



[Name of Fund or Joint Programme]

## GENERIC ANNUAL PROGRAMME<sup>1</sup> NARRATIVE PROGRESS REPORT

REPORTING PERIOD: 1 JANUARY – 31 DECEMBER 2011

<b>Programme Title &amp; Project Number</b> <ul style="list-style-type: none"><li>Programme Title: Legal Aid</li><li>Programme Number (if applicable)</li><li>MPTF Office Project Reference Number: 80 993</li></ul>	<b>Country, Locality(s), Thematic/Priority Area(s)<sup>2</sup></b> <p>(if applicable) Country/Region Montenegro</p> <p>Thematic/Priority Democratic Governance</p>
<b>Participating Organization(s)</b> <ul style="list-style-type: none"><li>Organizations that have received direct funding from the MPTF Office under this programme</li></ul> UNDP	<b>Implementing Partners</b> <ul style="list-style-type: none"><li>National counterparts (government, private, NGOs &amp; others) and other International Organizations</li></ul> Ministry of Justice, Supreme and Basic courts, Judicial Training Center, Bar Chamber, UNHCR, OSCE
<b>Programme/Project Cost (US\$)</b> <p>MPTF/JP Contribution: USD 65,000</p> <ul style="list-style-type: none"><li>by Agency (if applicable)</li></ul> Agency Contribution <ul style="list-style-type: none"><li>by Agency (if applicable)</li></ul> Government Contribution (if applicable) Other Contributions (donors) (if applicable) <b>TOTAL:</b>	<b>Programme Duration</b> <p>Overall Duration (months)</p> <p>Start Date<sup>3</sup> (dd.mm.yyyy) 15 January 2012</p> <p>End Date (or Revised End Date)<sup>4</sup> 31 December 2013</p> <p>Operational Closure Date<sup>5</sup> 15 December 2013</p> <p>Expected Financial Closure Date 15 December 2013</p>
<b>Programme Assessment/Review/Mid-Term Eval.</b> <p>Assessment/Review - if applicable <i>please attach</i> <input type="checkbox"/> Yes <input type="checkbox"/> No Date: dd.mm.yyyy</p> <p>Mid-Term Evaluation Report – if applicable <i>please attach</i> <input type="checkbox"/> Yes <input type="checkbox"/> No Date: dd.mm.yyyy</p>	<b>Report Submitted By</b> <ul style="list-style-type: none"><li>Name: Jelena Djonovic Vukotic</li><li>Title: Programme manager</li><li>Participating Organization (Lead): UNDP</li><li>Email address: jelena.djonovic@undp.org</li></ul>

<sup>1</sup> The term “programme” is used for programmes, joint programmes and projects.

<sup>2</sup> Strategic Results, as formulated in the Performance Management Plan (PMP) for the PBF; Sector for the UNDG ITF.

<sup>3</sup> The start date is the date of the first transfer of the funds from the MPTF Office as Administrative Agent. Transfer date is available on the [MPTF Office GATEWAY](#)

<sup>4</sup> As per approval by the relevant decision-making body/Steering Committee.

<sup>5</sup> All activities for which a Participating Organization is responsible under an approved MPTF programme have been completed. Agencies to advise the MPTF Office.

(DELETE BEFORE SUBMISSION)

**Introduction:**

The project contributes directly to the achievement of the Outcome 2.2 of the Integrated UN Programme – “State and independent institutions with increased capacity to ensure the realization and monitoring of human rights, support empowerment of women, enable equal opportunities for all inhabitants, including access to efficient service delivery, through a transparent system of public administration at national and local level”. The key indicator for the project’s success is the establishment of effective and sustainable system of providing legal aid in Montenegro and it is measured through the Government reports and evaluation reports.

**Formatting Instructions:**

- The report should not exceed 10-15 pages. Include a list of the main abbreviations and acronyms that are used in the report.
- Number all pages, sections and paragraphs as indicated below.
- Format the entire document using the following font: 12point \_ Times New Roman and do not use colours.
- The report should be submitted in one single Word or PDF file.
- Annexes can be added to the report but need to be clearly referenced, using footnotes or endnotes within the body of the narrative.

## **NARRATIVE REPORT FORMAT**

### **I. Purpose**

- Provide the main objectives and expected outcomes of the programme.

UNDP Montenegro supported drafting and adoption of the Law on legal aid, whose implementation started in January 2012. The aim of this project is to enable environment for better access to justice, through equipping two additional offices for the provision of legal aid services (three offices have been already equipped, which amounts to five out of fifteen offices in all courts in Montenegro). Additionally, legal aid database will be created, which will enable keeping records on the legal aid cases and applicants. The obtained information will be used for statistical purposes and monitoring progress in this field in the EU accession process. Finally, the training will be provided for the presidents of the courts and employees in charge of legal aid provision in order to improve the quality of these services. Special training will be provided to attorneys-at-law with the view of providing legal aid to refugees. The entire process is to be accompanied by public awareness campaigns in the aim of informing potential legal aid beneficiaries on their rights and inciting them to use legal aid services to a possible extent.

- Explain how the Programme relates to the applicable Strategic (UN) Planning Framework guiding the operations of the Fund/JP<sup>2</sup>

Legal aid project is specifically mentioned in the Integrated UN Programme, Results and Budgetary Framework (2010 – 2016) for Montenegro. The project is listed under the Outcome 2.2 of the Programme – “State and independent institutions with increased capacity to ensure the realization and monitoring of human rights, support empowerment of women, enable equal opportunities for all inhabitants, including access to efficient service delivery, through a transparent system of public administration at national and local level”. The key indicator for the project’s success is the establishment of effective and sustainable system of providing legal aid in Montenegro and it will be measured through the Government reports and evaluation reports.

UNDP Montenegro launched the project „Reform of the Legal Aid System in Montenegro – Creating an Effective and Sustainable System of Providing Legal Aid“, in the aim of reinforcing the rule of law in Montenegro by means of providing better access to justice and strengthening human rights.

The project was implemented by the UNDP Rule of Law and Human Rights Programme, in cooperation with the Ministry of Justice of Montenegro, Supreme Court/Courts, Bar Chamber and UNDP Project Management Unit (PMU), which sits at the Ministry and acts as a link between the partners, creates the project implementation plan, coordinates activities among partners, provides administrative and technical support for implementation of activities and supports monitoring and evaluation together with the Ministry.

### **II. Resources**

#### *Financial Resources:*

- Provide information on other funding resources available to the project, if applicable. Please refer to information on the [Annual Reporting Cover Page](#). Provide details on any budget revisions approved by the appropriate decision-making body, if applicable.

The project was funded by the Governments of the Netherlands and Norway until the end of 2011. UN Country Fund Montenegro provided 65,000.00 USD that became available as part of the second tranche to Montenegro in late 2011 and thus became operational in 2012. The Joint Country Steering Committee which oversees the implementation of Integrated UN Programme and Delivering as One approved the allocation for this project in the total amount of 90,000 USD. The remaining funds should become available once UN Country Fund Montenegro receives the last tranche of 2011 Expanded Funding Window funds.

In addition, an application for additional resources has been submitted to the Government of Norway in the amount of 150,000 EUR.

- Provide information on good practices and constraints related to the management of the financial aspects of implementing the programme, including receipt of transfers, administrative bottlenecks and/or other issues affecting the financial management of the programme.

*Human Resources:*

- National Staff: Provide details on the number and type (operation/programme).  
One national Service Contract holder, who is the Project Manager.

### **III. Implementation and Monitoring Arrangements**

- Summarize the implementation mechanisms primarily utilized and how they are adapted to achieve maximum impact given the operating context.

UNDP Montenegro is executing the project in a close cooperation with the Ministry of Justice and Supreme Court. The project is managed and implemented by UNDP Rule of Law and Human Rights Programme (PMU is placed at the Ministry of Justice) within the Direct Execution (DEX) authority, and thus UNDP CO acts as the project implementing partner and executing agency according to DEX.

The Project Manager is responsible for day-to-day management of the project activities' and monitoring of their realization so as to be in line with the Project implementation plan, created when the project was launched and entered in UNDP financial system Atlas. Programme Manager is in charge of communication with all partners and donors, as well as submission and review of progress reports drafted by the Project Manager and considered by the Project Board on quarterly basis.

- Provide details on the procurement procedures utilized and explain variances in standard procedures.  
The project uses the regular UNDP procurement procedure.
- Provide details on the monitoring system(s) that are being used and how you identify and incorporate lessons learned into the ongoing programme, including corrective actions that may have been taken.  
Day-to-day monitoring of the implementation progress is the responsibility of the Project Manager, based on the project's Annual Work Plan and its indicators. Project Manager is in charge of drafting semi-annual and annual narrative reports, which are reviewed by the Programme Manager and then submitted to donors. The end of year report is accompanied with the financial report, which can also be submitted to donors at any time, upon request. Therefore, the donors are in position to monitor the progress of the project activities on regular basis.  
As to the lessons learnt so far, the Programme recognized the need for quantitative and qualitative indicators that would be able to show the impact of the project outputs in practice.

- Report on any assessments, evaluations or studies undertaken.  
The external evaluation of the project's impact was carried out by the relevant agency or organization mandated for this purpose. So far, the Outcome Evaluation of the Democratic Governance Cluster, within the UNDP CO Montenegro Country Programme 2007 – 2011, was made by Mr. Richard Flaman, evaluator from FMP, Canada engaged by UNDP. The final draft of the evaluation was submitted on 11 February 2011 and in regard to this project, it contains a short account of its components and appraisal of the most relevant activity conducted in the reviewed period. As to the most significant findings regarding the project, it should be noted that the evaluator considered the Legal Aid project as an example of a good project design and sound strategy for implementation in terms of beginning with a pilot or two to test the strategy and other reform objectives.

In the European Commission's Opinion on Montenegro's application for membership in the European Union, in the section dealing with the legal system, it is stated that the progress has been achieved on access to justice, with the adoption of the Law on free legal aid in April 2011.

#### IV. Results

The funds allocated from the UN Country Fund Montenegro for the Legal aid project became operational in January 2012.

Therefore, the reporting period encompasses the project activities implemented from January 2012 to March 2012.

The project implementation plan, containing the activities, outputs, timeline and budget, was produced and shared with the stakeholders. The agreement was made with the Ministry of Justice and Supreme Court of Montenegro to equip the legal aid offices in two Basic courts in Niksic and in Kotor, in the central and southern part of the country. The tenders for this purpose were announced, the company for the job was selected and both legal aid offices were equipped with the necessary furniture and IT equipment.

Regarding the trainings on the provision of the legal aid services intended for the presidents of the courts, legal aid advisors and attorneys-at law, it was agreed with the Ministry of Justice, Judicial Training Center, representatives of courts and Bar chamber that the trainings will be held in the first half of the year. Special trainings will be realized in cooperation with the UNHCR, dealing with the access to justice for stateless persons and persons seeking asylum.

In order to address the need for a systematic handling of legal aid cases, a separate database for every Basic Court will be created as part of the project in order to support the work of the legal aid services. Thus,, the Terms of Reference for a consultant to create the database was drafted. It was agreed that first database will be created for the Legal Aid office in the Basic Court in Podgorica, as the biggest court in the country. It will serve as a pilot database, which will be used in order to assess whether there would be need for improvements in the process of its development, operation and maintenance.

Further, in the scope of the project component dealing with raising public awareness and conducting information campaign, the Brochure on the provision of legal aid services was developed and published in cooperation with USAID. The brochure was distributed to all the legal aid services in all the Basic Courts in the country, so that it is accessible to all relevant citizens. The legal aid website [www.pravnapomoc.me](http://www.pravnapomoc.me) is being continuously updated with the information on the project's progress.

Provide a summary of Programme progress in relation to planned outcomes (strategic results with reference to the relevant indicator) and outputs; explain any variance in achieved versus planned outputs during the reporting period.

- Report on the key outputs achieved in the reporting period, including the number and nature of the activities (inputs), outputs and outcomes, with percentages of completion and beneficiaries.

The implementation of the project started in January 2012 and it already contributed to the realization of two out of four expected results.

**Result 1.** Two legal aid offices in two Basic courts in Niksic and Kotor were equipped with furniture and IT equipment for the provision of legal aid services. This was the continuation of the previous phase of the project in the scope of which the Legal Aid offices in three Basic Courts were equipped (Podgorica, Pljevlja and Rozaje) and they are now fully functional.

**Result 2.** In the scope of the project component dealing with raising public awareness and conducting information campaign, the Brochure on the provision of legal aid services was prepared/published in cooperation with USAID. The brochure was distributed to all the legal aid services in all the Basic

Courts in the country. The legal aid **website** [www.pravnapomoc.me](http://www.pravnapomoc.me) is being continuously updated with the information on the project's progress.

- Explain, if relevant, delays in programme implementation, the nature of the constraints, actions taken to mitigate future delays and lessons learned in the process.  
Any delay in the implementation of the project's activities is only due to the delay in the allocation from of the UN Country Fund.
- List the key partnerships and collaborations, and explain how such relationships impact on the achievement of results.

The project's key national partners are: the Ministry of Justice, as the bearer of the project with support from UNDP; Supreme Court of Montenegro that takes the decisions related to all the courts in Montenegro, which is crucial bearing in mind that all Legal Aid offices are placed in the Basic courts; Judicial Training Center, as the main institution in charge of trainings for the judiciary; and Bar Chamber, since lawyers are in charge of providing legal aid services. The main international partner is OSCE, which provides experts for the trainings. As to the inter-UN agency cooperation, the main partner is UNHCR that will support the trainings in the area stipulated by the Law on legal aid for stateless persons and persons seeking asylum.

- Other highlights and cross-cutting issues pertinent to the results being reported on.  
Gender issues will be specially treated in the course of the project's implementation. The Law on legal aid enables better treatment of women and victims of domestic violence through giving them the opportunity for granting legal aid, regardless of their financial status. Therefore, a part of project's activities will be focused on implementation of specialized trainings on the Law on legal aid and Law on the prevention of violence in the family, in cooperation with the UNDP Gender Programme. Furthermore, in the process of creating legal aid database, gender sensitivity will be demonstrated through the creation of a possibility for obtaining gender disaggregated data on the processed legal aid cases.  
As it was mentioned before, trainings on the access to justice for stateless persons and persons seeking asylum will be provided in cooperation with the UNHCR.
- Provide an assessment of the programme based on performance indicators as per approved programme document using the template in Section VI, providing clear evidence on the linkages of outputs and outcomes achieved, if applicable.
- Qualitative assessment of overall achievement with reference to the applicable strategic results indicator.

#### **V. Future Work Plan (if applicable)**

- Summarize the projected activities and expenditures for the following reporting period (1 January-31 December 2011), using the lessons learned during the previous reporting period, including outputs that were not achieved in 2011.
  - Indicate any major adjustments in strategies, targets or key outcomes and outputs planned in 2011.
- Since the allocation from UN Country Fund Montenegro was initially planned for early 2011 but the funds were transferred to the UN Country Fund in late 2011 and became operation in January 2012, all information on results achieved after March 2012 will be stated in the next year's report.

## VI. INDICATOR BASED PERFORMANCE ASSESSMENT

	<b>Performance Indicators</b>	<b>Indicator Baselines</b>	<b>Planned Indicator Targets</b>	<b>Achieved Indicator Targets</b>	<b>Reasons for Variance (if any)</b>	<b>Source of Verification</b>
<b>Outcome 1</b> Fostering democratic society that fully respects, protects and fulfils human rights through the rule of law and accountability of the government						
<b>Output 1.1</b> <i>Provision of infrastructure for the two legal aid offices in the country</i>	Indicator 1.1.1 Infrastructure for the legal aid offices provided in two Basic courts in the country	Inadequate infrastructure for the provision of the legal aid services in the Basic courts in the country	Infrastructure for the legal aid offices in two courts provided	Infrastructure for the legal aid offices in the Basic courts in Kotor and Niksic provided		
<b>Output 1.2</b> <i>Creation of the legal aid database in the legal aid offices</i>	Indicator 1.2.1 Legal aid database established	No legal aid database	Legal aid database created in the legal aid office in the Basic Court in Podgorica as a pilot			

<p><b>Output 1.3</b> <i>Training of court presidents, legal aid officers and lawyers on legal aid provision, with the focus on vulnerable groups</i></p>	<p>Indicator 1.3.1 # of persons trained on the legal aid services provision, with the focus on vulnerable groups</p>	<p>No training provided so far on the legal aid provision to stateless persons and persons seeking asylum</p>	<p>Special trainings on provision of legal aid services to stateless persons and persons seeking asylum in Montenegro organized in cooperation with the UNHCR.</p>			
<p><b>Output 1.4</b> <i>Public awareness and information campaign conducted</i></p>	<p>Indicator 1.4.1 Information brochures on the legal aid services provision created and legal aid website updated</p>	<p>Information materials on legal aid non existent</p>	<p>Brochures on the legal aid services provision created, distributed to all the legal aid offices; legal aid website continuously updated</p>	<p>Brochures on the legal aid services provision created, distributed to all the legal aid offices; legal aid website continuously updated</p>		