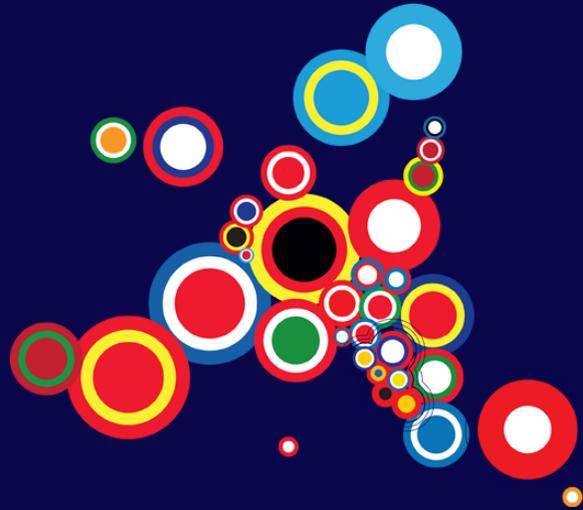




INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

MONTENEGRO EU Integration Facility



Action summary

The Action aims at providing flexible support to the Chief Negotiator / NIPAC Office and to line ministries in addressing specific needs identified in the course of implementation of EU assistance – IPA II, supporting accession negotiation process, and reinforcing the institutional capacities for managing accession process and EU funds. This objective will be achieved through the capacity building interventions, preparation of well-targeted, mature and good quality actions or sector documents, preparation of tender documentation or other preparatory studies or through the implementation of activities that will ensure the effective and timely implementation of IPA programmes. Some needs related to the negotiation process not addressed in the rest of the programme could also be addressed.

Action Identification			
Action Programme Title	Annual Action Programme for Montenegro for the year 2017		
Action Title	EU Integration Facility		
Action ID	IPA 2017/ 040-216.01/ME/EU Integration Facility		
Sector Information			
IPA II Sector	1. Democracy and governance		
DAC Sector	43010		
Budget			
Total cost	EUR 2,898,000.00		
EU contribution	EUR 2,898,000.00		
Budget line(s)	22.020101		
Management and Implementation			
Management mode	Indirect management		
<i>Indirect management:</i>	Central Finance and Contracting Unit / Directorate for the financing and Contracting of EU Assistance Funds (CFCU), Ministry of Finance		
Implementation responsibilities	Ministry of European Affairs		
Location			
Zone benefiting from the action	Montenegro		
Specific implementation area(s)	-		
Timeline			
Final date for concluding Financing Agreement(s) with IPA II beneficiary	At the latest by 31 December 2018		
Final date for concluding procurement and grant contracts	3 years following the date of conclusion of the Financing Agreement, with the exception of cases listed under Article 189(2) of the Financial Regulation		
Final date for operational implementation	6 years following the conclusion of the Financing Agreement		
Final date for implementing the Financing Agreement (date by which this programme should be de-committed and closed)	12 years following the conclusion of the Financing Agreement		
Policy objectives / Markers (DAC form)			
General policy objective	Not targeted	Significant objective	Main objective
Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Aid to environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Gender equality (including Women In Development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Trade Development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
RIO Convention markers	Not targeted	Significant objective	Main objective
Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

Montenegro applied for EU membership in December 2008 and was granted candidate status in December 2010. In June 2012, following the endorsement by the European Council, the accession negotiations with Montenegro were opened, marking the start of a more intensive phase in the accession process. The screening process was completed in May 2014, when the last screening report was processed by the Council. Montenegro's efforts in the context of accession negotiations will have to focus on fully meeting the political and economic Copenhagen criteria for EU membership, as well as the ability to assume the EU *acquis*. So far, there are 26 (out of 35) negotiation chapters opened and 2 chapters provisionally closed.

In terms of EU financial assistance, Montenegro has been benefiting from the Instrument for Pre-accession Assistance (IPA) since 2007. IPA covered the period 2007-2013 (EUR 235.7 million) and IPA II covers the period 2014-2020 (indicatively EUR 270.5 million). The basis for programming assistance in the next seven-year period (2014-2020) is the *Indicative Strategy Paper for Montenegro (2014-2020)* (ISP) which introduces a sector approach to programming. The ISP has been prepared by the European Commission, in consultation with various national stakeholders, other donors and EU Member States and it was adopted by the Commission on 18 August 2014. There are 8 sectors identified by the ISP which will be supported by IPA during this 7 years financial perspective. In addition to the ISP, the Government of Montenegro has developed and adopted the Economic Reform Programme (ERP) and the Employment and Social Reforms Programme (ESRP) in the first half of 2015, which together with the Development Directions of Montenegro make a basis for strategic prioritisation of the interventions needed for further development of the country.

Having in mind the scale of reforms necessary for accession and the available IPA funds, a key challenge for Montenegro is to focus funds on strategic interventions, while efficiently leveraging national commitments and resource allocations to address the EU accession priorities, ensuring that these are well targeted to achieve impact. In this respect, the institutional structures for programming, implementation and monitoring need to be set up or upgraded and appropriate coordination capacities need to be strengthened. Horizontal coordination (intra-ministerial and inter-ministerial) remains to be tackled as well as consultation with other stakeholders that should take part in identifying priorities and programming IPA resources. In addition, sector priorities need to be more coherent, strategic and result oriented and translated into adequate measures, applying a sector wide approach and thus contributing to the policy objectives, and overall synergy of the accession process at country level. One of the major challenges for the Government of Montenegro (GoM), its administration and institutions is to strengthen the administrative capacities for applying a sector wide and integrated planning approach in designing relevant, well targeted and articulated sector programmes and specific actions, meeting strategic needs to the EU accession process and thus ensuring an effective use of the available EU financial assistance. To this end the Sector Working Groups were established to ensure application of sector approach.

National IPA Coordinator (NIPAC) is the main counterpart of the European Commission for the overall process of strategic planning, coordination of programming, monitoring of implementation, evaluation and reporting of IPA II assistance. The NIPAC Office supports the NIPAC in all issues related to IPA funds.

Although there have been 26 chapters opened, there are still negotiation chapters which require considerable efforts to invest in order to open and close the chapters. These efforts will include both human and financial resources and therefore EU Integration Facility will be used to address some of the challenges in these chapters identified during the screening and negotiation process. Having in mind that functions of Chief Negotiator and NIPAC are performed by the same person, the link and coordination of the accession process and managing EU funds is present and visible, but it still needs support. While a series of institutional building actions were undertaken within the previous IPA programmes, the capacities of line ministries and state agencies remain relatively weak in terms of meeting the demands of EU funding. The capacity for identifying and preparing actions/programmes according to EU standards remains to be improved. This is of particular importance from the perspective of Montenegro's use of structural and cohesion funds, once it becomes a member state. Line ministries and other government institutions involved in IPA programming process are facing

problems with the inadequate composition and quality of documentation related to preparation, implementation and monitoring of IPA programmes. Actions/programmes tend to be prepared without a proper feasibility (cost benefit) assessment, environmental impact assessment (when necessary) and with limited strategic positioning. In parallel, the number of IPA beneficiary institutions is increasing and more Agencies / Directorates / Departments / local governments / CSOs are getting involved in programming and, therefore, the demand for capacity building is still increasing. Furthermore, taking leadership of the donor coordination process is also essential for improving the efficiency of the IPA II instrument and other available external assistance. By involving the active development partners in the programming of the instruments, Montenegro could make a better and more efficient use of the available financial resources.

Having in mind the state of play of the accession negotiation process, it is necessary to have a flexible tool within IPA II, in order to provide timely assistance to the emerging needs in the accession process as well as in the programming of IPA II, thus increasing impact of the EU financial assistance.

Comparing it with IPA, the NIPAC Office portfolio and mandate are more extensive in terms of programming, monitoring and evaluation of IPA II. In addition, preparation of the country for structural and cohesion funds (Chapter 22) is led by the Ministry of European Affairs. These two important and very much linked roles require additional strengthening of its capacities in order to be able to lead the processes and shape the needed structures. Furthermore, as required by the EC and the new WBIF methodology, the country has established the National Investment Committee (NIC). The Single Project Pipeline (SPP) of Montenegro has been adopted on the session of the National Investment Commission, which was held on 2 December 2015, and it was verified by Government of Montenegro on 3 December 2015. The NIPAC Office will closely cooperate with the NIC and its technical secretariat, particularly having in mind that the NIPAC is a member of the NIC.

Having all this in mind, support should be provided to the NIPAC Office in planning and coordination of programming of the IPA-funded interventions. It is particularly important that financed projects target well the specific needs and that the funds are used in the most efficient manner possible. The EU Integration Facility will provide support in programming process, as well as in preparation of adequate accompanying cost-benefit analyses, feasibility studies and/or market analyses, which are prerequisites for good programme/action preparation.

Lastly, it is also fundamental that the stakeholders are able to build-in appropriate frameworks for monitoring and evaluation. Currently, the level of skills and knowledge relating to measuring outputs, outcomes and impact is still insufficient and therefore the institutions will benefit from further capacity building in this area, particularly on the concept of Results Oriented Monitoring

OUTLINE OF IPA II ASSISTANCE

This action will provide effective and efficient response to emerging priorities linked to the EU accession process as well as to improve the quality and maturity of planning and programming documents and to support effective implementation of EU assistance. Therefore, the purpose of the EUIF is to provide high quality, cost-effective expertise to Chief Negotiator / National IPA coordinator but also to sector working groups, line ministries and all other relevant institutions or stakeholders in the overall process of EU accession, IPA II programming and implementation and preparation for cohesion and structural funds.

This Action would focus mainly on technical support and capacity building related to the EU accession process and it should ensure effectiveness and impact of actions financed through IPA II. The EU Integration Facility shall provide flexible support to the national authorities aimed at addressing specific needs identified in the course of the implementation of IPA II, but it may also be used in ad-hoc circumstances where EU assistance is required and/or suggested.

In that sense, the Action will aim to reach the following Results:

- Legislative and institutional capacities of Montenegrin administration for transposition and implementation of the acquis and capacities for leading and carrying out the accession negotiations strengthened
- Capacities and relevant documentation for identification, programming, implementation and evaluation of EU assistance developed

These results will be achieved by implementing different activities such as training, support to legislative harmonization, donor coordination and programming. Special attention will be given to developing strategic planning and sector wide approach.

RELEVANCE WITH THE IPA II STRATEGY PAPER AND OTHER KEY REFERENCES

The *Montenegro 2016 Report* emphasised that planning and procurement needs to be strengthened, and project preparation and strategic planning capabilities need to improve. The *ISP* for Montenegro stresses throughout the need for further improvement in the capacity of the authorities to implement, monitor and evaluate sector strategies.

The *ISP* also states that in order to improve the overall efficiency and effectiveness of delivering assistance to Montenegro, the European Commission is making a gradual transition from a project-based approach under IPA I (2007-2013) to a sector-based approach under IPA II (2014-2020). IPA II support will seek to strengthen the capacity of the national authorities to prepare national strategic documents, ensure sector coordination and monitor the implementation of such strategies and move towards multi-annual, performance-based budgeting.

In addition, IPA II support may also be mobilized in response to unforeseen priority needs relevant to the course of preparations for accession, which do not fall under the aforementioned priority sectors. This may include, but will not be limited to, ad hoc and short-term technical assistance, twinning projects and grants etc.

To increase the effectiveness of IPA II, all management modes, including direct management by the European Commission, indirect management by Montenegro or by accredited international organizations will be available; the decision on which mode to use will be made on a case-by-case basis with due regard to the management capacities of the beneficiary institution. Linked to this is also the capacity of Montenegrin national authorities to prepare mature actions and manage the implementation of EU funds in accordance with EU procurement and financial control standards.

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

The Project Preparation Facility (PPF) and Support Measures Facility (SMF) funds under the previous IPA programmes have been both utilized for delivering short-term assistance in: designing effective strategic plans in different sector areas, often followed by more detailed investment strategies; providing ad hoc support in particular chapters or future areas of negotiation; supporting planning and programming of the EU funded actions by assisting in stakeholder consultations; drafting the action documents and their annexes; and drafting the tender documentation and support the evaluations for the implementation of the EU funded actions.

In the context of preparation of IPA national programmes, it has become clear that beneficiaries require assistance in developing programmes/actions and that it is in particular necessary to provide a facility to enable limited support targeted specifically at the design-preparation phase before larger scale funds are committed to less-well defined and relatively high-risk actions.

Regarding the implementation of the EU Integration Facility under the national IPA 2014 programme, the experience shows that the beneficiary institutions are still relying in general on the IPA “project approach”. Having this in mind, it is necessary to further draw attention on the importance of the IPA II “sector approach”, and to make sure that the action proposals from the potential beneficiary institutions are also contributing to the development of the respective sectors.

2. INTERVENTION LOGIC

LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	
To support Montenegro in successfully conducting the process of EU accession and managing the overall EU assistance	Progress in accession to the EU	EC Reports	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS
<p>SO1: To strengthen overall capacities for accession negotiations, transposition of the <i>acquis</i> and implementation of EU policies;</p> <p>SO2: To improve the quality and maturity of planning and programming documents and support effective and efficient management and absorption of IPA funds</p>	<p>Number of benchmarks met</p> <p>% of EU funds absorption</p>	<p>Opening/closing benchmark assessment reports</p> <p>NIPAC Annual reports</p>	<p>Continued commitment of government structures to the accession process</p> <p>Low fluctuation in staff working in state administration</p>
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS
<p>R1: Legislative and institutional capacities of Montenegrin administration for transposition and implementation of the <i>acquis</i> and capacities for leading and carrying out the accession negotiations strengthened</p> <p>R2: Capacities and relevant documentation for identification, programming, implementation and evaluation of EU assistance developed</p>	<p>Total number of projects focusing on capacity building activities under the EUIF</p> <p>Number of Actions Programmes timely prepared and submitted</p>	<p>IPA Monitoring Committee Reports</p> <p>NIPAC Annual Reports</p> <p>EC Report</p>	<p>All relevant coordination mechanisms established and functioning</p> <p>Availability and commitment of staff for capacity building interventions</p>

DESCRIPTION OF ACTIVITIES

This Action would focus mainly on technical support and capacity building related to the EU accession process and it should ensure effectiveness and impact of actions financed through IPA II. The EU Integration Facility shall provide flexible support to the national authorities aimed at addressing specific needs identified in the course of the implementation of IPA II, but it may also be used in ad-hoc circumstances where EU assistance is required and/or suggested.

It shall include, but is not restricted to, the following:

- Specific interventions at sectoral level to support achievement of objectives related to EU accession process, including provision of specific expertise, for harmonization / implementation of national legislation, promotion of best practices, in line with the relevant European values, standards and practices, etc.
 - o Support to legislative and institutional capacities for implementation of the acquis
- Training/Coaching activities on leading and implementation of the specific accession requirements
 - o Support to capacity building for accession negotiations
 - o Support to activities for technical implementation of the accession requirements
- Support for the strategic planning of EU assistance with the focus on sector wide approach and preparation for cohesion and structural funds
- Support for strengthening the capacities for identification, programming, implementation, evaluation and monitoring of IPA II and for coordination with development partners active in Montenegro to better align development objectives
- Technical assistance to specific sector/ sub sector working groups in preparation of sector strategies or multi-sector strategies, drafting of (pre-)feasibility and impact studies as well as in preparation of procurement documents

This Action will provide capacity building in programming and identification of Sector Support Programmes / Sector Support Actions / Sector Support Oriented Actions /Stand-alone Actions to SWGs, line ministries and other stakeholders (other state bodies, independent regulators, local self-governments, social partners, civil society, etc.).

The capacity building intervention should support the Chief Negotiator / NIPAC Office to coordinate the overall process of EU integration, but it will simultaneously have an impact on capacities and ownership of line ministries, working groups for specific chapters, sector working groups and other stakeholders to carry out accession negotiations as well as programming of EU assistance which will be thus better linked with the EU accession process.

Having in mind the numerous needs and rather limited funds, the key element for successful use of funds, in order to achieve the desired impact, is coordination. Therefore, the Chief Negotiator / NIPAC Office, in close cooperation with the EU Delegation to Montenegro, established coordination mechanism which will ensure successful coordination and provide timely response to the emerging needs of Montenegro in the process of preparations for accession and the programming of IPA funds.

RISKS

Establishment and functioning of all relevant coordination mechanisms, as well as availability and commitment of the staff for capacity building interventions, represent the main assumptions that are needed before and during the implementation of this Action.

Also, high fluctuation in staff working in state administration, particularly in the beneficiary institutions, represents potential risk that can affect implementation of this Action.

CONDITIONS FOR IMPLEMENTATION

Continued commitment of government structures to the accession process is one of the main conditions that have to be in place for an effective and timely implementation of this Action. Government of Montenegro has expressed its strong commitment to membership of the European Union, which remains as one of Montenegro's highest strategic priorities.

3. IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

The key beneficiary of the Action is the Ministry of European Affairs (Chief Negotiator / NIPAC Office), which will coordinate and implement required technical support that various SWGs, working groups for specific chapters, line ministries and other stakeholders will also benefit from. The national stakeholders will request the assistance through the EU Integration Facility through submitting an official request to the established Steering Committee for EU Integration Facility. The Committee is composed of representatives of the NIPAC Office and of the Delegation of the European Union to Montenegro as an observer, and is chaired by the National IPA coordinator. While the Committee is responsible for determining the eligibility and checking the quality of action proposals, as well as for proposing eligible actions for financing under the EU Integration Facility, in accordance with the adopted Rules of procedure for functioning of the SC. Minutes of the meetings will be sent to the EU Delegation, and where actions are approved for financing, submitted to the EU Delegation to Montenegro for formal prior endorsement.

IMPLEMENTATION METHOD(S) AND TYPE(S) OF FINANCING

Implementation will be carried out in indirect management mode. Activities under the facility will be financed entirely by the EU contribution. The Contracting Authority will be the Directorate for Finance and Contracting of the EU Assistance Funds (*CFCU*) in the Ministry of Finance. The Action will be implemented through service, works and supply contracts, twinnings, grants to Civil Society Organisations and direct grants to international organisations for an amount up to EUR 2,898,000.00. Supply Contracts may be divided in several lots if deemed necessary during the implementation.

4. PERFORMANCE MEASUREMENT

METHODOLOGY FOR MONITORING (AND EVALUATION)

In line with the IPA II Implementing Regulation 447/2014, an IPA II beneficiary who has been entrusted budget implementation tasks of IPA II assistance shall be responsible for conducting evaluations of the programmes it manages.

The European Commission may carry out a mid-term, a final or an ex-post evaluation for this Action or its components via independent consultants, through a joint mission or via an implementing partner. In case a mid-term or final evaluation is not foreseen, the European Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner. The evaluations will be carried out as prescribed by the DG NEAR guidelines for evaluations. In addition, the Action might be subject to external monitoring in line with the European Commission rules and procedures set in the Financing Agreement.

Monitoring and evaluation of the implementation of this Action will be conducted in accordance with the rules of direct management and respecting the requirements and provisions of IPA II regulations and those laid down in the Framework Agreement and in the respective Financing Agreement. Achieving of the Action results will be regularly monitored by the EU Delegation to Montenegro and National IPA Coordinator.

Implementation of this Action will be subject of special attention of Sectoral Monitoring Committee and IPA Monitoring Committee which shall measure progress in relation to achieving the objectives of the actions and their expected outputs, results and impact by means of indicators related to a baseline situation, as well as progress with regard to financial execution. The Sectoral Monitoring Committee will report to the IPA Monitoring Committee and will make proposals on any corrective action to ensure the achievement of the objectives of the action and enhance its efficiency, effectiveness, impact and sustainability.

Moreover, in accordance with Article 8 of the Commission Implementing Regulation (EU) No. 447/2014, NIPAC shall take measures to ensure that the objectives set out in the Action are appropriately addressed during the implementation of EU assistance. Procedures for implementing monitoring activities are set out in the revised Manuals of Procedures aligned with new IPA regulations. Best practices from the monitoring of implementation of previous actions and recommendations given by external monitoring in this sector will be also taken into consideration.

This action shall be subject to evaluations, in accordance with Article 30(4) of Regulation (EU, EURATOM) No. 966/2012 and with Article 22 of the Commission Implementing Regulation (EU) No. 447/2014. The results of evaluations shall be taken into account by the IPA Monitoring Committee and the Sectoral Monitoring Committee

INDICATOR MEASUREMENT

Indicator	Description	Baseline (2010)	Last available (2016)	Milestone 2017	Target 2020	Source of information
ISP INDICATOR(S): Progress in accession to the EU	Montenegro has opened 26 (out of 33 chapters) and the progress is measured with the number of opened/closed chapters	no 0	no 26 opened	33 opened	33 closed or closing benchmarked considered to be met	EC Country Report
ACTION OUTCOME INDICATOR 1 Number of benchmarks met	There are number of requirements/ benchmarks related to accession process that Montenegro needs to fulfil	0	2	At least 10	At least 20	Opening/closing benchmark assessment reports
ACTION OUTCOME INDICATOR 2 % of EU funds absorption	% of absorption of IPA II demonstrated by the percentage of contracted funds by programming years and in total	0	0	50% - IPA 2014 20% - IPA 2015	100% - IPA 2014 100% - IPA 2015 100% - IPA 2016 70% - IPA 2017 30% - IPA 2018	IPA Monitoring Committee Reports
ACTION OUTPUT INDICATOR 1 Total number of projects focusing on capacity building activities under the EUIF	Reinforcement of capacity of public administration staff dealing with EU accession activities needs to be address in all sectors.	n/a	2	4	8	NIPAC Annual Reports
ACTION OUTPUT INDICATOR 2 Number of Action Programmes timely prepared and submitted	The prioritisation and needs of the Government in relation to the accession process and utilisation of EU assistance will be transposed into quality programmes/ action documents/ interventions	n/a	3	4	8	NIPAC Annual Reports IPA Monitoring Committee Reports

(1) This is the related indicator as included in the Indicative Strategy Paper (for reference only)

(2) The agreed baseline year is 2010 (to be inserted in brackets in the top row). If for the chosen indicator, there are no available data for 2010, it is advisable to refer to the following years – 2011, 2012. The year of reference may not be the same either for all indicators selected due to a lack of data availability; in this case, the year should then be inserted in each cell in brackets. The baseline value may be "0" (i.e. no reference values are available as the Action represents a novelty for the beneficiary) but cannot be left empty or include references such as "N/A" or "will be determined later".

(3) The target year CANNOT be modified.

(4) This will be a useful reference to continue measuring the outcome of IPA II support beyond the 2014-2020 multi-annual financial period. If the Action is completed before 2020 (year for the performance reward), this value and that in the 2020 target column must be the same.

5. SECTOR APPROACH ASSESSMENT

Montenegro currently meets some of the criteria for the sector approach in most of the sectors defined by the *ISP*. Lead institutions have been identified and sector working groups have been established. The Economic Programme (ERP) and the Employment and Social Reforms Programme (ESRP) are good basis for specific sector multi annual programming. In some other sectors, the need for development of new strategic documents focusing on the period from 2017 to 2020 is obvious. However, the capacity to implement, monitor and evaluate the sector strategies, as well as medium term budget planning, needs to be further improved.

Some sectors may benefit from the direct sector budget support, upon meeting the necessary eligibility criteria: namely a stable macro-economic framework, a credible programme to improve public finance management, transparency and oversight of budget, and credible and relevant sector strategies that are consistent with the EU accession strategy. Once these conditions are in place, sector budget support can be provided in those sectors where there is a good strategic basis for implementation of reforms. The first sector considered that received this form of support, under IPA 2015 programme, is the sector of Rule of Law and Fundamental Rights (focused on Integrated Border Management – IBM).

Although the EU Integration Facility will be used to support all the sectors, the funds are allocated within the Democracy and Governance sector, and thus the EU Integration Facility will be also used to support strengthening of institutional and administrative capacities. The key strategy for this sector remains the new Strategy for Public Administration Reform in Montenegro 2016-2020, which was adopted by the Government of Montenegro on 28 July 2016.

6. CROSS-CUTTING ISSUES

GENDER MAINSTREAMING

This Action will specifically contribute to the enhancement of the capacities of staff in all line ministries contributing towards the achievement of international requirements for gender sensitive policies, legislation and programming. All Action activities will respect the principles of equal treatment and opportunities for women, especially trainings and awareness events. Finally, the concept of gender mainstreaming will be taken into account in all stages of programmes/action documents development so as to enable and encourage participation of women in all areas of policy development that this Action will help formulate and support.

EQUAL OPPORTUNITIES

The Action will ensure that the internal policies, structures or operating procedures conform with and promote equal opportunity. In supporting legislative harmonisation, gender needs will be taken into consideration and provisions that enhance equal opportunities will be introduced. All Action activities will respect the principles of equal treatment and opportunities for women, especially trainings and awareness events.

MINORITIES AND VULNERABLE GROUPS

Being a multi-ethnic society, Montenegro is committed to preserving the culture, history, language and religion of its national minorities. Thus the Action will implement mechanisms to ensure that in the legislative process, the internal policies, structures or operating procedures of the beneficiary institutions, the principle of equitable representation of ethnic minorities and the protection of their rights is taken into consideration.

ENGAGEMENT WITH CIVIL SOCIETY (AND IF RELEVANT OTHER NON-STATE STAKEHOLDERS)

Following a call for participation of civil society organisations organised by NIPAC Office, nine (9) civil society representatives are members of the sector working groups. In addition, the Action will encourage other partnerships with civil society representatives, in order to include non-state actors in decision-making on priority support as well as in tailoring of services to be provided by the Action based on the real and urgent needs. Besides the civil society, the Action is open to involve other stakeholders such as media, local authorities and institutions.

ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)

Environment protection legislation in Montenegro is comprehensive and is going through intensive process of harmonisation with the EU *acquis*. The proposed Action will give due attention to environmental issues.

7. SUSTAINABILITY

Improved programming and capacities to utilise IPA II resources will have direct impact on advancing and accelerating accession negotiations with the EU, which is the ultimate goal of the Government of Montenegro. Therefore, the Action will contribute to the progress and sustainability of achieved results within the reforms of the process of accession to the EU, supported by IPA II.

In addition, the sustainability will be ensured through the established coordination mechanisms for programming and implementation of IPA II, as well as through acquired skills of the state administration in programming of IPA II that will lead to successful implementation of projects and improved programming for next years. Specific knowledge on preparation of relevant documentation, both for programming and for implementation, gained through provision of expertise and/or trainings and coaching will ensure strengthened capacities. Having in mind that NIPAC will have the overall responsibility for coordination of the IPA II, enhanced capacities of the NIPAC Office will have multiple impacts on capacities of sector working groups, but also of working groups for specific negotiation chapters, through direct communication and coordination with the Secretariat of the Negotiation Group (which is part of the MEA).

Financial sustainability will be ensured through better programming of IPA II resources and this will enable utilisation of both IPA resources and State budget resources, contributing to financial sustainability of overall resources invested in reform and accession processes.

8. COMMUNICATION AND VISIBILITY

Communication and visibility will be given high importance during the implementation of the Action. The implementation of the communication activities shall be funded from the amounts allocated to the Action.

All necessary measures will be taken to publicize the fact that the Action has received funding from the EU in line with the Communication and Visibility Manual for EU External Actions. Additional Visibility Guidelines developed by the European Commission (DG NEAR) will have to be followed.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process. Actions shall be aimed at strengthening general public awareness and support of interventions financed and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions and will promote transparency and accountability on the use of funds. The communication and visibility activities shall demonstrate the benefits of the action for the general public.

The use of *Communication and Visibility Manual for EU External Actions* is compulsory. The contractor shall use the appropriate stationery in letterheads or fax headers sheets and report presentation format, but should add the phrase “*This Action is funded by the European Union*” as well as the EU flag when relevant. Elements of the communication strategy may include: press release, press conferences, leaflets and/or brochures, newsletters, web pages, vehicle panels, promotional items, reports, audio-visual productions. Any supplies or equipment delivered under an EU-funded Action must be clearly identified and must visibly carry the EU logo and the mention “*Provided by the support of the EU*” in the operational language of the EU programme and in the local language.

It is the responsibility of the beneficiary to keep the EU Delegation fully informed of the planning and implementation of the specific visibility and communication activities.

The beneficiary shall report on its visibility and communication actions in the report submitted to the IPA Monitoring Committee and the Sectoral Monitoring Committees.

LIST OF ANNEXES

1. **Detailed Action budget breakdown and planning for contracting procedures** (see attached)
– note : for EC internal use only

ANNEX

Indicative Action budget breakdown and planning for contracting procedures (for EC internal use only)

IMPLEMENTATION MODALITIES	BUDGET		TIMELINE ¹	
	Total (EUR)	EU contribution (EUR)	Launch of procedure	Contract signature ²
SERVICES / SUPPLIES / WORKS / GRANTS/ STANDARD TWINNINGS	2,898,000.00	2,898,000.00	Q1 2018	Q2 2018
TWINNING LIGHTS / DIRECT GRANTS TO THE INTERNATIONAL INSTITUTIONS			Q2 2019	Q4 2019
TOTAL	2,898,000.00	2,898,000.00		

¹ Timeline: QUARTER (Q1, Q2, Q3, Q4) YEAR

² Contract signature date: if relevant; i.e. for Direct Grants mainly