



**UNICEF/UNDP
MONTENEGRO**



**Mid-Term Evaluation of the “Social Welfare and Child Care
System Reform: Enhancing Social Inclusion” Project: Social
Welfare and Child Care System Reform Components**

Evaluation Report

Arkadi Toritsyn, Ph.D.

FINAL

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The views expressed here do not necessarily reflect those of the UNICEF and UNDP Montenegro. The author remains solely responsible for any errors that may remain in this report.

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ABBREVIATIONS AND ACRONYMS

EU	European Union
CRC	Convention on the Rights of the Child
CRPWD	International Convention on the Rights of Persons with Disabilities
CSW	Center for Social Work
ICT	Information Communication Technology
MoLSW	Ministry of Labour and Social Welfare
MoES	Ministry of Education and Sport
M&E	Monitoring and Evaluation
NHDR	National Human Development Report
NGO	Non-Government Organization
PWDs	People with Disabilities
SIF	Social Innovation Fund
SIP	Social Innovation Programme
TOR	Terms of Reference
UNDP	United Nations Development Programme
UNICEF	The United Nations Children's Fund

1. EXECUTIVE SUMMARY

The Ministry of Labour and Social Welfare– MoLSW and the Ministry of Education and Sport - MoES) are implementing the “Social Welfare and Child Care System Reform – Enhancing Social Inclusion” Project with the support of UNICEF and UNDP, and with the financial assistance of the European Union. The total budget is 3,335,000.00 EUR of which EU contribution amounts to 3 million EUR while the remaining amount is provided through national contributions.

The project has three main components:

- Project component 1: Inclusive education is coordinated by the Ministry of Education and Sport and implemented by “Dominus”. The implementation of Component 1 began in December 2011 and will be completed by March 2013. Component 1 was not evaluated.
- Project components 2 and 3: Social welfare and child protection. These components are coordinated by the Ministry of Labour and Social Welfare and implemented by UNDP and UNICEF, respectively. The implementation of these components began in January 2011, and is due for completion in July 2013.

This evaluation took place during the project implementation to inform the second part of the project. It was a formative exercise, the results of which would be used by key project stakeholders such as UNICEF, UNDP, MoLSW, Ministry of Education and Sports, other relevant line ministries and central agencies as well as the EU Delegation in Montenegro to inform its future implementation.

The Mid-Term Evaluation of Components 2 and 3 of the project was conducted during November/December 2012 with the following objectives:

- to provide recommendations for the most effective continuation of the project and the reform process based on an assessment of the implementation of the two components to date, and
- to explore relevance of potential revisions, requests for top-up (costed) or no-cost extensions of the current project and elaboration of future support of the ongoing reform process beyond the current project.

The period covered by the evaluation was between the beginning of the project implementation (mid-January 2011) and the beginning of the evaluation (mid-November 2012). The geographic coverage was national.

The evaluation report captures good practices, lessons learned and gaps in the approach to the reform and includes recommendations for potential improvement of the project until its finalization as well as recommendations concerning the reform processes beyond this project.

Considering that this is a mid-term Evaluation, the focus of the evaluation is on relevance, effectiveness and efficiency and expected impact and sustainability. Sustainability and impact will be more fully assessed during the Final Project Evaluation to be carried out close to the finalization of the project.

A large set of different and complementary evidence was collected and analyzed by utilizing both qualitative and quantitative methods that included:

- Desk review of relevant documents.
- Consultations with UNICEF and UNDP management and teams.
- A one-day Mid-Term Review workshop/meeting gathering project partners, stakeholders and experts was facilitated on November 27, 2012.
- Four brief informal group discussions with project beneficiaries.
- Semi-structured interviews with pre-determined sets of questions with stakeholders and project beneficiaries;
- Informal conversational interviews with questions emerging from the immediate context were conducted on ad hoc basis with UNICEF/UNDP project management and staff;
- Validation of preliminary findings and recommendations with UNICEF/UNDP.

The main limitation of this mid-term evaluation is that it has been carried out in a very compressed timeframe with limited resources applied across a very wide and complex scope of inquiry. In reality, the consultant had to evaluate two projects implemented by UNICEF and UNDP, respectively and had in total 20 days to complete this assignment.

The main findings are summarized below.

The project is highly **relevant** to realities of Montenegro. The project addresses the underlying causes of social exclusion, responds to the needs of the most vulnerable target groups and is well aligned with the national policies and strategies. In November-December 2012, when this mid-term evaluation is conducted, both UNICEF and UNDP components remain highly relevant to realities of social welfare and child protection reforms in Montenegro that was confirmed in particular by 70 participants of the one-day Mid-Term Review workshop/meeting gathering project partners, stakeholders and experts as well as all interviewees.

Effectiveness: The project’s accomplishments in some areas are impressive and will most likely have long lasting effect on reforms of social welfare and child protection in Montenegro.

UNICEF supported development of Law on Social Welfare and Child Protection, including fiscal analysis, which is pending adoption by the Parliament. Drafting of secondary legislation is underway. Draft Child Protection Standards are developed for three services. Local and national electronic child protection database has been developed and installed in all the social work centres and the MoLSW in order to support evidence based policy making.

Local Action Plans for children have been developed with the support of UNICEF and are now being implemented in eight Montenegrin municipalities based on a thorough analysis of local needs. Acknowledging the important role played by the centres for social work in the social welfare and child protection system, and considering their weak capacities, an analysis of organization and capacities of CSWs was completed.

UNICEF implemented numerous capacity building activities targeting professionals in centres for social work (intensive, multi-module trainings on family counselling and fostering), health and social protection professionals (on the role of the health sector in prevention of baby abandonment), intersectoral commissions for orientation of children with special educational needs, professionals in day care centres for children with disability (on working with children with disability including

autism, using therapeutic equipment etc.). Both front line level professionals and policy makers accessed these intersectoral trainings.

In the area of de-institutionalization, some core UNICEF accomplishments include:

- Individual plans of child protection in Komanski most developed and are being regularly reviewed. Individual plans for protection of Montenegrin children in institutions in Serbia developed. Both care planning initiatives resulted in renewed contacts between children and their families thus strengthening the prospects for family reunification and deinstitutionalization, and have contributed to a higher sense of accountability of social welfare professionals and improved their work methodology (in line with case management which will be formally introduced in the second phase of the project).
- Number of children in Bijela Orphanage aged 3-18 has decreased by 34% compared to the baseline (2008-2011).
- Number of children with disabilities in day care centres increased four times between 2009 and 2012.
- Number of children in Foster care (kinship and non-kinship) increased by 38% between 2008 and 2011.
- Number of children in non-kinship foster care increased by 20% between 2010 and 2012.
- Construction of the first small group home for children with disabilities will begin in spring 2013.

UNDP supported development of regulations, procedures and criteria for provision of community-based social services for the most vulnerable groups. They were piloted in six municipalities. Mapping and analysis of social welfare services in all Montenegrin municipalities was completed and a database of local social welfare services created. The development of Local Social Inclusion Plans was extensively supported and capacities of local authorities were strengthened. 17 social welfare services are being implemented in six municipalities.

Other core accomplishments of UNDP include:

- A large number of trainings, individual consultations, study visit to Serbia, three conferences that benefitted 500 participants were organized. The plan of having 100 people trained in 2012 was exceeded.
- The SIF Operational manual has been developed and successfully piloted in 6 municipalities. It contains: guidelines for applicants, project application template, selection/evaluation procedures, monitoring tools and concepts, reporting templates and procedures.
- Mapping of local social services in all municipalities of Montenegro has been conducted and a respective data-base developed.
- Unified procedures for the process of drafting, public consultations and adoption of the Local Social Inclusion Plans were developed, agreed with the Union of Municipalities and disseminated to all municipalities.
- 9 municipalities were supported in the process of development of Local Social Inclusion Plans
- Creation of the Internet portal (inkluzija.me) to build awareness of the Social Welfare and Child Care System reform and facilitate exchange of experience, knowledge and information between social welfare services providers, users and other stakeholders is under way.
- 60 persons were employed through supported social services, including 14 PWDs.

However, the project implementation is hampered by a range of factors that are beyond UNICEF and UNDP control. Some of these factors include but are not limited to: parliamentary elections that resulted in delays in passing the *Law on Social Welfare and Child Protection* that is still in the Parliament, the Government decision not to establish a Social Innovation Fund and limited capacities of the MoLSW and the social and child protection system as a whole.

The project employed a range of strategies to enhance its **efficiency**. UNDP and UNICEF have established a joint office for the implementation of the project and the two teams seem to be cooperating well. Open, transparent and value-for-money UNICEF and UNDP procurement processes were utilized. UNDP grant program was transparent with open call for proposal and clearly defined eligibility criteria and the application process. A comprehensive matrix to evaluate project proposals was developed and utilized. Internal UNICEF and UNDP staff with significant expertise in social inclusion was mobilised to review and comment on the draft Law on Social Welfare and Child Protection. Regional experts with significant knowledge of national realities were utilized that allowed to save in particular on the costs of translation.

The project **impact** may go well beyond specific results outlined in the project document. In addition to such anticipated outcomes as increase in the numbers of de-institutionalized children and successful implementation of Local Social Inclusion Plans and Local Plans of Action for Children, it may be expected that the project will result in positive changes in views of decision makers, public servants and service providers on such aspects as the need of deinstitutionalization, expansion of social services, integration of children with disabilities and other aspects of the social and child protection reform.

Sustainability of the project outcomes remains challenging and has to be more systemically addressed. Although the passage of the *Law on Social Welfare and Child Protection* and its subsequent implementation will significantly increase the project sustainability, the financial viability will remain an issue as there is no clear picture on how funding of services will be maintained.

Successful elements/practices in project implementation:

- As the barriers and challenges faced by vulnerable groups, including children are multi-faceted and multi-dimensional, UNICEF and UNDP adopted a comprehensive approach addressing multiple barriers to social inclusion and involving multiple partners. Such diverse and complementary areas as legislative development, capacity building and expansion of services were targeted.
- It is effective to use experts/consultants from countries of the region that advanced in reforming social welfare and child protection systems.
- The fiscal assessment of Draft *Law on Social and Child Protection* developed by the project is an excellent high quality source of information that is valuable for decision makers. The fiscal impacts of policy options cannot be understated as good policy development rests on robust financial information.
- The mapping of local social services in all Montenegro municipalities has been conducted for the first time and the respective database has been created and should be used as one of key instruments for planning and monitoring of development of local social services.

- Unified procedures for the process of drafting, public consultations and adoption of the Local Social Inclusion Plans were developed, agreed with the Union of Municipalities and disseminated to all municipalities.
- The establishment of a functional and relevant national database of social welfare and child protection system beneficiaries is a cornerstone for successful planning and implementation of the reform as an evidence based monitoring tool.
- UNICEF and UNDP are being respected as trusted neutral agents promoting the goals of social inclusion and child protection by the Government and stakeholders and are well positioned to continue supporting reforms in these areas.

Lessons learned:

- Changing of legislative framework is a time consuming process that requires continuous commitment of multiple stakeholders and a strong political will. The adoption of new laws and regulations should be supported with extensive capacity building interventions at the national and local levels.
- De-institutionalization of children is a long term process that requires effective collaboration of multiple partners, strong political commitment and strategic planning. The partnership relations of the MoLSW, local governments, residential institutions, CSWs, NGOs and other stakeholders should be institutionalized to ensure buy in of reforms and development of services at the local level.
- The Government alone cannot address the challenges of social welfare and child protection reforms. The ongoing collaboration of a wide range of partners, including CSWs, NGOs, parents, service users, and local authorities is needed.
- Capacities of the MoLSW in terms of staffing levels and professional capacity are critically important to advancing social services and child protection sector reforms and should be continuously strengthened.
- The biggest challenge of reforms of social welfare and child protection is ensuring sustainability of reform efforts. A wide range of activities building a broad societal buy in of reforms and strengthening capacity of key partners is needed to ensure sustainability.
- Project document and a LogFrame should be regularly updated to reflect the changing project circumstances. The main intended outputs, activities, results and objectively verifiable indicators should be adequately defined, appropriate and stated in measurable terms.

Recommendations

UNICEF and UNDP to seek a project extension. Time extension is needed mostly to support effective implementation of the *Law on Social Welfare and Child Protection* as well as to achieve other project objectives.

Recommendations for the Ministry of Labour and Social Welfare:

- Identify priorities and develop plan of actions to support implementation of the *Law on Social and Child Protection*. Identify areas where UNDP and UNICEF support will be required.
- Actively pursue horizontal collaboration with other line ministries and other partners through multiple venues
- Implement a few social and child protection services nation-wide with UNDP and UNICEF support.

Recommendations for Ministry of Education and Sport

- Explore how the children with special needs currently served by the Day Care Centers can access mainstream community schools, with necessary support.

Recommendations for both UNICEF and UNDP

- Support MoLSW in optimization its internal processes and build its capacity in the areas of social welfare and child protection reforms.
 - Support MoLSW to identify its core priorities till the end of 2014.
 - Train MoLSW staff on policy development and implementation, including cost-benefit analysis and advocacy.
 - Implement on the job training program for the relevant MoLSW staff.
- Support MoLSW to optimize structures and processes and strengthen capacities of CSWs and local governments.
- Strengthen capacity of local authorities to develop and implement social and child protection services addressing local needs.
- Strengthen capacity of NGOs to contribute to social welfare and child protection reforms.
- Promote individualized approaches in social services/child protection and support MoLSW in institutionalizing a requirement for individual case management
- Make training opportunities better targeted and help partners to institutionalize some of the training arrangements.
- Create one database covering all beneficiaries of the social welfare and child protection systems.
- A project LogFrame should be regularly reviewed and revised, if necessary, to enhance focus on results.

Recommendations for UNDP

- Support MoLSW with developing a transparent and effective system of outsourcing social services /child protection provision.
- Support MoLSW in development of the strategic framework for development of social entrepreneurship.
- Support replication of best practices for development of Local Social Inclusion Plans.

Recommendations for UNICEF

- Continue to actively pursue the de-institutionalization and prevention of institutionalization agenda at the institutional, policy and practice levels and to engage multiple stakeholders.
- Not to implement the Social Innovation programmes in support of vulnerable and excluded children.
- Optimize day care centers for children with disabilities to improve their potential to meet increasing demand for their services.

2. PROJECT DESCRIPTION AND KEY PARTNERS

2.1 Background

The economy of Montenegro belongs to a group of countries with Gross Domestic Product (GDP) per capita between 3,000 and 9,000 US\$ and is in the second efficiency-drive stage of development, together with Albania, Bosnia and Herzegovina, Bulgaria, Romania, Macedonia and Serbia.¹ Since becoming an independent State in 2006, Montenegro has officially joined the international community and in doing so a new blueprint has Montenegro presented its official application for membership of the European Union in December 2008 and 2 years later it became a candidate country for EU membership. A Stabilisation and Association Agreement was signed in 2007, and in December 2010 Montenegro was awarded candidate status by the EU. The prospect of EU membership requires substantial levels of reform so that the 35 chapters of the *acquis* are absorbed into national legislation.

When the project was developed, it was clear that despite numerous reforms implemented by the Government, social exclusion became a visible phenomenon in Montenegro and more targeted support of social welfare and child protection reforms was needed. Poverty remained steady (around 11%) and was relatively high in the north of the country. Social exclusion was concentrated among certain vulnerable groups of the population: 1) social welfare system beneficiaries (11.9% of households are socially excluded); 2) long term unemployed (10% of households are socially excluded); 3) pensioners (8.9% of households are socially excluded); 4) people with disabilities (5% of households are socially excluded); 5) Roma, Ashkali and Egyptian population (14.1% of households are socially excluded); and 6) refugees and internally displaced persons (8.3% of households are socially excluded).² Child poverty rate was 10 percent, and was concentrated in rural areas and in the north of the country (more than 3/4 of all poor children lived in rural areas, while more than half of them lived in the north).

Population of Montenegro is aging like in many European States. Although the share of the population aged 65 and older did not surpass the share of the population aged under 15 as it already happened in some European countries, the increasing numbers of the elderly require more and better healthcare services and social supports. It is estimated that by 2031 the share of the population aged 65 and older will surpass the share of the population aged under 15. These demographic trends will intensify in the future as the average life expectancy is expected to lengthen that would require the necessary reforms of social welfare services.

Satisfaction with public services provision was low. On a scale of 1 to 10, (where 1 means very poor and 10 means very high quality), the respondents evaluated satisfaction with social services the worst - 3.6, and a great majority (90.6%) did not think that they were sufficiently involved in decision making by authorities.³

Although some structural reform of the social protection system in Montenegro took place in the period 2000-2006 and focused primarily on reforming the financial benefits and enhancing the

¹ World Economic Forum, The Global Competitiveness Report 2011-2012

² UNDP, *National Human Development Report 2009, Montenegro: Society for All*

³ UNDP, *National Human Development Report 2009, Montenegro: Society for All*

system’s accountability for providing social welfare services, the transformed system did not meet the people’s expectations. The social protection system in Montenegro is established centrally, through the Ministry of Labour and Social Welfare (MoLSW). The welfare network comprises of Centers for social welfare (CSWs), located in ten Montenegrin municipalities, with additional local branches and a number of social institutions (Home for Elderly, Orphanage, Mental health care institution, etc.). However, there is very limited cooperation within the network, as all the centres and institutions have strongly autonomous hierarchical contacts and communication lines with the Ministry.

A thorough study on social inclusion in Montenegro conducted in preparation of the Instrument for Pre-Accession Assistance identified a number of limitations of the existing social welfare system in Montenegro:⁴

- Lack of transparent eligibility criteria and definitions of what a citizen can expect with regard to social services provision for her/his need or within her/his geographic area.
- Inequity of service provision depending upon accessibility to services and local service provision – dependent often upon location of person needing a service, the existence of a relevant local NGO and the degree of interest and available funding for the social sector in a person’s local municipality
- Services which have been developed on an ad hoc basis to meet social need and fill gaps in public service provision. An ad hoc and non formalised process of meeting with client advocacy groups based upon the persistence of client group champions.
- A predominantly unqualified body of social work staff within CSWs in the sense of EU social work training.
- Benefit provision taking the majority of public social work resources to the detriment of social work provision within CSWs
- An unacceptable degree of variation in quality of services from locality to locality
- Under resourced services
- An unplanned mixed market in which NGO’s and private providers have grown up to fill gaps but with vulnerable and non sustainable forms of funding
- A “team approach” used within CSWs which may often mean an individual being interviewed by several staff of the CSW
- Inadequate levels of funding and support to CSWs
- Poor systems of management information and consequent lack of evidence on current social need, changes in patterns of need and impact of services
- Diffuse responsibilities between public agencies for inspection of services without clear and transparent criteria for inspection or publication of minimum required standards

In the area of child protection, the rate of institutionalization of children per capita was among the highest in Europe and Central Asia at the time when the project was developed. There were about 350 children residing in institutions, out of which approximately 160 lived year-round in the Children’s Home “Mladost” in Bijela and the special institution for children and adults with learning disabilities Komanski Most in Podgorica and 170 lived most of the year in special boarding schools for children with sensory, learning or physical disabilities. This high number is evidence of inadequate support to families and lack of alternative services at community level. This is illustrated

⁴ Study on Social Inclusion and Preparation for 2010 IPA.

by the fact that out of approximately 150 children placed in the institution for children without parental care Mladost Bijela, only 6 were orphans (out of whom only 2 at the time of entering the institution). Fostering by and large existed in the form of kinship care while professional fostering is underdeveloped and the rate of adoption was very low.

It was clear that Montenegro had to build up its systems, national capacity and state institutions to be able to respond to challenges of social inclusion and ensure the realisation of the rights of all vulnerable groups and children.

2.2 Project Theory of Change

The Ministry of Labour and Social Welfare– MoLSW and the Ministry of Education and Sport - MoES) are implementing the “Social Welfare and Child Care System Reform – Enhancing Social Inclusion” Project with the support of UNICEF and UNDP, and with the financial assistance of the European Union. The total budget is 3,335,000.00 EUR of which EU contribution amounts to 3 million EUR while the remaining amount is provided through national contributions.

The project has three main components:

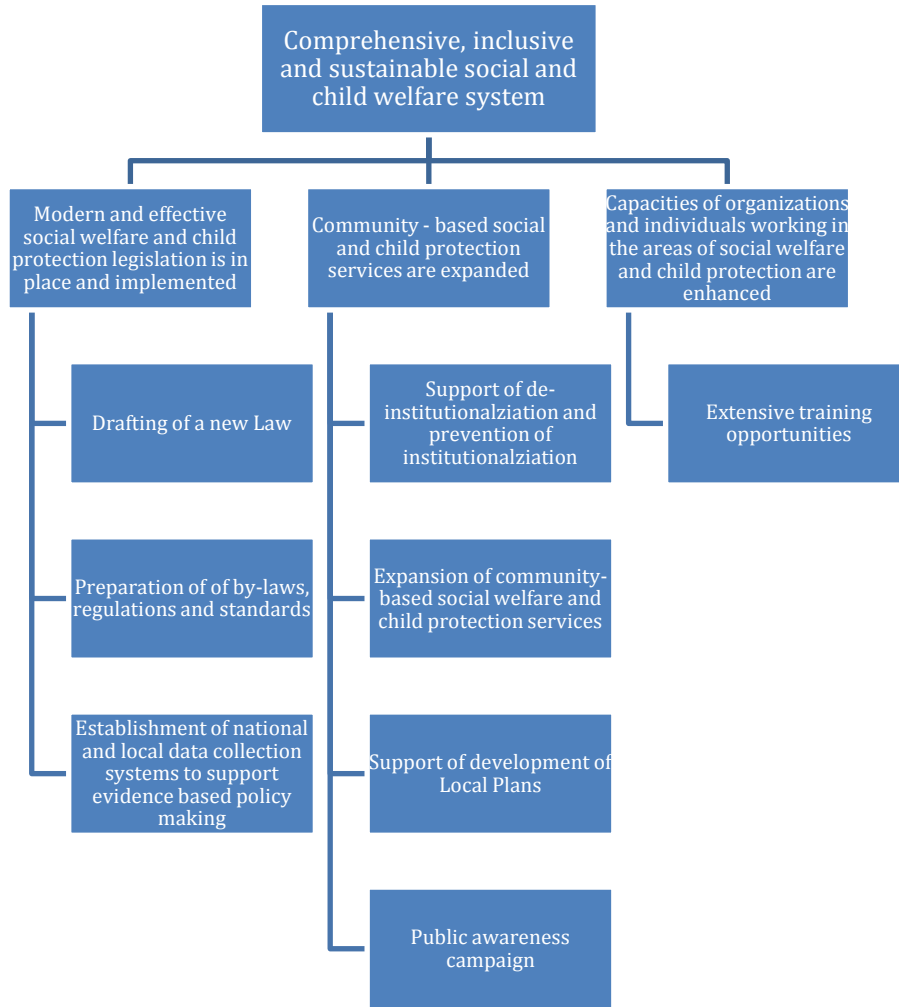
- Project component 1: Inclusive education is coordinated by the Ministry of Education and Sport and implemented by “Dominus”. The implementation of Component 1 began in December 2011 and will be completed by March 2013. Component 1 was not evaluated.
- Project components 2 and 3: Social welfare and child protection. These components are coordinated by the Ministry of Labour and Social Welfare and implemented by UNDP and UNICEF, respectively. The implementation of these components began in January 2011, and is due for completion in July 2013.

Social Welfare Reform aims to build and strengthen institutional mechanisms and capacities that will enable the development of community-based social services. These services should be responsive to the needs of vulnerable groups and contribute to their social inclusion and enhanced quality of life. The project is implemented at the national and local level. Activities at the national level focus on strengthening capacities of the MoLSW in the area of planning and managing the process of decentralization.

This mid-term evaluation covers only Components 2 and 3 of the project.

The consultant found design of the project logical, with well linked elements and effective division of responsibilities among key partners. The project addresses key limitations of the social welfare and child protection system in Montenegro. The project design is based on the best EU practices and is grounded in human rights approach. The consultant developed a simplified Theory of Change based on the project LogFrame and UNICEF and UNDP project documents that reflect the underlying rationales and assumptions that define the relationships or chain of results that lead project strategies and activities to intended results. The Graph 1 below presents a chain describing how the project is supposed to work and establishes plausible associations between the project activities and the results sought.

Graph 1. Simplified Project Theory of Change



More detailed discussion of key components and activities is provided below, by component.

Modern and effective social welfare and child protection legislation is in place and implemented. UNICEF is leading the component “Child Care System Reform” which at the normative and policy level aims to support the Government of Montenegro in revision of the *Law on Social and Child Protection* to ensure that it is fully harmonized with international standards and that all rights of vulnerable groups are guaranteed according to the international instruments. The project document envisages that further support would be provided to the implementation of the law through the development of Plan of Implementation and secondary legislation and standards to ensure a pluralism of service providers, variety of quality services, licensing procedures and a control of service quality, and to assist in the further decentralisation of social services.

In addition, UNICEF was planning to support development of internal procedures for the Institute for Social Welfare and build its human and technical capacity. It was expected that jointly with MoLSW the Institute would have numerous functions such as capacity building of professionals, monitoring and quality assurance, supervision and professional consultancy, supporting institutions

and professionals, developing and enforcing minimum standards for services, developing criteria for licensing and accreditation of services and programs, knowledge management and analytical and research programs to inform decision making, and in public relations in the area of promotion of the rights of children and families and promotion of visibility of the Social and Child Protection sector.

UNDP is leading the component “Social welfare reform”. One of the key activities envisaged in the project document was the development of standards for community services as well as the development of a framework for setting up of such services. These standards have to be part of secondary legislation, which will accompany the new *Law on Social and Child Protection*.

To improve targeting, and to register beneficiaries of new services that would be established by the project, UNDP was planning to expand MoLSW beneficiaries database to facilitate registration of the beneficiaries of the new services. CSWs staff had to be trained to perform new beneficiaries’ data entry and processing. The data base would contain relevant information about the beneficiaries which would enable CSW staff to monitor the supports provided and potentially anticipate future beneficiaries’ needs.

Finally, UNICEF was planning to establish central and local data collection systems to support monitoring and evidence-based planning of social and child protection services and programmes. It was planned to develop a uniform methodology to be used by all Centers for Social Welfare for collection of child protection data and develop adequate software for both MoLSW and CSW use.

Community - based social and child protection services are expanded.

UNICEF is implementing a range of activities to support de-institutionalization and prevent institutionalization of children. More specifically, the intention was to achieve the following results: full de-institutionalization of children from the Komanski Most Institution and the establishment of Small Group Homes; de-institutionalization of a percentage of children living in the Bijela Institution paving the way for a gradual transformation of the Institution into a resource centre for child protection; the establishment of a network of Day Care Centres for children with disabilities; the development and implementation of a Strategy on Fostering and programme for recruitment of foster families; development and dissemination of innovative child protection services through mechanisms of the Social Innovation Fund; implementation of a broad campaign on the reform process and awareness on social inclusion through the campaign “Every Child Needs a Family”.

UNDP planned to provide community based services through establishment of a national SIF (Social Innovation Fund) and 3 pilot SIPs (Social Innovation Programme), which had to operate at the municipal level. SIF was envisaged as a mechanism at the national level, which would support the execution of the reform process and enable funds for the commissioning of the social community services. It had to offer support for the capacity development of local actors involved in service provision. In addition to financial support for provision of social services, SIF was expected to provide on-going support, guidance and expertise for local actors who plan, design, manage and deliver community level services. UNDP planned to ensure SIF sustainability through allocation of ear-marked funding from the existing National Lottery Fund.

To determine the baseline of the existing level of social services, UNDP was planning to conduct an assessment on coverage (quantity of services and number /structure of beneficiaries) and

quality of these services. The assessment had to be conducted at the local level and cover services provided both by CSWs and NGOs/CSOs. The findings of the assessment would help to identify priority needs for new services as well as inform development of the Local Action Plans.

UNDP was planning to support local stakeholders to design and implement Local Social Inclusion Action Plans, while UNICEF would help them to develop Local Plans of Action for Children. It was expected that the Plans would increase capacity of local governments to plan services based on real needs identified at the community level, and in turn help to introduce new services and support plurality of standardised service providers and ensure local level ownership and consistency of quality service provision at the local level.

UNICEF was planning to implement awareness-raising campaigns of the overall child care system reform and promote of family and community-based services. Activities were supposed to be directed at promoting social inclusion of the most vulnerable groups of children, including children without parental care (campaign “Every child needs a family”).⁵

Capacities of organizations and individuals working in the areas of social welfare and child protection are enhanced.

Both UNICEF and UNDP were planning to implement numerous capacity building opportunities to enable partners and service providers to provide standardized, quality social services to vulnerable groups across Montenegro (persons with disability, elderly, single parents, long-term unemployed etc.).

UNDP was planning to deliver training and other capacity building opportunities for all parties interested and capable of (local self government, Social Welfare Centres, Employment bureaus, NGOs/CSOs and private sector) to take part in Social Innovation Programme SIP. The training was supposed to cover a wide range of areas that include in particular project management (project/service design, implementation, finance, administration, procurement, and specialized training to upgrade the skills of care givers.

UNICEF was planning to strengthen the capacities of the Social Welfare sector in gatekeeping through reorganization of work of the local Centres for Social Welfare including through provision of training on family counselling and on case management; strengthening the capacities of the Health sector to provide support to vulnerable mothers to prevent child separation and placement in institutions; and to the Education sector through building the capacity of the Commissions on Assessment and Orientation of Children with Disabilities on inclusive education. Other capacity building activities include but are not limited to the training on fostering as well as training of staff in newly established institutions and services such as Institute for Social Welfare, Day Care Centres and Small Group Homes.

2.3 Core project partners and main areas of involvement

⁵ “It’s about Ability” campaign began before the project start and was not funded through the project.

Although the Ministry of Labour and Social Welfare was a main partner of UNICEF and UNDP, the implementation of the project was supported by a wide range of partners. Their roles and areas of involvement are presented below:

- The Ministry of Labour and Social Welfare – main partner, legislation and policy development, planning, implementation and oversight of the project, participation of MoLSW representatives in various trainings (e.g. foster care training, and training for health and social welfare professionals on prevention of baby abandonment);
- Ministry of Education and Science – planning and implementation of specific project activities, legislation and policy development, participation in capacity building of Commissions on Orientation of Children with Special Educational Needs;
- Ministry of Health – planning and implementation of specific project activities, policy development, participation in training events (e.g. foster care training, and training for health and social welfare professionals on prevention of baby abandonment);
- Centres for Social Welfare – planning and implementation of specific project activities, policy development, participation in training events (e.g. foster care training, family counselling training, child protection database training and training for health and social welfare professionals on prevention of baby abandonment), service development and implementation;
- Local Governments - policy development, development of Local Social Inclusion Action Plans and Local Plans of Action for Children, care planning and implementation of social welfare and child protection services, participation in training events;
- Child Care Institutions – policy development, care planning and child protection service development and implementation, participation in training events;
- Union of Municipalities – Local Social Inclusion Action Plans and Local Plans of Action for Children;
- NGOs Association of Parents of Children with Disabilities - policy development, participation in training events;
- Other NGOs - service providers; and
- US Embassy – construction of Small Group Homes.

3. MID-TERM EVALUATION SCOPE, OBJECTIVES AND METHODOLOGY

3.1 Purposes of mid-term project evaluation

This evaluation took place during project implementation to inform the second part of the project. It was a formative exercise, the results of which would be used by the key project stakeholders to inform its future implementation.

The Mid-Term Evaluation of Components 2 and 3 of the project were conducted during November/December 2012 with the following objectives:

- To provide recommendations for the most effective continuation of the project and the reform process based on an assessment of the implementation of the two components to date, and

- To explore relevance of potential revisions, requests for top-up (costed) or no-cost extensions of the current project and elaboration of future support of the ongoing reform process beyond the current project.

As this is a mid-term evaluation, the consultant collected information on how the project is implemented and described the operational processes through which desired outcomes are to be achieved, analyzed how well the project is functioning and identified barriers to achieving its results. The recommendations will help the UN to ensure provision of the most efficient and effective assistance and will support MoLSW in defining the future direction of the reform process given that the two project components to a significant extent represent the essence of ongoing social and child welfare reform in Montenegro.

The specific purposes of the mid-term evaluation of the Social Welfare and Child Care System Reform Components of the Social Inclusion Project are:

1. To assess the relevance of the intervention, the progress against planned results and objectives, effective achievement of these results and the expected sustainability of project benefits beyond the lifetime of the project.
2. To provide reflections on the system’s capacity to manage, implement and monitor the reform process;
3. To identify good practices, lessons learned and gaps in the approaches to the reform; and
4. To provide recommendations for potential improvements in the project until its finalization, as well as recommendations concerning the continuation of the reform processes beyond this project, including redirection of processes, if any.

The consultant assessed in particular whether the project initiatives are relevant to needs of social welfare and child protection reforms in Montenegro, the project implementation is on track (outputs are being delivered on time), the strategy and logic of the results chain are working, the partnership strategy is efficient, and the project is reaching its target beneficiaries as intended.

The consultant is committed to providing quality products and services. As a deliverable is being developed, the consultant had at least four check points for quality control:

- A discussion of the inception report and plans of action to ensure that the consultant’s understanding of what is required corresponds to project partners’ expectations.
- Presentation and discussion of preliminary findings.
- A review of a draft, or mid-point of assessment.
- An acceptance procedure for completed report.

Adjustments were made to reflect feedback at each of these points. More informal communication contributed to the quality of the evaluation report. This process ensured that multiple opportunities are provided to resolve issues and challenges throughout the evaluation exercise.

3.2 Scope of mid-term project evaluation

Only Components 2 and 3 of the Social Inclusion Project have been evaluated. Project Component 1 is excluded from the scope of the Mid-Term Evaluation as the period of implementation of this

component is much shorter (14 months compared to 30 months of implementation of Components 2 and 3) and is nearing its finalization.

The period covered by the evaluation was between the beginning of the project implementation (mid-January 2011) and the beginning of the evaluation (mid-November 2012). The geographic coverage is national.

The evaluation report captures good practices, lessons learned and gaps in the approach to the reform and includes recommendations for potential improvement of the project until its finalization as well as recommendations concerning the reform processes beyond this project.

The consultant followed the guidance provided in the United Nations Evaluation Group Quality Checklist for Evaluation Reports.⁶ The evaluator was following the following guiding principles to make sure that the evaluation process and outcomes are:

- participatory as it will reflect the views of as many stakeholders, project’s beneficiaries and implementers as possible;
- high quality as it will use triangulation (simultaneous use of perception, validation and documentation to analyze information);
- impartial and balanced;
- credible, clear and easy to understand;
- evidence based and action oriented
- gender responsive; and
- future oriented in its recommendations.

This mid-term evaluation was based on the belief that evaluation should be supportive and responsive to projects, rather than become an end in itself. It was tailored to the needs of the intended users as described in the Terms of Reference.

3.3 Evaluation criteria

The evaluation criteria help focus evaluation objectives by defining the standards against which the initiative will be assessed. Considering that this is a mid-term Evaluation, the focus of the evaluation is on relevance, effectiveness and efficiency and expected impact and sustainability. Sustainability and impact will be more fully assessed during the Final Project Evaluation to be carried out close to the finalization of the project.

The following questions were answered:

Assessing relevance

- To what extent does the Project address underlying causes of exclusion and respond to the needs of the most vulnerable target groups?
- To what extent is the Project design relevant vis-à-vis the overall Project goal and the achievement of its objectives in the given period of time?

⁶ The evaluator was following the guidance in *UNICEF-Adapted UNEG Evaluation Reports Standards*, July 2010 and *UNEG Quality Checklist for Evaluation Reports*, 2010

- To what extent are the Project design and its objectives relevant vis-à-vis national policies and strategies?
- Was the Project designed according to international norms and agreements on Human Rights (HR) and Gender Equality (GE) and in line with national strategies to advance HR & GE?

Assessing effectiveness

- To what extent have the planned results been achieved to date (quantitative and qualitative) according to the Project LogFrame?
- To what extent and how has the project contributed to the creation of a coherent legislative and policy framework (new Law on Social Welfare and Child Protection, Fostering Strategy, standards for social and child protection services, local action plans, etc.) and establishment of quality social and child protection services for the most vulnerable groups?
- To what extent has the Project contributed to strengthening capacities of social and child protection professionals to manage the reform process and service providers to provide quality assistance to the most vulnerable groups?
- What were the major factors influencing the achievement or non-achievement of the Project objectives to date?

Assessing efficiency

- How efficiently have the financial resources been used?
- How flexible was the Project design in adapting to the changing environment (impact of the economic crisis, etc.)?
- To what extent are HR & GE a priority in the overall Project budget and implementation?

Assessing expected impact

- Considering progress made towards achievement of results, is the project likely to achieve its anticipated impact? Are unplanned effects likely to take place?

Assessing expected sustainability

- Did the Project design include an appropriate sustainability strategy (including promoting national/local ownership, use of local capacity, etc.) to support positive changes for the most vulnerable groups after the end of the intervention?
- What is the level of ownership of the reform process within the MoLSW and local self-governments and what are the prospects for further development of related interventions after the end of external support?
- To what extent has the Project promoted strengthening of already existing partnerships and establishment of new ones and to strengthening of inter-sectoral and cross-sectoral cooperation both at the national and local level?

3.4 Evaluation methods

The consultant collected systematic information on how a project is being implemented and identified barriers to achieving project objectives. The operational processes through which desired outcomes are pursued were captured and analyzed. The consultant tried to document the incremental, complex, and often subtle changes that occur over the life of the project to reflect its complexity.

In order to address human rights and gender equality perspective of the project, an appropriate mix of quantitative and qualitative methods (mixed-method design) was used to gather and analyse

data for this evaluation, while ensuring inclusion and participation of various stakeholders (including the most vulnerable). All data gathered was verified through triangulation or ensuring the credibility of data gathered by relying on data from different sources (primary and secondary data), data of different types (qualitative, quantitative and resource information) or data from different respondents (e.g., beneficiaries, stakeholders, UNDP/UNICEF staff, and others).

A large set of different and complementary evidence was collected and analyzed by utilizing both qualitative and quantitative methods tailored to address HR&GE. These included:

- **Desk review of relevant documents was conducted.** Quantitative and qualitative information was collected and analyzed. Some of the documents that were reviewed include: *Strategy for the Development of the Social and Child Protection System 2008-2012*, *National Human Development Report Montenegro* etc. as well as project documentation such as *Study on Social Inclusion and Preparation for 2010 IPA*, Description of Action for the two components, Project LogFrame, Progress Reports of the two components, the reports from the EU's Result Oriented Monitoring missions from June 2011 and July 2012, Quality of Life and HHS survey, etc.
- **Consultations with UNICEF and UNDP management and teams were conducted** to explore strategic context of the project implementation, and to identify key informants for face-to-face semi-structured interviews, focus groups and e-mail exchanges and validate the evaluation methodology, questionnaires, findings and recommendations of the evaluation exercise.
- **A one-day Mid-Term Review workshop/meeting gathering project partners, stakeholders and experts was facilitated on November 27, 2012.** It helped to capture project results, assess its relevance and potential impact and review and discuss next steps. There were 70 participants in the workshop (see Annexes 9.4 and 9.5 for the agenda and a list of 59 participants excluding UNDP and UNICEF. The questions explored by the consultant could be found in Annex 9.6). Participants represented project partners, stakeholders and beneficiaries.
- **Four brief informal group discussions of project beneficiaries were conducted.** The consultant visited two communities where UNDP and UNICEF were involved. The selection was made to ensure that communities with significant diversity with regard to the following criteria as geographic location, socio-economic profile and poverty rates, and social/child care services utilization are selected. Attendees of the daycare centre for the elderly in Niksic, children attending day care centre in Bijelo Polje, persons with disabilities employed through the project in Niksic, and beneficiaries of services of NGO “Humanitaras” – “Open doors” in Niksic participated in informal group discussions. A group discussion tool allowed gathering information from people with similar background or experiences regarding project's role and impact. The evaluator encouraged participation of all individuals. Participants often agreed or disagreed with each other that revealed different perspectives and challenges of social inclusion. All confidential information was treated in confidence.
- **Semi-structured interviews with pre-determined sets of questions were conducted.** The interviews elicited information describing the processes of project implementation, relevance,

effectiveness and efficiency and expected impact and sustainability. The interviews provided in-depth and detailed information and indicated whether the project was implemented as originally planned, and, if not, why and how the project has changed. All confidential information was treated in confidence.⁷ A list of questions used by the evaluator could be found in Annex 9.2.

The target audiences were finalized through consultations with UNICEF and UNDP and included representatives from key project partners and beneficiaries:

- Ministry of Labour and Social Welfare
- Ministry of Education and Sport
- Centres for Social Work
- Day Care Centres
- Municipalities
- NGOs
- Hard-to-employ individuals who benefitted from the project

The selection of interviewees aimed to achieve equal representation of a wide range of project partners and beneficiaries by gender, geographical location, disability, income levels, etc.

- **Informal conversational interviews** with questions emerging from the immediate context were conducted on *ad hoc* basis.
- **Validation of preliminary findings and recommendations with UNICEF/UNDP.** The consultant made a presentation of preliminary findings and recommendations to UNICEF/UNDP. It validated preliminary findings and provided an opportunity for management and staff to contribute their views and ideas to finalization of the report.

3.5 Ethical considerations

The consultant followed the UNEG code of conduct and ethical responsibilities including guidelines on protection of privacy and conflict of interest.⁸ The evaluator exercised his independent judgement and provided a comprehensive and balanced presentation of strengths and weaknesses of the project being evaluated, taking due account of the views of a diverse cross-section of stakeholders. The consultant tried to ensure that the evaluation is based on reliable data and observations.

All confidential information obtained by any means was treated in confidence. Personal, confidential and sensitive information was not discussed with, or disclosed to, unauthorized persons, knowingly or unknowingly. The interviewees and others were treated with objectivity and impartiality. Interviews with children were not conducted in the course of this mid-term evaluation.

3.6 Human Rights and Gender Equality considerations

⁷ Interviews with children were not conducted in the course of this mid-term evaluation.

⁸ United Nations Evaluation Group, Ethical Guidelines for Evaluation, March 2008

The consultant followed the UNEG guidance on how to integrate Human Rights (HR) and Gender Equality (GE) considerations in evaluations.⁹ He examined to what extent the project benefited right-holders, including a wide range of project beneficiaries and strengthened the capacities of duty bearers and other key players other actors to fulfil their obligations and responsibilities. In examining the HR & GE aspects, the consultant was guided by international and regional conventions and national policies and strategies. As the project advanced human rights of multiple groups, the consultant disaggregated the targeted groups to assess whether benefits and contributions were fairly distributed by the interventions being evaluated.

In line with the UNEG guidelines, the consultant ensured that a wide range of beneficiaries of the project interventions, including the elderly, parents of children with disabilities and many others were consulted and heard. Open and frank conversations were always encouraged.

4. EVALUATION LIMITATIONS AND MITIGATION APPROACHES

The main limitation to this mid-term evaluation is the fact that it has been carried out in a very compressed timeframe with limited resources applied across a very wide and complex scope of inquiry. In reality, the consultant had to evaluate two projects implemented by UNICEF and UNDP, respectively and had in total 20 days to complete this assignment. This, combined with other limitations noted below, has constrained somewhat the analysis, the drawing of conclusions and the rendering of recommendations.

Both UNICEF and UNDP project documents and a LogFrame provide the necessary information that allow the project credible evaluation. The main intended outputs, activities, results and objectively verifiable indicators are adequately defined, appropriate and stated in measurable terms, and the majority of results are verifiable.

Some project baselines, however, were not clearly identified that made problematic assessment of project effectiveness in some areas. One of the project’s results was to improve capacity to plan, commission and manage decentralization on central level and the baseline was defined as “initial assessment to be conducted at the beginning of the project.” (UNDP, Social Welfare Reform component). As the baseline assessment was not conducted, the consultant could not measure the project’s progress in this area vis-à-vis the baseline. Another project’s result was to have at least 10% increase of foster families identified and trained (baseline – 0 foster family) could not be verified as it is unclear what is the absolute number of foster families to be trained (UNICEF, Child Care System Reform Component).

Some project’s objectives such as increasing the number of socially excluded children accessing formal education by 25% by end 2012 can only partially be linked to the specific activity “Training of members of the Commissions for Orientation of Children with Special Educational Needs”. As this project element is not clearly defined, the data collection to measure the project progress in this area could not be conducted (UNICEF, Child Care System Reform Component).

⁹ United Nations Evaluation Group, Integrating Human Rights and Gender Equality in Evaluation – Towards UNEG Guidance, 2011

5. MID-TERM EVALUATION FINDINGS

The project documents provide relatively well defined results, outputs, activities and indicators of progress that are relevant to the context and realities of 2010 when the project was designed. In the course of the project implementation, the Government decided not to pursue a few main project expected results such as not to establish the Social Innovation Fund as well as the Institute for Social Welfare. The adoption of the Law on Social Welfare and Child Protection is significantly delayed as well that prevents the adoption of regulations, standards and other instruments. Although both UNICEF and UNDP undertook the corrective actions such as drafting of by-laws and regulations along with drafting of the new Law to build solid foundations for effective Law implementation, the project LogFrame was not revised to reflect these changes. The following discussion presents project evaluation by key evaluation criteria.

5.2 Relevance

Relevance deals with the appropriateness of the project design to the needs of social welfare and child protection system reforms in Montenegro.

The project design is relevant vis-à-vis the overall project goal and the achievement of its objectives in the given period of time. As the barriers and challenges faced by vulnerable groups, including children are multi-faceted and multi-dimensional, UNICEF and UNDP adopted a comprehensive approach addressing multiple barriers to social inclusion and involving multiple partners.

The project addresses the underlying causes of exclusion and responds to the needs of the most vulnerable target groups. Although the global economic crisis when the country GDP declined in 2009 by 5.7% was followed by slight GDP growth of 2.4% in 2010 and 3.2% in 2011, the economic recovery did not translate into poverty risk reduction. According to the newly released Poverty Analysis in Montenegro in 2011, the poverty rate increased from 6.6% in 2010 to 9.3% in 2011. Rural population faces higher poverty risk comparing to urban population. Poverty rate in Northern region is almost three times higher from poverty rate in Southern and Central region. The most striking increase of poverty is among families with 3 or more children - 8.2% in 2008 up to 52.9% in 2011.¹⁰ The project targets these vulnerable groups, including children.

The project design and its objectives are relevant and well aligned with the national policies and strategies. The *Poverty Alleviation and Social Inclusion Strategy (PASIC 2007-2011)* focused on reducing economic vulnerability and ensuring social stability, envisaging activities in the education, health, social welfare and employment sectors. Given the multi dimensional nature of social inclusion, a range of national strategies and local actions plans addressing needs of particular vulnerable groups has been developed that include *Strategy for Integrating Persons with Disabilities in Montenegro*; *Strategy for Development of Social Protection for the Elderly in Montenegro*; *National Action Plan of the Decade of Roma Inclusion 2005-15*; *The National Strategy for Improving Position of RAE Population in Montenegro 2008-12*, etc.

¹⁰ Montenegro Statistical Office, Poverty Analysis in Montenegro in 2011, 17 December 2012.

The Strategy for the development of the social and child protection system in Montenegro (2008 – 2012) has a set of goals that are defined as poverty reduction and provision of better quality protection of vulnerable groups of children, persons with disabilities, the elderly and marginalized groups of citizens. The overall goal of the reform is to develop an integrated social and child protection system, while the specific objectives are to improve protection of poor citizens; to identify needs of beneficiaries; to provide for strategic planning of services which is harmonized across the system; to develop services that support life in the community; and to introduce quality system. Strategic directions of development, according to the Strategy, include, inter alia, decentralization of the system, participation of citizens and beneficiaries, more efficient financial allocations and provision of quality services.¹¹ The project outcomes and activities are well aligned with these Government strategies and policies¹².

Both UNICEF and UNDP components support the Government in meetings its international commitments, including but not limited to:

- UN Convention on the Rights of the Child;
- European Partnership Implementation Action Plan (Human Rights and Protection of Minorities), ensuring the inclusion of the disabled and minorities in mainstream education; and
- UN Convention on the Rights of Persons with Disabilities;
- European Social Charter; and
- UN Covenant on Social, Cultural and Economic Rights.

In November-December 2012 when this mid-term evaluation is conducted, the project remains highly relevant to realities of social welfare and child protection reforms in Montenegro. Both UNICEF and UNDP correctly identified the roadblocks to social services/child protection reforms and address them through the project.

Roadblocks addressed by both UNICEF and UNDP components:

- Low capacities of MoLSW, CSW and local governments in the area of social welfare and child protection reforms. Insufficient number of professional staff working in the field and their limited skills on how to work with vulnerable groups.
- Limited progress with implementation of the existing relevant legislation.¹³
- Reactive nature of social services provision with very limited pro-active and preventive interventions.
- Slow progress in introducing a case management approach.
- Ad hoc nature of services development without clear sustainability plans, accountability and reporting mechanisms.

Roadblocks addressed by UNICEF component:

¹¹ Ministry of Health, Labour and Social Welfare, *Strategy for Social and Child Welfare Development in Montenegro, 2008 – 2012*

¹² During the writing of this report, the Consultant learnt that MoLSW has requested support from UNICEF and UNDP in the development of the new Strategy on the Development of the Social and Child Protection System (2013-2017) and the Strategy on Elderly, respectively.

¹³ Committee on the Rights of the Child Reviews Reports of Montenegro under the Convention and Optional Protocols, 21 September 2010

- Absence of modern legislation in line with international standards and a limited range of modern policy instruments in the areas of social welfare and child protection.
- Lack of data and databases on vulnerable children accessing the social welfare system, hindering evidence based policy making.
- Slow progress in deinstitutionalization and the development of alternative placement arrangements for children without parental care such as foster parenting and group homes.
- Lack of transparent lists of services and eligibility criteria that are applicable nation-wide.
- Inadequately trained staff of CSWs working with children. Overemphasis on administrative tasks and functions and social benefits administration.
- Underdeveloped gate keeping mechanisms in the social welfare, health and education sectors.
- Lack of awareness among the general population on social inclusion issues and socially excluded children.

Roadblocks addressed by UNDP component

- A limited range of social welfare and child protection services available. A limited number of social service/child protection providers at the level of municipalities.
- Low capacities of NGOs and other service providers that often do not have sustainable sources of funding.
- Undeveloped information management and consequent lack of evidence on current social need, changes in patterns of need and impact of services.¹⁴

High project relevance in such core areas as legislation development, expansion of social and child protection services, deinstitutionalization, and capacity building was acknowledged by participants of the mid-term review meeting conducted in Podgorica on November 27, 2012. The project relevance was also confirmed by independent EU monitors in their reports to the EU delegation.

High level of project relevance was confirmed by project beneficiaries who were interviewed by the consultant during field visits. For example, in the absence of Day Care Centres for children with disabilities supported through the “Child Care System Reform” project component, children would have to stay at home, would not be able to learn and socialize, access the necessary medical services and will be socially excluded. In another example, due to the UNDP support, the individuals were able to obtain proper legal papers and now they are able to access government-funded services and travel abroad. Relevance and usefulness of trainings were acknowledged by beneficiaries who were interviewed by the consultant. For instance, the staff of Komanski Most institution and Day Care Centres greatly appreciated support and training obtained from an autism international expert who helped to develop individual plans and effective strategies to support children with autism (“Child Care System Reform” project component).

Both UNICEF and UNDP components were designed according to international norms and agreements on Human Rights (HR) and Gender Equality (GE) and in line with national strategies to advance HR & GE. Human rights and gender equality frameworks were adopted in the project design. It is based on the framework for equality and non-discrimination in the access to services by project beneficiaries, including women, and it reflects a number of recommendations of international human rights organizations such as the Committee on the Right of the Child to the

¹⁴ *Study on Social Inclusion and Preparation for 2010 IPA* and other resources were used in developing this list.

Government of Montenegro. UNICEF is ensuring that the Law on Social and Child Protection is aligned with the UN Convention on the Rights of the Child and is promoting the UN Guidelines on the Alternative Care of Children in the implementation of all activities. The project targets the most disadvantaged and marginalized groups, including people and children with disability. The project activities strengthen the state and society capacities to respect and protect human rights as well as fulfill human rights by taking steps progressively to realize them.

5.3 Effectiveness

Effectiveness focuses on results, not processes and the consultant examined if the project was producing its planned outcomes and meeting intended objectives.

The collected evidence demonstrates that the project is achieving some of its intended objectives. The planned results have been partially achieved to date and **it is unlikely that both components will be able to meet ALL their output and results targets by the official project completion date**. The Table 1 captures the project progress status as of December 2012 and provides consultant’s assessment of the probability that the anticipated results will be met by the official project completion date.

As the Table 1 below demonstrates, the project will not achieve all its outputs and outcomes by the official project end date. The project time extension is necessary to increase the prospects for achieving the set targets. Through the course of mid-term project evaluation, the consultant identified a range of factors that are beyond UNICEF and UNDP control that have negatively influenced the project’s effectiveness.

- Parliamentary elections resulted in delays in passing the *Law on Social Welfare and Child Protection* that is still in the Parliament. Policy and legislative work in other areas relevant to the project work such as decentralization was delayed as well.
- Limited Government commitment to social sector and child protection reforms in such areas as deinstitutionalization of children, removing barriers to full societal integration for persons with disabilities and social inclusion. NGOs and parents’ associations are often low in power and skills of interacting with the MoLSW and are often unable to articulate their concerns and suggestions
- The Government decision not to establish a Social innovation fund (SIF) and introduce new sector of the MoLSW that would perform some core functions of the SIF. SIF was positioned in the project document as a main mechanism for development of community based social services.
- The Government decision not to establish the Institute for Social Welfare but create a new sector in the MoLSW.
- Senior management (at Minister and Deputy Minister level) changes in the MoLSW and MoH hampered the project implementation.

- Limited capacities of a respective sector of the MoLSW both in terms of staffing levels and professional capacity to advance social services and child protection sector reforms.

The evaluator did not have enough time to explore the degree of horizontal coordination among line ministries responsible for promoting social inclusion and child protection such as Ministry of Health, Ministry of Education and Sport, and MoLSW, but the available evidence suggests that it is not adequate to support effective reforms of social welfare and child protection reforms. The consultant learned that there is no an inter-ministerial committee or other mechanism of horizontal cooperation in place coordinating policies on social welfare and child protection reforms.

The project was responsive to external circumstances and adjusted its activities in anticipation of adoption of the draft Law on Social Welfare and Child Protection. UNICEF is working on the development of bylaws in parallel to Law development/adoption in order to support fast Law implementation.

The consultant acknowledges that project activities were informed and reflect seven key principles of current EU best practice for the design and modernization of social inclusion services:

- Needs led services
- Decentralised services
- A mixed market of service providers
- Effective and efficient services
- Transparent and accountable services
- High quality services
- Learning systems of services (drawing on best practice)
- Flexible services

As the project document does not explicitly distinguish between outputs, outcomes and impact indicators, the consultant exercised his professional judgement in the analysis.

Table 1. Project Progress Towards Achieving Its Outputs and Outcomes as of December 2012

Project purpose	Objectively verifiable indicators	Progress Status as of December 2012
Comprehensive, inclusive and sustainable social and child welfare system with advanced inclusive education for children with special education needs, has been established	<p>1. At least 25% (approx. 200) of socially excluded children are either included in the mainstream education or benefitting from adequately targeted education services</p> <p>2. At <u>least 10</u> new social services that meet the international standards introduced and implemented</p> <p>3. At <u>least 15%</u> increase of number of beneficiaries benefitting from</p>	<p>1. Component 1 “Inclusive Education Services” was not included in the Mid Term Evaluation.</p> <p>2. This outcome will be fully met.</p> <p>3. This outcome/impact indicator will be met.</p>

Mid-Term Evaluation of the “Social Welfare and Child Care System Reform: Enhancing Social Inclusion” Project

Project purpose	Objectively verifiable indicators	Progress Status as of December 2012
	<p>new/existing social services</p> <p>4. 25% of socially excluded children benefitting from preventive and inclusive, family and community based services</p>	<p>4. It is unclear how to measure the project success in this area.</p>
UNDP: Component 2: Social Welfare Reform		
<p>Result 2.1</p> <p>Improved central level social system capacity to plan, commission and manage decentralization of existing and introduction of innovative social services through Social Innovation Fund (SIF).</p>	<p>1. Capacity to plan, commission and manage decentralization improved on central level (baseline: initial assessment to be conducted at the beginning of the project)</p> <p>2. Social innovation fund (SIF) established and functional at the national level by 2011.</p> <p>3. Standards for social services based on the key principles of the current best EU practice developed by 2011</p> <p>4. 10 new/decentralized and improved existing social welfare services established and managed by SIF</p>	<p>1. The baseline and specific measurable outcomes are not available. The Study on Social Inclusion and Preparation for 2010 IPA has been used as a main source for streamlining the process. The consultant concludes relying on such multiple sources of evidence as interviews, focus groups, and desk review that the project will make significant progress in achieving this outcome.</p> <p>2. The outcome will be partially achieved as the Government decided not to establish SIF but decided that the core SIF functions will be performed by a new sector of the MoLSW, as per the <i>Draft Law on Social and Child Protection</i>. Main outputs (e.g., clarifications of roles and functions of a new sector, SIF Operational Manual containing guidelines for applicants, project application template, selection/evaluation procedures, monitoring tools and concepts, reporting templates and procedures) were fully achieved.</p> <p>3. This outcome will be partially achieved as it is conditioned by adoption of a new Law. The project has made significant progress in developing draft standards (outputs).</p> <p>4. The outcome will be partially achieved as the SIF has not been established. All other targets were exceeded. In terms of outputs, procedures and criteria for financial support to social welfare services providers were defined and piloted in 6 municipalities. 17 services established/improved in 6 municipalities.</p> <p>Other notable results not captured by Logframe:</p> <p>Mapping and analysis of social welfare services performed in all Montenegrin municipalities and a database of local social welfare services created.</p> <p>UNDP helped to expand a range of social services and strengthened partners' capacity to identify the needs in social services, design delivery model and implement them. New services were supported that encouraged local authorities and stakeholders to realize that they are able to address local priorities themselves without support of the central authorities.</p>

Mid-Term Evaluation of the “Social Welfare and Child Care System Reform: Enhancing Social Inclusion” Project

Project purpose	Objectively verifiable indicators	Progress Status as of December 2012
<p>Result 2.2 Capacities of local self governments built to manage Social Programmes</p>	<p>1. Comprehensive social inclusion training programme for local level stakeholders (at least 100 people) designed and implemented by 2012</p> <p>2. At least 5 social services for adults in line with national and EU standards, developed in the three pilot municipalities.</p> <p>3. 80% of Local action Plans developed and in line with National standards</p>	<p>1. The LogFrame does not distinguish between outputs and outcomes for this indicator. This deliverable will be fully met/exceeded. A large number of trainings, individual consultations, study visit to Serbia, three conferences that benefitted 500 participants were organized. The plan of having 100 people trained in 2012 was exceeded.</p> <p>2. This outcome will be partially achieved. The output of drafting standard has not been achieved due to delays in Law adoption.</p> <p>3. This outcome will be met. The project met all its target outputs in this area: unified procedures for the process of drafting, public consultations and adoption of the Local Social Inclusion Plans developed, agreed with the Union of Municipalities and disseminated to all municipalities. 9 municipalities were supported in the process of development of Local Social Inclusion Plans (3 plans adopted by local parliaments, 6 to be finalized by 2012). Two municipalities will be targeted in 2013.</p> <p>UNDP helped local partners to identify local priorities and design interventions in line with the international standards. A typical UNDP supported Local Social Inclusion plan would provide a detailed situational analysis of the community, list the relevant local strategies, describe key institutions providing social services/supports at the local level and their functions, present vision and mission statements, outline main problems in the area of social inclusion, including specific barriers faced by diverse vulnerable groups and include action plan with specific deliverables, timelines, indicators of success and sources of funding/implementers as well as communication plans.¹⁵</p>
<p>Result 2.3 Improved provision of existing and introduction of Social Programmes (SIPs) in three pilot municipalities</p>	<p>1. Beneficiaries satisfaction with locally led social services increased (baseline NHDR 2009 data)</p> <p>2. At least 15 (in average 5 per municipality) new and innovative services for adults established through SIPs (projects signed, implemented and successfully completed)</p>	<p>1. Cannot be assessed as this is a mid-term evaluation. Satisfaction survey can be conducted closer to the end of the project.</p> <p>2. The outcome will be achieved. Target outputs were achieved: 17 social welfare services are being implemented in 6 municipalities. A range of social services provided include: employment of PWDs, day care centers for the elderly, social supports for women victims of violence, supports to persons with addictions,</p>

¹⁵ Bijelo Polje - Lokalni Plan za Unapređenje Socijalne Inkluzije / Razvoj Lokalnih Socijalnih Usluga – Servisa 2012-2016

Mid-Term Evaluation of the “Social Welfare and Child Care System Reform: Enhancing Social Inclusion” Project

Project purpose	Objectively verifiable indicators	Progress Status as of December 2012
	<p>3. At least 10% of beneficiaries of the existing social services, use new social services in three selected municipalities (exact baseline data to be provided upon selection of three pilot municipalities)</p> <p>4. Unemployment rate of hard-to-employ people (people with disabilities, single parents, long-term unemployed) decreased by 10% in municipalities with SIP implemented (baseline: unemployment rate in 2009 is approx 11%; hard-to-employ people make 40% of total unemployed)</p> <p>5. Social welfare recipients data base revised by end 2012, ensuring improved targeting of social services</p>	<p>psycho-social and medical support to the elderly in urban and rural areas and others.</p> <p>3. The outcome will be achieved. In terms of outputs, 781 beneficiaries recorded in the first phase of social services supported, 1452 beneficiaries planned for the second phase.</p> <p>Mapping of the social protection services identified a total of 8.539 users of the existing social protection services, of which 17% of users of services supported through the project.</p> <p>4. The outcome will be met. 60 persons employed through supported social services, including 14 PWDs.</p> <p>5. UNDP has started implementation of a separate major project reforming the database of social welfare recipients in 2012.</p> <p>Other notable results not captured by Logframe:</p> <p>Creation of the Internet portal (inkluzija.me) to build awareness of the Social Welfare and Child Care System reform and facilitate exchange of experience, knowledge and information between social welfare services providers, users and other stakeholders is under way.</p>
UNICEF: Component 3: Child Care System Reform		
<p>Result 3.1</p> <p>The Child Care System has a policy and legal framework harmonized with international standards and the Institute for Social Welfare is established to standardize and ensure quality child care services;</p>	<p>1. All relevant legislation compliant with international standards by 2012</p>	<p>1. The outcome will be partially achieved. There is a high probability that the <i>Law on Social Welfare and Child Protection</i>, including fiscal analysis that is developed and adopted by the Government will be adopted by the Parliament. It is unlikely that the secondary legislation that is being developed will be passed before the official project completion date.</p> <p>The project made its important contribution to the creation of a coherent legislative and policy framework (new Law on Social Welfare and Child Protection, Fostering Strategy, standards for social and child protection services, local action plans, etc.) and establishment of quality social and child protection services for the most vulnerable groups. UNICEF led a component of developing a draft <i>Law on Social Welfare and Child Protection</i> that rests on the EU standards</p>

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Project purpose	Objectively verifiable indicators	Progress Status as of December 2012
	<p>2. The Institute for Social Welfare officially established and functional by end 2011</p> <p>3. 100% of Institute staff trained and operational by end 2012</p> <p>4. Child Protection standards created by end 2012</p> <p>5. At least 50 Social Welfare professionals trained on Child Protection standards by end 2012</p> <p>6. At least 50 of NGO representatives trained on Child Protection standards by end 2012</p> <p>7. Local and national Child Protection databases created by end 2012</p>	<p>and is harmonised with the EU regulations. Its adoption will accelerate social welfare and child protection reforms in Montenegro. Significant progress was made in drafting new regulations, standards and other instruments that would support the Law implementation. The consultant reviewed some of the draft standards such as standards of Day Care Centers for children with disabilities and found them to be an excellent source of guidance and support to service providers.¹⁶</p> <p>The importance of analyzing the fiscal impacts of policy options cannot be understated as good policy development rests on robust financial information. The evaluator finds the fiscal assessment of Draft <i>Law on Social and Child Protection</i> developed by the project to be an excellent high quality source of information that could be extremely valuable for decision makers.¹⁷</p> <p>2 and 3. The outcome will not be fully met as the Government decided not to establish the Institute. However, it will be partially met as some core functions of the Institute will be performed by a new sector of the MoLSW that will be established if the <i>Law on Social Welfare and Child Protection</i> is passed. The project achieved all the outputs to ensure that a new sector will perform the functions of the Institute.</p> <p>4, 5 and 6. These outcomes will be partially met. Despite significant progress of the project in meeting its key outputs, the progress is conditioned by the Law adoption. For example, draft Child Protection Services are developed for 3 services, but they could be adopted once the Law is passed. Around 30 relevant representatives of the child protection system and NGOs participated in the work.</p> <p>7. This outcome will be achieved. Almost all the necessary outputs were achieved and local and national electronic data base of child protection has been developed and installed in all CSWs and the MoLSW. The database will shortly be further developed to include adults.</p> <p>UNICEF developed a list of child protection indicators and a uniform methodology and criteria for the collection of child protection data for all CSWs and made a significant progress in establishing a database accessible for CSW and MoLSW staff. The</p>

¹⁶ Minimalni standardi i specifikacija usluga, Dnevni Boravak Za Djecu i Mlade sa Smetnjama u Razvoju

¹⁷ Exposition Of the Draft Law on Social and Child Protection in relation to financial resource assessment

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Project purpose	Objectively verifiable indicators	Progress Status as of December 2012
	<p>8. At least 10 Local Plans of Action for social and child protection developed by end 2012</p>	<p>establishment of a functional and relevant national database of children in public care to monitor social services being provided to children and families and to support the transfer of children from institutional care to family based care is a cornerstone for successful implementation of the reform. The availability of data will inform planning, budgeting and implementation of future policies and practice and point to areas that need further strengthening or wider promotion.¹⁸</p> <p>8. The outcome target will be met. Local Action Plans for children are being implemented in 8 Montenegrin municipalities with the support of UNICEF. Within this project, the local action plan for children has been adopted in municipality Cetinje and supported in three more municipalities. UNICEF developed a uniform methodology for development of Local Plans of Action for Children including a situation analysis, and action plans detailing activities, indicators, estimations and sources of financing and timeframe. A comprehensive LPA in Cetinje for 2012-2016, for example, defines municipal policy relating to children for a defined period, along with priority measures and activities that ought to be implemented so that all girls and boys grow up healthy, educated, protected and able to develop to their full potential, particularly those who are in need of special protection.¹⁹</p>
<p>Result 3.2.</p> <p>Capacity of professionals in the child care sector is enhanced and vulnerable children and families have improved access to quality preventive and inclusive family and community-based services as an alternative to institutionalization;</p>	<p>1. Protocol of inter-ministerial cooperation formalised by end 2012.</p> <p>2. Number of socially excluded children accessing formal education increased by 25% by end 2012</p> <p>3. Admissions of children in institutions reduced by 10% by the end 2012 (Baseline: 20 admitted per year in Bijela Orphanage; 0 admitted in Komanski Most)</p>	<p>1. This outcome will be achieved. In terms of the outputs, UNICEF has advanced in coordinating collaborative efforts of developing the protocol of inter-ministerial cooperation.</p> <p>2. This outcome target will be partially met. In terms of outputs, the project achieved and exceeded its targets in the areas of strengthened capacities of Commissions for Assessment and Orientation of Children with Special Educational Needs. Support was provided in finalizing the bylaw on the work of the commissions, training of commissions, and monitoring of the quality of work with commissions. The number of children with disabilities assessed by Commissions increased by 93% in 9 municipalities between 2008 – 2011.</p> <p>3. This outcome will be met.</p> <p>Other measurable outcomes/outputs that were not captured through the objectively verifiable indicators of the LogFrame:</p>

¹⁸ Proposed List of Relevant Indicators for Child Protection at the National Level, Used to Monitor Progress and Results in the Area of Child Protection

¹⁹ Lokalni Plan Akcija za Djecu 2012–2016. Prijestonica Cetinje. Sekretarijat za socijalnu politiku i mlade.

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Project purpose	Objectively verifiable indicators	Progress Status as of December 2012
		<p>More than 900 participants benefitted from trainings, workshops, and round tables.</p> <p>Training on family counselling was passed by 10% of the CSW professional staff. The entire training on foster care was completed by 16% of the CSW professional staff.</p> <p>Analysis of organization and capacities of CSWs developed, development of the secondary legislation: Rulebook on organization, norms and standards for the work of CSWs under way.</p> <p>Training on child rights and the importance of prevention and counselling services in health institutions delivered to almost 100 professionals from the health and social welfare sector.</p> <p>Expert support provided to MoES in the finalization of the Rulebook on the work of commissions for orientation of children with special educational needs. The rulebook presented to over 70 members of the commissions, 36 monitoring visits made.</p>
<p>Result 3.3</p> <p>3.3.1.: Capacity of professionals in the child care sector is enhanced and vulnerable children and families have increased access to quality preventive and inclusive family and community-based services</p> <p>3.3.2. The general public is increasingly aware and sensitized on the child care system reform, social inclusion and family and community-based care.</p>	<p>1. 100 % of children in Komanski Most de-institutionalized by end 2012 (baseline – 13 children)</p> <p>2. 30 % of children from Bijela Orphanage aged 0-3 de-institutionalised by end 2012 (baseline – 23 of total of 169 children aged below 3)</p> <p>3. 20 % of children from Bijela Orphanage aged over 3 de-institutionalised by end 2012 (baseline – 146 of a total of 169 children aged above 3)</p> <p>4. At least 2 Small Group homes established and operational by the end of 2012</p> <p>5 . At least 10% increase of foster families identified and trained (baseline – 0 foster family)</p>	<p>1. The outcome will be partially achieved. Significant progress was made in achieving project outputs: individual plans of child protection in Komanski most developed and reviewed regularly; contacts with the children's parents strengthened; and individual plans for protection of Montenegrin children in institutions in Serbia developed.</p> <p>2 and 3. The outcome will be met. Number of children aged 3-18 has decreased by 34% compared to baseline in Bijela Orphanage.</p> <p>4. The outcome will be partially met. Construction of the first small group house for children with disabilities will begin in spring 2013. The construction of a second group home has not been scheduled yet.</p> <p>5. It is unclear what is the actual project objective as it is not expressed in absolute numbers. However, the number of children in Foster care (kinship and non-kinship) increased by 38% between 2008 – 2011. Number of children in Non-kinship foster care</p>

Mid-Term Evaluation of the “Social Welfare and Child Care System Reform: Enhancing Social Inclusion” Project

Project purpose	Objectively verifiable indicators	Progress Status as of December 2012
	<p>6. Improved health and development of children participating in the de-institutionalization process by end 2012.</p> <p>7. 5 innovative services for children developed through mechanisms of Social Innovation Fund</p> <p>8. 70 % of people aware of and supporting alternative family and community based options after conduction of campaign “Every Child Needs a Family”.</p>	<p>increased by 20% between 2010 – 2012.</p> <p>Notably, but not captured by Logframe, the national Strategy on Foster Care was developed and adopted in 2012. Trainings were held on the assessment of foster families and the assessment of children for expert workers from all centres for social work. Increase in the number of children in foster families has been recorded.</p> <p>6. This outcome will be met. There is evidence, as documented in individual care plans, that health and development of children participating in the de-institutionalization process has improved. More specific indicators to measure children progress can be developed.</p> <p>7. It is unlikely that 5 innovative services for children will be developed till the project completion.</p> <p>8. This outcome is unlikely to be met. The indicator is not well formulated (better indicators are used in UNICEF’s Communications Strategy for this project)</p> <p>Additional activities and their measurable results:</p> <p>Expert trainings were held (on the work of daily care centres and/or autism) for daily centres for children with disabilities in Bijelo Polje, Nikšić, Pljevlja and Igalo; daily centre in Plav has been equipped and sensor room for DC in Pljevlja acquired. Fourfold increase in the number of users in daily centres for children with disabilities has been recorded since 2009.</p>

The consultant made the following additional important observations regarding the project effectiveness:

- Capacity needs of all partners involved in reforms of social welfare and child protection are significant.** Both UNICEF and UNDP made an important contribution to strengthening capacities of social and child protection professionals to manage the reform process and service providers to provide quality assistance to the most vulnerable groups. The capacity building interventions were diverse. The project document does not explicitly address the objectives of building capacities of the MoLSW, but the MoLSW staff was extensively involved into development of the draft Law and benefitted from other training opportunities provided. When the mid-term evaluation was conducted, the consultant collected some anecdotal evidence confirming that the MoLSW has very weak analytical capacity for policymaking, including such areas as conducting research, developing policy options, conducting *ex-ante* policy assessments as well as estimating costs of new policy initiatives. More thorough functional review can be conducted to identify specific capacity building needs and establish

baselines. In consultant’s view, both UNICEF and UNDP in their project documents and LogFrame did not pay enough attention to building the ministry capacity which was perfectly logical in 2010 when it was planned to establish SIF and the Institute for Social Welfare. All capacity building needs could not be fully anticipated at the beginning of the project but the project did not adjust its capacity building strategies through the project implementation to address the identified capacity gaps. The decision to establish a new sector in the MoLSW will provide an opportunity for better targeted long-term focused capacity building interventions.

- **CSWs staff put their main efforts into benefits administration while social services are often provided in response to a crisis so that children and socially vulnerable groups receive services only when problems are severe.** The ministry does not have clear reporting protocols and oversight and support mechanism for CSWs. CSWs often look for policy interpretation and ministry guidance on specific cases but are unable to obtain supports from the ministry. Training and other opportunities were provided to CSWs. Analysis of organization and capacities of CSWs was undertaken by UNICEF. Rulebook on organization, norms and standards for the work of CSWs is under development with the support of UNICEF, which will be followed by a training on case management.
- **The project implementation demonstrated that de-institutionalization of children may need more time and efforts, as well as stronger government commitment including financial, to be successfully completed and some project expectations in this area may be too ambitious.** The consultant visited Komanski Most institution and was very impressed to see how UNICEF helped to improve well being of children with special needs residing there. The children live now in a separate pavilion, have individual care plans that were developed with the assistance of an international consultant, access education in school (i.e. the two Resource Centres in Podgorica) and benefit from additional supports and services. The staff of the Komanski Most appreciated the international expertise that was provided in assessing and working with children with autism and development of individual plans. UNICEF was supporting de-institutionalization of Montenegrin children in Serbia through drafting of individual care plans, where significant progress has been made in strengthening or re-establishing contact between children and their families.
- **The project was too ambitious in some areas.** For example, it was planned to have standards for social services/child protection based on the key principles of the current best EU practice developed by 2011. Development of by-laws, regulations, standards and their successful implementation is very time consuming and costly exercise that requires building capacity of those who are supposed to implement the standards and of those who will enforce them. The partners affected should have the necessary capacities in terms of capital, human resources and technical infrastructure to meet new requirements. Guidance materials, presentations, training manuals and programs, fact sheets, letters, pamphlets, and frequently asked questions should be developed to ensure their successful implementation. All these activities require significant time investments.

5.4 Efficiency

Efficiency is associated with the resources used to produce desired outputs. The consultant examined the extent to which the project is producing its planned outputs in relation to expenditure of resources. In addition to exploring efficiency in resource use, the consultant examined what specific steps were undertaken to optimize the project efficiency.

Efficiency measures how economically resources or inputs (such as funds, expertise and time) are converted to results. The project achieved only some of its objectives within established timeframes and costs and has demonstrated good efficiency to date in those areas where the activities were implemented and outputs produced.

The project strived to meet its expected outputs by looking for cost-efficiencies in project operations and utilizing prudent business practices. The project contains elements of soft assistance (e.g., support of the development of the Law) and these soft elements are embedded into various project components that makes the application of conventional efficiency indicators to these areas not feasible.

The following steps were taken to optimize the efficiency of the project:

- UNDP and UNICEF have established a joint office for the implementation of the project and the two teams seem to be cooperating well.
- Partners applying for grants managed by UNDP component were required to make their own contribution to project costs to qualify. The grant program was transparent with open call for proposal and clearly defined eligibility criteria and the application process. A comprehensive objective matrix to evaluate project proposals was developed and utilized.²⁰
- Open, transparent and value-for-money UNICEF and UNDP procurement processes were utilized.
- Internal UNDP and UNICEF staff and consultants with significant expertise in social inclusion were mobilised to review and comment on the draft Law on Social Welfare and Child Protection.
- Regional experts with significant knowledge of comparable jurisdictions and language skills were mobilised that resulted in some cost savings, in particular on the costs of translation.
- Some consultants were involved on short-term as needed basis instead of long-term contracts.
- Local experts were engaged whenever possible instead of international consultants.
- UNICEF utilized an effective practice of having international experts accompanied by local consultants to learn and ensure proper follow up without having to rely on international experts. For example, the Consultant on decentralization and deinstitutionalization and the Senior Consultant on social welfare (who is a defectologist/special educator by training) supported twice the revision of care plans of children in Komanski Most after the initial drafting of plans under the supervision of the international consultant.

The project demonstrated some flexibility in adapting to the changing environment. For example, due to the financial crisis and the costs associated with the establishment of new institutions, a decision was made by the Project Steering Committee to support through this project the establishment of a new sector in MoLSW rather than a Social Innovation Fund and an Institute for Social Welfare. In addition, some activities were added to the project in order to enhance the

²⁰ Matrica za Evaluaciju Predloga Projekta

quality of its implementation. This can be exemplified by the decision taken by UNICEF and MoLSW to add to the Child Care System Reform component the mapping of child protection services. The purpose of this added activity is to support MoLSW to gain a better understanding of the distribution and scope of existing child protection services and gaps in service provision at the local level and thus to facilitate the deinstitutionalization process. UNDP conducted a very needed mapping of social services that was added to the original scope of activities. Both UNICEF and UNDP agreed to support MoLSW in the drafting of the new Strategy on the Development of the Social and Child Protection System and the Strategy for the Elderly. UNICEF and UNDP have embarked on developing secondary legislation, standards and other instruments in parallel to the development of the Law to streamline the Law implementation once it is adopted by the Parliament.

Human Rights and Gender Equality remain a priority in the overall Project budget and implementation. Both UNICEF and UNDP ensured that their activities facilitate the claims of rights-holders and the corresponding obligations of duty-bearers. The project addresses the immediate, underlying and structural causes for not realizing such rights. The beneficiaries and partners capacities have been strengthened to claim the rights as well as the legislative and policy work is underway to ensure that institutional and policy roadblocks to realization of human rights for vulnerable groups and children are eliminated. The capacities of duty-bearers to fulfill their obligations have been strengthened through numerous activities such as development of Local Plans that involved beneficiaries, capacity building and awareness raising campaigns.

The project adequately captured the problems facing both men and women. UNDP, for instance, supported NGOs helping women. One of supported services is SOS telephone for women and children victims of violence in Bijelo Polje that provide support for women victims of violence 24 hours a day.²¹ UNICEF-supported child protection database will include data disaggregated by gender among other factors, enabling gender mainstreaming in social and child protection policies.

5.5 Expected impact

Impact deals with whether the project’s overall objectives have been achieved or are likely to be achieved. In light of analysis of project effectiveness and considering progress made towards achievement of results as of December 2012, the consultant concludes that the project will make some of its anticipated impact. The consultant believes that the project would have a catalytic effect on the reform process.

By facilitating involvement of all stakeholders at both national and local level and the final beneficiaries, the project will empower key partners and contribute to building a

Day Care Centre “Tisa” in Bijelo Polje – Supporting Children with Disabilities

The Day Care Centre “Tisa” in Bijelo Polje shows what can be done to educate and offer support to families who have children with disabilities. The children benefit from a therapeutic environment during the day with professional support and at night and weekends return to their families for love and affection. The families that once considered institutional care because of work are still able to work on a daily basis and benefit from a relationship with their child. Through the Child Care System Reform initiative, the day care centre recently strengthened capacities of its personnel in working with children with autism. As the first day care centre in Montenegro, it is supporting other day care centres across the country in their establishment.

²¹ UNDP supports three NGOs SOS telephone services in different communities across Montenegro.

comprehensive, inclusive and sustainable social and child welfare system.

The consultant did not conduct a thorough assessment of project’s impact as this task will be addressed through the final project evaluation. As the project document does not explicitly distinguish between outputs, outcomes and impact indicators, the consultant exercised his professional judgement in the analysis.

Table 2. Project Expected Impacts, by Results Area, as of December 2012

Project purpose	Potential Areas of Impact
<p>Comprehensive, inclusive and sustainable social and child welfare system with advanced inclusive education for children with special education needs, has been established</p>	<p>If the Law on Social Welfare and Child Protection, by-laws and regulations are passed by the Parliament, the necessary legal foundations of modern social welfare and child protection system will be established.</p> <p>The project will most likely positively contribute to changing the public perceptions of the importance of reforms of social welfare and child protection. This change may result in increased public pressure for higher quality and more accessible social welfare and child protection services.</p>
UNDP: Component 2: Social Welfare Reform	
<p>Result 2.1 Improved central level social system capacity to plan, commission and manage decentralization of existing and introduction of innovative social services through Social Innovation Fund (SIF).</p>	<p>The consultant is positive that the project will make a significant impact on the central level capacity to plan, commission and manage decentralization and reforms of social welfare and child protection.</p> <p>Collaboration among ministries at the central level and service providers at the local level will most likely improve.</p> <p>The introduction of a new sector of the MoLSW, as per the <i>Draft Law on Social and Child Protection</i> with specific responsibilities for building the sector capacity, standards and other key elements of social welfare and child protection will strengthen the Ministry capacity to manage social sector reforms.</p> <p>The MoLSW and other key stakeholders, equipped with the report on mapping and analysis of social welfare services delivered in all Montenegrin municipalities and a database of local social welfare services will be able to optimize the services and supports delivered.</p> <p>A range of social services will be expanded and partners’ capacities to identify the needs in social services, design delivery model and implement them will be strengthened.</p>
<p>Result 2.2 Capacities of local self governments built to manage Social Programmes</p>	<p>The project will make a positive impact on expanding new social services nation-wide and increasing the number of their beneficiaries.</p> <p>There is a high probability that local authorities’ capacities will be strengthened so that they will be able to address local priorities themselves without support of the central authorities.</p> <p>The positive experiences of local authorities with development of Local Social Inclusion Plans will institutionalize them as an effective instrument of local planning.</p>

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Project purpose	Potential Areas of Impact
<p>Result 2.3</p> <p>Improved provision of existing and introduction of Social Innovation Programmes (SIPs) in three pilot municipalities</p>	<p>Most likely, beneficiaries’ satisfaction with locally led social services will increase in comparison with the NHDR 2009 data, but the consultant is not sure that it is economically feasible to replicate the NHDR survey.</p> <p>A range of services implemented by local governments targeting local needs will be expanded. The consultant was positively impressed to see that the local Government officials strengthened their skills in identification of local needs, project design and implementation and feel more confident to develop and implement Local Plans and new social welfare and child protection services.</p> <p>The unemployment rate of hard-to-employ people will decrease in the municipalities targeted by the project.</p> <p>The work on reforming the database of social welfare recipients will improved effectiveness, efficiency and targeting of social services provision.</p> <p>The creation of the Internet portal (inkluzija.me) will build awareness of the Social Welfare and Child Care System reform and facilitate exchange of experience, knowledge and information between social welfare services providers, users and other stakeholders.</p>
<p>UNICEF: Component 3: Child Care System Reform</p>	
<p>Result 3.1</p> <p>The Child Care System has a policy and legal framework harmonized with international standards and the Institute for Social Welfare is established to standardize and ensure quality child care services;</p>	<p>If the Law on Social Welfare and Child Protection, by-laws and regulations are passed by the Parliament, the necessary legal foundations of modern social welfare and child protection system will be established.</p> <p>The adoption of draft new regulations, standards and other instruments will ensure successful Law implementation.</p> <p>The establishment of a functional and relevant national database of children in public care to monitor social services provided to children and families will have multiple positive impacts. The transfer of children from institutional care to family based care will be supported and a range of supports and services will be individualized and optimized to meet child needs.</p> <p>The positive experiences of local authorities with Local Action Plans for children may institutionalize this process across the country and make it a useful tool in identifying local needs, priorities and effective planning.</p>
<p>Result 3.2.</p> <p>Capacity of professionals in the child care sector is enhanced and vulnerable children and families have improved access to quality preventive and inclusive family and community-based services as an alternative to institutionalization;</p>	<p>The adoption of the protocol of inter-ministerial cooperation will improve collaboration of key line ministries.</p> <p>The number of de-institutionalized children will increase. They will have improved health and developmental outcomes.</p> <p>Capacity of professionals in the child care sector will be enhanced and they will be able to provide support and service in line with the international standards.</p> <p>Capacities of Commissions for Assessment and Orientation of Children with Special Educational Needs will be strengthened and they will effectively operationalize the international and national legislation on rights of children with disabilities.</p> <p>Organization of CSWs will be streamlined and their capacities enhanced so that they will be able to focus more on prevention and service provision than on resolving urgent matters and financial benefits administration.</p>

Project purpose	Potential Areas of Impact
<p>Result 3.3</p> <p>3.3.1.: Capacity of professionals in the child care sector is enhanced and vulnerable children and families have increased access to quality preventive and inclusive family and community-based services</p> <p>3.3.2. The general public is increasingly aware and sensitized on the child care system reform, social inclusion and family and community-based care.</p>	<p>The project will make a positive impact on building capacity of multiple partners.</p> <p>The consultant observed positive changes in views of decision makers, public servants and service providers on such diverse aspects targeted by the project as the need of deinstitutionalization, expansion of social services, involvement of beneficiaries in decision making, integration of children with disabilities, etc.</p> <p>The project will make a positive impact on strengthening capacity of NGOs - service providers. The consultant learned through the interviews and review of NGOs documentation that they strengthened their knowledge and skills in such diverse areas as individual assessment, prevention, individual planning and others.</p> <p>The adoption and implementation of the National Strategy on Foster Care will result in increasing the number of children in foster families and will reduce the institutionalization rates.</p> <p>The consultant is positive that the project will make a positive impact on public perceptions. Some specific areas include: acceptance of the need to expand social services; acceptance of the importance of de-institutionalization; integration of children with disabilities into mainstream schools, etc.. Some changes in public perceptions can be captured by UNICEF’s knowledge-attitude-practices (KAP) surveys.</p>

5.6 Expected sustainability

Sustainability deals with being strategic and looking to the future and assessing if key projects elements will be in place and expand beyond the project completion in 2013.

The project design includes an appropriate sustainability strategy (including promoting national/local ownership, use of local capacity, etc.) to support positive changes for the most vulnerable groups after the end of the intervention, but these activities were relevant for the realities of 2010 when the project was designed. Global economic crisis negatively affected the economic performance of Montenegro and resulted in declining budget revenues. One of the core project assumptions was that the Government would reallocate the respective percentage of the national Lottery funds to fund expansion of social services failed to materialize. In addition, the changes in the legislation (e.g., Law on NGOs and Lottery Law) made it impossible to use revenues from the Lottery Fund as sustainable funding source for social services, as it was envisaged in the project document. When this mid-term evaluation was conducted, both UNICEF and UNDP acknowledged the need to adjust their sustainability strategy to reflect these changes.

There is a substantive level of ownership of the reform process within the senior management of MoLSW and local self-governments. The consultant learned that some local governments have committed to continue funding of some project outcomes such as day care centers, houses for victims of domestic violence and others. Local governments’ skills and expertise in designing and implementing social services have improved due to the project interventions and they are open to exploring new services and programs. The project capacity building activities also positively affect sustainability but they need to be systematic and institutionalized. The system’s capacity to

manage the reform needs to be continually strengthened, including at the central level, and ownership should be reaffirmed by the new Government.

Sustainability of the project will be significantly strengthened once the Law on Social and Child Protection is adopted and implemented. The establishment of a new sector for development of social services within the MoLSW envisaged in the new Law with dedicated staff responsible for such diverse areas as capacity building of professionals, monitoring and quality assurance, developing and enforcing minimum standards for services, developing criteria for licensing and accreditation of services and programs and others will increase sustainability of some elements of the project (e.g., standards development, dissemination of effective practices).

Development of Local Social Inclusion Plans and Local Plans of Action for Children was considered a good exercise and participants committed to continue collaborating on the issues of social welfare/child protection at the local level. Two municipalities -- Podgorica and Cetinje requested support on their own initiative in drafting Local Social Inclusion Plans and integrated local plans for development of local social services, and did not request any financial support for the preparation process (UNDP component). However, as development of these plans is not mandatory regulatory requirement, local authorities may not have strong policy incentives to embark on their development in some municipalities not supported by the project.

The prospects for further development of related interventions after the end of external support are uneven across the country. The consultant found that the weakest part of the project is its financial viability as there is no clear picture on how funding of services will be maintained. Only some elements of the project may continue beyond project completion. The following factors negatively affect project sustainability:

- Lack of clear Government direction in the area of decentralization.
- Limited Government commitment (including financial) to social sector and child protection reforms in such areas as deinstitutionalization of children, removing barriers to full societal integration for persons with disabilities and other vulnerable groups.
- Limited MoLSW capacity in policy/program analysis, development and implementation, and advocacy.
- Global economic crisis that negatively affected the economic performance of Montenegro and resulted in declining budget revenues.

Day Care Centre for Elderly in Niksic

A non-institutional form of care for elderly in the local community that benefits 40 persons older than 65. The following services are provided: stay of beneficiaries each day from 8h to 16h, conversations and gathering in order to overcome loneliness and social isolation; organizing sports and cultural events (poetry evenings, gusle – national instrument - evenings, theatre performances, visits to homes for elderly and other institutions, organizing trips and visits to cultural and historical monuments, organizing social games in the stay (chess, dominoes, darts, handicrafts), the use of libraries and reading daily newspapers, one hot meal (for users who stay in service longer than 4 hours and meet conditions foreseen by the Rulebook on work of service); daily serving (coffee, juice, tea), providing minor medical services (measuring pressure, blood sugar), washing and drying laundry for users; educational and counseling work (individual and in group).

- Very limited capacity of local authorities in social welfare and child protection.
- Limited pool of social workers and other professionals.
- Stigma and societal stereotypes with regard to some vulnerable groups, institutionalization, etc.

The project promoted strengthening of already existing partnerships and establishment of new ones and to strengthening of inter-sectoral and cross-sectoral cooperation both at the national and local level. UNICEF, for instance, is leading work on developing a draft Protocol on Intersectoral Cooperation for the prevention of institutionalization and provision of alternative services. Initial consultations have been conducted with the three relevant ministries – Labour and Social Welfare, Health, and Education and Sport. As the aim of the protocol is not to function as a simple declaration of intent, but as a functional guideline for professionals, a base for its drafting will be the substantial inputs received during intersectoral trainings on support to vulnerable mothers in health services/institutions and training of members of the intersectoral Commissions on Orientation of Children with Disability. The drafting of the document will be performed through intersectoral workshops with local experts from three sectors – health, social and education.

5 SUCCESSFUL PRACTICES AND LESSONS LEARNED

The consultant identifies the following successful elements/practices in project implementation:

1. As the barriers and challenges faced by vulnerable groups, including children are multi-faceted and multi-dimensional, UNICEF and UNDP adopted a comprehensive approach addressing multiple barriers to social inclusion and involving multiple partners. Such diverse and complementary areas as legislative development, capacity building and expansion of services were targeted.
2. It is effective to use experts consultants from countries of the region that advanced in reforming social welfare and child protection systems.
3. The fiscal assessment of Draft Law on Social and Child Protection developed by the project is an excellent high quality source of information that is valuable for decision makers. The fiscal impacts of policy options cannot be understated as good policy development rests on robust financial information.
4. The mapping of local social services in all Montenegro municipalities has been conducted for the first time and the respective database has been created and should be used as one of key instruments for planning and monitoring of development of local social services.
5. Unified procedures for the process of drafting, public consultations and adoption of the Local Social Inclusion Plans were developed, agreed with the Union of Municipalities and disseminated to all municipalities.
6. The establishment of a functional and relevant national database of social welfare and child protection system beneficiaries is a cornerstone for successful implementation of the reform.

7. UNICEF and UNDP are being respected as trusted neutral agents promoting the goals of social inclusion and child protection by the Government and stakeholders and are well positioned to continue supporting reforms in these areas.

Lessons learned:

1. Changing of legislative framework is a time consuming process that requires continuous commitment of multiple stakeholders and a strong political will. The adoption of new laws and regulations should be supported with extensive capacity building interventions at the national and local levels.
2. De-institutionalization of children is a long term process that requires effective collaboration of multiple partners, strong political commitment and strategic planning. The partnership relations of the MoLSW, local governments, residential institutions, CSWs, NGOs and other stakeholders should be institutionalized to ensure buy in of reforms and development of services at the local level.
3. The Government alone cannot address the challenges of social welfare and child protection reforms. The ongoing collaboration of a wide range of partners, including CSWs, NGOs, parents, service users, and local authorities is needed.
4. Capacities of the MoLSW in terms of staffing levels and professional capacity are critically important to advancing social services and child protection sector reforms and should be continuously strengthened.
5. The biggest challenge of reforms of social welfare and child protection is ensuring sustainability of reform efforts. A wide range of activities building a broad societal buy in of reforms and strengthening capacity of key partners is needed to ensure sustainability.
6. Project document and a LogFrame should be regularly updated to reflect the changing project circumstances. The main intended outputs, activities, results and objectively verifiable indicators should be adequately defined, appropriate and stated in measurable terms.

6 CONCLUSIONS

The project is highly **relevant** to realities of Montenegro. The project addresses the underlying causes of social exclusion, responds to the needs of the most vulnerable target groups and is well aligned with the national policies and strategies. In November-December 2012, when this mid-term evaluation is conducted, both UNICEF and UNDP components remain highly relevant to realities of social welfare and child protection reforms in Montenegro that was confirmed by 70 participants of the one-day Mid-Term Review workshop/meeting gathering project partners, stakeholders and experts as well as all interviewees.

Effectiveness: The project’s accomplishments in some areas are impressive and will most likely have long lasting effect on reforms of social welfare and child protection in Montenegro.

UNICEF supported development of Law on Social Welfare and Child Protection, including fiscal analysis, which is pending adoption by the Parliament. Drafting of secondary legislation is underway. Draft Child Protection Standards are developed for 3 services. Local and national electronic child protection data base has been developed and installed in all the social work centres and the MoLSW in order to support evidence based policy making.

UNICEF organized numerous capacity building activities targeting professionals in centres for social work (on the analysis of organization and capacities of CSWs), health and social protection professionals, intersectoral commissions for orientation of children with special educational needs, professionals in day care centres for children with disability etc. Both front line/ground level professionals and policy makers were included in these intersectoral trainings. Local Action Plans for children are being implemented in 8 Montenegrin municipalities with the support of UNICEF.

In the area of de-institutionalization, some core UNICEF accomplishments include:

- Individual plans of child protection in Komanski most developed and reviewed regularly. Individual plans for protection of Montenegrin children in institutions in Serbia developed. Both care planning initiatives have resulted in renewed contacts between children and their families thus strengthening the prospects for family reunification, i.e. deinstitutionalization, and have contributed to a higher sense of accountability of social welfare professionals and improved their work methodology (in line with case management which will be formally introduced in the second phase of the project).
- Number of children aged 3-18 has decreased by 34% compared to 2008 baseline in Bijela Orphanage.
- Number of children with disabilities in day care centres increased four times between 2009 – 2012.
- Number of children in Foster care (kinship and non-kinship) increased by 38% between 2008 – 2011.
- Number of children in non-kinship foster care increased by 20% between 2010 – 2012.
- Construction of the first small group home for children with disabilities will begin in spring 2013.

UNDP supported development of regulations, procedures and criteria for provision of community-based social services for the most vulnerable groups and piloted in 6 municipalities as well as completed mapping and analysis of social welfare services in all Montenegrin municipalities and created a database of local social welfare services. Significant work was conducted to support development of Local Social Inclusion Plans and capacities of local authorities were strengthened. 17 social welfare services are being implemented in 6 municipalities.

Other core accomplishments of UNDP include:

- A large number of trainings, individual consultations, study visit to Serbia, three conferences that benefitted 500 participants were organized. The plan of having 100 people trained in 2012 was exceeded.
- The SIF Operational manual has been developed and successfully piloted in 6 municipalities. It contains: guidelines for applicants, project application template, selection/evaluation procedures, monitoring tools and concepts, reporting templates and procedures

- Mapping of local social services in all MNE municipalities has been conducted and respective database developed.
- Unified procedures for the process of drafting, public consultations and adoption of the Local Social Inclusion Plans developed, agreed with the Union of Municipalities and disseminated to all municipalities.
- 9 municipalities were supported in the process of development of Local Social Inclusion Plans
- Creation of the Internet portal (inkluzija.me) to build awareness of the Social Welfare and Child Care System reform and facilitate exchange of experience, knowledge and information between social welfare services providers, users and other stakeholders is under way.
- 60 persons employed through supported social services, including 14 PWDs.

However, project implementation is hampered by a range of factors that are beyond UNICEF and UNDP control. Some of these factors include: parliamentary elections that resulted in delays in passing the *Law on Social Welfare and Child Protection* that is still in the Parliament, the Government decision not to establish a Social innovation fund and limited capacities of the MoLSW.

The project employed a range of strategies to enhance its **efficiency**. UNDP and UNICEF have established a joint office for the implementation of the project and the two teams seem to be cooperating well. Open, transparent and value-for-money UNICEF and UNDP procurement processes were utilized. UNDP grant program was transparent with open call for proposal and clearly defined eligibility criteria and the application process. A comprehensive matrix to evaluate project proposals was developed and utilized. Internal UNICEF and UNDP staff with significant expertise in social inclusion was mobilised to review and comment on the draft Law on Social Welfare and Child Protection. Regional experts with significant knowledge of national realities were utilized that allowed to save in particular on the costs of translation.

The project **impact** may go well beyond specific results outlined in the project document. In addition to such anticipated outcomes as increase in the numbers of de-institutionalized children and successful implementation of Local Social Inclusion Plans and Local Plans of Action for Children, it may be expected that the project will result in positive changes in views of decision makers, public servants and service providers on such aspects as the need of deinstitutionalization, expansion of social services, integration of children with disabilities and other aspects of the social and child protection reform.

Sustainability of the project outcomes remains challenging and has to be more systemically addressed. Although the passage of the Law and its subsequent implementation will significantly increase the project sustainability, the financial viability will remain an issue as there is no a clear picture on how funding of services will be maintained.

7 RECOMMENDATIONS

As the analysis above demonstrates, the project would not be able to meet all its delivery targets by June 2013 due to the parliamentary elections resulted in delays in passing the Law on Social Welfare and Child Protection that is still in the Parliament, limited Government commitment to social sector and child protection reforms and its decisions not to establish a Social innovation fund and the Institute for Social Welfare but create a new sector in the MoLSW instead, limited

capacities of a respective sector of the MoLSW as well as too ambitious project targets. It makes it **necessary for both UNICEF and UNDP to seek a project extension. Time extension is needed mostly to support effective implementation of the *Law on Social Welfare and Child Protection* as well as to achieve other project objectives.**

The following recommendations regarding key activities for project extension should be seen as an agenda of possible topics for discussions between UNDP, UNICEF, MoLSW and other relevant Government institutions, partners and donors. The recommendations are listed in descending priority order and identify key areas that can be addressed by the project till the end of 2014. They are based on the following assumptions:

- the *Law on Social Welfare and Child Protection* is adopted by the Parliament without major changes by early 2013;
- a new Government does not embark on a radical decentralization reform and does not delegate all the responsibilities for social welfare and child protection to local authorities till the end of 2014; and
- the country economic performance and budget revenues improve or at least do not deteriorate.

As the consultant indicated in the findings section, the project is too ambitious in its goals and as this mid-term evaluation demonstrates, more time and efforts are needed to achieve some core project objectives. The partners have to prioritize areas that would have the most significant impact on reforms of social welfare and child protection in Montenegro. One of the possible approaches to identify project priorities and strengthen broad ownership of the project results is to have the members of the Project Steering Committee convene to discuss a plan of actions and identify what can be realistically accomplished till the end of 2014. The meeting would help to confirm commitment of the partners and enhance project sustainability beyond 2014.

The Government of Montenegro is committed to EU accession that could be used as a strong leverage point in promoting human rights based reforms of social welfare and child protection systems. As the Government will be accelerating the accession process and implementing a set of multi sectoral reforms, it is necessary for the project to actively advocate the need to position the reforms of social services and child protection as an integral part of the reform process and approximate its legislation and policies with the *acquis* in line with a Stabilisation and Association Agreement and European Partnership priorities.

8.1 Recommendations for the Ministry of Labour and Social Welfare

8.1.1 Identify priorities and develop a plan of actions to support implementation of the *Law on Social Welfare and Child Protection*. Identify areas where UNDP and UNICEF support will be required. TOP PRIORITY RECOMMENDATION

Often laws, regulations and other policies adopted by Governments in transitional countries remain statements of good intentions without sufficient follow-up implementation and proper reporting. The effective implementation of the *Law on Social Welfare and Child Protection* will need significant human, technical and financial resources that would require the MoLSW to master capacities of prioritization and delivering more with very limited resources at its disposal. Solid Government and ministry leadership and stamina is a prerequisite to ensure that the parliamentary passage of the

Law is not the final stage and that well-planned and coordinated implementation and reporting mechanisms are actually put in place to realise the intended results.

As envisaged by the Child Care System Reform component, the MoLSW should develop the implementation plan for the *Law on Social Welfare and Child Protection* that should include as a minimum the timetable for developing by-laws, regulations, and instructions and other policies, outline the roles and responsibilities of all those involved in the plan execution, and the resources allocated to the policy including money, skills, and infrastructure. The plan should discuss how potential barriers are to be tackled and how performance is to be reported and monitored to ensure appropriate accountability. All key elements of the Law implementation plan should have concrete budget resources to support their materialization. The introduction of new social and child services, standards, guidelines and other elements require financial resources. The plan could specifically identify the areas and timelines when the UNDP and UNICEF project support would be needed.

Monitoring and evaluation systems can be established to inform policy development and measure their impact. Monitoring and evaluation information can improve the quality of MoLSW decisions in the area of social benefits or services and make them more effective by providing evidence about the most cost-effective types of ministry activity.

8.1.2 Actively pursue horizontal collaboration with other line ministries and other partners through multiple venues. MEDIUM-HIGH PRIORITY RECOMMENDATION

Undoubtedly, full implementation of the *Law on Social Welfare and Child Protection* will take time, resources, and commitment by the Government, respective line ministries, and other relevant stakeholders. The effective implementation of the Law and promotion of rights of socially excluded groups and children hardly could be achieved if horizontal collaboration of respective ministries does not improve. It is not possible, for example, to increase skills and employability of the hard-to-employ individuals without reforms in education, healthcare, social sectors and labour markets; they should be addressed through well coordinated policy measures across the relevant ministries. “Cross-sector cooperation is a prerequisite without which it is not possible to develop further services based on holistic approach, which shows that there is a need for cross-sector training programs and “team-building” workshops in the local communities, with all the relevant actors from the health system, the social welfare system and the non-governmental sector.”²²

In addition to developing an interministerial Memorandum of Understanding, the MoLSW with the Government support may:

- Clarify MoLSW mandate and Government-wide responsibilities in advancing the reforms of social welfare and child protection system and specifying the roles and responsibilities of partner ministries, including development of formal agreements to set the ground rules and terms of engagement that commit a number of ministries to work together.
- Establish a cross-ministry committee to collaborate on various aspects of social welfare and child protection reforms. Cross-ministerial teams not only develop cross-ministerial policies but also promote effective problem-solving and expose participants to other ministries’ cultures and decision-making processes. The Project Steering Committee that have representation from such diverse partners MoLSW, MoES, Ministry of Health, Ministry of Foreign Affairs, EU

²² Analysis and assessment of health services related to the prevention of baby abandonment/relinquishment in Montenegro, UNICEF, 2011. Unpublished report.

Delegation, UNDP, UNICEF, Union of Municipalities could become a model for such a cross-ministry committee.

- Use the existing permanent cross-ministry groups or networks to seek input on policy proposals developed by MoLSW.

8.1.3 Implement a few social and child protection services nation-wide with UNDP and UNICEF support. MEDIUM-HIGH PRIORITY RECOMMENDATION

The consultant believes that it may be realistic to develop and implement two or three social welfare and child protection services nation-wide till the end of 2014, with UNICEF and UNDP support. UNDP is supporting a wide range of social services and has collected extensive evidence and successful practices on how to identify local needs, design delivery model and deliver specific social services. UNICEF has done significant work in developing standards, is developing a comprehensive database of children and is in the process of collecting the information on key child protection services.

The implementation of a limited number of new services will help to test a model of implementation that could be used as a roadmap by the MoLSW in implementing other services later. The consultant learned in particular that home visiting services for the elderly and PWDs were considered as top priorities in two visited communities.

The following sequence of steps can be followed by MoLSW:

1. Identify the most pressing needs relying on the information available from UNDP, UNICEF, MoLSW, CSWs, local governments, NGOs and other partners. Conduct roundtables and other forms of consultations with stakeholders across the country to confirm that the needs identified require nation-wide services. Some services for potential nation-wide implementation include supports for people with disabilities to access employment and children with disabilities to access education. The services should be relevant to the majority of citizens to obtain solid political and public support at all levels of the Government. The decision makers should clearly realize that their decisions regarding provision of such new services will affect their chances for re-election.
2. Once the consultations identify a limited number of social welfare and child protection services that should be delivered nation-wide, it is important to decide if each new service will be delivered by CSWs, local or national public institutions, private providers or NGOs. Pluralism of service providers should be strongly promoted, but it is not advisable for the ministry to engage in contractual relations with CSWs, local and national public institutions, private providers and NGOs for provision of the same service as it will blur the lines of accountability and unnecessarily complicate the contractual relationships. One service, for instance, such as supports of the elderly can be delivered by CSWs and another one such as violence prevention in families can be delivered by NGOs. If a decision is made to contract such diverse providers as CSWs, private providers and NGOs to provide the same service, funding and accountability mechanisms should reflect this diversity to ensure equity, accessibility and availability of services across the country.
3. In addition to identifying the services that should be implemented nationwide, the consultations could identify the need in municipality-specific services. The capacities of local authorities in conducting extensive public consultations to identify the needs, develop

and implement social welfare and child protection services targeting specific local needs should be strengthened.

4. Continue with the working groups and engage multiple stakeholders, including the relevant line ministries, CSWs and other stakeholders such as schools, police, healthcare providers in supporting the implementation of social welfare/child protection services nation-wide. The working groups may advise on developing service standards, including eligibility criteria, service parameters, delivery mechanisms, capacity building interventions, appeal processes and other key elements. They can provide expert inputs in developing the funding and accountability requirements that will include quality assurance measures, monitoring of performance mechanisms, and verification procedures (including the right to conduct independent audits).

In a case of complex services such as employment support of PWDs where multiple interventions could be implemented depending on beneficiary’s circumstances and multiple partners could be involved, it is advisable for the MoLSW to pilot new services to test and fine tune new models. Both UNICEF and UNDP may help to choose pilot sites that should be representative of the realities of Montenegro and such factors as geography, income levels, unemployment levels, and gender balance. Piloting can test if the targeted groups really benefit from new services and more accurately assess the costs of service implementation nation-wide.

Although the standards will be translated into the secondary legislation, it is not advisable to rely only on standards as the only policy instrument for all social and child protection services. There are alternative approaches to regulation that may be both more effective and more efficient means of promoting effective practices and ensure compliance. The magnitude of the solution should match the magnitude of the issue being addressed. In some areas such as Daycare centers for children with disabilities where the rights of vulnerable groups should be well protected and HR-based standards enforced, regulations and other strict instruments should be chosen. On the other hand, codes of conduct and voluntary agreement arrangements may be sufficient to promote quality standards and practices for such services as family counseling. As professional associations of psychologists and other professionals involved into social service delivery and child protection systems mature in the long run, they will strengthen their abilities for self-regulation, including groups’ self-enforcement mechanisms. Self-regulation is the means by which members of a professional group or service providers voluntarily agree on a set of rules and codes of conduct to govern their behaviour, actions and relationship with clients. Self-regulation does not require extensive government regulations and ministry involvement and may provide better responsiveness and flexibility as it can be established more quickly than legislation. The service providers and professionals will have to assume the responsibility for the functioning of the scheme, monitoring or enforcement of compliance. These bodies (e.g., associations of psychologists) would not require any financial support from the MoLSW and will reduce the need in regulations/standards issued and enforced by the Ministry.

The following suggestions shared by the participants of the mid-term review workshop should be also considered:

- Use volunteers more extensively. Target high school students who can volunteer their time to advance important social causes.
- Explore the option of cost recovery from beneficiaries for some services.

- Certify service providers to build capacity and ensure consistency across the country.

8.2 Recommendations for Ministry for Education and Sport

Explore how the children with special needs currently served by the Day Care Centers can access mainstream community schools, with necessary support. The consultant did not have an opportunity to meet project management and staff, beneficiaries and partners involved in implementation of the Component 1 of the project. However, the consultant found that some of the children served by the Day Care center in Bijelo Polje and Niksic do not have severe disabilities and could be educated in mainstream schools, with necessary supports. The Ministry of Education and Sport, with UNICEF and other partners support, could explore a range of strategies that will strengthen the gatekeeping and referral mechanisms and that will help eventually to fully integrate these children into mainstream schools. Potential strategies may include changes in identification and placement protocols and practices, revisions of the education sector funding model, improved accessibility of schools and training of educators to support students with disabilities in classrooms.

8.3 Recommendations for both UNDP and UNICEF

8.3.1 Support MoLSW in optimization its internal processes and build its capacity in the areas of social welfare and child protection reforms.²³ TOP PRIORITY RECOMMENDATION

In the course of project implementation, the MoLSW strengthened its capacity as the main decision maker and policy/program implementer in the areas of social welfare and child protection in Montenegro.

As the Social Protection Fund and the Institute for Social Welfare will not be established and there will be no main players in the field of social welfare/child protection reforms in the foreseeable future, both UNICEF and UNDP have to focus their efforts on building the ministry capacity. As UNDP and UNICEF team have excellent working relations, the consultant believes that both teams could discuss their specific roles and responsibilities in implementing a set of recommendations listed below.

Support MoLSW to identify its core priorities till the end of 2014. The process of capacity development of the MoLSW is time-consuming and not normally amenable to shortcuts. To increase the project impact and its sustainability, it is advisable to provide targeted capacity development supports so that MoLSW will be able to articulate its own priorities and needs in implementing the Law and strengthening CSWs to deliver results on the ground.

Train MoLSW staff on policy development and implementation, including cost-benefit analysis. To implement the *Law on Social Welfare and Child Protection* and advance social inclusion of vulnerable groups and children in Montenegro, all the current and newly recruited MoLSW staff should be trained to conduct quantitative and qualitative analysis to explain the determinants of social exclusion to develop policies and programs offering tailored solutions meeting the needs of the target groups, including children within the framework of the new Law. More specifically, the training should be provided on how to draft high quality, well structured and ready-to-understand policy documents relying on limited information under very tight deadlines. If

²³ When this report was drafted, the consultant learned that both UNICEF and UNDP applied for the project extension and put more emphasis on capacity building of the MoLSW that is in line with the consultant’s recommendations.

policy documents are not well presented, decision makers often are unable to distil the overall message of the policy document and subsequently have to make decisions on the basis of fragmented and often incorrect information. The orientation or training on gender analysis, rights-based approaches to policy and program development and EU best practices in social welfare and child protection can be provided.

UNICEF was planning to build capacity of the Institute for Social Welfare by engaging a high-ranking international expert to design and deliver a high quality capacity building programme for professionals selected to work at the Institute. It was anticipated that some elements of this programme would include technical assistance, participation in a whole range of relevant seminars and conferences and a study visit to a selected EU Member State with extensive experience in managing similar knowledge/resource centres in the area of social and child protection. As the core functions of the Institute for Social Welfare will be performed by the new sector of the MoLSW, it is advisable to explore the applicability of these capacity building interventions to the new sector.

It is unlikely that the Government will be willing and able to significantly increase the budget allocations for social welfare and child protection system reforms in the near future. The MoLSW should be able to design and deliver cost-effective policies, programs and services and at the same identify cost savings by reviewing the existing supports and services. UNICEF and UNDP should focus on building the MoLSW staff capacity to conduct cost-benefit policy and programme analysis, with focus on analysis of new by-laws, regulations and other policy instruments that will be introduced in accordance with the *Law on Social Welfare and Child Protection*. The MoLSW should be able to conduct cost benefit analysis of new regulations, policies and programs for the budget cycle and to determine if policy represents value for money. Financial benefits, risks and other considerations such as long-term financial impact of options, and net benefits should be identified. Only by integrating financial analysis into policy and program proposals the MoLSW will be able to design high-quality, sustainable and cost effective policies to support implementation of the *Law on Social Welfare and Child Protection*.

The MoLSW staff could be also trained on risk management to be able to identify possible events that may endanger the implementation of adopted regulations, policies and programs. They should be able to develop basic risk management plans that will include risk costs estimates, roles and responsibilities of those involved into risk management.

Implement on the job training program for the relevant MoLSW staff. As it is expected that the staff of the MoLSW sector of social welfare/child protection will not exceed 15 people, on-the-job training programme can be implemented by either UNICEF or UNDP team. It will ensure that specific (new) tasks, functions and responsibilities are made part and parcel of the job of a staff member. Through the training effective working templates, procedures and protocols can be introduced to help new sector staff to develop consistent, succinct and precise policy documents. The on the job training may include pairing up of public servants with each consultant engaged by the project, as appropriate. Twinning facilitated by EU delegation can ensure knowledge transfer so that public servants in the new sector of the MoLSW could become well trained and ready to take over responsibilities of external consultants once the project is completed.

8.3.2 Support MoLSW to optimize structures and processes and strengthen capacities of CSWs and local governments. HIGH PRIORITY RECOMMENDATION

CSWs will be assigned with the responsibility for implementation of the *Law on Social Welfare and Child Protection*, by-laws and regulations on the ground and the success of the Law will to a large extent depend on them. It is advisable to continue involving them into development of by-laws, regulations, standards and other instruments because they will be assigned with a task to implement them on the ground. They may provide practical solutions to Law implementation as well as identify their capacity needs and recommend appropriate mechanisms to enhance their capacity (e.g., preparation of guidance materials, training manuals and programs). The CSWs involvement will improve their understanding of the Law and relevant policy instruments and support its effective and seamless implementation.

As envisaged by the Child Care System Reform component, the MoLSW should be supported in implementing core recommendations of a high quality report supported by UNICEF on CSWs capacities. Those recommendations that can be realistically implemented till the end of 2014 can be identified and their currency and relevance examined.²⁴ The report's recommendations cover such areas as optimization of CSWs organizational structures, establishment and staffing levels, and management systems. The roles and responsibilities of the CSWs, accountabilities, staff composition and competencies, work loads per social workers and other staff, services provided are addressed as well.

8.3.3 Strengthen capacity of local authorities to develop and implement social services addressing local needs. MEDIUM-HIGH PRIORITY RECOMMENDATION

Some social welfare and child protection services can be better delivered by the central government, while other services can be more effectively and efficiently delivered by local authorities. The broader decentralization reforms that could re-define the roles and responsibilities of central government bodies, CSWs and municipalities; decentralize the authority for service provision to the lowest possible level and redefine responsibilities for budget revenue collection and expenditures are unlikely to be implemented by the end of 2014. Both UNICEF and UNDP should continue building capacity of local authorities in designing and implementing social welfare and child protection services.

Both UNICEF and UNDP may continue building capacity of local authorities in the area of developing Local Plans of Action for Children and Local Social Inclusion Plans. In consultant's view, the current processes of Plans development should be simplified to improve the chances of their nationwide buy in. A number of steps in Plans development as well as the paperwork can be reduced. Simplified templates, protocols and short compilations of best practices can be disseminated to all municipalities to encourage local authorities to develop these plans. Specific and clear references to the EU best practices in the area of planning local interventions for social and child protection can be added. The UNDP collaboration with the Association of Municipalities was productive and should be continued.

In addition to building capacity in planning of local social welfare and child protection services, capacities of local authorities can be strengthened in determining criteria for the services which

²⁴ Prof. Dr Nevenka Zegarac, *Report on the Capacities of the Centers for Social Work in Montenegro Challenges and possibilities for reorganization, standardization and improvement of their professional practice*

they will finance²⁵ and know how to implement them, including funding, oversight and accountability requirements. UNICEF and UNDP may support CSWs, local governments and other relevant service providers to establish Memorandum of Understanding (MOU) in all municipalities to institutionalize their relations and facilitate planning, information exchange, case management, promote focus on prevention and improve service coordination.

8.3.4 Strengthen capacity of NGOs to contribute to social welfare and child protection reforms. MEDIUM PRIORITY RECOMMENDATION

UNICEF and UNDP may implement some interventions building NGOs’ capacity in effective consultations with the MoLSW, CSWs and local governments. The guidance and training can be provided on how to have constructive discussions, create consensus, explore ideas, and improve acceptance of NGOs’ policy and program proposals, find cost-efficient policy solutions and increase transparency.

The project, in particular, may support round tables, working groups and targeted consultations to help to identify stakeholders and beneficiaries’ perspectives and aspirations, improve the information base and help the decision-makers gather information on all potential consequences of their actions on implementation of the Law. The project may help the MoLSW to select the most appropriate approaches and tools to support partners’ engagement and advise on logistics of public engagement, including timeframe and costs, tools to capture the feedback and gather information, risks and other implementation considerations. UNICEF and UNDP should be aspiring to institutionalize the public consultation as routine practice of MoLSW operations.

8.3.5 Promote individualized approaches in social services/child protection and support MoLSW in institutionalizing a requirement for individual case management. MEDIUM PRIORITY RECOMMENDATION

Elements of case management are already implemented by CSWs and child care institutions with UNICEF support through development of individual care plans. The child protection database will enable individual tracking of needs and services provided. The consultant strongly recommends to continue promoting individualized approaches as all beneficiaries of the social welfare and child protection system are unique in terms of their needs, strengths, circumstances and aspirations. The CSWs and other service providers should adopt individualised approaches and case management that proved to be effective in social inclusion and child protection across the world. The introduction of case management is planned to take place in the second phase of the project, with UNICEF leadership.

“Individual action plans” take into account such individual characteristics as age, skills, family circumstances, special needs and other important characteristics. Different templates for the adults and children could be developed and saved and stored in one database. In addition to supports and services provided, the plans should capture benefits in cash and kind. The ministry can be supported in developing country-wide templates, protocols, referral processes and reflect them in by-laws and regulations.

²⁵ Nives Radeljić and Olivera Kovačević, Assessment of Social Services in Three Pilot Municipalities: Bar, Bijelo Polje, Niksic: Findings and Recommendations for Development of Community Based Social Services, 2011

As a range of social services/child protection supports will be expanded in the future, and the number of providers involved (e.g., teachers, social workers, nurses, child care workers) will increase, the position of case manager in charge of effective coordination may be introduced. The case managers will improve functioning of multi-disciplinary teams of professionals and ensure effective information sharing to support service delivery.

8.3.6 Make training opportunities better targeted and help partners to institutionalize some of the training arrangements. MEDIUM PRIORITY RECOMMENDATION

The consultant recommends conducting training needs assessments to improve targeting and effectiveness of project’s training interventions. It is advisable also to conduct beneficiaries’ satisfaction surveys for all training opportunities.

In some instances, where a specialized training is needed (e.g., to design individual plan for children with autism and other disabilities), the project may support the MoLSW to establish institutional relations with the relevant institutions in the region with expertise. For instance, the Resource centre for children with learning disabilities and autism in Podgorica funded by MoES could support social welfare institutions in addition to schools. As a system of training, including licensing of professionals, service providers and accreditation of the programmes will be regulated by the new sector of the MoLSW once the Law is passed, UNICEF and UNDP may help the ministry to identify capable trainers in Montenegro and in the region. The consultants with expertise in autism, for example, will be able to provide their advice on as needed basis via skype or through other means of communication.

Some training modules can be approved by the ministry and posted as webinars, which are inexpensive distance education tools. E-learning options can be also explored with as an effective in-service training method to reach diverse audiences.

8.3.7 Create one database covering all beneficiaries of the social welfare and child protection systems. MEDIUM PRIORITY RECOMMENDATION

The UNDP Social card – Social Welfare Information System in Montenegro project is working on development of the National Social Welfare Information System with its associated Social Card component. This will be an electronic system for processing, approval, record-keeping, payments and monitoring of access to social transfers that will improve the current work processes at CSW and for poor and vulnerable improved access to services.

As UNICEF has developed a database for children that will be expanded to cover adults by UNDP in the near future, the consultant believes that UNICEF should continue its collaboration with the UNDP Social card to develop one database capturing all the necessary information on social and child protection system beneficiaries. It will allow to make better policy and programmatic decisions, optimize the benefits, and streamline administration processes so that CSW staff could focus on social work and preventive interventions.

The database was designed to respond to the recommendations of the Committee on the Rights of the Child, where it was stated that the data should include all children up to the age of 18 years, be disaggregated by, inter alia, age, sex, ethnic or social origin, urban/rural areas, with particular

attention to children who have the right to special protection measures.²⁶ CSWs and MoLSW should ensure daily use of the database.

8.3.8 A project LogFrame should be regularly reviewed and revised, if necessary, to enhance focus on results. MEDIUM PRIORITY RECOMMENDATION

The consultant believes that it is beneficial to seek the EU Commission approval and revise the project LogFrame if it becomes clear that some of its results cannot be met, activities cannot be delivered and/or there is a need to enhance focus on sustainability of some activities. Annual or more frequent, as necessary, updates of the LogFrame could help to make the activities, performance measures and outcomes more current, realistic, sustainable and better focused as well as better clarify the linkages between the inputs, outputs, and expected outcomes.

Some elements of the original project documents may not be pursued. UNICEF was planning, for example, to award grants for services within the Social Innovation Programme, but as this activity was not launched as of December 2012, it is not advisable to include it into the project extension proposal as it may take at least one and a half years to design a grant scheme, launch it, award contracts, evaluate it and disseminate successful practices/inform policies. The consultant agrees also with the concerns expressed by UNICEF that the implementation of the grant scheme may be unsustainable in the current economic climate as the Government did not identify a stable and predictable revenue source for expansion of the current social welfare/child protection services. In consultant’s view, the UNDP grant scheme produced sufficient evidence to inform design of effective social welfare/child protection services on the ground. Other key activities and outcomes should be also critically reviewed in consultation with key partners to identify priority interventions with high impact and sustainability prospects.

An essential element of the managing for results framework is the need to review and adjust measures and expectations over time as more experience and understanding are acquired. It is unrealistic to expect that both UNICEF and UNDP will be able to identify a perfect set of results, activities and objectively verifiable indicators that will last till the end of 2014.

The consultant strongly recommends to expand the currently used objectively verifiable indicators to collect evidence pertaining to the status of all project results. Surveys of beneficiaries and partners may be regularly conducted to capture the impact at the levels of ultimate beneficiaries. They will help to quantitatively assess levels of changes in livelihoods, behaviours and service satisfaction of socially excluded groups and children targeted by the project. To assess impact of training provided, for instance, it may be beneficial to conduct two surveys: one immediately after the completion of training and another some time later to examine if the beneficiaries use the knowledge obtained and skills gained.²⁷

²⁶ Committee on the Rights of the Child Fifty-fifth session, 1 September – 13 October 2010, Consideration of reports submitted by states parties under article 44 of the convention Concluding Observations: Montenegro

²⁷ Prof dr Zorka Lopovic, Doc dr Nevena Calovska, Consultancy Report on Training Program in Systemic Practice Counseling for Families at Psychosocial Risk. Although the participants took the exam, it is not clear if they still in profession and how they use the skills and knowledge gained.

8.4 Recommendations for UNDP

UNDP should pay very careful attention to the developments of the Government decentralization policies that will define the roles and responsibilities of central government bodies and CSWs and municipalities. Any significant change in divisions of roles and responsibilities for social services delivery and child protection will have significant implications for the project interventions - they would have to be adjusted to reflect and support the Government decentralization policy.

As the MoLSW will have to expand a range of social services providers, **UNDP may provide assistance with developing a transparent and effective system of outsourcing social services /child protection provision.** Benefitting from the experiences of the UNDP grant component, technical guidance in such areas as procurement procedures, quality standards, and monitoring mechanisms that will be aligned with the government accountability and procurement directives could be provided.

Once the Department for Development of Social Services is established, UNDP should build on the functional analyses of the Ministry with capacity building of the Department in order to ensure that specific (new) tasks, functions and responsibilities are properly embedded in the new structure. Since the government of Montenegro expressed the interest in development of social entrepreneurship as one of the instruments for creation of new opportunities for professional rehabilitation, employment and integration of persons with disabilities and other categories of hard to employ, **UNDP should provide assistance to the MoLSW in developing strategic framework for social entrepreneurship** and in raising awareness of interested parties that can contribute to the job creation of hard to employ.

Further replication of best practices in development of Local Social Inclusion Plans in all Montenegrin municipalities (the project envisaged coverage of 11 municipalities) as well as support to their implementation should be enabled, given the fact that there is a nation-wide recognition of procedures and processes developed under the project in nine municipalities. A typical Local Social Inclusion Plan contains: a detailed situational analysis of the community, list the relevant local strategies, description of key institutions providing social services/supports at the local level and their functions, vision and mission statements, outline of main problems in the area of social inclusion, including specific barriers faced by diverse vulnerable groups and an action plan with specific deliverables, timelines, indicators of success and sources of funding/implementers as well as communication plans.

8.5 Recommendations for UNICEF

8.5.1. UNICEF should continue to actively pursue de-institutionalization and prevention of institutionalization agenda at the institutional, policy and practice levels and engage multiple stakeholders. As the project implementation demonstrated, the Government’s clear commitment (including financial) to deinstitutionalization is absolutely necessary for successful de-institutionalization. Policy makers in Montenegro are in position to lead broad societal changes promoting de-institutionalization. They often do not have sufficient awareness, knowledge and understanding of the importance of de-institutionalization and they are unable to develop and implement cross-sectoral policies supporting de-institutionalization. The commitment of decision makers, including financial, should be wholehearted to make de-institutionalization a success.

Public policymakers must contend with a particular set of institutional arrangements that shape their decision processes and impose limitations on what can be done to address any given issue. In addition, they have to deal with the pressure from a variety of interest groups. The consultant advises to intensify UNICEF efforts to secure formal Government’s commitment by expanding a range of interventions outlined in the project communication and visibility plan to target diverse groups of decision makers at the national and local levels and the media to increase their awareness in the importance of de-institutionalization.²⁸

The emphasis could be made on prevention of institutionalization and focus on strategies that will offer support before problems reach the point where institutionalization is the only remaining solution. Such risks groups as pregnant women with pregnancies from extra-marital relationships; poor women/households; pregnant women who have a history of child abandonment can be targeted more explicitly. UNICEF can support the MoLSW with the expansion of the programs of support offered in the maternity wards across the country and improving referral mechanism in CSWs.

The project may explore the institutional disincentives to de-institutionalization. There are may be some institutional, funding and other roadblocks to de-institutionalization that have not yet been explicitly addressed by the project, although they have been mentioned in the draft Master Plan of Transformation of Child Protection Services that UNICEF initiated in 2010 with support of the British NGO Lumos²⁹. For example, one of the common roadblocks to de-institutionalization in transitional countries is the funding model where the cost savings generated as a result of institutions’ closure are not directed for development of alternative social care arrangements. In other jurisdictions, the funding system of residential institutions is based on the number of resident children and the institutions funding depends exactly on this number. As a result, either the institution retains the same number of children (by inflating numbers or attracting new children), or it becomes under-funded thus leading to the worsening of conditions for remaining children.

The social workers and other professionals in charge of de-institutionalization decisions should understand the complexity of the de-institutionalization process and pursue family reintegration or foster parents options only after conducting an in-depth assessment of family capacity to provide adequate care. For children with complex needs such as children with disabilities, the community supports should be available and accessible to address their multiple needs. It is a clear need to expand the community based services to support the deinstitutionalization process.

8.5.2. Not to implement the Social Innovation Programmes in support of vulnerable and excluded children. UNICEF was planning to award grants to municipalities, registered associations, academia, NGOs, consulting agencies and other eligible partners within the Social Innovation Programme to ensure children access to social and protection services, particularly to alternative care for children without parental care and/or children with disabilities. As this activity was not launched as of December 2012, it is not advisable to include it into the project extension

²⁸ Communication and Visibility Plan, “Child Care System Reform” Project, Component 3 of the overall “Social Welfare and Child Care System Reform: Enhancing Social Inclusion

²⁹ The work on the Master Plan will be resumed once the Law on Social and Child Protection has been adopted.

proposal as it may take at least one and a half years to design a grant scheme, launch it, award contracts, evaluate it and disseminate successful practices/inform policies. The consultant agrees also with the concerns expressed by UNICEF that the implementation of the grant scheme may be unsustainable in the current economic climate as the Government did not identify a stable and predictable revenue source for expansion of the current social welfare/child protection services.

The project document identifies the following potential services/activities, which UNICEF planned to support through local SIPs:

- Provision of family and community based care for children without parental care (assistance to biological families, adoptive and foster parents, development of daily and respite care, improvement of living conditions, support to prevention programmes);
- Provision of family and community based care to children with disabilities (assistance to families of children with disabilities, development of day care centres, small group homes, assistance to associations of parents of children with disabilities, development of respite care, personal assistance);
- Protection of children and women from violence, abuse and neglect (provision of psychosocial and legal assistance, establishment of temporary shelters, counselling centres, hotlines, etc.);
- Roma children (inclusion of Roma children in education (primary, high, academia), , improvement of the access to social protection and health services improvement of living standard, etc);
- Support to IDP and refugee children (inclusion in schools, improvement of living standards, assistance in obtaining personal documents, ensuring free education, social protection and health care);
- Improvement of the situation of children in conflict with the law (support to development and implementation of, prevention, rehabilitation and re-socialization programmes);
- Support to poor families (Improvement of the access to quality health, social protection and health services, improvement of living conditions, social inclusion).

The consultant suggests reviewing these and other potential services to identify few services that should be implemented nation-wide.

8.5.3. Optimize day care centers for children with disabilities to improve their potential to meet increasing demand for their services. The consultant visited two Day Care centres for children with disabilities and met their staff and beneficiaries. It is clear that the demand for centers’ services will increase as more parents will learn about them and will overcome their prejudices that children with disabilities should stay at home and should not be seen by anyone. As the centers are funded through local budgets, the local authorities may have limited capacity to expand their services in the future to meet the growing demands. To optimize the centers, it may be beneficial to conduct a functional review of day care centers for children with disabilities to explore various funding options, accountability arrangements, standards and their implementation and enforcement, staff professional development and other elements important to centers’ development.

9 ANNEXES

9.1 Project logical framework

LOGFRAME PLANNING MATRIX FOR Project Fiche	Programme name and number Social welfare and child care system reform: Enhancing social inclusion	
	Contracting period) expires: two years upon signing of the financing agreement	Disbursement period expires: 4 years after signing the financing agreement
	Total budget : 3,335,000.00 €	IPA budget: 3.000.000€

Overall objective	Objectively verifiable indicators	Sources of Verification	
Social welfare and education system has facilitated inclusion of the vulnerable, socially excluded groups	N/A	N/A	
Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions
Comprehensive, inclusive and sustainable social and child welfare system with advanced inclusive education for children with special education needs, has been established	<ul style="list-style-type: none"> At least 25% (approx. 200) of socially excluded children are either included in the mainstream education or benefitting from adequately targeted education services At least 10 new social services that meet the international standards introduced and implemented At least 15% increase of number of beneficiaries benefitting from new/existing social services 25% of socially excluded children benefitting from preventive and inclusive, family and community based services 	<ul style="list-style-type: none"> Documentation and reports from resource centres Preschools/elementary schools documentation, Examination centre documentation Project progress report Annual reports of the Ministry of Labour and Social Welfare National Social Inclusion reports Independent External evaluation at the end of the project EC Progress Report 	<p>Readiness of key stakeholders to accept necessary changes</p> <p>Effective communication and cooperation among all relevant institutions in charge of fostering implementation of social inclusion policies</p> <p>Core services provided on a guaranteed minimum level, funded within mainstream</p>

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Results	Objectively verifiable indicators	Sources of Verification	Assumptions
		<ul style="list-style-type: none"> OECD³⁰ criteria 	budgets by GoM
Component 2: Social Welfare Reform			
Result 2.1 Improved central level social system capacity to plan, commission and manage decentralization of existing and introduction of innovative social services through Social Innovation Fund (SIF).	<ul style="list-style-type: none"> Capacity to plan, commission and manage decentralization improved on central level. (baseline: initial assessment to be conducted at the beginning of the project) Social innovation fund (SIF) established and functional at the national level by 2011 Standards for social services based on the key principles of the current best EU practice developed by 2011 10 new/decentralized and improved existing social welfare services established and managed by SIF 	<ul style="list-style-type: none"> Project Progress Report Ministry of Labour and Social Welfare reporting, Monitoring and evaluation reports MLSW, SIF capacity assessment report 	<p>Political will to establish SIF and to decentralize social services provision</p> <p>Government decision on reallocation of the respective % of the national Lottery funds to SIF</p>
Result 2.2 Capacities of local self governments built to manage Social Programmes	<ul style="list-style-type: none"> Comprehensive social inclusion training programme for local level stakeholders (at least 100 people) designed and implemented by 2012 At least 5 social services for adults in line with national and EU standards, developed in the three pilot municipalities. 80% of Local action Plans developed and in line with National standards 	<ul style="list-style-type: none"> Local Action Plans adopted Ministry of Labour and Social Welfare reporting, monitoring and evaluation reports, MONSTAT data Project progress report Quality of Life and HHS survey 	<p>System of partnership between public entities (implying inter public) is in place</p> <p>CSOs/NGOs and other local level stakeholders capable to develop and deliver/implement projects/services</p>
Result 2.3 Improved provision of existing and introduction of Social Innovation	<ul style="list-style-type: none"> Beneficiaries satisfaction with locally led social services increased (baseline NHDR 2009 data) At least 15 (in average 5 per municipality) new and innovative 	<ul style="list-style-type: none"> Ministry of Labour and Social Welfare reporting, monitoring and evaluation reports, MONSTAT data Project progress report 	

³⁰ Organization for Economic Development and Cooperation

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<p>Programmes (SIPs) in three pilot municipalities</p>	<p>services for adults established through SIPs (projects signed, implemented and successfully completed)</p> <ul style="list-style-type: none"> • At least 10% of beneficiaries of the existing social services, use new social services in three selected municipalities (exact baseline data to be provided upon selection of three pilot municipalities) • Unemployment rate of hard-to-employ people (people with disabilities, single parents, long-term unemployed) decreased by 10% in municipalities with SIP implemented (baseline: unemployment rate in 2009 is approx 11%; hard-to-employ people make 40% of total unemployed) • Social welfare recipients data base revised by end 2012, ensuring improved targeting of social services 	<ul style="list-style-type: none"> • Quality of Life and HHS survey • Reports published by Employment bureaus • Field monitoring reports • Ministry of Social Welfare beneficiaries’ database records 	
<p>Component 3: Child Care System Reform</p>			<p>Ownership of the reform process, coordination and commitment from local partners</p>
<p>Result 3.1 The Child Care System has a policy and legal framework harmonized with international standards and the Institute for Social Welfare is established to standardize and ensure quality child care services;</p>	<ul style="list-style-type: none"> • All relevant legislation compliant with international standards by 2012 • The Institute for Social Welfare officially established and functional by end 2011 • 100% of Institute staff trained and operational by end 2012 • Child Protection standards created by end 2012 • At least 50 Social Welfare professionals trained on Child Protection standards by end 2012 • At least 50 of NGO representatives trained on Child Protection standards by end 2012 • Local and national Child Protection 	<ul style="list-style-type: none"> • Law on Child and Social Protection, child protection standards • Ministry of Labour and Social Welfare statistic • Independent External Evaluation of the Project³¹ 	<p>Readiness to change, political will, inter-sectoral cooperation, adequate technical expertise ensured</p> <p>Political will to support de-institutionalization</p> <p>Agreement of national government to facilitate the transfer of resources from the institutional system (including staff,</p>

³¹ That will has as integral part the assessment of the law and child protection practice, using a UNCR / ECHR verification checklist

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	<p>databases created by end 2012</p> <ul style="list-style-type: none"> At least 10 Local Plans of Action for social and child protection developed by end 2012 		<p>budgets, and where appropriate, buildings/materials) to family and community based services</p>
<p>Result 3.2.</p> <p>Capacity of professionals in the child care sector is enhanced and vulnerable children and families have improved access to quality preventive and inclusive family and community-based services as an alternative to institutionalization;</p>	<ul style="list-style-type: none"> Protocol of inter-ministerial cooperation formalised by end 2012 Number of socially excluded children accessing formal education increased by 25% by end 2012 Admissions of children in institutions reduced by 10% by the end 2012 (Baseline: 20 admitted per year in Bijela Orphanage; 0 admitted in Komanski Most) 	<ul style="list-style-type: none"> Ministry of Labour and Social Welfare, Ministry of Health and Ministry of Education, Local Municipality official data Independent External Evaluation of the Project Ministry of Labour and Social Welfare and MONSTAT statistic National school enrolment statistics 	
<p>Result 3.3.</p> <p>3.3.1.: Capacity of professionals in the child care sector is enhanced and vulnerable children and families have increased access to quality preventive and inclusive family and community-based services</p> <p>3.3.2. The general public is increasingly aware and sensitized on the child care system reform, social inclusion and family and community-based</p>	<ul style="list-style-type: none"> 100 % of children in Komanski Most de-institutionalized by end 2012 (baseline – 13 children) 30 % of children from Bijela Orphanage aged 0-3 de-institutionalised by end 2012 (baseline – 23 of total of 169 children aged below 3) 20 % of children from Bijela Orphanage aged over 3 de-institutionalised by end 2012 (baseline – 146 of a total of 169 children aged above 3) At least 2 Small Group homes established and operational by the end of 2012 At least 10% increase of foster families identified and trained (baseline – 0 foster family) Improved health and development of children participating in the de-institutionalization process by end 2012 5 innovative services for children developed through mechanisms of Social Innovation Fund 	<ul style="list-style-type: none"> Independent External Evaluation of the Project Ministry of Labour and Social Welfare statistic Comprehensive assessment of the health and development of children Opinion Poll carried out prior to campaign and similar poll carried out after the campaign, for comparison Documentation and evaluation forms from training programmes Documentation of press articles etc. 	

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care.	<ul style="list-style-type: none"> 70 % of people aware of and supporting alternative family and community based options after conduction of campaign “Every Child Needs a Family”. 		
Activities		Means and Costs €	Assumptions
Component 2		Direct Grant Agreement (UNDP)	
Related to Result 2.1			
2.1.1	Assessment of the existing services including indication of needs assessment for new services	Expertise, Assessment	Expertise in place to conduct individual assessments and care plans Decision of the Government to allocate a portion of the National Lottery Funds to SIF The Government decision on establishing central level Social Policy entity
2.1.2	To support MLSW in developing social services standards to be applied nationally	Training , expertise	
2.1.3	To conduct individual assessments and care plans for adults in residential social institutions as a prerequisite for their potential deinstitutionalisation	Equipment, staffing, experts	
2.1.4	To provide technical assistance and guidance for establishment and effective implementation of the Social Innovation Fund (SIF) and the setting up of the SIF unit in the MLSW.	Technical assistance Training, raising awareness	
2.1.5	Development of SIF regulations, procedures and criteria (SIF Manual) for provision of alternative community-based social services for most vulnerable groups in Montenegro		
2.1.1.	To support support functioning of the Steering Committee responsible for the coordination of project activities		
Related to Result 2.2			
2.2.1.	Training and raising awareness for stakeholders organized in all municipalities of Montenegro in order to sensitise local authorities to design local level Social Inclusion Action Plans	Training workshop, expertise	Local stakeholders posses basic respective capacities to deliver social services. .
2.2.2.	To organize preparatory/raising awareness workshops and training for all parties to take part in SIP (Local self government, Social Centres, Employment Bureaus, NGOs/CSOs and private sector) . Training will be focused on social service standards, community based services, social enterprise piloting, project managements, budgeting , monitoring and evaluation	Training workshop, expertise	
2.2.3.	To provide technical support to all interested parties to develop methods of joint community care planning, commissioning of new services (project design, management, implementation, audit, procurement) and their regular monitoring and evaluation	Training workshops, expertise	

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<p>Related to Result 2.3</p> <p>2.3.1 Selection of three municipalities of Montenegro where to start pilot actions on SIP</p> <p>2.3.2 Support to SIF unit to develop three pilot local level Social Innovation programmes (SIP) in three selected municipalities</p> <p>2.3.3 Support to SIF unit to develop granting mechanism, development of selection criteria and monitoring and evaluation tools and provision of training for project management and reporting</p> <p>2.3.4 Support to SIF unit to manage innovative social services including (publishing call for proposals for provision of new services in three local municipalities, SIF Manual utilization, monitoring and reporting)</p> <p>2.3.5 To organize field monitoring visits for SIP teams and to establish quality control mechanism</p> <p>2.3.6 To evaluate Social Innovation programmes (SIPs) in pilot municipalities, and to elaborate lessons learnt for dissemination of good practices and replication of SIPs in other municipalities</p> <p>2.3.7 Social welfare recipients data base revision</p>	<p>15 innovative services implemented in 3 municipalities</p> <p>Technical assistance, Local travel</p> <p>Communication, dissemination-</p> <p>Technical assistance, expertise</p> <p>IT expertise, software</p>	<p>Local level partners have basic capacity to participate in SIP</p> <p>Good practices available and applicable for replication in the other parts of the country</p>
<p>Component 3- Child Care System Reform <i>Comprehensive, sustainable child protection system reform focused on prevention, deinstitutionalization and inclusion of vulnerable children implemented</i></p>	<p>Direct Grant Agreement (UNICEF)</p>	
<p>Related to Result 3.1</p> <p>3.1.1.Revision of the Law on Social and Child Protection</p> <p>3.1.2 Development of secondary legislation</p> <p>3.1.3. Organization of round tables for presentation of the revised Law on Social and Child Protection</p> <p>3.1.4. Establishment of the Institute for Social Welfare and Capacity Building</p> <p>3.1.5. Development of child protection standards and a monitoring system</p> <p>3.1.6. Development of national and local databases on child protection</p> <p>3.1.7.Development of Local Plans of Action in at least 10 municipalities of Montenegro</p> <p>Related to Result 3.2.</p> <p>3.2.1. Development of Protocol for increased inter-sectoral collaboration on prevention of institutionalization and provision of services</p> <p>3.2.2. Training of social welfare professionals on assessment and care planning (case management)</p> <p>3.2.3. Training of professionals from the Health sector on</p>	<p>Technical assistance, trainings</p> <p>Technical assistance, trainings</p> <p>Technical assistance, trainings</p> <p>Technical assistance, training</p> <p>Technical assistance, training, equipment</p> <p>Technical assistance, training, equipment</p> <p>Technical assistance, training</p> <p>Technical assistance, training</p> <p>Technical assistance, training</p> <p>Technical assistance, training</p> <p>Technical assistance, training</p> <p>Technical assistance, training</p> <p>Technical assistance, training</p> <p>Technical assistance, training, commissioning of services, equipment</p> <p>Technical assistance, training, commissioning of services</p>	<p>Ownership of the reform process, coordination and commitment from local partners</p> <p>Readiness to change, political will, intersectoral cooperation, adequate technical expertise ensured</p> <p>Law on Child and Social Protection’s revision to be foreseen by MNE Government Agenda</p> <p>To ensure quality and professional technical expertise and guarantee national ownership and sustainability of process</p>

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<p>support to vulnerable mothers 3.2.4. Training of members of the Local Commissions on Assessment and Orientation of Children with Disabilities</p> <p>Related to result 3.3. 3.3.1. De-institutionalization of children residing in the Special Institution for Children and Youth “Komanski Most” 3.3.2. Transformation of “Mladost” Bijela Institution for Children without Parental Care 3.3.3. Support to establishment of small group homes for children 3.3.4. Support to establishment of a network of Day Care Centres for Children with Disabilities 3.3.5. Promotion and implementation of Fostering 3.3.6. Development and dissemination of child protection services through mechanisms of the Social Innovation Fund/Programmes 3.3.7. Promotion and awareness raising activities on the overall reform process and on social inclusion and community based services</p>	<p>Technical assistance, training, commissioning of services, equipment</p> <p>Technical assistance, training, commissioning of services, equipment</p> <p>Technical assistance, training</p> <p>Technical assistance, training, commissioning of services, equipment</p> <p>Technical assistance, media campaign</p>	<p>Adequate media coverage ensured</p>
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9.2 Questions used during semi-structured interviews that were tailored to each target audience

Assessing relevance

- The Study on Social Inclusion and Preparation for 2010 IPA identifies a wide range of obstacles to reforming social inclusion legislation, policies and practices such as limited capacity of the ministry staff and service providers, lack of Cabinet level leadership, variable and inequitable services, etc. How and why were the project areas of interventions selected?
- Was the project based on a needs assessment? What are its findings?
- Did the priorities of social welfare and child care system reforms change since 2010 when the project was designed? Did the project adjust its activities to reflect these changes, if necessary?
- Are the project strategies and interventions aligned with the Government reform agenda in the area of social inclusion? Please provide some examples.
- The project provides multiple training and capacity building interventions for multiple beneficiaries. How do the beneficiaries assess the relevance, usefulness and applicability of supports provided?
- How do the local Governments view the project’s relevance? Does it reflect their local priorities in the areas of social welfare and child protection?
- Are there some project objectives that are unrealistic to achieve even if the project is extended for another year?
- How far Montenegro should proceed with decentralization of social services and child protection services?

Assessing effectiveness

- What is the evidence demonstrating that the project is moving towards establishing a coherent legislative and policy framework (e.g., Law on Social Welfare and Child Protection, Fostering Strategy, standards for social and child protection services, local action plans, etc.)? How does and will these elements interact with each other? How will be the ministerial accountabilities distributed in implementation of the legislative and policy framework (assuming that the draft Law would not be significantly revised)? Did the Government commit to fund the reforms implementation?
- Are these reforms systemic in their nature? What is the evidence?
- What is the probability that a new Law on Social Welfare and Child Protection will be adopted by the Parliament without major changes? What are the implications of the Law for the reforms process?
- If the project develops standards in multiple areas of child protection and social welfare system, how will they be implemented? Are there sufficient budget allocations to support their implementation, enforcement and implementers’ capacity building?
- What is the evidence that a quality social and child protection services for the most vulnerable groups has been established?
- Did the central level improve their capacity to plan, commission and manage decentralization? What is the evidence?
- Did the training program delivered to local stakeholders improve their skills and knowledge in supporting socially excluded groups? What are the levels of their satisfaction with the training received?

- How many individuals benefitted from social services funded and supported through the project?
- How did the project improve the employment opportunities for hard-to-employ individuals?
- How many Social Welfare professionals and NGO representatives were trained on Child Protection standards?
- Was the access to quality preventive and inclusive family and community-based services as an alternative to institutionalization improved? What is the evidence?
- What is the number of socially excluded children who access formal education? How did it change as a result of project interventions?
- What are the rates of child admissions to institutions? How did they change as a result of project interventions?
- What is the progress achieved with children de-institutionalization? What are the community services available to prevent institutionalization and support children who were de-institutionalized?
- How did the public perceptions of the importance of social inclusion and support of alternative family and community options change as a result of project interventions?
- What were the major factors influencing the achievement or non-achievement of the Project objectives to date?

Assessing efficiency

- How efficiently have the financial resources been used?
- Can the costs of project deliverables be lowered while still achieving project objectives?
- Do other government agencies/partners deliver the same or similar supports and services? Can overlap/duplication be removed, if it exists?
- Are there alternative delivery methods that can achieve the project objectives more efficiently? What evidence is there to support such methods?
- Did the project apply some cost-saving strategies? Did they work?

Assessing expected impact

- What would be long-term benefits of introducing a coherent legislative and policy framework?
- Have the social and child protection services for the most vulnerable groups improved?
- What is the extent of the impact of de-institutionalization (e.g., improved community services, commitment of local authorities to continue supporting community based services, changed public perceptions)?
- What are the current capacities of partners that benefitted from the project’s training opportunities?

Assessing expected sustainability

- To what extent is the project sustainable in light of current and projected demand assuming that project will be completed in 2013? Does the national Government have a long-term realistic strategic plan of reforms of social inclusion systems and practices? Is there a central level Government support of reform actions?
- What is the Project sustainability strategy? Which components of the project are sustainable? Please provide specific indicators of sustainability.

- Are there some components where sustainability remains an issue? What can be done to improve sustainability of these components?
- Will the regulations, procedures and criteria for provision of community-based social services for the most vulnerable groups that developed and piloted in 6 municipalities be implemented across the country?
- Did the inter-ministerial collaboration improve through the project implementation? Did the partnership of local providers (e.g., healthcare, social services, education) improve over the course of project implementation? If yes, are these improvements sustainable?
- Will the hard-to-employ individuals who were employed with the project support be able to continue being gainfully employed after the project completion? What is the evidence to substantiate your points (e.g., businesses that employ them are profitable, skills developed are universal and can be applied for other areas).
- Will the databases on child protections be supported technically and financially by relevant government bodies after the project completion? What is the evidence?
- What actions (risk mitigation strategies) have been taken to improve project sustainability?
- What is the probability that a positive de-institutionalization trend will not be reversed?
- What are the levels of Government commitment to continue social welfare and child care system reforms?

Generic questions for direct project beneficiaries (parents of children with disabilities, hard-to-employ individuals, etc.) that will be customized to reflect their circumstances

- What reasons led you to contact the social service/NGO service provider?
- Can you describe your family and economic conditions at the time?
- What kinds of supports/assistance did you require?
- How did the social worker/NGO service provider assess your situation?
- What type of service was proposed?
- Was the individual service plan developed?
- Was the service proposed responding to your need?
- If not, what else would have been needed?
- Were you satisfied with the support received throughout service duration?
- Were you satisfied with the services offered in your community that prevented you from making a decision to institutionalize your child?
- Were you satisfied with the social worker’s supports?
- Are you satisfied with the final outcome of the service?
- If yes, in which ways has your (your child) situation improved as an outcome of the service?
- If not, what are the reasons for disappointment?
- Did you have any other contacts with the social services after your case was closed?

9.3 Semi-structured interviews agenda

Monday, December 26

UNICEF, Benjamin Perks, UNICEF Representative in Montenegro and the UNICEF project team

EU Delegation Montenegro, Romain Boitard, Task Manager and Emma Ascitti, Technical Assistant Operations Section

“Komanski Most” institution for children with disabilities, Vaselj Dusaj, Director

UNDP, UNDP Representative Rastislav Vrbensky and the UNDP project team

UNDP, Aleksandra Visnjic, Social card – Social Welfare Information System (SWIS) in Montenegro project manager

Tuesday, November 27

MID TERM REVIEW MEETING in Hotel “Podgorica” in Podgorica with more than 50 participants
The agenda and a list of participants can be found in Annexes 6.3 and 6.4

Wednesday, November 28 All day field visits to Niksic

Centre for Social Work

Municipality – Svetlana Nikcevic

Day care centre for the elderly

Day care centre for children with disabilities

Parents Association CWD – Cica Zugic, also coordinator of employment for PWD project

NGO “Humanitaras” – “Open doors”

Thursday, November 29 All day field visits to Bijelo Polje

Centre for Social Work

Municipality – Tufik Bojadzic

Day care centre for children with disabilities, Saida Cikic

Parents Association CWD “Oaza”

Association of Paraplegics, Milka Stojanovic

Centre for Support to Children and Family – Rada Djeric

Friday, November 30

Secretariat for Social Welfare of Podgorica Municipality

Ministry of Education and Sport

Debriefing with UNICEF and UNDP in the Project Office

MoLSW

9.4 Agenda, Social Welfare and Child Care System Reform Project - Mid-term Review, Hotel Podgorica, Podgorica, Tuesday 27 November 2012

- 10:30 – 11:00 Opening remarks
Dr. Suad Numanović – Minister of Labour and Social Welfare
Mr. Rastislav Vrbenski – UN Resident Coordinator/UNDP Resident Representative to Montenegro
Mr. Benjamin Perks – UNICEF Representative in Montenegro
Mr. Andre Lys – Head of Operations Section EU Delegation to Montenegro
- 11:00 – 12:15 Presentation of achieved results
Ms. Remzija Ademovic – Deputy Minister of Labour and Social Work
UNDP and UNICEF
- 12:15 – 12:45 Coffee break
- 12:45 – 14:00 Discussion: Project relevance, effectiveness and efficiency
Facilitator: Arkadi Toritsyn, PhD, Project Mid-term Evaluator
- 14:00 – 15:00 Lunch break
- 15:00 – 16:30 Discussion: Sustainability and project impact
Facilitator: Arkadi Toritsyn, PhD, Project Mid-term Evaluator
- 16:30 – 17:00 Closing of the round table

9.5 List of Participants of the Social Welfare and Child Care System Reform Project - Mid-Term Review Workshop

No.	Name	Surname	Organization	Contact
1.	Radmila	Markovic	Centre for social welfare Niksic	csrniksic@t-com.me 069 240 757 040 215 207
2.	Svetlana	Nikcevic	Municipality of Niksic	ddnk@t-com.me 068 857 460
3.	Slobodan	Simovic	NGO »Humanitarac«	humanitarac@yahoo.com 069 467 294
4.	Pavle	Blagojević	Day care center for elderly in NK	pblagojevic84@gmail.com 067 632 722
5.	Milusa	Zugic	Association for support to people with disabilities Niksic	cica-uzpd@t-com.me 040 244 255 069 471 963
6.	Tufik	Bojadzic	Municipality of Bijelo Polje	kabinetopstinebp@t-com.me 067 276 029
7.	Milka	Stojanovic	Association of paraplegics Bijelo Polje	mmstojanovic@t-com.me 050 484 729 067 318 159
8.	Radmila	Djeric	PI Centre for support to children and family	czdip@gmail.com 069 246 319
9.	Jovan	Bulajic	NGO »Preporod« Niksic	preporod@t-com.me 067 423 995
10.	Rada	Bulatović	SOS phone for women and children victims of violence Niksic	sos@sosnk.org 040 213 086 068 024 086
11.	Milojka	Glisic	Municipality of Bar	milojka.glisic@bar.me 068 353 505
12.	Zdravka	Jovetic	Centre for social welfare Bar	csrbar@t-com.me zdravkajovetic@gmail.com 030303492 067 626 473

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No.	Name	Surname	Organization	Contact
13.	Radosav	Zizic	Red Cross Savnik	rankozizic@gmail.com 069 319 331
14.	Nazif	Velic	NGO »Novi Horizonti«	ngohorizonti@t-com.me 068 300 603
15.	Milica	Ristic	Office for youth Municipality of Mojkovac	kancelarijazamlade@gmail.com 069 325 243
16.	Snezana	Mijuskovic	Municipality of Podgorica	smijuskovic@pggrad.co.me 067 312 940
17.	Rajko	Golubović	Union of Municipalities	uom@t-com.me
18.	Agta	Salth	Municipality of Podgorica	
19.	Marina	Vujovic	Municipality of Podgorica	
20.	Goran	Damjanovic	Red Cross Niksic	gdamjanovic@t-com.me 069 449 979
21.	Momčilo	Martinović	Municipality of Cetinje	sekretarijat.spm@ Cetinje.me 067 637 918
22.	Violeta	Mrkic	SWC Niksic	nenamrkic@gmail.com 069 067 373
23.	Natasa	Kovacevic	Employment Agency Bar	natasa.kovacevic@zzzcg.me 069 686 702
24.	Marta	Anđelic	NGO »Adria« Bar - Sutomore	mandjelic@msn.com 069 595 991
25.	Marko	Đelovic	Caritas Bar	carbar@t-com.me 030 341 642 069 056 672
26.	Slavko	Vucicevic	Association of Paraplegics Bar	paraplegicaribr@t-com.me 030 301 300 067 623 122
27.	Zorica	Crncevic	Red Cross Bar	ck-bar@t-com.me 069 334 258

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No.	Name	Surname	Organization	Contact
28.	Vesna	Vucurovic	Ministry of Education and Sports	
29.	Savo	Knezevic	NGO »Nardos«	
30.	Anka	Djurisic	NGO »Nardos«	
31.	Milena	Jeftic	NGO »Adria«, Bar	
32.	Bojana	Martinovic	Ministry of Labour and Social Welfare	
33.	Vesna	Cimbaljevic	Ministry of Labour and Social Welfare	
34.	Tamara	Brajovic	Ministry of Foreign Affairs and European Integration	
35.	Emma	Ascuiti	Delegation of European Union	
36.	Vesna	Stojanovic	Centre for social work Podgorica	
37.	Maja	Luketic	Centre for social work Podgorica	
38.	Dragica	Kosic	Day Care Centre Igalo	
39.	Radojka	Koprivica	Day Care Centre Niksic	
40	Milica	Kovacevic	Ombudsman	
41.	Slavica	Cvijovic	Day Care Centre Pljevlja	
42.	Svetlana	Dujovic	Day Care Centre Pljevlja	

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No.	Name	Surname	Organization	Contact
43.	Biljana	Popovic	Public Health Institute	
44.	Ivana	Vucelic	Secretariat for Social Policy, Municipality of Podgorica	
45.	Marela	Savic	Children's Home »Mladost«	
46.	Slavica	Ilic	Children's Home »Mladost«	
47.	Marijana	Bulatovic	Elementary school »Risto Manojlovic«	
48.	Tamara	Milic	Ministry of Education and Sports	
49.	Jadranka	Radulovic	Resource Centre for children and youth	
50.	Juso	Ajanovic	Centre for Social Work Pljevlja	
51.	Branka	Danilovic	Centre for Social Work Pljevlja and Zabljak	
52.	Zeljko	Darmanovic	Resource Centre »1.jun«	
53.	Milisav	Korac	NGO »Nasa inicijativa«	
54.	Slobodan	Vukovic	NGO »Nasa inicijativa«	
55.	Zoran	Boskovic	Resource Centre »Podgorica«	
56.	Vaselj	Dusaj	Public Institution for children and youth »Komanski most«	
57.	Jelena	Gluscevic	Centre for Child Rights	

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No.	Name	Surname	Organization	Contact
58.	Mirjana	Djuric	Ministry of Labour and Social Welfare	
59.	Irma	Kalac	Ministry of Labour and Social Welfare	

9.6 Main Questions Explored by the Evaluator during the Mid-Term Review on November 27, 2012

Relevance

- What are your experiences with the project?
- Does the project address the real needs of socially excluded groups in Montenegro?
- Is the project aligned with and supports the Government priorities in the area of social welfare and child protection system reforms?

Effectiveness

- What are some project results that were not covered in the presentation made this morning?
- What does the project implementation mean for its ultimate beneficiaries (e.g., children with disabilities, vulnerable groups)? Can you share some examples of specific project results?
- How do the different project components interact and fit together to form a coherent whole? Which project components are the most important to its success?
- Are there some roadblocks to achieving the project goals? What can be done to address them to ensure successful project completion?

Efficiency

- Can some elements of the project be implemented with less cost?
- Can some elements of the project be delivered by partners at less cost?
- Did the project properly and timely respond to changing external circumstances (e.g., impact of the economic crisis) to increase its impact?

Strategic Observations and Lessons Learned

- What are the project strengths and weaknesses?
- What are the lessons learned?
- How should these lessons be utilized in continuation of the project?

Impact

- What type of changes we should expect when the project is completed?
- What can be done to maximize the project impact?
- Who else can be involved as project partners?
- What can be done to encourage beneficiaries’ participation and involvement into project implementation?

Sustainability

- What is the probability that the positive developments in the social welfare and child protection sectors would not reversed once the project is completed?
- What is the level of the Government commitment to continue reforms of the social welfare and child protection once the project is over?
- What actions and strategies can be applied to strengthen project sustainability?

9.7 Literature, project materials and other sources used

Materials in English

Analysis and assessment of health services related to the prevention of baby abandonment/relinquishment in Montenegro, Report Based on the consultants' brief visit to Montenegro, in the period 25 - 29 July 2011

Application for Potential Partner in the Project, “Social Welfare and Child Care System Reform: Enhancing Social Inclusion”

Child Care System Reform Project, 4th Project Steering Committee meeting, Update of the Action List

Committee on the Rights of the Child Reviews Reports of Montenegro under the Convention and Optional Protocols 21 September 2010

Committee on the Rights of the Child, Fifty-fifth session, 1 September – 13 October 2010
Consideration of reports submitted by states parties under article 44 of the convention Concluding Observations: Montenegro

Communication and Visibility Plan, “Child Care System Reform” Project Component 3 of the overall “Social Welfare and Child Care System Reform: Enhancing Social Inclusion

Evaluation of the First Instance Commission of the Projects that Have Been Revised in Accordance with the Recommendations of the Second Instance Commission

Evaluation of the First Instance Commission for the Project Proposals – 2nd round of grants allocation

EU Monitoring Reports prepared for the UNICEF by EU Monitors

Exposition Of the Draft Law on Social and Child Protection in relation to financial resource assessment

Government of the Republic of Montenegro, Ministry of Health, Labor and Social Welfare Strategy for Integrating Persons with Disabilities in Montenegro, Podgorica, November 2007

Ipsos Strategic Marketing, Inclusion of Children with Disability

Ministry of Health, Labour and Social Welfare, *Strategy for Social and Child Welfare Development in Montenegro*, 2008 – 2012

Minutes of the meeting of Commission for evaluation of project proposals and funds allocation in the first round of support for projects providing local social services in municipalities Bar, Niksic and Bijelo Polje

Minutes of the second meeting of Commission for evaluation of project proposals and funds allocation in the first round of support for projects providing local social services in municipalities Bar, Niksic and Bijelo Polje

Montenegro: Master Plan of Transformation of Child Protection Services (for the reform of Health, Education and Social Services for Vulnerable Children and their Families)

Montenegro, Ministry of Health, Labor and Social Welfare, Strategy for Social and Child Welfare Development in Montenegro, 2008 – 2012

Nives Radeljić and Olivera Kovačević, Assessment of Social Services in Three Pilot Municipalities: Bar, Bijelo Polje, Niksic: Findings and Recommendations for Development of Community Based Social Services, 2011

Overview of all supported social services for adults in the first round of UNDP’s grant distribution Part of the project “Social Welfare and Child Care Reform – Enhancing Social Inclusion” (IPA 2010)

Overview of all supported social services in the first round of grants’ distribution through the project “Social Welfare and Child Care Reform – Enhancing Social Inclusion“ IPA 2010

Prof. Dr Nevenka Zegarac, Report on the Capacities of the Centers for Social Work in Montenegro Challenges and possibilities for reorganization, standardization and improvement of their professional practice

Proposed List of Relevant Indicators for Child Protection at the National Level, used to Monitor Progress and Results in the Area of Child Protection

Small Group Home for Children with Disabilities – A Human Security Imperative donor proposal

Social Welfare and Child Care Act, Draft

Study on Social Inclusion and Preparation for 2010 IPA

Two-day interactive, inter-sectorial workshops for strengthening the Health System’s mechanisms for prevention of separation of children from their family and in cooperation with the Social Welfare System Draft Programme

UNDP, *Guide for Development of Local Plan for Social Inclusion.*

UNDP, *National Human Development Report 2009, Montenegro: Society for All*

UNEG Quality Checklist for Evaluation Reports, 2010

UNICEF-Adapted UNEG Evaluation Reports Standards, July 2010

UNICEF, *How To Make a Local Plan of Action for Children*

Materials in Montenegrin

Nacrt Zakona o socijalnoj i dječjoj zaštiti, Vladan Jovanović, Konsultant UNICEF-a
Crna Gora, februar 2012. godine

Prof. Dr. Veronika Išpanović Radojković, FINALNI IZVEŠTAJ, Pravilnik o načinu, uslovima i postupku usmjeravanja dece sa posebnim obrazovnim potrebama Ministarstva prosvjete i sporta Crne Gore, Minimalni standardi i specifikacija usluga Sklonište za djecu žrtve nasilja

Prof dr Zorka Lopivic, Doc dr Nevena Calovska, Consultancy Report on Training Program in Systemic Practice Counseling for Families at Psychosocial Risk

Nacionalna Strategija za Podsticanje Razvoja Hraniteljstva u Crnoj Gori, mr Dobrila Grujić

Minimalni standardi i specifikacija usluga, Dnevni Boravak Za Djecu i Mlade sa Smetnjama u Razvoju

Lokalni Plan Akcija za Djecu 2012–2016. Prijestonica Cetinje. Sekretarijat za socijalnu politiku i mlade

Bijelo Polje - Lokalni Plan za Unapređenje Socijalne Inkluzije / Razvoj Lokalnih Socijalnih Usluga – Servisa

Matrica za Evaluaciju Predloga Projekta

9.8 Terms of References

International Consultant for Mid-Term Evaluation of the “Social Welfare and Child Care System Reform: Enhancing Social Inclusion” Project: Social Welfare and Child Care System Reform Components (IPA 2010)

1. Context

Since becoming an independent State in 2006, Montenegro has officially joined the international community and in doing so a new blueprint has emerged for nation building. On 28 June 2006, it became the 192nd Member State of the United Nations, and on 11 May 2007, the 47th Member State of the Council of Europe. Montenegro presented its official application for membership of the European Union in December 2008 and 2 years later it became a candidate country for EU membership. Like its neighbouring countries, it has a rich cultural heritage, a diverse history and is well poised to enjoy integration with the European community.

In recent years the young nation has seen improved living standards. Montenegro experienced rapid economic growth ranging between 8.6-10.7 percent of GDP in 2006 and 2007 respectively, which placed the country in the category of an upper Middle Income Country with GDP per capita EUR 5,006³². However, as a result of the global economic crisis that hit the country in the second half of 2008, the real GDP growth rate declined to 6.9 percent in 2008, followed by a steep decline in 2009 (-5.7 per cent). In 2010 the economy started to recover reaching 2.5 percent of GDP growth, and in 2011 3.2 percent.

Disparities still represent an impediment to the fulfillment of human and child rights: as a result of the economic crisis number of people living under the absolute poverty line increased from 4.9 percent in 2008 up to 6.8 percent in 2009 and 6.6 percent in 2010³³. According to the most recent National Human Development Report produced by UNDP in 2009, the poverty rate is significantly higher i.e. 10.8%, with the incidence of poverty among Roma households more than three times higher. According to the same source, the north is three times poorer than the central and five times than southern areas. Childpoverty rate is 10 percent³⁴, and is concentrated in rural areas and in the north of the country (more than 3/4 of all poor children live in rural areas, while more than half of them live in the north).

Montenegro’s transition to a market economy, including the crisis caused by the wars in the surrounding areas, as well as social and economic trends led to reforms in all sectors. The country has embarked upon an ambitious legal and judicial reform programme in line with its international obligations and aspirations to meet the Copenhagen Criteria, by acceding to most international treaties and conventions in a very short period of time, and by upgrading its legislation and establishing an institutional human rights protection framework³⁵.

³²Statistical Office of Montenegro - Monstat, 2010.

³³Monstat, *Poverty Analysis in Montenegro*, 2010.

³⁴*Child Poverty Study in Montenegro* UNICEF 2012. Poverty rates based on the *Household Budget Survey 2009* database, Monstat.

³⁵Council of Europe: Commissioner for Human Rights, *Report by the Commissioner for Human Rights, Mr Thomas Hammarberg, on his visit to Montenegro, 2-6 June 2008*, 8 October 2008, p.5; CommDH(2008)25, available at: <http://www.unhcr.org/refworld/docid/48ecd3192.html> [accessed on January 2010].

As regards the reform of the social welfare sector, the Government of Montenegro has been engaged in a piecemeal reform since 2001. International partners have been advocating that the Government takes a systemic approach to social and child protection through consistent and coordinated efforts to ensure a continuum of services.

The key processes of the social and child protection reform, according to the *Strategy for the development of the social and child protection system in Montenegro (2008 – 2012)*, are defined as poverty reduction and provision of better quality protection of vulnerable groups of children, persons with disabilities, the elderly and marginalized groups of citizens. The overall goal of the reform is to develop an integrated social and child protection system, while the specific objectives are to improve protection of poor citizens; to identify needs of beneficiaries; to provide for strategic planning of services which is harmonized across the system; to develop services that support life in the community; and to introduce quality system. Strategic directions of development, according to the *Strategy*, include, *inter alia*, decentralization of the system, participation of citizens and beneficiaries, more efficient financial allocations and provision of quality services.

The reform of the social welfare sector has aimed to harmonize existing legislation with international standards and to develop regulations and adequate budget lines to operationalize the legislation. In this regard, the reform process is embodied in the draft *Law on Social and Child Protection (2012)* which seeks to ensure adequate provision of services and represents a major departure from the *Law on Social and Child Protection (2005)* presently in force with a strong focus on institutional placement and provision of material benefits.

While there have been significant and tangible achievements in recent years, one of the major constraints in bringing long-lasting results is related to the capacity of the social welfare sector. There is evidence that existing human resource capacities have not been fully developed and there is a pressing need for further training. The insufficient number of professional staff has also been observed, especially those who work with vulnerable groups. These specific shortcomings have restricted the ability of the State to address social and child protection issues in a more effective manner. The main shortage of capacity regarding the protection of the most vulnerable groups is also reflected in poorly developed social services.

2. Project to be evaluated

Departing from a piecemeal approach to the reform of social welfare to a more systematic one, in early 2011 the Government of Montenegro (the Ministry of Labour and Social Welfare– MoLSW and the Ministry of Education and Sport - MoES) engaged in the implementation of the “Social Welfare and Child Care System Reform – Enhancing Social Inclusion” Project (henceforth referred to as the Social Inclusion Project) with the support of UN agencies in Montenegro (UNICEF and UNDP), and with the financial assistance of the European Union. The total budget is 3,335,000.00 EUR of which EU contribution amounts to 3 million EUR while the remaining amount is provided through national contributions.

The project is aligned with international as well as national human rights norms and standards and it supports reforms in the areas of:

Mid-Term Evaluation of the “Social Welfare and Child Care System Reform: Enhancing Social Inclusion” Project

- Project component 1: Inclusive education, is coordinated by the Ministry of Education and Sport and implemented by “Dominus”. The implementation of Component 1 began in December 2011 and will be completed by March 2013;
- Project components 2 and 3: Social welfare and child protection. These components are coordinated by the Ministry of Labour and Social Welfare and implemented by UNDP and UNICEF, respectively. The implementation of these components began in January 2011, and is due for completion in July 2013.

The Mid-Term Evaluation will cover only Components 2 and 3 of the project (as explained in more detail below).

The overall objective of the Social Inclusion Project is: Social welfare and education systems have facilitated inclusion of vulnerable, socially excluded groups. The project purpose is: Comprehensive, inclusive and sustainable social and child welfare system with advanced inclusive education for children with special educational needs has been established.

Objectives of the various project components are as follows:

Component 1: Inclusive Education Services (for information only, not included in Mid-Term Evaluation) aims

- to establish four resource centres for students with special educational needs (children with intellectual disabilities and autism, children with physical disabilities and visual impairments, children with hearing and speech impairments, and children with behavior problems),
- to increase the number of Roma pupils in mainstream preschools/elementary schools with improved education achievements, and
- to improve conditions in the education system to integrate students with special needs through the development of examination catalogues, individualized tests, and provision of necessary equipment.

The total budget for Component 1 is 662,000 EUR.

Component 2: Social Welfare Reform aims to build and strengthen institutional mechanisms and capacities that will enable the development of community-based social services. These services should be responsive to the needs of vulnerable groups and contribute to their social inclusion and enhanced quality of life. The project is implemented at the national and local level. Activities at the national level focus on strengthening capacities of the MoLSW in the area of planning and managing the process of decentralization. At the local level, stakeholders including service providers are provided with capacity building opportunities to enable them to provide standardized, quality social services to vulnerable groups across Montenegro (persons with disability, elderly, single parents, long-term unemployed etc.). The total budget for Component 2 is 1,298,440 EUR.

Component 3: Child Care System Reform supports the continuation of the reform process in the area of child protection. The component aims at:

- Strengthening the policy, legislative and institutional framework (including the development of the new Law on Social and Child Protection, development of child protection standards and monitoring mechanisms, establishment of central and local data collection systems to

- support monitoring and planning of social and child protection services and programmes; and at the municipal level support to the development of Local Plans of Action for Children);
- Strengthening gatekeeping mechanisms in order to prevent institutionalization of children without parental care and children with disabilities through capacity building of relevant professionals in the social welfare, education and health sectors;
 - Supporting the transformation of child care institutions and the development of family-support, family substitute and community-based alternatives for children in need across Montenegro (including through awareness-raising). The total budget for Component 3 is 1,374,560 EUR.

LogFrame for the Component 2 and 3 of the Social welfare and child care system reform.

3. Rationale and objectives of the Mid-Term Evaluation

This evaluation is planned to take place during project implementation so as to inform the second part of the project. It will be a formative exercise, the results of which will be used by the key project stakeholders to inform its future implementation.

The Mid-Term Evaluation of Components 2 and 3 of the project will be conducted during November/December 2012 with the following objectives:

- To provide recommendations for the most effective continuation of the project and the reform process based on an assessment of the implementation of the two components to date, and
- To explore relevance of potential revisions, requests for top-up (costed) or no-cost extensions of the current project and elaboration of future support of the ongoing reform process beyond the current project.

The recommendations will help the UN to ensure provision of the most efficient and effective assistance and will support MoLSW in defining the future direction of the reform process given that the two project components to a significant extent represent the essence of ongoing social and child welfare reform in Montenegro.

More specifically the Mid-Term evaluation of the Social Welfare and Child Care System Reform Components of the Social Inclusion Project will:

1. Assess the relevance of the intervention, the progress against planned results and objectives, effective achievement of these results and the expected sustainability of project benefits beyond the lifetime of the project.
2. Provide reflections on the system’s capacity to manage, implement and monitor the reform process;
3. Identify good practices, lessons learned and gaps in the approaches to the reform;
4. Provide recommendations for potential improvements in the project until its finalization, as well as recommendations concerning the continuation of the reform processes beyond this project, including redirection of processes, if any, etc.

4. Scope of the Mid-Term Evaluation

The period to be covered by the evaluation should be between the beginning of the project implementation (mid-January 2011) and the beginning of the evaluation (mid-November 2012). The geographic coverage is national.

Only Components 2 and 3 of the Social Inclusion Project will be evaluated. Project Component 1 is excluded from the scope of the Mid-Term Evaluation as the period of implementation of this component is much shorter (14 months compared to 30 months of implementation of Components 2 and 3) and is nearing its finalization.

Limitations to the Mid-Term evaluation

The Mid-Term Evaluation will follow the OECD DAC Criteria for Evaluating Development Assistance (<http://www.oecd.org/dac/evaluationofdevelopmentprogrammes/49756382.pdf>).³⁶

However, considering that this is a Mid-Term Evaluation, the focus of the evaluation will be on relevance, effectiveness and efficiency and expected impact and sustainability. Sustainability and impact will be more fully assessed during the Final Project Evaluation to be carried out close to the finalization of the Project.

This approach takes into consideration the timing of the exercise as well as budget constraints to undertake two evaluations, while ensuring that at the end of the project all evaluation criteria will have been properly applied.

5. Mid-Term Evaluation Questions

The following questions should guide the Mid-Term Evaluation. These are not exhaustive and should be clarified at the start of the work when developing the evaluation framework:

Assessing relevance

- To what extent does the Project address underlying causes of exclusion and respond to the needs of the most vulnerable target groups?
- To what extent is the Project design relevant vis-à-vis the overall Project goal and the achievement of its objectives in the given period of time?
- To what extent are the Project design and its objectives relevant vis-à-vis national policies and strategies?
- Was the Project designed according to international norms and agreements on Human Rights (HR) and Gender Equality (GE) and in line with national strategies to advance HR & GE?

Assessing effectiveness

- To what extent have the planned results been achieved to date (quantitative and qualitative) according to the Project LogFrame?
- To what extent and how has the project contributed to the creation of a coherent legislative and policy framework (new Law on Social Welfare and Child Protection, Fostering Strategy,

³⁶ The humanitarian criteria for evaluation (coverage, coordination and coherence) are not applicable for the Montenegrin context or the context of this Project.

- standards for social and child protection services, local action plans, etc.) and establishment of quality social and child protection services for the most vulnerable groups?
- To what extent has the Project contributed to strengthening capacities of social and child protection professionals to manage the reform process and service providers to provide quality assistance to the most vulnerable groups?
 - What were the major factors influencing the achievement or non-achievement of the Project objectives to date?

Assessing efficiency

- How efficiently have the financial resources been used?
- How flexible was the Project design in adapting to the changing environment (impact of the economic crisis, etc.)?
- To what extent are HR & GE a priority in the overall Project budget and implementation?

Assessing expected impact

- Considering progress made towards achievement of results, is the project likely to achieve its anticipated impact? Are unplanned effects likely to take place?

Assessing expected sustainability

- Did the Project design include an appropriate sustainability strategy (including promoting national/local ownership, use of local capacity, etc.) to support positive changes for the most vulnerable groups after the end of the intervention?
- What is the level of ownership of the reform process within the MoLSW and local self-governments and what are the prospects for further development of related interventions after the end of external support?
- To what extent has the Project promoted strengthening of already existing partnerships and establishment of new ones and to strengthening of inter-sectoral and cross-sectoral cooperation both at the national and local level?

6. Methodology

Following a series of consultative meetings between the MoLSW, UNICEF and UNDP, it was agreed that the Mid-Term Evaluation of the Project will use a mix-method approach, relying on quantitative and qualitative approaches, while ensuring inclusion of main project beneficiaries and to the extent possible members of target vulnerable groups.

The Consultant is expected to use the following methodology: desk review of relevant Project documents and key national laws, strategies and reports, analysis of available data from secondary sources, consultations with key stakeholders, interviews with the main project beneficiaries, brief visits to project sites to interview service users and their families, support to the organization of a one-day Mid-Term Review workshop/meeting gathering all project partners, stakeholders and experts, Mid-Term Review workshop facilitation, note-taking/transcribing conclusions from the meeting, analysis, preparation of a report.

The Consultant is expected to work both in the field and from home.

- The Mid-Term Evaluation will follow the UNEG Norms and standards:
http://www.uneval.org/normsandstandards/index.jsp?doc_cat_source_id=4

7. Work Plan

The tasks that need to be accomplished are as follows:

1. To develop a Mid-Term Evaluation Framework – outlining evaluation objective and intended users, methodological approach (the evaluation questions, the performance criteria and indicators, the type of data to be collected how data will be collected, analysed and interpreted, who will be involved in the evaluation process), clear timetable, a plan for sharing and using the findings and recommendations from the evaluation, and identifying how the evaluation will feed into the next phase of the Project and beyond. An agreement on the evaluation framework will have to be cleared by UNICEF and UNDP before further work can take place;
2. To complete desk review in preparation for the Mid-Term Evaluation, i.e. documents outlining Montenegrin social policy and key issues (*Strategy for the Development of the Social and Child Protection System 2008-2012*, draft *NPA for children*, *CRC Concluding Observations*, *National Human Development Report Montenegro* etc.) as well as project documentation (Chris Horne’s *Study on Social Inclusion and Preparation for 2010 IPA*, Description of Action for the two components, Project LogFrame, Progress Reports of the two components, the reports from the EU’s Result Oriented Monitoring missions from June 2011 and July 2012). This is not a definite list of documents to be consulted. Further documents may be identified and consulted by the evaluator, as required, to address the objectives and questions of the evaluation.
3. To facilitate a one-day Mid-Term Review workshop/meeting gathering project partners, stakeholders and experts where project results will be presented, reviewed and discussed and future steps proposed. Support should be provided in the organization of the meeting such as in drafting the agenda/programme and in selecting participants from an extensive list of project partners and stakeholders.
4. To conduct field visits to project sites in order to interview representatives of target beneficiaries (children without parental care, children with disabilities and their families, people with disabilities, elderly people, etc.).
5. To, based on the findings, prepare a report revealing good practices, lessons learned and gaps in the approach to the reform and including recommendations for potential improvement of the project until its finalization, as well as recommendations concerning the reform processes beyond this project. Annexes should include full bibliography, list of participants in the Mid-Term Review workshop/meeting, list of site visits and interviewees, ToRs, details on the methodology, and a special annex for the EU Delegation outlining key messages concerning the continuation of the reform process (see point below).
6. To communicate preliminary findings to the EUD to Montenegro in the form of a meeting and final findings in the form of an Annex to the report outlining key messages concerning the continuation of the reform process.

The Consultant will be engaged over a period of 18 days. Activities are listed in the table below:

No.	Description of Activity	Number of working days involved
1	Development of the Mid-Term Evaluation Framework	2

	(home-based)	
2	Desk review (home-based)	3
3	Consultations with MoLSW, UNICEF and UNDP teams (home-based)	1
4	Preparation of the Mid-Term Review workshop in consultation with MoLSW, UNICEF and UNDP (home-based)	1
5	Facilitation of the Mid-Term Review Workshop	1
6	Field visits to project sites and interviews with representatives of target beneficiaries and EUD	4
7	First draft of the evaluation report and annexes to be submitted to UNICEF and UNDP for feedback (home-based)	4
8	Final draft of the evaluation report and annexes (home-based)	2

The Consultant is expected to produce the following key deliverables with the following tentative deadlines:

1. Evaluation Framework, by 19th November 2012.
2. Inputs to the Programme of the Mid-Term Review Workshop/Meeting, by 22nd November.
3. Draft project evaluation report, by 7th December 2012.
4. Final project evaluation report including executive summary and annexes, by 20th December 2012.

In his/her work, the Consultant is expected to observe the UNEG ethical guidance to evaluation as guiding principle to ensure quality of evaluation process.

<http://www.uneval.org/search/index.jsp?q=ETHICAL+GUIDELINES>

8. Structure of Mid-Term Evaluation Report

The evaluation report to be produced must be compliant with the UNICEF Evaluation reports standards.

9. Management and Organization

Management: The consultant will primarily be supervised by the UNICEF Programme Specialist in consultation with UNDP designated personnel.

UNICEF and UNDP will be responsible to:

- ensure that that evaluator can access all required documents for an appropriate conduct of the evaluation;
- facilitate access to strategic informants and assistance in setting up meetings /organizing interviews

Deliverables will be submitted to UNICEF. Review process of draft versions of the deliverables will be ensured by UNICEF and UNDP.

Organization: International consultant (P-3 level) is required for this consultancy.

The consultant will be entitled to travel costs and DSA. In addition, the Consultant will be entitled to transportation with UNICEF and UNDP vehicle when available for field trips or meetings with counterparts.

The consultant’s fee may be reduced if the assignments/deliverables are not fulfilled to the required standard. In a case of serious dissatisfaction with the consultant’s performance the contract may be terminated in line with UNICEF procedure in such matters and as spelled out in SSA.

Schedule: This assignment will commence on 16th November 2012.

10. Qualifications/specialized knowledge/experience required to complete the task

The evaluation will be conducted by a single consultant with relevant international experience in the evaluation of projects in the area of social welfare and child care reform. Specific competencies required to carry out the evaluation are a combination of expertise in the subject area and of evaluation methods as follows:

- Thorough understanding of child rights, social and child protection mechanisms and standards/systems/procedures;
- In-depth understanding of the local context in Montenegro, in particular with respect to the social protection and child care reform
- At least 5 years of experience and expertise in the area of monitoring and evaluation;
- Strong analytical and conceptual thinking and ability to write clear, concise reports
- Excellent command of English language, both spoken and written. Command of Montenegrin language would be an asset;
- Familiarity with the local context in Montenegro in particular with respect to the social protection and child care reform.