscrimination and Equality of Persons with Disabilities.	High

<p>Include new partners such as Council for Protection of Persons with disability and/or General Secretariat of the Government</p>	<p>Relevance</p>	<p>PUNOs</p>	<p>These entities have been identified in the evaluation as potentially very significant partners. The Council for Protection of Persons with disability is planned to be one of the main addresses when it comes to planning and implementation of prerequisites of disability inclusion. The General Secretariat of the Government is the key institution for further institutionalization of disability inclusive budgeting.</p>	<p>High</p>
<p>Foster stronger cross-sectoral cooperation and accountability</p>	<p>Effectiveness</p>	<p>IR, local institutions, PUNOs</p>	<p>Effective cross-sectoral cooperation and accountability are critical for safeguarding the rights of children and adults with disabilities. This aspect, however, has been identified as a significant weakness within the system. To enhance the functionality of services and protections, it is essential to foster stronger collaboration and communication among institutions at both national and local levels. Enhanced interagency partnerships are key to creating a more responsive and cohesive framework for disability rights.</p>	<p>Medium</p>
<p>Pay more attention to visibility of the initiative</p>	<p>Relevance</p>	<p>PUNOs</p>	<p>Allocate sufficient funding to effectively communicate the results of initiatives. This involves not only sharing successes and lessons learned but also ensuring transparency and accountability. Adequate resources should be dedicated to developing comprehensive communication strategies that include diverse channels such as social media, traditional media, community outreach, and stakeholder meetings.</p>	<p>Medium</p>



End of Programme Evaluation UNPRPD Joint Programme in Montenegro

Assignment Information

Assignment Title: International Consultant to conduct Final Evaluation for UNPRPD Joint Programme in Montenegro

Cluster/Project/Programme: Accelerating Disability Inclusion for Adults and Children with Disabilities

Contract Type: Individual Contractor (IC)

Location: Home-based with field a mission to Podgorica, Montenegro

Contract Duration: 25 days (between April and June 2024)

I. A brief background on the Joint Programme

The overall aim of the Joint Programme (JP) is to support state institutions and organizations of persons with disabilities (OPDs) in advancing the implementation of the Convention on the Rights of Persons with Disabilities (CRPD). The focus areas include promoting equality and non-discrimination, improving service delivery, implementing CRPD-compliant budgeting, and enhancing accountability. Under Goal One, the JP aims to contribute to addressing institutionalization of children and adults with disabilities, by preventing it and facilitating transition from institutions to family and community-based services. Under Goal Two, the JP assists the United Nations to strengthen disability inclusion in the new UN Sustainable Development Cooperation Framework (SDCF). Through various activities, including legislative analysis, capacity building, and the development of support services, the JP aims to improve the quality of life, employment opportunities, and independent living for individuals with disabilities. Emphasis is placed on CRPD-compliant budgeting, preventing family separation, and piloting services to support those at risk or residing in institutions. The JP also aims to promote inclusive, independent monitoring of CRPD by supporting the NHRI and OPDs to establish a mechanism for that purpose. The JP underscores the importance of meaningful participation of individuals with different types of disabilities, both women and men, as well as children with disabilities and parents, in all JP activities and stages.

The JP spans 34 months, with an overall budget of \$400,000 allocated for inception and implementation phases. The participating United Nations Organizations (PUNOs) are UNICEF (lead agency) and UNDP, which are supported by the Human Rights Adviser in the Resident Coordinator's Office. The JP is implemented in partnership with the Ministry of Labor and Social Welfare, Ministry of Human and Minority Rights, Protector of Human Rights and Freedoms of Montenegro, and several OPDs.

The JP is dedicated to advancing the implementation of the CRPD and promoting disability inclusion within the framework of Sustainable Development Goals through promoting equality and non-discrimination, improving service delivery, implementing CRPD-compliant budgeting and financial management, and enhancing accountability and governance. With a thematic focus on deinstitutionalization, employment, independent living, and CRPD monitoring, the JP strives for a more inclusive and equitable future for individuals with disabilities. By strategically targeting CRPD articles, including Equality and Non-Discrimination (Article 5), Equal Recognition Before the Law (Article 12), Living Independently and Being Included in the Community (Article 19), Work and Employment (Article 27), Adequate Standard of Living and Social Protection (Article 28), and National Implementation and Monitoring (Article 33), the JP aims to ensure acceleration of disability inclusion for children and adults with disabilities in Montenegro. Simultaneously, the JP contributes to the implementation of several SDGs, including Goal 5 (Gender Equality), Goal 10 (Reduce Inequality Within and Among Countries), and Goal 16 (Promote Just, Peaceful, and Inclusive Societies).

The JP is funded by the UNPRPD established to mobilize resources to support countries in implementing the Convention on the Rights of Persons with Disabilities (CRPD) and mainstreaming the disability inclusion agenda. The Montenegro’s Accelerating Disability Inclusion for Children and Adults with Disabilities JP has been funded by UNPRPD as part of its 2020-2025 strategic operational framework to support countries design, implement, and reform national policies, plans, budgets, programmes and services with the meaningful participation of OPDs so that they comply with the CRPD and disability inclusive SDGs.

JOINT PROGRAMME INFORMATION		
Programme title	Accelerating Disability Inclusion for Adults and Children with Disabilities	
Atlas ID	00136660	
Corporate outcome and output	<p>UNSDCF OUTCOME:</p> <p>Outcome 2: By 2027, all people, especially vulnerable people, increasingly benefit from an equitable, gender-responsive and universally accessible social and child protection system and quality services, including labour market activation, skills and capabilities</p> <p>Output 2.2 Vulnerable populations benefit from well-targeted, quality social protection and income-generation programmes</p>	
Country	Montenegro	
Region	Europe and Central Asia	
Date project document signed	16 November 2021	
Project dates	Start	Planned end
	25 February 2021	30 June 2024
Project budget	400,000 \$	

Project expenditure at the time of evaluation	90%
Funding source	011924/ Multi-Partner Trust Fund UNPRPD
Implementing party¹²	UNDP and UNICEF

2. Purpose of the evaluation

This external evaluation aims to evaluate achievement of the JP and its overall contribution to advance CRPD implementation in Montenegro. The findings will inform the Government institutions of Montenegro and the UN of future programming to accelerate CRPD implementation in cooperation with OPDs by analysing and documenting the appropriateness of the interventions, lessons learned, progress achieved, including if and how the selected priorities contributed to the outcomes as well as the existing bottlenecks and shortcomings identified.

The evaluation should also provide an independent assessment (based on the relevance/coherence, effectiveness, efficiency, equity and sustainability) of the JP' progress and results, key lessons learned, and recommendations for continuation of the process. Specifically, the final evaluation will assess progress towards project's outputs and outcomes as specified in the Project Document. It will identify some of the immediate results and good practices and lessons learnt, develop recommendations for UN, the Government of Montenegro and OPDs for sustaining good results and good practices and addressing existing challenges and barriers in CRPD implementation and develop recommendations for further effective monitoring of the CRPD.

The exercise will also assess if and how the project has advanced gender equality and women's empowerment and other cross cutting issues within its scope, its progress to date and recommend areas of improvement. This could inform whether the current project is sustainable and if project intervention/benefits could be leveraged to inform new joint UN programming.

This evaluation covers the whole duration of the project implementation since its start in February 2021 to end June 2024, including its inception phase.

The direct target audiences of this final evaluation are a considerable number of selected beneficiaries of the project including, OPDs, MLSW, MHMR, Protector for Human Rights and Freedoms respective UNICEF, UNDP, the Human Rights Adviser, the UN Resident Coordinator's Office and the project donors. The draft Report will be shared with other project stakeholders in the government, donors, development partners, UN Agencies, and civil society. The final evaluation report will be publicly available.

The findings will be shared with the Steering Committee of the Programme including through a meeting of the Steering Committee of the JP to present and validate the findings and discuss how to address the key recommendations.

¹² This is the entity that has overall responsibility for implementation of the project (award), effective use of resources and delivery of outputs in the signed project document and workplan.

Specific learning objectives or areas of focus for the evaluation are the following:

- **Relevance** - Evaluate the relevance of the JP intervention in the context of Montenegro, with a focus on which elements contributed to the Government efforts to advance the CRPD commitments.
- **Coherence** - Assess the contribution of the JP to UNPRPD objectives and the One-UN approach.
- **Effectiveness** - Examine the change that occurred in the essential building blocks for CRPD implementation due to the JP interventions, identifying specific factors that contributed to achieving these changes and opportunities that were pivotal in facilitating change in the country? The contribution of the JP to promoting disability inclusion within the national development/humanitarian frameworks of Montenegro.
- **Efficiency**- Analyse the multi-partner approach of the JP to achieve the change by determining the level of equity and equality in partner engagement and contribution.
- **Equity**- Evaluate the incorporation of gender equality, participation of organizations of persons with disabilities, and the promotion of marginalized groups in the JP.
- **Sustainability** - Identify key opportunities to expand the JP scope or scale to sustain the policy and/or system level changes initiated by the JP.

3. Evaluation scope and key questions

The principal responsibility for managing the evaluation resides with the Commissioning Unit for the JP which is UNDP Montenegro Country Office (CO). The evaluation will ensure that the key principles of UNDP Evaluations Guidelines are fully respected. It will be also guided by the United Nations Evaluation Group’s (UNEG) Norms and Standards for Evaluation and the Organization of the Economic Cooperation Development/Development Assistance Committee (OECD/DAC)’s Evaluation Criteria for Evaluation Development Assistance. The evaluation should adhere to the UNEG Resource Pack on Joint Evaluations by the United Nations, ensuring that the interests of all parties involved are addressed to the fullest extent possible. The review shall be independent, impartial, transparent, ethical, and credible, based on data and evidence. The purpose of the joint evaluation is defined through a participatory process that engages all relevant stakeholders.

The evaluation will be based on the following framework and guiding questions. These questions may be further fine-tuned during the Inception Phase based on considerations of evaluability, time, and resource constraints.

Table 1: Framework for country-level end of programme evaluation

Dimension	Guiding questions
Relevance/	<ul style="list-style-type: none"> • To what extent did the JP align with Montenegro’s national policies, and what were the specific needs of persons with disabilities? • How did the JP priorities align with the CRPD, SDGs, and UNSDCF in Montenegro? • How did the JP adapt to remain relevant during political, social, and economic transformations in the country?
Effectiveness	<ul style="list-style-type: none"> • What changes did the JP lead to in policy and systems to advance CRPD implementation? What worked to achieve these changes?

	<ul style="list-style-type: none"> • What catalytic changes did the JP foster to mainstream disability inclusion in national development frameworks? What worked to achieve these changes? • To what extent did the capacity-building interventions enable all key stakeholders to be informed and contribute to national policy making, review, and implementation? • In what ways did JP outputs contribute or not contribute to intended outcomes? • Were there any unintended positive or negative outcomes, and if so, how were they managed?
Efficiency	<ul style="list-style-type: none"> • Was there equal engagement from all partners in the implementation of the JP? Was the JP's intervention more efficient when compared to what could have been achieved through a single-agency intervention? • Was the grant size and duration optimal to achieve programme objectives?
Coherence	<ul style="list-style-type: none"> • How did the Participating United Nations organizations (PUNOs) maximize their expertise to implement the JP? • To what extent did PUNOs coordinate with development partners and other UN agencies to prevent overlaps, leverage contributions, and catalyze collaborative efforts?
Equity and inclusion	<ul style="list-style-type: none"> • To what extent did the JP succeed in addressing the unique and diverse needs and challenges faced by different groups within of the disability community, such as women, children, and other marginalized groups? • To what extent have gender equality and the empowerment of women been included and advanced in the design, implementation, monitoring, and communication? • How did the JP ensure representatives from diverse OPDs could meaningfully engage in the JP implementation? What was the nature of this role, and how did it vary throughout the programme cycle?
Sustainability	<ul style="list-style-type: none"> • To what extent has the JP fostered leadership and ownership among national authorities and other stakeholders, increasing the likelihood that the JP's outcomes will be sustained beyond its duration? • How did the JP support to develop/strengthen partnerships between UN entities, OPDs and Government actors? • What opportunities in Montenegro are important to consider for the future, promoted by the Government to advance the CRPD and disability- inclusive SDGs?

4. Evaluation approach and methodology

The methodology should be participatory, inclusive, and gender responsive. Evaluation should use qualitative and quantitative evaluation methods and instruments. The methodology should include sampling

methods for selecting stakeholders and methods for assessing results stated in the results frameworks. The methods shall include:

- **Desk review:** The desk review will involve the examination of key JP documents as well as other relevant materials pertaining to the disability inclusion landscape including the project document, project progress reports, work plans, project quality assurance reports, key project outputs/ knowledge products, communication products. A complete list of documents and a list of key stakeholders and other individuals who should be consulted will be shared once the consultant is on board.
- **Data collection:** data collection will be done in the form of:
 - *Key informant interviews*, JP stakeholders including governance members, joint program partners, OPDs. Interviews with the project teams physically or virtually, interviews with other key UN staff who are involved in the projects and UN management, and interview with key informants from the government agencies, development partners and CSOs. Interviews with the project board members and other strategic partners.
 - *External experts*, including authorities on the broader disability inclusion landscape, academic and others.

Ensuring the integration of a gender-sensitive approach in collecting and analyzing data is essential. For the above-mentioned interviews, the consultant will need to design a set of questions aimed for the specific interviewee category.

- For each of the target interviewees categories, the consultant will need to propose the approach/tool, e.g., survey, semi-structured interview, focus group discussion, etc. All interviews with men and women should be undertaken in full confidence and anonymity. The final evaluation report should not assign specific comments to individuals.
- **Gender and human rights lens:** All evaluation products need to address gender, disability, and human rights issues. Hence, the consultant will need to design the tool allowing the collection of the data to provide the evaluation from those lenses.
- **Data Validation:** Data and information collected from different sources and through various means will be triangulated to strengthen the validity of findings and conclusions. The consultant should highlight his/her approach within the inception report.

All conclusions, judgments, and opinions must be qualified by evidence and not be based on opinions.

Once on board, the consultant will propose the methodology in close consultation with UNDP, UNICEF, and the Human Rights Adviser in the RCO. The final methodological approach, including the interview schedule, field visits, and data to be used in the evaluation, should be clearly outlined in the inception report and fully discussed and agreed upon between UNDP/UNICEF/HRA and the consultant.

Post-data collection debriefing: the consultant will conduct a debriefing with project key stakeholders on the preliminary findings after completing of data collection. The meeting will also serve as an opportunity

to identify areas requiring further analysis and any missing information and evidence before the consultant will prepare a full synthesis and draft the report.

The evaluation will be directly managed by the UNDP evaluation manager, with support provided throughout the entire evaluation process by M&E staff from other UN agencies involved.

Potential limitations

There are noted limitations in the use of administrative data as a secondary source, as the data produced by the National Statistical Office do not correspond to the needs of programming and implementation of the JP, therefore the evaluation itself. It is expected as part of the inception phase of the evaluation, that the consultant might explore evaluability and reliability and validity of data sources to answer the evaluation questions.

5. Evaluation products (deliverables)

Inception Report (10-15 pages):

The inception report should be prepared following the desk review and based on preliminary discussions with UNDP, UNICEF and the Human Rights Adviser. It should detail what is evaluated and why, showing how each evaluation question will be answered through proposed methods, sources of data, and data collection procedures. The inception report should include a proposed schedule of tasks, activities, and deliverables. The inception report must include detailed data collection tools and questions to be asked of the different stakeholders.

The inception report should include an evaluation matrix. The evaluation matrix is a tool that the consultant creates as a map and reference in planning and conducting an evaluation. It also serves as a useful tool for summarizing and visually presenting the evaluation design and methodology for discussions with stakeholders. It details evaluation questions that the evaluation will answer, data sources, data collection and analysis tools or methods appropriate for each data source, and the standard or measure by which each question will be evaluated. Below is a sample of the evaluation matrix template:

Relevant evaluation criteria	Key questions	Specific sub questions	Data sources	Data collection methods/tools	Indicators/success standards	Method for data analysis

Debrief of preliminary evaluation result: Immediately following the completion of fieldwork and data collection, the consultant should provide a preliminary debriefing of the findings to UNDP, UNICEF, the UN’s Human Rights Adviser and Ministry of Labour and Social Welfare, Ministry of Human and Minority Rights and OPDs.

Draft evaluation report (Max 30 pages excluding annexes): The report should consist of the following:

- List of Acronyms and Abbreviations
- Executive Summary summarizing the key findings with rating scale, and recommendation (up to 4 pages)
- Introduction
- Description of the intervention
- Evaluation Scope and Objective
- Evaluation Approach and Methods
- Data analysis, findings, including case studies and a table of progress against indicators
- Conclusions, recommendations and Lessons Learned
- Annexes: ToR for the evaluation, Evaluation Matrix template, Survey/questionnaire questions and analyses, List of individuals or groups interviewed or consulted and sites visited, List of supporting documents reviewed, and other relevant information, pledge of ethical conduct in evaluation signed by consultant.

UNDP evaluation manager will coordinate with and request key stakeholders to review the draft evaluation report and provide comments to the consultant within an agreed period, addressing the content required (as agreed in the TOR and inception report) and quality criteria as outlined in these guidelines.

Final evaluation report audit trail: Comments and changes by the consultant in response to the draft report should be made in “track changes” by the consultant.

Final Evaluation Report: The Consultant will revise the draft based on the inputs provided and submit the final report. The final report should present findings, analysis, lessons learned and actionable recommendations for the UNICEF and UNDP on advancing disability inclusion in Montenegro and the UNPRPD to strengthen the impact of its JP approach further.

The UNDP Independent Evaluator Induction Package outlines the procedures and quality expectations for evaluators will be shared with the consultant once he/she is on board. In addition, the UNEG Resource Pack on Joint Evaluations UN should also be consulted, to ensure that the interests of all parties involved are addressed to the extent possible.

Deliverables/Outputs	Target/Due dates
Deliverable 1: Submission of the evaluation Inception report produced with detailed review methodology, including timeline.	4 May 2024
Deliverable 2: Completion of field work exercise, and provision of presentation of preliminary findings (Evaluation Debriefing) to UNDP, UNICEF, and the Human Rights Adviser, evaluation partners and key stakeholders	23 May 2024
Deliverable 3: Submission of a draft version of the evaluation report to the Commissioning Unit	5 June 2024
Deliverable 4: Submission of satisfactory final evaluation report incorporating comments at the quality required in compliance with the required Evaluation Report Outline and attached with Audit Trail Report.	26 June 2024

**Multiple reiterations may be required of the reports until the report is considered approved.*

***Inception and final Report must meet IEO's Quality criteria.*

6. Evaluation team composition and required competencies

Minimum Qualifications of the Individual Contractor

Education

- A Master's degree in Economics, Public Policy, International Development, Social Science, Development Studies, or a related field is required, demonstrating relevance to the project scope.

Experience

- At least 7 years of relevant experience conducting evaluation, designing, and implementing development projects/programmes with UNDP or UNICEF or UN System, and other international organizations.

- Solid experiences in evaluating joint project and/or joint programme relating to social protection and other relevant areas specifically targeting persons with disabilities.
- Technical knowledge and experience in applying qualitative and quantitative evaluation methods, data collection, analysis and evaluation report writing.
- Solid knowledge and experiences in applying human right-based approach and gender lens in the evaluation.
- Working experiences in Montenegro or Western Balkan economies is an asset.

Competencies

- Excellent analytical, evaluation, and writing skills, including the capacity to produce high-quality and constructive reports
- Good facilitation and presentation skills.
- Client-oriented and open to feedback.
- Excellent interpersonal, coordination, and planning skills.
- Ability to carry out related activities and meetings using virtual tools or remote working arrangements.
- Computer literate (MS Office package)

Language Requirement

- Proficiency in written and spoken English.
- Essential proficiency in the Bosnian/Croatian/Montenegrin/Serbian language.

7. Evaluation ethics

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The consultant must safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of the UNDP and partners. The consultant is responsible for ensuring the report is readable and reads well and factoring the aspect of Gender and LNOB.

8. Implementation arrangements

The principal responsibility for managing the evaluation resides with the Commissioning Unit. The Commissioning Unit for the JP is the UNDP Montenegro Country Office (CO). The Commissioning Unit will contract the Consultant and ensure the timely provision of per diems and travel arrangements within the country. The Consultant will report to the Evaluation Manager appointed by UNDP, who will oversee and support the overall evaluation process. Senior management will be accountable for the quality and

approval of the final TOR and the evaluation report. The evaluation manager is responsible for leading the development of the evaluation terms of reference, including gender equality and cross-cutting issues, facilitating communication between consultant, the programme unit, senior management, and key stakeholders for an inclusive and transparent evaluation process. Also, the evaluation manager will be in charge of reviewing and approving inception reports and ensuring gender equality and cross-cutting issues are considered in inception and draft evaluation reports. The evaluation manager also collects and consolidates feedback on draft reports to provide an audit trail for the consultant to finalize the evaluation report.

UNDP, UNICEF, the Human Rights Adviser and RCO and other evaluation partners, including donor, stakeholders, government partners and OPDs will participate in the review of key evaluation deliverables, including the TOR, inception report, and successive versions of the draft evaluation report. Additionally, evaluation partners will ensure that data and documentation in general, and particularly related to gender equality, women’s empowerment, and other relevant cross-cutting issues, are made available to the evaluation manager.

9. Timeframe for the evaluation process

ACTIVITY	ESTIMATED NUMBER OF WORKING DAYS	DATE OF COMPLETION	PLACE	RESPONSIBLE PARTY
Phase One: Desk review and inception report				
Meeting briefing with UNDP, UNICEF, Human Rights Adviser (programme managers and project staff as needed)	/	23 April 2024	UNDP CO or remote	UNDP evaluation manager
Sharing of the relevant documentation with the consultant	/	23 April 2024	Via email	UNDP evaluation manager
Desk review, Evaluation design, methodology and updated workplan including the list of stakeholders to be interviewed	7 days in total for phase one	24 April to 4 May 2024	Home- based	Consultant
Submission of the Inception Report (15 pages max)		4 May 2024	Via email	Consultant
Comments and approval of inception report		10 May 2024	Via email	UNDP evaluation manager
Phase Two: Data-collection mission				
Consultations and field visits, in-depth interviews, and focus groups	6 days	13-20 May 2024	In country	UNDP/UNICEF to organize with local JP partners,

				JP staff, NGOs, etc.
Debriefing to UNDP, UNICEF, Human Rights Adviser and key stakeholders	1 day	23 May 2024	In country	Consultant
Phase Three: Evaluation report writing				
Preparation of draft evaluation report (30 pages maximum excluding annexes), executive summary (4-5 pages)	8 days	23 May to 5 June		Consultant
Draft report submission		5 June 2024	Via email	Consultant
Consolidated UNDP, UNICEF, Human Rights Adviser, UNPRPD and stakeholder comments to the draft report ¹³		21 June 2024	UNDP	UNDP evaluation manager
Finalization of the evaluation report incorporating additions and comments provided by project staff and UNDP country office ¹⁴	3 days	26 June 2024	Home based	Consultant
Submission of the final evaluation report to UNDP CO (30 pages maximum excluding executive summary and annexes)		26 June 2024	Home based	Consultant
Estimated total days for the evaluation	25 days			

10. Application submission process and criteria for selection

Scope of Price Proposal and Schedule of Payments Financial Proposal

Financial proposals must be “all inclusive” and expressed in a lump-sum for the total duration of the contract. The term “all inclusive” implies all cost (professional fees, travel costs, Daily Subsistence Allowance (DSA) etc.). The lump sum is fixed regardless of changes in the cost components.

Schedule of Payments:

- 10% of payment upon approval of the Inception Report

¹³ If necessary, the debriefing meeting between UNDP/UNICEF/RCO, all relevant stakeholders and the consultant will be organized on the same day.

- 30% upon submission of the draft Evaluation Report
- 60% upon finalization of the final Evaluation Report

Recommended Presentation of Offer

- a) **Completed Letter of Confirmation of Interest and Availability** using the template provided by UNDP;
- b) **Personal CV or a PII Personal History form**, indicating all past experience from similar projects, as well as the contact details (email and telephone number) of the Candidate and at least three (3) professional references;
- c) **Brief description of approach to work/technical proposal** of why the individual considers him/herself as the most suitable for the assignment, and a proposed methodology on how they will approach and complete the assignment; (max 1 page).
- d) **Financial Proposal** that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs, as per template provided. If an applicant is employed by an organization/company/institution, and he/she expects his/her employer to charge a management fee in the process of releasing him/her to UNDP under Reimbursable Loan Agreement (RLA), the applicant must indicate at this point, and ensure that all such costs are duly incorporated in the financial proposal submitted to UNDP.

Incomplete applications will be excluded from further consideration.

Criteria for Selection of the Best Offer

The award of the contract will be made to the Individual Consultant who has obtained the highest Combined Score and has accepted UNDP’s General Terms and Conditions. Only those applications which are responsive and compliant will be evaluated. The offers will be evaluated using the “Combined Scoring method” where:

- a) The educational background and experience on similar assignments will be weighted a max. of 70%
- b) The price proposal will weigh as 30% of the total scoring.

11. ToR annexes

Annex I

JP Results Framework

<p>Outcome I Capacity of national stakeholders, especially of key duty bearers and rights holders, is enhanced, to ensure more effective contributions towards disability inclusive policies, systems and - for the implementation of the CRPD and SDGs.</p>
<p><i>Please describe how the project will contribute to outcome I of the UNPRPD results framework. (200 words)</i></p> <p>The project will contribute to building the capacity of duty bearers that have responsibilities in the area of prevention of institutionalization and de-institutionalization of persons with disabilities, including those government officials that draft laws and bylaws, and those responsible for developing and</p>

implementing budgets for the provision of family and community-based services. The project will support changing mind-sets and building of capacity of officials and service providers to prevent institutionalization and support transitions of persons with disabilities back into the family and community. Capacity on disability inclusive budgeting on which guidelines will be designed, will be built. The National Human Rights Institution's capacity, jointly with that of OPDs, will be strengthened to monitor the implementation of CRPD in line with article 33 of the CRPD. This will include NHRI and OPDs capacity to monitor implementation of the disability inclusive budgeting guidelines developed under the project. The UN's knowledgebase on disability inclusion in the Common Country Analysis and programming under the Sustainable Development Cooperation Framework and of the level of meaningful participation of persons with disabilities in the work of the UN in Montenegro and how to strengthen this, will be enhanced through interventions under the project.

Output 1.1.A. The capacity of duty bearers and service providers, in particular the Ministry of Finance and Social Welfare, Ministry of Justice, Human and Minority Rights, the Protector, Parliamentarians, and local authorities is enhanced to draft recommendations, advocate for changes to facilitate de-institutionalization and prevent new admissions to institutions.

Indicators

1.1.1 # of trainings (disaggregation by type of capacity building) developed and delivered in the UNPRPD programme. (Disaggregated by topics)

1.1.3 # and % of participants reporting increased knowledge or capacity to design or revise policies or systems to be more disability inclusive.

Description:

The Government of Montenegro has committed to transferring children from large-scale residential institutions to alternative settings. It has invested significant efforts in the deinstitutionalization of children and in allocating resources to ensure that children have access to all necessary services in community care. Reform resulted in a 54% decrease in the number of children in large-scale residential institutions between 2010 and 2017. Montenegro has achieved the complete eradication of the placement of children from 0–3 in institutional care. However, the proportion of children with disabilities in institutional care has increased over the years, and the need to develop specialized services for children with disabilities, including respite care and specialized foster care, is high. One of the main goals of the on-going social and child welfare reform is to ensure that no children live in large-scale residential institutions.

The program will provide expert assistance, trainings and knowledge sharing to improve capacities and upgrade the skills of duty bearers and service providers, in particular the Ministry of Finance and Social Welfare, Ministry of Justice, Human and Minority Rights, the Protector, Ministry of Health, Parliamentarians, and local authorities and CSOs to draft recommendations, advocate for change in law and policy and implement activities for improved cross-sectoral cooperation to prevent institutionalization of both children and adults with disabilities.

Training will be centred around coordination, prevention of institutionalization, implementation of family support, integrated and holistic services at national and community level for children with disabilities and their families. It will be of multi-sectoral nature involving health, education, social and child

protection and justice professionals, other national and local level duty barriers and OPD representatives. Participants will work on drafting recommendations to advocate for change and on development of a minimum package of family and community-based services for children with disabilities and their families. Training will also focus on guidelines for easier process of licensing of the providers of social and child protection services and use of disability inclusive indicators by all stakeholders. The participants will be trained on how to develop an Action Plan for the implementation of the findings and recommendations of the [Analysis of the cross-sector system support for children with disabilities in Montenegro](#).

Baseline for the first indicator: 0 trainings for professionals from public institutions, local self-governments, OPDs trained in advocacy and implementation of activities and models to facilitate improved cross-sectoral cooperation in prevention of institutionalization and independent living for persons with disabilities.

Milestone year 1: at least 1 training for professionals from public institutions, local self-governments, DPOs trained in advocacy and implementation of activities and models to facilitate improved cross-sectoral cooperation in prevention of institutionalization and independent living for persons with disabilities.

Milestone year 2: at least 1 training for professionals from public institutions, local self-governments, OPDs trained in advocacy and implementation of activities and models to facilitate improved cross-sectoral cooperation in prevention of institutionalization and independent living for persons with disabilities.

Target: at least 2 trainings for professionals from public institutions, local self-governments, DPOs trained in advocacy and implementation of activities and models to facilitate improved cross-sectoral cooperation in prevention of institutionalization and independent living for persons with disabilities.

Means of verification: Training reports of UN agencies and responsible national and local stakeholders.

Responsible: UNICEF

Baseline for the second indicator: 0 professionals from public institutions, local self-governments, OPDs trained in advocacy and implementation of activities and models to facilitate improved cross-sectoral cooperation in prevention of institutionalization and independent living for persons with disabilities.

Milestone year 1: 50 professionals from public institutions, local self-governments, DPOs trained and 75% of them reporting increased knowledge in advocacy and implementation of activities and models to facilitate improved cross-sectoral cooperation in prevention of institutionalization and independent living for persons with disabilities.

Milestone year 2: 100 professionals from public institutions, local self-governments, OPDs trained and 75% of them reporting increased knowledge in advocacy and implementation of activities and models to facilitate improved cross-sectoral cooperation in prevention of institutionalization and independent living for persons with disabilities.

Target: 100 professionals from public institutions, local self-governments, DPOs trained and 75% of them reporting increased knowledge in advocacy and implementation of activities and models to facilitate improved cross-sectoral cooperation in prevention of institutionalization and independent living for persons with disabilities.

Means of verification: Training reports of UN agencies and responsible national and local stakeholders

Responsible: UNICEF

Output I.1.B. The capacity of service providers, including OPDs and local self-governments, is enhanced to provide a wide array of services (social and child protection, activation, health, family support, education, etc.) to facilitate living independently and in the community.

Indicators
I.1.1 # of trainings (disaggregation by type of capacity building) developed and delivered in the UNPRPD programme. (Disaggregated by topics)
I.1.3 # and % of participants reporting increased knowledge or capacity to design or revise policies or systems to be more disability inclusive.
<u>Description:</u> Support services for family and community-based living for adults and children with disabilities and their families are insufficient and inadequate. Among officials and service providers, there is need to shift mindsets from the medical to the human rights model. The project will provide expert assistance, trainings and knowledge sharing to improve knowledge, shift attitudes and enhance capacities of service providers (public institutions, local self-governments, CSOs) to develop models and implement plans and actions to prevent institutionalization and to provide quality integrated services throughout the lifecycle, including for activation of persons with disabilities.
<u>Baseline:</u> 0 trainings to improve capacities of professionals from service providers (public institutions, local self-governments, CSOs, OPDs) to develop models and implement activities for activation/independent living of persons with disabilities /_to implement activities for prevention of institutionalization and provision of quality integrated services throughout the lifecycle
<u>Milestone year 1:</u> at least 2 trainings for professionals from service providers (public institutions, local self-governments, CSOs, OPDs) trained to develop models and implement activities for activation/independent living of persons with disabilities / to implement activities for prevention of institutionalization and provision of quality integrated services throughout the lifecycle
<u>Milestone year 2:</u> at least 2 trainings for professionals from service providers (public institutions, local self-governments, CSOs, OPDs) trained to develop models and implement activities for activation/independent living of persons with disabilities / to implement activities for prevention of institutionalization and provision of quality integrated services throughout the lifecycle
<u>Target:</u> at least 4 trainings for professionals from service providers (public institutions, local self-governments, CSOs, OPDs) trained to develop models and implement activities for activation/independent living of persons with disabilities / to implement activities for prevention of institutionalization and provision of quality integrated services throughout the lifecycle
<u>Means of verification:</u> Training reports of UN agencies and responsible national and local stakeholders
<u>Responsible:</u> UNDP & UNICEF
<u>Baseline:</u> limited capacities of professionals from service providers (public institutions, local self-governments, CSOs, OPDs) to develop models and implement activities for activation/independent living of persons with disabilities /_to implement activities for prevention of institutionalization and provision of quality integrated services throughout the lifecycle
<u>Milestone year 1:</u> 20 professionals from service providers (public institutions, local self-governments, CSOs, OPDs) trained and 75% of them reporting increased knowledge to develop models and implement activities for activation/independent living of persons with disabilities / to implement activities for prevention of institutionalization and provision of quality integrated services throughout the lifecycle

Milestone year 2: 30 professionals from service providers (public institutions, local self-governments, CSOs, OPDs) trained and 75% of them reporting increased knowledge to develop models and implement activities for activation/independent living of persons with disabilities / to implement activities for prevention of institutionalization and provision of quality integrated services throughout the lifecycle

Target: 50 professionals from service providers (public institutions, local self-governments, CSOs, OPDs) trained t and 75% of them reporting increased knowledge to develop models and implement activities for activation/independent living of persons with disabilities / to implement activities for prevention of institutionalization and provision of quality integrated services throughout the lifecycle

Means of verification: Training reports of UN agencies and responsible national and local stakeholders

Responsible: UNDP & UNICEF

Output: I.I.C. The capacity of the Ministry of Finance and Social Welfare, the Ministry of Economic Development, local governments, OPDs and the NHRI to develop, implement, advocate for, and monitor the implementation of disability inclusive-budgeting guidelines to enhance activation and independent living in the community is enhanced.

Indicators

I.I.1 # of trainings (disaggregation by type of capacity building) developed and delivered in the UNPRPD programme. (Disaggregated by topics)

I.I.3 # and % of participants reporting increased knowledge or capacity to design or revise policies or systems to be more disability inclusive.

Description:

The situational analysis pointed to the need to ensure that national and local governments factor costs associated with family and community-based programs and services in their budgets, and that they divert resources now allocated to supporting institutions to such family and community-based services. The analysis also found that the resources within the existing Fund for professional rehabilitation and employment of persons with disabilities have had limited impact on supporting women and men with disabilities to get employed

Under this output, different key stakeholders, including the Ministry of Finance and Social Welfare, the Ministry of Economic Development, Ministry of Education, Science, Culture and Sports, Ministry of Health and local governments, will learn how to develop and use guidelines to develop disability inclusive budgets.

Activities include a review of methodologies for inclusive budgeting, focusing on effective methodologies in countries in similar contexts/levels of development. The review will inform the development of guidelines for disability-inclusive budgets by national and local authorities, and will inform capacity building trainings and ongoing technical assistance to planners and managers in the relevant ministries and local self-governments to create budgets and secure adequate funding for disability inclusive policies and programs. OPDs and the NHRI will take part in entire process to design guidelines but also in capacity building activities to enable them to monitor and advocate the implementation of the guidelines. Training modules will focus on models for co-financing of integrated cross-sector services at national and local level, fiscal decentralization and financial planning at national and local levels, increase in the volume of public funding and investing in professional qualification and improvement of the staff working with children and persons with disabilities in a variety of services and settings that allow the child and

person with disability to stay with his/her family and participate actively/live independently in the community.

Baseline for the first indicator: limited capacities of national and local level stakeholders for disability inclusive budgeting

Milestone year 1: Guidelines for disability-inclusive budgets developed

Milestone year 2: at least 2 trainings for professionals in disability-inclusive budgeting

Target: at least 2 trainings for national and local level stakeholders for disability inclusive budgeting

Means of verification: Training reports of UN agencies and responsible national and local stakeholders

Responsible: UNDP & UNICEF

Baseline for the second indicator: limited capacities of national and local level stakeholders for disability inclusive budgeting

Milestone year 1: Guidelines for disability-inclusive budgets developed

Milestone year 2: 50 professionals trained in disability-inclusive budgeting

Target: 50 professionals trained and 75% of them report improved knowledge in disability-inclusive budgeting

Means of verification: Training reports of UN agencies and responsible national and local stakeholders

Responsible: UNDP & UNICEF

Output: I.I.D. The capacity of the NHRI and OPDs to monitor, report and conduct advocacy for enhanced CRPD implementation under the newly established monitoring mechanism, is strengthened.

Indicators

I.I.3 # and % of participants reporting increased knowledge or capacity to design or revise policies or systems to be more disability inclusive.

Description: At present, the NHRI - the Protector for Human Rights and Freedom - monitors the implementation of national and international human rights standards, including the CRPD standards. It works with OPDs and acts on violations of the rights of persons with disabilities. The Protector reports to the CRPD Committee, and OPDs do so as well separately. Systematic, meaningful involvement and participation of the OPDs in independent monitoring that the Protector undertakes, and as required under article 33 is yet to be established. Under this output, knowledge of the guidance from the Committee on the Rights of Persons with Disabilities on the setup and functioning of independent monitoring mechanisms (IMM) and of good practices from IMM in the region and beyond will be built among the NHRI and OPDs, to assist them to establish a sustainable and inclusive structure for monitoring in Montenegro. Technical support will be provided to translate the Committee's guidance and outcomes of consultations between the NHRI and OPDs in an IMM structure that is fit to the context of Montenegro. Members of the IMM will benefit throughout the project phase from capacity building and technical support on key issues they identify as priority for monitoring, reporting and advocacy. Capacity will be also built of IMM members on how to monitor disability-inclusive budgeting guidelines that will be developed under the project for a range of stakeholders including the NHRI and OPDs.

<u>Baseline:</u> Limited knowledge of the guidelines for an independent monitoring mechanism and limited technical knowledge on key issues of concern that require monitoring for compliance with the CRPD.
<u>Milestone year 1:</u> good knowledge of guidance and good practices with regard to IMMs.
<u>Milestone year 2:</u> adequate knowledge in at least three specific rights areas for monitoring and monitoring conducted.
<u>Target:</u> 15 NHRI and OPD representatives and 75% of them reporting to have increased knowledge and capacity to monitor policies and systems so these are more disability inclusive
<u>Means of verification:</u> document setting out IMM structure, reports of specific capacity building activities, regular project reports.
<u>Responsible:</u> NHRI and OPDs, UNICEF, Human Rights Adviser.
Output: 1.2.A. Guidelines for disability inclusive and cross-sectoral budgeting in areas of development of family and community-based services, independent living and are developed with the Ministry of Finance and Social Welfare and local governments
Indicators
1.2.1 # of knowledge products (disaggregated by type of product/thematic focus) developed, piloted and disseminated to the relevant stakeholders to inform inclusive practices
<u>Description:</u> According to the Situational analysis, State budgeting guidelines do not include any disability related benchmarks, neither at the national or local level. While there is limited analysis of state budgets from a disability inclusion perspective, in practice data shows that a large part of funds from the State budget are used for institutions where adults and children with disabilities reside, rather than for family or community-based services for persons with disabilities. There is a need for guidance how to ensure that budgets are in line with CRPD, with a focus on supporting services in the family and community and on de-institutionalization. Technical support will be provided to the Ministry of Finance and Social Welfare and local self-governments on disability-inclusive budgeting, more specifically to develop Guidelines for disability inclusive and cross-sectoral budgeting in areas of development of family and community-based services, independent living. The program will provide technical support for desk review and collection of inputs to develop the guidelines and recommendations on disability-inclusive budgeting that will also include child-centered budgeting. Capacity building and ongoing technical assistance to the relevant ministries and local self-governments to implement the guidelines to secure adequate funding for disability inclusive policies and programs will be provided.
Baseline No Guidelines
Milestone year 1 Guidelines drafted
Milestone year 2 Guidelines adopted
<u>Target:</u> At least one guideline for disability inclusive and cross-sectoral budgeting in areas of prevention of institutionalization, development of family and community-based services, independent living is developed by the Ministry of Finance and Social Welfare and local governments
<u>Means of verification:</u> Ministry of Finance and Social Welfare and local self-governments` reports

Responsible: Ministry of Finance and Social Welfare and local governments with technical support of UNICEF and UNDP
Output: 1.2.B. Cost analysis of at least two priority family and community-based services is carried out
Indicators
1.2.1 # of knowledge products (disaggregated by type of product/thematic focus) developed, piloted and disseminated to the relevant stakeholders to inform inclusive practices
Description:
Based on an already existing needs assessments of children with disabilities, and an assessment with adults that will be carried out under the program, two key family and community-based services to prevent institutionalization of adults children with disabilities will be costed. Costing of family and community-based care will not only serve the pilots foreseen under the program but also will be used as evidence to accelerate efforts away from institutionalization and give further impetus for the work on disability inclusive budgeting.
<u>Baseline</u> limited evidence-based costing and budgeting of key family and community-based services
Milestone year 1: priority family and community-based services identified
Milestone year 2: priority family and community-based services costed
Target: Cost analysis of at least two priority family and community-based services developed
Means of verification Project progress reports, Ministry of Finance and Social Welfare reports
Responsible: UNICEF and UNDP
Outcome 2. Gaps in achievement of essential building blocks or preconditions to CPRD implementation in development and humanitarian programs are addressed.
<i>Please describe how the project will contribute to outcome 2 of the UNPRPD results framework. (200 words)</i>
The project will contribute to aligning the national legal and policy and legal framework to international instruments and support implementation to prevent institutionalization, foster de-institutionalization, and support activation and independent living of persons with disabilities. For this to happen, the needs of persons with disabilities will be assessed so that standards and action plans for improved protection of rights of persons with disabilities can be developed and enforced. In order to provide holistic and integrated support for persons with disabilities in line with CRPD, models for gender and disability inclusive, cross-sectoral budgeting for further development of family and community-based services and independent living will be designed. In addition, based on a new assessment and existing assessment of needs and systems support to children with disabilities, at least two family and community-based services facilitating independent living in family/community will be modelled in line with CRPD standards. The National Human Rights Institution's capacity, jointly with that of OPDs, will be strengthened to monitor implementation of CRPD, NHRI will be supported to establish the independent monitoring mechanism that is fully in line with art 33 of CRPD. UN Montenegro will support its establishment and functioning, facilitate and monitor DPOs participation in the overall process.
Output 2.1.A. The legal and policy framework is reviewed to provide recommendations for deinstitutionalization, the prevention of institutionalization, and recommendations are made to support independent living, activation, and supported decision-making mechanisms.
Indicators

2.1.1. # of national regulatory frameworks and systems changes targeted by the UNPRPD program disaggregated by 1) legislation/regulation, 2) policies/plans/strategies, 3) capacity building programs, 4) operational guidance/standards, 5) direct services/service overhaul/service modelling, 6) audits/reviews/assessments, 7) governmental programs, 8) administrative procedures, 9) formal monitoring and accountability mechanisms or bodies, 10) regulatory/oversite/monitoring systems, 11) financing and budgeting or 12) other

Description

Deinstitutionalization and development of community-based support services are one of the highest priority issues identified by persons with disabilities in Montenegro. While the 2013 Law on Social and Child Protection set preconditions for deinstitutionalization and for a shift from institutional to family and community-based support, overall, the legal and policy framework in force continues to allow institutionalization and is not in line with CRPD. A considerable number of adults and children reside in institutions, some of whom for decades and some of them dying there. Others are at risk of institutionalization as community based services are yet inadequate. There is no minimum package of such services currently. Those at risk of institutionalization include adults with disabilities many of whom are unemployed. OPDs and duty bearers agree that gaps in the strategic and legislative framework on professional rehabilitation and employment of persons with disabilities need to be tackled. The ongoing revision of the Law on Professional Rehabilitation and Employment of Persons with Disabilities presents a good opportunity for support, with the ultimate aim under this project of prevention of institutionalization of this group of persons with disabilities. There is also a need for stronger intersectoral cooperation to support adults and children with disabilities and their families. With regard to children with disabilities, the Council for Child Rights, as the highest inter-sector body in the country dealing with the promotion and protection of children’s rights, has not sufficiently used its mandate and capacities to ensure the implementation of laws and policies and to foster inter-sector cooperation in the protection of the rights of children with disabilities and their families, and this initiative represents an exceptional opportunity to advance policies and practices in this domain.

Under the project, technical support will be provided to review and support the drafting of legislation and policies that will prevent institutionalization. It will include support to the Council for the Rights of the Child (parliamentarians, the Protector, OPDs, etc.) to draft an Action Plan to implement recommendations from the 2019 Analysis of cross-sectoral system support to children with disabilities and their families, which refer to improved coordination, data collection and analysis, budgeting, multi-sectoral cooperation and financing, adoption of single definition of disability and IFC assessment model, decentralization of services and resources. In addition, expert support will be provided to the Government to develop a minimum package of services as well as standard operating procedures for coordination across sectors at technical/professional level for provision of integrated, holistic and child centred-approach to children and youth with disability throughout the lifecycle.

Output 2.1.A. Activity 1.

Baseline: Findings of the Analysis of cross-sectoral system support to children with disabilities developed and recommendation for improved work provided (2020)

Milestone year 1: Expert engaged, working group established, chaired by the Council for the Rights of the Child

Milestone year 2: First Draft of the Action Plan developed

Target: Action Plan on implementation of the recommendations of the Analysis of cross-sectoral system support to children with disabilities developed and implemented (2022)

Means of verification: Government of Montenegro and UNICEF Reports
Responsible: Government of Montenegro (all sectors), Council for the Rights of the Child, UNICEF
Output 2.1.A. Activity 2.
Baseline: Minimum package of services for all vulnerable groups produced; Standard operating procedures (SOP) for coordination across sectors for provision of integrated, holistic and child centred-approach to children and youth with disability throughout the lifecycle does not exist (2021)
Milestone year 1: Expert engaged, working group established
Milestone year 2: First Draft of the minimum package of services and SoP for provision of integrated, holistic and child centred-approach to children and youth with disabilities developed
Target: Minimum package of services and Standard operating procedures for coordination across sectors for provision of integrated, holistic and child centred-approach to children and youth with disability throughout the lifecycle developed (2023)
Means of verification: Government, local self-governance and UNICEF Reports
Responsible: Government of Montenegro (all sectors), local self-governance, UNICEF
Output 2.1.A. Activity 3
Baseline: The new Law on professional rehabilitation and employment of persons with disabilities under development
Milestone year 1: The new Law reviewed
Milestone year 2: Development of at least 2 rulebooks supported
Target: The new Law reviewed and provided recommendations for improvement, at least 2 relevant rulebooks drafted
Means of verification: Government and UNDP reports
Responsible: Ministry for Economic Development, UNDP
Cumulative target: At least 5 national regulatory frameworks and systems changes targeted: Action Plan on implementation of the recommendations of the Analysis of cross-sectoral system support to children with disabilities developed and implemented (2022), Minimum package of services for all vulnerable groups produced; Standard operating procedures (SOP) for coordination across sectors for provision of integrated, holistic and child-centred approach to children and youth with disability throughout the lifecycle does not exist (2021); The new Law on professional rehabilitation and employment of persons with disabilities reviewed and recommendations for improvement provided; At least 2 relevant rulebooks drafted.
Output 2.1.B. The needs of adults regarding community-based support, and of community-based systems are assessed, and recommendations for revision of the systems are developed
Indicators
2.1.1. # of national regulatory frameworks and systems changes targeted by the UNPRPD program disaggregated by 1) legislation/regulation, 2) policies/plans/strategies, 3) capacity building programs, 4) operational guidance/standards, 5) direct services/service overhaul/service modelling, 6) audits/reviews/assessments, 7) governmental programs, 8) administrative procedures, 9) formal

monitoring and accountability mechanisms or bodies, 10) regulatory/oversite/monitoring systems, 11) financing and budgeting or 12) other
<p><u>Description</u></p> <p>There is limited data on specific needs of different adult persons with disabilities for community-based support. Qualitative research will be conducted to identify specific needs of persons with disabilities living in their communities. Additionally, the research will support identifying the needs of persons with disabilities currently in residential institutions, as a prerequisite for their potential deinstitutionalization. Recommendations for stronger community-based support systems, based on the identified needs, will be used to identify a key service that the program will cost and pilot.</p>
<u>Baseline:</u> Limited data on specific needs of different adult persons with disabilities for community-based support
<u>Milestone year 1:</u> Research conducted and recommendations provided
<u>Milestone year 2:</u> Key needs to inform pilot agreed upon
<u>Target:</u> at least 1 assessment of priority needs of adult persons with disabilities regarding community-based support conducted and recommendations provided
<u>Means of verification:</u> Needs assessment report. Project progress reports
<u>Responsible:</u> UNDP
Output 2.1.C. Inclusive and cross-sectoral budgeting for family and community-based services and independent living is enabled.
<p>Indicators</p> <p>2.1.1. # of national regulatory frameworks and systems changes targeted by the UNPRPD program disaggregated by 1) legislation/regulation, 2) policies/plans/strategies, 3) capacity building programs, 4) operational guidance/standards, 5) direct services/service overhaul/service modelling, 6) audits/reviews/assessments, 7) governmental programs, 8) administrative procedures, 9) formal monitoring and accountability mechanisms or bodies, 10) regulatory/oversite/monitoring systems, 11) financing and budgeting or 12) other</p>
<p><u>Description</u></p> <p>According to the situational analysis there is a need to ensure that national and local authorities recognize and allocate expenditures of family and community-based programs and services in their budgets, and that they divert resources currently allocated to supporting residential institutions to such family and community-based services. Different key stakeholders, including the Ministry of Finance and Social Welfare, the Ministry of Economic Development, Ministry of Education, Science, Culture and Sports, Ministry of Health, national and local level institutions, and local self-governments, will use disability-inclusive budgets, based on guidelines developed under the project and with ongoing technical assistance during the project duration. The process will benefit from active participation of OPDs and the NHRI who will monitor and advocate for the implementation of the guidelines.</p>
<u>Baseline:</u> no disability-inclusive budgeting at national and local levels in place.
<u>Milestone year 1:</u> review of methodologies for inclusive budgeting

Milestone year 2: guidelines for disability-inclusive budgeting developed and national and local authorities' capacities increased
Target: At least 1 guideline for inclusive and cross-sectoral budgeting for family and community-based services and independent living developed
Means of verification: Project progress reports, relevant stakeholders reports
Responsible: UNICEF, UNDP
Output 2.1.D. Based on new assessment (2.1.B) and existing assessment of needs and systems to support children with disabilities, at least two key services for independent living in family/community developed in line with CRPD standards and piloted
Indicators
2.1.1. # of national regulatory frameworks and systems changes targeted by the UNPRPD program disaggregated by 1) legislation/regulation, 2) policies/plans/strategies, 3) capacity building programs, 4) operational guidance/standards, 5) direct services/service overhaul/service modelling, 6) audits/reviews/assessments, 7) governmental programs, 8) administrative procedures, 9) formal monitoring and accountability mechanisms or bodies, 10) regulatory/oversite/monitoring systems, 11) financing and budgeting or 12) other
<u>Description</u> Family and community-based services in Montenegro are inadequate. Some do not yet exist, others are insufficiently resourced. Based on the Analysis of cross-sector system support for children with disabilities in Montenegro and the assessment of needs of adult with disabilities, through a consultative process with OPDs, including associations of parents of children with disabilities, key services to prevent family separation and institutionalization of children with disabilities will be identified. Technical support will be provided to the Government to design two identified key services, and for piloting in two selected municipalities
Baseline: limited evidence-based planning and establishing of services key to prevention of institutionalization and support activation/independent living
Milestone year 1: at least two key identified services to prevent institutionalization and support activation-independent living designed
Milestone year 2: at least two key identified services to prevent institutionalization and support activation-independent living piloted
Target: at least two key identified services to prevent institutionalization and support activation-independent living designed and piloted
Means of verification: Ministry of Finance and Social Welfare Reports, Ministry of Economic Development reports
Responsible: Ministry of Finance and Social Welfare, Ministry of Economic Development, UNICEF, UNDP
Output 2.2.A. A CRPD Independent Monitoring Mechanism (IMM) within the Protector of Human Rights and Freedoms with full participation of persons with disabilities is supported.
Indicators

2.2.1. # of multi-stakeholder coordination mechanisms (disaggregated formal/informal) to support legislative policy and systems changes developed or strengthened

Description: At present, the NHRI - the Protector for Human Rights and Freedom - is conducting monitoring of the implementation of human rights standards including the standards in the CRPD. It collaborates with OPDs, but there is no systematic and meaningful participation with OPDs as required under article 33 can be strengthened in the monitoring of CRPD implementation. The Protector will be supported to lead a consultative process to reach consensus with OPDs on a structure to jointly monitor the implementation of the CRPD that ensures systematic and meaningful collaboration between the Protector and persons with disabilities. Technical assistance will be provided to guarantee that the consultations and the eventual modality is in line with the 2016 guidance of the Committee on the Rights of Persons with Disabilities. Once established, support is envisaged for regular consultations that aim to identify key issues that require in-depth monitoring, capacity building on those issues as needed, for guidelines for the monitoring and for supporting high quality synthesis of findings of monitoring in accessible reports that inform decision-makers and that will be used for advocacy for legislative and policy changes.

Baseline: The Protector monitors the implementation of the rights of persons with disabilities and reports under the CRPD, but does not do this in a structured manner with meaningful participation of persons with disabilities

Milestone year 1: The independent monitoring mechanism that is fully in line with art 33 of CRPD is established, and starts functioning

Milestone year 2: the IMM has produced at least two analytical reports on key issues of concern jointly identified by the IMM and OPDs

Target: One multi-stakeholder (NHRI and OPDs) mechanism is officially established and two reports produced

Means of verification: Annual reports of the Protector's office. Reports of the IMM.

Responsible: The Protector for Human Rights and Freedoms and OPDs with support of the UNICEF and UNDP coordinator, with technical support from the Human Rights Adviser

Outcome 3. National development and humanitarian plans, budgets, programs and monitoring processes are disability inclusive.

Please describe how the project will contribute to outcome 3 of the UNPRPD results framework. (200 words)

The project will support better disability inclusion in the review of the UN's Common Country Analysis (CCA) adopted in 2021 and the implementation and monitoring of the UN's Sustainable Development

Cooperation Framework (SDCF) that will be adopted in 2022 and cover 2023-2027. The UNCT will seek OPD inputs into the annual reviews of the CCA and recommendations how to ensure results under the SCDF are more disability inclusive. Through increased OPD engagement, UN knowledge and capacity, but also that of national partners taking part in the project, will be built on CRPD, the key challenges persons with disabilities face in Montenegro and how to integrate disability in programming, including through use of disability inclusive indicators. For the UNCT to undertake targeted action to increase the meaningful participation of persons with disabilities in the work of the UN system in Montenegro, OPDs will be tasked with assessing the current level of participation and making recommendations for key areas of improvement.

National SDG processes have stalled over the past years but may be revived in 2022 as the country plans to submit a report to the Voluntary National Review on SDG implementation in mid-20202. If revived, the project will seek to ensure that support will benefit both the national SDG as well as the UN's SDCF processes.

Output 3.1.A. Updates to the CCA and the new UN Sustainable Development Cooperation Framework (UNSDCF 2023-2027) are inclusive of rights of persons with disabilities.

Indicators

3.1.1 # of Common Country Analysis (CCA) including disaggregated data and analysis of the situation of

persons with disabilities.

1.1.2 # UNSDCF where disability inclusion has been mainstreamed and/or targeted.

Description: The CCA provides analysis of the situation of persons with disabilities in a range of areas and make recommendations as to how to address some of the key challenges. There are however data gaps and there is limited information on how certain challenges affect different groups of persons with disabilities differently. The CCA will be reviewed during the project cycle by OPDs, supported by external expertise, with recommendations to the UNCT how to strengthen disability inclusion in the analysis and in adjustments to the relevant programs and activities under the UNSDCF. UNCT members and agency staff, but also national partners will also learn how to better integrate disability in SDCF design, but in particular in implementation and monitoring, as well as in joint and individual UN programs that will be undertaken under the SDCF, and in the work by national partners to further CRPD implementation. Expertise will be brought in to prepare concise guidelines for UN and partners how to better integrate disability in programming and to lead the design of context specific disability inclusive indicators and methods for collection of data for those indicators.

Baseline for first indicator: CCA provides a good overview of key challenges persons with disabilities face. In regard to ways forward, there are few specific recommendations, but rather more general recommendations that cover all marginalized groups. Capacity of UNCT and agency staff on CRPD and disability inclusion is limited. The draft SDCF has no specific disability inclusive indicators.

Milestone year 1: CCA is reviewed for the first time. Knowledge of at least 15 agency staff and 10 national partners on disability inclusion in programming and activities is increased. Guidelines and indicators designed by expert.

Milestone year 2: CCA is reviewed for the second time, and disability inclusion is strengthened with specific recommendations on furthering the rights of persons with disabilities, per type of disability, as feasible. Agency staff and national partners implement new knowledge and use guidelines prepared by expert.

Target: One CCA, through two CCA reviews, includes disaggregated data and analysis of the situation of persons with disabilities.

<u>Means of verification:</u> Revised CCA documents.
<u>Responsible:</u> UNDP with support from Human Rights Adviser, OPDs, external consultant
<u>Baseline for second indicator:</u> SDCF is in early stages of design
<u>Milestone year 1:</u> SDCF in which disability is integrated is adopted. 20 UN staff and national partners have better knowledge and stronger partnerships to increase level of disability inclusion in SDCF and other UN processes and programs
<u>Milestone year 2:</u> The SDCF that is disability inclusive is implemented for the first year.
<u>Target:</u> One SDCF where disability inclusion is targeted under key outcomes and programmes to further those output
<u>Means of verification</u> SDCF document. Reports of training and workshops. UN agency project documents
<u>Responsible;</u> UNICEF with support from Human Rights Adviser, OPDs, external consultant
Output 3.3. OPDs, and in particular those representing the most marginalized groups of persons with disabilities, are systematically and meaningfully engaged to ensure their input is integrated in the annual review of the UN's Common Country Analysis and to guarantee disability inclusion in the design, implementation and monitoring of the UNSDCF in Montenegro.
Indicators
3.3.1 # UN led national and/or regional coordination mechanisms with established consultation processes undertaken to ensure the active involvement of persons with disabilities, including through their representative organizations, in the design, implementation and monitoring of instruments for planning and implementation of UN development activities at the country level
<u>Description:</u> The UN will engage a coalition of OPDs, including those representing the most marginalized groups of persons with disabilities, to conduct an assessment of the level of meaningful participation of persons with disabilities in UN programmes but also in its operations. The OPDs will make recommendations for action and based on which jointly with the UN, the OPDs will design actions to strengthen disability inclusion in the UN system in Montenegro. In addition, actions will be identified how to raise the level of systematic and meaningful participation of persons with various types of disabilities in the work of the UN. The priority actions will not only inform the UNSDCF process but will also seek to support joint UN and individual agency programming. The project will support implementation of the key actions agreed upon by the UNCT.
<u>Baseline:</u> OPDs that represent various groups of children and adults with disabilities are engaged in specific programs that further the rights of persons with disabilities by some of the UN agencies and are consulted in an <i>ad hoc</i> but increasing manner in overall strategic planning processes of the UN system in Montenegro.
<u>Milestone year 1:</u> Assessment conducted by OPDs and key actions agreed with the UNCT.
<u>Milestone year 2:</u> Implementation of three key actions identified in the assessment.
<u>Target:</u> at least one UN led coordination mechanism that ensures systematic engagement of persons with all four types of disabilities in UN processes.
<u>Means of verification:</u> Assessment report, project reports, annual UNCT reporting.
<u>Responsible:</u> UNICEF with support from Human Rights Adviser, OPDs.

ANNEX 2: EVALUATION MATRIX TEMPLATE

Relevant evaluation criteria	Key questions	Specific sub questions	Data sources	Data collection methods / tools	Indicators / success standards	Method of data analysis
Relevance	<p>To what extent did the JP align with Montenegro's national policies, and what were the specific needs of persons with disabilities?</p> <p>How did the JP priorities align with the CRPD, SDGs, and UNSDCF in MNE?</p> <p>How did the JP adapt to remain relevant during political, social, and economic transformations in the country?</p>	<p>Which policies are JP aligned and which are not? Why?</p> <p>How did induction workshop ensure that all stakeholders are informed and prepared to participate in the following steps</p> <p>Was there a buy-in by the Government and if not, how was it addressed?</p> <p>Did political instability affect JP outcomes, and if so, and how?</p> <p>Were the activities complementary to other ongoing initiatives and how?</p>	<p>Key informant interviewees with IR, OPDs, RCO, PUNOs, EE</p> <p>Implementation reports</p> <p>Other relevant reports</p> <p>CRPD, SDGs and UNSDCF in MNE</p>	<p>Interviews / survey</p> <p>Desk research</p>	<p>Extent to which the objectives and outcomes implemented were consistent with needs, priorities and policies</p>	<p>Triangulation of information</p>
Effectiveness	<p>What changes did the JP lead to in policy and systems to advance CRPD implementation? What worked to achieve these changes?</p> <p>What catalytic changes did the JP foster to</p>	<p>Were capacity building activities well planned in terms of reach and quality?</p> <p>How were you involved in the JP?</p>	<p>Key informant interviewees with IR, OPDs, RCO, PUNOs, EE</p> <p>Implementation reports</p>	<p>Interviews / survey</p> <p>Analysis of the results framework indicators</p>	<p>How far were the programme's results attained and the Programme's specific objectives achieved</p>	<p>Triangulation of information</p>

	<p>mainstream disability inclusion in national development frameworks? What worked to achieve these changes?</p> <p>To what extent did the capacity-building interventions enable all key stakeholders to be informed and contribute to national policy making, review, and implementation?</p> <p>In what ways did JP outputs contribute or not contribute to intended outcomes?</p> <p>Were there any unintended positive or negative outcomes, and if so, how were they managed?</p>	<p>Did you participate in the trainings developed and delivered by UNPRPD? Which? How do you evaluate their usefulness?</p> <p>Are you familiar with Analysis of cross-sectoral system support to children with disabilities and their recommendations? If so, how do you evaluate its contribution to deinstitutionalisation, prevention of institutionalisation and support for independent living, activation and supported decision-making?</p> <p>Are you familiar with Standard operating procedures for coordination across sectors? If so, how do you evaluate its contribution to deinstitutionalisation, prevention of institutionalisation and support for independent living, activation and supported decision-making?</p> <p>Are you familiar with the disability inclusive budgeting</p>	<p>Other relevant reports</p>	<p>Desk research</p>		
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		<p>guidelines? If so, how do you evaluate its contribution to deinstitutionalisation, prevention of institutionalisation and support for independent living, activation and supported decision-making?</p> <p>Are you familiar with services designed to prevent institutionalisation and support activation/independent living that were provided through JP? If so, how successful they were?</p> <p>Are you familiar with the multi-stakeholder coordination mechanism within Protector of Human Rights and Freedoms to support legislative policy and system changes? How would you evaluate its functionality?</p>				
Efficiency	Was there equal engagement from all partners in the implementation of the JP? Was the JP's intervention more efficient when compared to what could have been achieved through a	<p>What was the value added through JP instead of single agency intervention?</p> <p>Were the funds available for the activity sufficient?</p>	Key informant interviewees with IR, OPDs, RCO, PUNOs, EE	Interviews / survey Desk research	How well did the various activities transform the available resources into the intended results, in terms of quantity,	Triangulation of information

	<p>single-agency intervention?</p> <p>Was the grant size and duration optimal to achieve programme objectives?</p>	<p>Was the funding process well administered?</p> <p>Was the reporting adjusted to OPDs?</p>	<p>Implementation reports</p> <p>Other relevant reports</p>		<p>quality and timeliness.</p>	
Coherence	<p>How did the Participating United Nations organizations (PUNOs) maximize their expertise to implement the JP?</p> <p>To what extent did PUNOs coordinate with development partners and other UN agencies to prevent overlaps, leverage contributions, and catalyze collaborative efforts?</p>	<p>If overlaps in activities and expertise were identified, how were they addressed?</p>	<p>Key informant interviewees with IR, OPDs, RCO, PUNOs</p> <p>Implementation reports</p> <p>Other relevant reports</p>	<p>Interviews / survey</p>	<p>To what extent have mutual reinforcement effects been achieved</p>	<p>Triangulation of information</p>
Equity and inclusion	<p>To what extent did the JP succeed in addressing the unique and diverse needs and challenges faced by different groups within of the disability community, such as women, children, and other marginalized groups?</p> <p>To what extent have gender equality and the empowerment of women been included and advanced in the design, implementation, monitoring, and communication?</p> <p>How did the JP ensure representatives from</p>	<p>How were they included in the planning inception phase?</p> <p>To what extent do you think CCA and UNSDCF are updated to be inclusive of rights of persons with disabilities? Especially regarding data disaggregation and analysis of situation, and disability inclusion mainstreaming and targeting.</p> <p>How would you evaluate</p>	<p>Key informant interviewees with IR, OPDs, RCO, PUNOs</p> <p>Implementation reports</p> <p>Other relevant reports</p> <p>Participation sheets</p>	<p>Interviews / survey</p> <p>Desk research</p>	<p>Extent of implementation of gender and human rights principles and strategies into the Programme design and implementation</p> <p>Extent to which participation and inclusiveness (with respect to rights holders and duty bearers) was maximized in the</p>	<p>Triangulation of information</p>

	<p>diverse OPDs could meaningfully engage in the JP implementation? What was the nature of this role, and how did it vary throughout the programme cycle?</p>	<p>inclusion of OPDs and in particular those that are representing most marginalized groups of PDs in annual review of UNs CCA?</p>			<p>Programme's planning, design, implementation and decision</p> <p>Extent of disability inclusion integrated in Programme planning and implementation</p>	
Sustainability	<p>To what extent has the JP fostered leadership and ownership among national authorities and other stakeholders, increasing the likelihood that the JP's outcomes will be sustained beyond its duration?</p> <p>How did the JP support to develop/strengthen partnerships between UN entities, OPDs and Government actors?</p> <p>What opportunities in Montenegro are important to consider for the future, promoted by the Government to advance the CRPD and disability-inclusive SDGs?</p>		<p>Key informant interviewees with IR, OPDs, RCO, PUNOs</p> <p>Implementation reports</p> <p>Other relevant reports</p>	<p>Interviews / survey</p> <p>Desk research</p>	<p>are the positive outcomes of the Programmes and the flow of benefits likely to continue after external funding ends or without funding support interventions</p>	<p>Triangulation of information</p>

ANNEX 3: INDICATOR PERFORMANCES

Inception phase		
Output	Indicator(s)	Status
Deliver an induction workshop	Induction workshop delivered and based on evaluation conducted with the participants met its goals.	Achieved
Conduct a Situational analysis	A situational analysis was conducted, including a desk review of national and international legal frameworks, existing analyses and data, focus group discussions, interviews, and a combination of qualitative and quantitative research methods.	Achieved
Develop the full proposal	The proposal was drafted and successful in achieving funding.	Achieved
Implementation phase		
Output I		
Output I.1.A The capacity of duty bearers and service providers, in particular the Ministry of Finance and Social Welfare, Ministry of Justice, Human and Minority Rights, the Protector, Parliamentarians, and local authorities is enhanced to draft recommendations, advocate for changes to facilitate de-institutionalization and prevent new admissions to institutions.	1 training on improving cross-sectoral cooperation in prevention of institutionalization and provision of quality integrated services for children with disabilities planned – 5 implemented	Exceeded
	100/100 professionals trained >75%/75% reported increased knowledge	Exceeded
Output I.1.B The capacity of service providers, including OPDs and local self-governments, is enhanced to provide a wide array of services (social and child protection, activation, health, family support, education, etc.) to facilitate living independently and in the community.	6 trainings planned and 8 implemented	Exceeded
	105/100 professionals trained 75%/75% reported increased knowledge	Exceeded
Output I.1.C The capacity of the Ministry of Finance and Social Welfare, the Ministry of Economic Development, local governments, OPDs and the NHRI to develop, implement, advocate for, and monitor the implementation of disability inclusive-budgeting guidelines to enhance activation and independent living in the community is enhanced.	2 trainings for professionals on CRPD Compliant Disability-Inclusive Budgeting Guidelines planned and 1 implemented.	Partially achieved
	27/50 professionals trained in CRPD Compliant Disability-Inclusive Budgeting 85%/75% reported increased knowledge	Partially achieved
Output I.1.D The capacity of the NHRI and OPDs to monitor, report and conduct advocacy for enhanced CRPD implementation under the newly established monitoring mechanism, is strengthened.	1 capacity building training planned, 2 implemented Reported increased knowledge in 3 specific areas	Exceeded
Output I.2.A Guidelines for disability inclusive and cross-sectoral budgeting in areas of development of family and community-based services, independent living are developed with the Ministry of Finance and Social Welfare and local governments	1/1 CRPD Compliant Disability-Inclusive Budgeting Guidelines developed and validated	Achieved.

Output 1.2.B Cost analysis of at least two priority family and community-based services is carried out.	Research on the needs of adults with disabilities conducted and 3 key services costed	Exceeded.
Output 2		
Output 2.1.A The legal and policy framework is reviewed to provide recommendations for deinstitutionalization, the prevention of institutionalization, and recommendations are made to support independent living, activation, and supported decision-making mechanisms.	Final draft of the Action Plan developed and sent to Council on Child Rights for adoption Pre-final version of the minimum package of services and SoP for provision of integrated, holistic and child centred approach to children and youth with disabilities developed The new Law on professional rehabilitation and employment of persons with disabilities is not passed. In line with approved request, available funds are transferred from activity 3 to Output 2.1.D. to activity 2.1.1 –increasing support for piloting a community-based service.	Partially achieved
Output 2.1.B The needs of adults regarding community-based support, and of community-based systems are assessed, and recommendations for revision of the systems are developed	Identified community-based services to support activation of people with disabilities, three key services costed, and psychological counselling selected for piloting.	Achieved
Output 2.1.C Inclusive and cross-sectoral budgeting for family and community-based services and independent living is enabled.	CRPD Compliant Disability-Inclusive Budgeting Guidelines developed and training for variety of stakeholder implemented to increase their capacities	Achieved
Output 2.1.D Based on new assessment (2.1.B) and existing assessment of needs and systems to support children with disabilities, at least two key services for independent living in family/community developed in line with CRPD standards and piloted.	2 key identified services to prevent institutionalization and support activation-independent living costed (one was planned) and one service selected for piloting in three municipalities	Exceeded
Output 2.2.A A CRPD Independent Monitoring Mechanism (IMM) within the Protector of Human Rights and Freedoms with full participation of persons with disabilities is supported	IMM established and functional. Ten field visits completed. Two analytical reports submitted.	Achieved.
Output 3		
3.1.A Updates to the CCA and the new UN Sustainable Development Cooperation Framework (UNSDCF 2023-2027) are inclusive of rights of persons with disabilities.	Output 3.1.A was revised in the manner that only one CCA review will be conducted, instead of two. Instead of initially planned two cycles of CCA review the review was conducted once in 2023.	Partially achieved
	A 6-day training for more than 70 UN staff members was conducted by consortium in 2 modules.	Achieved
3.3 OPDs, and in particular those representing the most marginalized groups of persons with disabilities, are systematically and meaningfully engaged to ensure their input is integrated in the annual review of the UN's Common Country Analysis and to guarantee disability inclusion in the design, implementation and monitoring of the UNSDCF in Montenegro	Consortium of OPDs produced the Report on the inclusion and participation of adults and children with disabilities in UN programmes and activities, that will be followed by implementation of 3 key actions identified in the Report, but not implemented yet at the time of conclusion of this evaluation.	Partially achieved

ANNEX 4: SURVEY/QUESTIONNAIRE QUESTIONS

Representatives of institutions

Relevance:

To what extent did the JP align with Montenegro's national policies, and what were the specific needs of persons with disabilities?

- Which policies are JP aligned and which are not? Why?
- How did induction workshop during inception phase ensure that all stakeholders were informed and prepared to participate in the following steps?
- Did situation analysis prepare and inform JP development adequately?

How did the JP adapt to remain relevant during political, social, and economic transformations in the country?

- Was there a lack of buy-in by the Government and how was it addressed?
- Did political instability affect JP outcomes and how?

Effectiveness:

What changes did the JP lead to in policy and systems to advance CRPD implementation? What worked to achieve these changes?

What catalytic changes did the JP foster to mainstream disability inclusion in national development frameworks? What worked to achieve these changes?

To what extent did the capacity-building interventions enable all key stakeholders to be informed and contribute to national policy making, review, and implementation?

Were there any unintended positive or negative outcomes, and if so, how were they managed?

- How were you involved in the JP?
- Were capacity building activities well planned in terms of reach and quality?
- Did you participate in the trainings developed and delivered by UNPRDPD? Which? How do you evaluate their usefulness?
- Are you familiar with Analysis of cross-sectoral system support to children with disabilities and their recommendations? If so, how do you evaluate its contribution to deinstitutionalisation, prevention of institutionalisation and support for independent living, activation and supported decision-making?
- Are you familiar with Standard operating procedures for coordination across sectors? If so, how do you evaluate its contribution to deinstitutionalisation, prevention of institutionalisation and support for independent living, activation and supported decision-making?
- Are you familiar with the disability inclusive budgeting guidelines? If so, how do you evaluate its contribution to deinstitutionalisation, prevention of institutionalisation and support for independent living, activation and supported decision-making?
- Are you familiar with services designed to prevent institutionalisation and support activation/independent living that were provided through JP? If so, how successful they were?

- Are you familiar with Independent Monitoring Mechanism within Protector of Human Rights and Freedoms to support legislative policy and system changes? How would you evaluate its functionality?

Efficiency:

Was there equal engagement from all partners in the implementation of the JP? Was the JP's intervention more efficient when compared to what could have been achieved through a single-agency intervention?

- Were the funds available for the activity sufficient?
- Was the funding process well administered?

Coherence

How did the Participating United Nations organizations (PUNOs) maximize their expertise to implement the JP?

To what extent did PUNOs coordinate with development partners and other UN agencies to prevent overlaps, leverage contributions, and catalyse collaborative efforts?

- If such overlaps were identified, how were they addressed?

Equity and inclusion

To what extent did the JP succeed in addressing the unique and diverse needs and challenges faced by different groups within of the disability community, such as women, children, and other marginalized groups?

To what extent have gender equality and the empowerment of women been included and advanced in the design, implementation, monitoring, and communication?

How did the JP ensure representatives from diverse OPDs could meaningfully engage in the JP implementation? What was the nature of this role, and how did it vary throughout the programme cycle?

- How were they included in the planning inception phase?

Sustainability

To what extent has the JP fostered leadership and ownership among national authorities and other stakeholders, increasing the likelihood that the JP's outcomes will be sustained beyond its duration?

How did the JP support development/strengthening of partnerships between UN entities, OPDs and Government actors?

What opportunities in Montenegro are important to consider for the future, promoted by the Government to advance the CRPD and disability- inclusive SDGs?

Organisations of Persons with Disabilities

Relevance:

To what extent did the JP align with Montenegro's national policies, and what were the specific needs of persons with disabilities?

- Which policies is JP aligned and which not? Why?
- How did induction workshop during inception phase ensure that all stakeholders are informed and prepared to participate in the following steps?
- Did situation analysis prepare and inform JP development adequately?

How did the JP adapt to remain relevant during political, social, and economic transformations in the country?

- Was there a lack of buy-in by the Government and how was it addressed?
- Did political instability affect JP outcomes and how?

Effectiveness:

What changes did the JP lead to in policy and systems to advance CRPD implementation? What worked to achieve these changes?

What catalytic changes did the JP foster to mainstream disability inclusion in national development frameworks? What worked to achieve these changes?

To what extent did the capacity-building interventions enable all key stakeholders to be informed and contribute to national policy making, review, and implementation?

In what ways did JP outputs contribute or not contribute to intended outcomes?

Were there any unintended positive or negative outcomes, and if so, how were they managed?

- How were you involved in the JP?
- Were capacity building activities well planned in terms of reach and quality?
- Did you participate in the trainings developed and delivered by UNPRDPD? Which? How do you evaluate their usefulness?
- Are you familiar with Analysis of cross-sectoral system support to children with disabilities and their recommendations? If so, how do you evaluate its contribution to deinstitutionalisation, prevention of institutionalisation and support for independent living, activation and supported decision-making?
- Are you familiar with Standard operating procedures for coordination across sectors? If so, how do you evaluate its contribution to deinstitutionalisation, prevention of institutionalisation and support for independent living, activation and supported decision-making?
- Are you familiar with the disability inclusive budgeting guidelines? If so, how do you evaluate its contribution to deinstitutionalisation, prevention of institutionalisation and support for independent living, activation and supported decision-making?

- Are you familiar with services designed to prevent institutionalisation and support activation/independent living that were provided through JP? If so, how successful they were?
- Are you familiar with Independent Monitoring Mechanism within Protector of Human Rights and Freedoms to support legislative policy and system changes? How would you evaluate its functionality?

Efficiency:

Was there equal engagement from all partners in the implementation of the JP? Was the JP's intervention more efficient when compared to what could have been achieved through a single-agency intervention?

- Was the grant size and duration optimal to achieve programme objectives?
- What was the value added through JP instead of single agency intervention?
- Were the funds available for the activity sufficient?
- Was the funding process well administered?
- Was the reporting adjusted to OPDs?

Coherence:

How did the Participating United Nations organizations (PUNOs) maximize their expertise to implement the JP?

To what extent did PUNOs coordinate with development partners and other UN agencies to prevent overlaps, leverage contributions, and catalyse collaborative efforts?

- If such overlaps were identified, how were they addressed?

Equity and inclusion:

To what extent did the JP succeed in addressing the unique and diverse needs and challenges faced by different groups within of the disability community, such as women, children, and other marginalized groups?

To what extent have gender equality and the empowerment of women been included and advanced in the design, implementation, monitoring, and communication?

How did the JP ensure representatives from diverse OPDs could meaningfully engage in the JP implementation? What was the nature of this role, and how did it vary throughout the programme cycle?

- How were they included in the planning inception phase?
- To what extent do you think CCA and UNSDCF are updated to be inclusive of rights of persons with disabilities? Especially regarding data disaggregation and analysis of situation, and disability inclusion mainstreaming and targeting.
- How would you evaluate inclusion of OPDs and in particular those that are representing most marginalized groups of PDs in annual review of UNs CCA?

Sustainability:

To what extent has the JP fostered leadership and ownership among national authorities and other stakeholders, increasing the likelihood that the JP's outcomes will be sustained beyond its duration?

How did the JP support to develop/strengthen partnerships between UN entities, OPDs and Government actors?

What opportunities in Montenegro are important to consider for the future, promoted by the Government to advance the CRPD and disability- inclusive SDGs?

RCO and PUNOs

Relevance:

To what extent did the JP align with Montenegro's national policies, and what were the specific needs of persons with disabilities?

- Which policies is JP aligned and which not? Why?
- How did induction workshop during inception phase ensure that all stakeholders are informed and prepared to participate in the following steps?
- Did situation analysis prepare and inform JP development adequately?

How did the JP priorities align with the CRPD, SDGs, and UNSDCF in MNE?

- Were the activities complementary to other ongoing initiatives and how?

How did the JP adapt to remain relevant during political, social, and economic transformations in the country?

- Was there a lack of buy by the Government and how was it addressed?
- Did political instability affect JP outcomes and how?

Effectiveness:

What changes did the JP lead to in policy and systems to advance CRPD implementation? What worked to achieve these changes?

What catalytic changes did the JP foster to mainstream disability inclusion in national development frameworks? What worked to achieve these changes?

To what extent did the capacity-building interventions enable all key stakeholders to be informed and contribute to national policy making, review, and implementation?

In what ways did JP outputs contribute or not contribute to intended outcomes?

Were there any unintended positive or negative outcomes, and if so, how were they managed?

- How were you involved in the JP?
- Were capacity building activities well planned in terms of reach and quality?
- Did you participate in the trainings developed and delivered by UNPRDPD? Which? How do you evaluate their usefulness?
- Are you familiar with Analysis of cross-sectoral system support to children with disabilities and their recommendations? If so, how do you evaluate its contribution to deinstitutionalisation, prevention of institutionalisation and support for independent living, activation and supported decision-making?
- Are you familiar with Standard operating procedures for coordination across sectors? If so, how do you evaluate its contribution to deinstitutionalisation, prevention of institutionalisation and support for independent living, activation and supported decision-making?

- Are you familiar with the disability inclusive budgeting guidelines? If so, how do you evaluate its contribution to deinstitutionalisation, prevention of institutionalisation and support for independent living, activation and supported decision-making?
- Are you familiar with services designed to prevent institutionalisation and support activation/independent living that were provided through JP? If so, how successful they were?
- Are you familiar with Independent Monitoring Mechanism within Protector of Human Rights and Freedoms to support legislative policy and system changes? How would you evaluate its functionality?

Efficiency:

Was there equal engagement from all partners in the implementation of the JP? Was the JP's intervention more efficient when compared to what could have been achieved through a single-agency intervention?

- Was the grant size and duration optimal to achieve programme objectives?
- What was the value added through JP instead of single agency intervention?
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- Was the reporting adjusted to OPDs?

Coherence:

How did the Participating United Nations organizations (PUNOs) maximize their expertise to implement the JP?

To what extent did PUNOs coordinate with development partners and other UN agencies to prevent overlaps, leverage contributions, and catalyse collaborative efforts?

- If such overlaps were identified, how were they addressed?

Equity and inclusion:

To what extent did the JP succeed in addressing the unique and diverse needs and challenges faced by different groups within of the disability community, such as women, children, and other marginalized groups?

To what extent have gender equality and the empowerment of women been included and advanced in the design, implementation, monitoring, and communication?

How did the JP ensure representatives from diverse OPDs could meaningfully engage in the JP implementation? What was the nature of this role, and how did it vary throughout the programme cycle?

- How were they included in the planning inception phase?
- To what extent do you think CCA and UNSDCF are updated to be inclusive of rights of persons with disabilities? Especially regarding data disaggregation and analysis of situation, and disability inclusion mainstreaming and targeting.

- How would you evaluate inclusion of OPDs and in particular those that are representing most marginalized groups of PDs in annual review of UNs CCA?

Sustainability:

To what extent has the JP fostered leadership and ownership among national authorities and other stakeholders, increasing the likelihood that the JP's outcomes will be sustained beyond its duration?

How did the JP support to develop/strengthen partnerships between UN entities, OPDs and Government actors?

What opportunities in Montenegro are important to consider for the future, promoted by the Government to advance the CRPD and disability- inclusive SDGs?

External expert

Relevance:

To what extent did the JP align with Montenegro's national policies, and what were the specific needs of persons with disabilities?

- Which policies is JP aligned and which not? Why?
- How did induction workshop during inception phase ensure that all stakeholders are informed and prepared to participate in the following steps?
- Did situation analysis prepare and inform JP development adequately?

How did the JP adapt to remain relevant during political, social, and economic transformations in the country?

- Was there a lack of buy by the Government and how was it addressed?
- Did political instability affect JP outcomes and how?

Effectiveness:

- Were you involved in the JP?
- Did you participate in the trainings developed and delivered by UNPRDPD? Which? How do you evaluate their usefulness?
- Are you familiar with Analysis of cross-sectoral system support to children with disabilities and their recommendations? If so, how do you evaluate its contribution to deinstitutionalisation, prevention of institutionalisation and support for independent living, activation and supported decision-making?
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- Are you familiar with the disability inclusive budgeting guidelines? If so, how do you evaluate its contribution to deinstitutionalisation, prevention of institutionalisation and support for independent living, activation and supported decision-making?
- Are you familiar with services designed to prevent institutionalisation and support activation/independent living that were provided through JP? If so, how successful they were?
- Are you familiar with Independent Monitoring Mechanism within Protector of Human Rights and Freedoms to support legislative policy and system changes? How would you evaluate its functionality?

Sustainability:

To what extent has the JP fostered leadership and ownership among national authorities and other stakeholders, increasing the likelihood that the JP's outcomes will be sustained beyond its duration?

How did the JP support to develop/strengthen partnerships between UN entities, OPDs and Government actors?

What opportunities in Montenegro are important to consider for the future, promoted by the Government to advance the CRPD and disability- inclusive SDGs?

ANNEX 5: LIST OF INDIVIDUALS OR GROUPS INTERVIEWED OR CONSULTED

No.	Name	Title	Type	Mode of interview	Date	Gender
1	Ms. Budimirka Đukanović	Head of the Directorate of Social care and child protection, Ministry of labour and Social Welfare	Institutional representative IR	In person	30.5.2024.	F
2	Ms. Milena Krsmanović Iković	Advisor to the Protector of Human Rights and Freedoms	IR	Zoom	30.5.2024.	F
3	Mr. Siniša Bjeković	Protector of Human Rights and Freedoms	IR	In person	31.5.2024.	M
4	Ms. Ružica Stanković	Advisor at Institute for Social and Child protection	IR	Zoom	29.5.2024.	F
5	Mr. Goran Macanovic	Savez slijepih Crne Gore	Organisations of People with Disabilities OPD	Phone	29.5.2024.	M
6	Mr Savo Knežević	NARDOS	OPD	Zoom	27.5.2024.	M
7	Mr. Čedo Popović	Udruženje roditelja Bar	OPD	Zoom	27.5.2024.	M
8	Ms. Ana Golubović Popović	Savjetovalište za brak i porodicu Iskra Berane	OPD	Zoom	27.5.2024.	F
9	Ms. Sabra Dečević	Children of Montenegro	OPD	Zoom	28.5.2024.	F
10	Ms. Rasema Hekalo	Oasis	OPD	Zoom	28.5.2024.	F
11	Mr. Dejan Bašanović	Udruženje paraplegičara Podgorica	OPD	Zoom	31.5.2024.	M
12	Ms. Marija Boljević	NGO Staze	OPD	Zoom	30.5.2024.	F
13	Ms. Miroslava Mima Ivanović	I MI BOKE	OPD	Zoom	31.5.2024.	F
14	Ms. Svetlana Dujović	Zračak nade	OPD	Zoom	30.5.2024.	F

15	Ms. Anjet Lanting	Human Rights Adviser, OHCHR/RCO Montenegro	RCO	Zoom	28.5.2024.	F
16	Ms. Nela Krnic	Child Rights Monitoring and Evaluation Specialist, UNICEF Montenegro	PUNOS	Zoom	27.5.2024.	F
17	Ms. Milena Karisik	Child Protection Officer, UNICEF Montenegro	PUNOS	Zoom	27.5.2024.	F
18	Mr. Milos Dedic	Consultant to support Project implementation, UNICEF Montenegro	PUNOS	Group interview via Zoom	28.5.2024.	M
19	Ms. Irena Marunović	former Consultant to support Project implementation, UNICEF Montenegro	PUNOS			F
20	Ms. Sanja Zindovic	Project Manager, UNDP Montenegro	PUNOS	Group interview via Zoom	28.5.2024.	F
21	Ms. Milena Vujovic	Project Associate, UNDP Montenegro	PUNOS			F
22	Mr. Igor Topalovic	Finance Associate, UNDP Montenegro	PUNOS			M
23	Ms. Tijana Mijuskovic	Savez Gluvih i nagluvih Crne Gore	OPD	Zoom	11.6.2024.	F
24	Ms. Irena Rakocevic	Directorate for the Protection and Promotion of the Rights of Persons with Disabilities, Ministry of Human and Minority Rights	IR	In person	12.6.2024.	F
25	Željka Popović	Public finances programme and cooperation with private sector UNICEF Montenegro	PUNOs	Teams	13.6.2024.	F

ANNEX 6: LIST OF SUPPORTING DOCUMENTS REVIEWED

IMPLEMENTATION PHASE

- *Analiza o inkluziji i učešću djece sa smetnjama u razvoju i odraslih osoba sa invaliditetom u programima i aktivnostima ujedinjenih nacija u Crnoj Gori*
- Bjeković, Siniša, Dobardžić Kurti, Nerma, Krsmanović Iković, Milena. *Analiza komparativnih iskustava i primjera dobrih praksi nezavisnog monitoring mehanizma.*
- Jovanović, Vladan. *Razvoj minimalnog paketa usluga i standardnih operativnih procedura (SOP) za djecu i mlade sa smetnjama u razvoju i njihove porodice.*
- *Poslovnik o radu Nezavisnog mehanizma za promociju, zaštitu i praćenje primjene Konvencije Ujedinjenih nacija o pravima osoba sa invaliditetom u Crnoj Gori*
- *Project visibility documents.*
- Stefanović. Lazar. *Smjernice za rad Nezavisnog mehanizma za praćenje i izvještavanje o primjeni Konvencije o pravima osoba s invaliditetom*
- UN Montenegro. *Common country analysis, country update, 2023. Montenegro*
- UNDP. *Istraživanje potreba osoba sa invaliditetom. 2023.*
- UNICEF and UNDP in Montenegro. *CRPD Compliant Disability – Inclusive Budgeting Guidelines*
- UNICEF. *Plan podrške razvoju specijalizovanog hraniteljstva i formiranju prvog centra za hraniteljstvo u Crnoj Gori.*
- UNPRPD, *Accelerating Disability Inclusion for Children and Adults with Disabilities. Programme. 2021*
- UNPRPD. *Joint Annual Programme Progress Report 2022.*
- UNPRPD. *Joint Annual Programme Progress Report 2023.*
- UNPRPD. *Programme revision documents. 2023.*
- Vlada Crne Gore i UNICEF. *Akcioni plan za sprovođenje preporuka situacione analize multisektorskog odgovora na potrebe djece sa smetnjama u razvoju u Crnoj Gori 2023-2028*

INCEPTION PHASE

- *Expression of Interest*
- *UNCT and Facilitator Feedback Survey on UNPRPD Induction Workshop*
- *UNPRPD. Inception Phase, 4th Funding Round, Montenegro*
- *UNPRPD. Situational Analysis of the Rights of Persons with Disabilities in Montenegro. Country Report*
- *UNPRPD. Work plan and Program Budget*

Evaluators/Consultants:

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.

Consultant Agreement Form

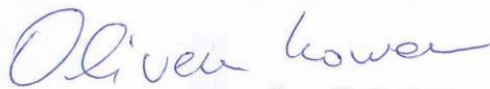
Agreement to abide by the Code of Conduct for Evaluation in the UN System:

Name of Consultant: Olivera Komar

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

Signed at Podgorica, Montenegro

Signature:

A handwritten signature in blue ink that reads "Olivera Komar". The signature is written in a cursive style. Below the signature, there is a faint, light blue watermark that appears to be a circular logo or seal, but it is not clearly legible.