



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

MONTENEGRO

Capacity Building and Acquis related Activities for Sector Environment & Climate Action



Action summary

The purpose of this Action is to support the transposition, implementation and enforcement of the EU Environmental Acquis, according to the principles arising from the National Environmental Approximation Strategy (NEAS).

This Action will assist Montenegro by contributing to the development of technical capacities for the sound implementation of EU Acquis *for Environment & Climate Action*, providing support for:

- Harmonisation of Montenegrin legislation with the environment acquis, and
- Strengthening the institutional framework and administrative capacities for Planning and Implementation of Environmental Policies.

| Action Identification | |
|---|--|
| Action Programme Title | Annual Action Programme for Montenegro (2016) |
| Action Title | Capacity Building and Acquis related Activities for Sector Environment & Climate Action |
| Action ID | IPA/2016/37896/01/ME/Environment and Climate Action |
| Sector Information | |
| IPA II Sector(s) | Environment and Climate Action |
| DAC Sector | 41010 Environmental policy and administrative management |
| Budget | |
| Total cost | EUR 18 823 530 |
| EU contribution | EUR 16 000 000 |
| Budget line(s) | |
| Management and Implementation | |
| Management mode | Indirect management |
| <i>Indirect management:</i> | Directorate of Public Works (Ministry of Sustainable Development and Tourism) |
| Implementation responsibilities | / |
| Location | |
| Zone benefiting from the action | Montenegro |
| Specific implementation area(s) | / |
| Timeline | |
| Deadline for conclusion of the Financing Agreement with IPA II beneficiary | At the latest by 31 December 2017 |
| Final date for concluding delegation agreements under indirect management | NA |
| 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 checked="" type="checkbox"/> | <input type="checkbox"/> |
| Aid to environment | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" 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 type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Combat desertification | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Climate change mitigation | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Climate change adaptation | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

Country Background

Since 2007, Montenegro has significantly changed its legal and policy framework for the environment and sustainable development. A new package of laws and corresponding secondary legislation has been adopted, and the strategic framework for environment and sustainable development has been further developed. **However, the implementation of legislation lags behind the efforts to improve the legal and policy framework.**

For the sector as a whole, the National Strategy of Sustainable Development of Montenegro prepared in 2007 is a general policy document which specifies diverse environmental needs, not well connected with the individual subsector strategies. A new National Strategy of Sustainable Development is currently under preparation and it is planned to be adopted in 2016. Montenegro has also two development strategies *Development Directions of Montenegro 2015-2018* and *Regional Development Strategy 2014-2020* which emphasise environmental policy as a priority in the overall country development process. Montenegro, in the context of its Development Directions 2013-2016, has identified sustainable growth via environmental protection measures as a national priority.

Environmental and climate action represents one of the most important development priorities for Montenegro, recognised as such in the Constitution of Montenegro. The government development agenda is based on the principles of sustainable development with environmental protection as one of the key policies. The environment sector is also defined as a priority in the Accession Programme of Montenegro 2016-2018 and in the Economic Reform Programme 2015-2017 (ERP).

The **main reference documents** set the framework for this Action: the **National Environmental Approximation Strategy (NEAS)**¹ and the **Regional Development Operational Programme for IPA II 2016-2020**:

- **National Environment Approximation Strategy with Action Plan for Implementation for period 2016-2020 (NEAS).** A final draft has been already prepared and is expected to be officially adopted by the Government in 2016. This document will play an important role setting out a programme of action for fulfilling the obligations in the field of approximation of Montenegrin Environment and Climate Action to the EU environmental acquis. It provides a baseline for the Government to determine the order of actions to be taken each year and it gives indication of the cost for full alignment with the environmental acquis including costs for capacity building, investments and monitoring.
- **IPA II Montenegro Regional Development Operational Programme 2016-2020, together with the Sector Planning Document for Environment & Climate Action,** sets the multiannual framework for IPA Programming until 2020, putting the emphasis on applying a “Sector Approach”. A number of high value-added interventions are integrated into a single Support Programme, where the Regional Development Policy Area cross-cuts the three Sectors (Environment & Climate Action, Transport and Competitiveness & Innovation) for the whole Territory of Montenegro. The RDOP foresees an investment of IPA II funds up to 80.175.000 € for interventions related to acquis, capacity building and physical infrastructure for the three sectors.

Furthermore, in the Environment sector, several subsector strategies have been developed². All of them are in line with the key strategic documents, such as National Strategy for Sustainable Development, and with the requirements which arise from the EU integration process in the field of

¹ National Strategy with Action Plan for transposition, implementation and enforcement of the EU acquis on Environment and Climate Change 2016-2020

² National Biodiversity Strategy 2016-2020, National Strategy for Management of Air Quality 2013-2016, Master plan for removal and waste water treatment at the Montenegrin coast and Master plan for removal and waste water treatment at the central and northern region of Montenegro 2005-2029, National Strategy on Waste Management 2015-2030 and National Waste Management plan 2015-2020, Strategy for Eco remediation 2014-2020, National Strategy for Climate Change 2015-2030, National Strategy for Chemicals Management with the Action Plan 2015-2018, Strategy on Ionizing Radiation Protection, Radiation Safety and Radioactive Waste with Action Plan 2012-2016; National Plan for Implementation of the Stockholm Convention for the period 2014-2021, etc.

environment and climate action, defined in the Pre-accession Economic Programme and the Programme for Accession of Montenegro to the EU 2016-2018.

It has been recognised though that there are some important environmental problems that need to be addressed in order to maintain competitive advantage of the sector, especially in the field of waste and water management.

As regards the EU acquis, Montenegro is at an early stage of alignment. Although it has already transposed a significant share of the acquis in the area of environment, significant challenges remain. In addition to legislative alignment, Montenegro has to build up the administrative capacity, following a cross-cutting plan (not limited to Environment and Climate Action Sector), that will allow to ensure proper implementation and enforcement of EU legislation as well as to meet the obligations arising from the European Integration process. The main weaknesses identified are:

- lack of strategic planning;
- underdeveloped infrastructure;
- lack of systematic integration of environment and climate action in all sectors' policies; and
- lack of systematic financing from the state budget in Environment and Climate Action Sector, especially for capacity building.

Institutional Framework

As regards the administrative structure in this sector, the overall responsibility for the development, management and coordination of environment and climate action policy lies with the **Ministry of Sustainable Development and Tourism (MSDT)**.

In addition, following institutions are included in the sector (see Annex1: Institutional set-up for Environment and Climate Action):

Line Ministries:

- Ministry of Agriculture and Rural Development (MARD), responsible for Water Cycle Management (Water Directorate) and Forest Administration;
- Ministry of Health (MoH) – responsible for drinking water quality and health related advices to the public regarding the air quality issues, as well as management of medical waste.
- Ministry of Interior Affairs (MoI) (Directorate for emergency situations) responsible for Civil Protection.
- Ministry of Economy (MoE) whose competences over industry, market control, energy and energy efficiency, mining and mining waste often intersect with environment protection.
- Ministry of Finance (MoF), responsible for the Public Finances and sharing competencies related to the INSPIRE Directive and with the Real Estate Administration (also responsible for establishing the national geospatial data infrastructure (NGDI)
- Ministry of Justice (MoJ) which is generally in charge of law enforcement, in particular for protection of environment through the criminal law.
- Ministry of Transport and Maritime Affairs (MoTMA) -responsible for establishing indicators, prevention and taking emergency measures in case of marine pollution from vessels, marine fuels, noise action plans for major roads, emissions from cars and vans.
- Directorate of Public Works; performs tasks of capital budget implementation at national level and acts as the Implementing Body for RDOP 2012-13 and IPA AD-2016.

Public Bodies/Agencies:

- Institute for Hydrometeorology and Seismology of Montenegro (IHSM); is a state institution with a wide range of competences in the areas of data collection and research on meteorology, hydrology, environment (air quality and water quality), agro meteorology, climatology, phenology, hydrography, oceanography and marine cartography and seismology.
- Environmental Protection Agency; ensures implementation of Environment and Climate Action. Its mandate includes implementation of strategies, programmes, laws and regulations in the field of environment, implementation of international treaties within its jurisdiction, environmental permitting, EIA, SEA, IPPC licensing, environmental monitoring, keeping

relevant registers and databases, and reporting and coordination of reporting on the state of the environment. The EPA is also responsible for the provision of information to national and international organizations and to the public.

- PC National parks of Montenegro; is responsible for the management, use, protection and development of the five national parks – Biogradska Gora, Durmitor, Lovćen, Prokletije and Skadarsko Jezero (Lake Skadar).
- Institute for Marine Biology – University of Montenegro; is dedicated to Sea research. Is grouped into several linked areas: biological, ecological, taxonomic and hydrographical research of marine life;
- MONSTAT; conducts statistical surveys on forestry, water use and protection against the pollution in industry, irrigation systems, public water system and public sewage, municipal and industrial waste.

Public-owned companies:

- LLC Centre for Eco toxicological research; deals with the analysis of soil, sediments, surface water, groundwater, seawater, wastewater and drinking water, and fish for export, as well as the monitoring of air, ionizing radiation, noise, vibration and radon pollution.
- LLC PROCON; in charge of managing projects, financed by IFIs, on communal services and environmental protection, primarily providing related logistical support to municipalities.
- LLC VODACOM - project implementation body; is a Joint Service and Coordination Company for Water and Waste Water Services for the Montenegrin Coast and the Municipality of Cetinje, established on March 2005, by the Government of the Republic of Montenegro and Municipalities of Bar, Tivat, Herceg Novi, Budva and Kotor.
- Public Enterprise for Coastal Zone Management; is inter alia responsible for monitoring the bathing water quality on beaches, international cooperation and participation in international projects, promotion of environmental protection, participation and cooperation with local municipalities and national agencies in management of protected areas and other environmental issues.

At the local level, *Municipalities* in Montenegro deal with environmental issues like municipal waste management, water supply and waste water treatment by means of Public Utility Companies (ViKs). Additionally, municipalities are in charge of:

- maintaining local registers of polluters and perform EIA and SEA procedures for projects and plans or programmes of local significance;
- promulgation and protection of the protected areas (III regime);
- acoustic zoning and noise mapping for agglomerations;
- construction of infrastructure, obtaining of technical requirements and provision of public utility services in the sectors of water supply, waste water management, communal (municipal) waste management, public lightening, public transportation, etc.

All of these stakeholders are coordinated, from an EU accession negotiation aspect, by the Ministry of Sustainable Development and Tourism through the **Working group** for EU accession negotiations under chapter 27 which was established by the Government on the 17th of January 2013.

Finally, a **National Investment Committee (NIC)** has been set up to coordinate the capital investment activities; the NIC secretariat is provided by the Secretariat for Development Projects. The NIC has reflected the investment priorities for environment in the recently adopted **Single Project Pipeline (SPP)** that will serve as a basis for programming and blending of all available financial sources.

Problem analysis:

Various assessments conducted by the EC (i.e. Chapter 27 Screening Report – 2013; SIGMA 2015 Baseline Measurement on Public Administration Reform (PAR)) and UN bodies (i.e. The Western Balkans Environmental Programme: Review of Policy Integration and Capacity Development Need Assessment Studies – 2009) resulted with the finding that Montenegro faces **important challenges in terms of administrative capacity in this sector**.

The above problem and stakeholders analysis in the Environment and Climate Action Sector in Montenegro are leading to the following general conclusions:

- **Legislative alignment is not completed**, despite the progress made in the last years. The full transposition is planned to be completed by the end of 2018 according to NEAS and its Action Plan. Some challenges with regards to legislative drafting remain. Activities in the European Integration Plan are not clearly prioritised and the information on budgetary requirements is not sufficient to guarantee that they are viable.
- **Weak implementation and enforcement of the Environment and Climate Action**. The level of implementation and enforcement of the legislation and policies is low due to poor economy, low awareness and inadequate institutional capacity.
- **Insufficient administrative capacity** for dealing with all the aspects of environmental management. The high **employee turnover, the reliance on temporary staff and relative lack of expert skills** in the administration hinder proper implementation of sector policies, projects and reforms. Regular training on legislative drafting is not ensured.
- **Insufficient statistical data and monitoring networks** are poorly maintained and lack real time data.
- **Inefficient organisation, poor coordination and communication among institutions responsible** for different aspects of environmental policy setting and implementation. Coordination between central and local government is not on an adequate level having in mind the screening report assessment: a reorganisation of responsibilities between the MSDT and other relevant ministries, institutions, bodies and the local authorities has to be defined according to NEAS.

In general, the following measures have to be undertaken in Montenegro in order to improve the situation with the Environment and Climate Action Sector:

- To complete the legal alignment with the EU acquis on environmental protection and climate action and establish the necessary conditions for its implementation and enforcement.
- To establish a clear institutional framework with clear responsibilities, reporting lines and efficient internal organisation, to build the necessary administrative capacity, including the enforcement system, expertise and inter-institutional coordination.
- To ensure **adequate and sustainable financing of the environment sector, both at central and local level**.

OUTLINE OF IPA II ASSISTANCE

IPA II support will continue focusing on alignment with the EU acquis under Chapter 27 of the accession negotiations, as well as to build up the necessary administrative capacity for its implementation and enforcement. Finally, it is important to support public awareness-raising on issues relevant to environmental protection and climate action.

The **Overall objective** of this Action Document is to support Montenegro's alignment with the EU acquis for Environment and Climate Action.

The **Specific objective** of this Action Document is to support the transposition process and develop the institutional capacity for strategic planning, implementation and enforcement of the Environmental acquis, in line with the National Environmental Approximation Strategy.

This action document will focus on the following Subsectors, according to the National Environmental Approximation Strategy (NEAS):

1. Horizontal (cross-cutting) legislation/issues;
2. Ambient air quality – AAQ;
3. Water management
4. Waste management;
5. Industrial pollution control;
6. Chemicals management;

7. Nature protection;
8. Noise assessment and management in environment and
9. Civil protection.
10. Climate action

The **main results** of this Action Document are the following:

R1: Capacity building: Improved Administrative Capacity for the Environment and Climate Action Sectors.

R2: Environmental and Climate Action EU Acquis Transposition: National legislation aligned with EU acquis for Environment and Climate Action.

R3: Environmental Planning and Policy Design: Project Pipeline, National strategies and Implementation Plans aligned with EU acquis for Environment and Climate Action.

R4: Environmental Implementation and Monitoring: Improved resources for implementing and monitoring Environmental policies.

RELEVANCE WITH THE IPA II INDICATIVE STRATEGY PAPER AND OTHER KEY REFERENCES

As stated in the *EC Enlargement Strategy and Main Challenges 2013-2014 for Montenegro* in the area of environment and climate change, considerable efforts, including more strategic planning, are needed to ensure alignment and implementation of the *acquis*.

The *Montenegro 2015 Progress Report* points out that further efforts are also needed to strengthen administrative capacity and inter institutional cooperation. Resources remain limited and substantial investments are needed.

According to the **Montenegro Indicative Strategy Paper 2014-2020 (ISP)**, the main **results** to be achieved under Environment and Climate Action sector with IPA II support are as follows:

1. National waste management plan prepared in line with the EU requirements; waste collection and management of all waste streams improved (including the necessary physical infrastructure) and recycling rates increased (already prepared);
2. Water management and municipal waste water collection and treatment improved for the most important agglomerations, including physical infrastructure;
3. Strategic framework for adaptation and mitigation of climate change, including disaster risk management, developed and capacity improved.
4. Harmonisation of Montenegrin legislation with the environment and climate change acquis, and strengthening of the institutional framework and administrative capacity to ensure implementation both at central and local government level;
5. Effectively implemented the Environmental Impact Assessment and Strategic Environmental Assessment directives;
6. NATURA 2000 network prepared on the basis of sound scientific data, and implementation has started accordingly;

Montenegro is expected to adopt the new Strategy 2016-2020 on Public Administration Reform which will include a number of horizontal measures including reforms to improve the policy development and coordination system, to build capacities across the public administration and to improve the monitoring and reporting system in line ministries and in the Centre of government institutions (General Secretariat of the Government, Secretariat for Legislation, Ministry of Finance and Ministry of Foreign Affairs and European Integration).

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

In the financial perspective 2007-2013, IPA supported projects in the environment sector in the amount of around EUR 40 million, mainly focused on approximation with environmental *acquis* and infrastructure development in the areas of water and waste management. IPA is currently supporting the development of a *Strategy and Action Plan for the Approximation of Montenegrin Legislation with the EU Environmental acquis* which will result with a *National Environmental Approximation Strategy and Investment Plan*.

The present Action Document will complement the following on going interventions funded by IPA:

- “Strengthening the Capacities for Implementation of the Water Framework Directive” (Action Document IPA 2014. EU contribution EUR 1.9 million) to establish preconditions for preparation of water management and river basin plans are ensured and water monitoring system improved and prepare River Basin Management Plans for Adriatic and Black Sea basin.
- “Strengthening the capacities for air quality management in Montenegro” (Action Document IPA 2014. EU contribution EUR 935.000) for improving implementation (monitoring and reporting) of AQ acquis and CLRTAP/EMEP Protocol.
- “Establishment of Natura 2000 network” (IPA-2012-13. Budget: 2 150 000 EUR), the purpose of which is to carry out all necessary activities for laying the foundations, including extensive field mapping and data gathering, of the future Natura 2000 network in Montenegro, in line with the requirements of the EU Birds and Habitats Directives.

Although IPA assistance was of substantial importance for the improvement in the overall state of environmental protection, the lessons learned that the Government of Montenegro during the 2007-2013 programming period show that:

- **Government strategic planning, project prioritisation and especially project implementation** need to be improved in the future programming period. A horizontal review of the policy development and coordination system is planned and to be implemented in the next two years.
- **Project approach vs Sector Approach:** Sector approach concept has to be internalised for future IPA support, avoiding isolated infrastructure projects, and focusing more on the accession process, building among others the required capacities for a successful implementation of EU acquis.
- Another outstanding issue is related to the **sustainability of projects** having in mind that high employee turnover, reliance on temporary staff and lack of expert skills in the administration hinder proper implementation of policies and projects.
- **Competent authorities** need to be very **proactive in cooperation** with relevant stakeholders at central and local level and to improve inter-sectoral cooperation with other ministries in the programming and implementation of projects financed with the support of IPA. Improved **coordination among stakeholders** will require comprehensive and clear information flows and focus on common understanding of responsibilities, obligations and deadlines.
- Consultation with relevant stakeholders (CSOs, economic operators, etc.) is crucial for the implementation of legislation;
- A clear link between reforms and capacity building initiative in the environment and climate action sectors and the horizontal public administration reforms (PAR Strategy 2016-20) is to be ensured.

2. INTERVENTION LOGIC

LOGICAL FRAMEWORK MATRIX

| OVERALL OBJECTIVE | OBJECTIVELY VERIFIABLE INDICATORS (OVI) | SOURCES OF VERIFICATION | |
|--|--|---|--|
| To support Montenegro's alignment with the EU acquis for Environment and Climate Action. | Progress made towards meeting accession criteria, as assessed by the Montenegro (Progress) Report under Chapter 27 – Environment and Climate Action | Government reports EUD Annual Progress Reports | |
| SPECIFIC OBJECTIVE | OBJECTIVELY VERIFIABLE INDICATORS (OVI) | SOURCES OF VERIFICATION | ASSUMPTIONS |
| To support the alignment process and develop the Institutional Capacity for Strategic Planning, Implementation and Enforcement of Environmental and Climate Action Acquis, in line with the National Environmental Approximation Strategy. | Level of effectiveness of NEAS Action Plans for Transposition and Administrative Capacity (composite indicator), made of: % achievement Activities Plan for Transposition of Legislation, and % achievement Activities Plan for Upgrading Administrative Capacities. | <ul style="list-style-type: none"> NEAS monitoring mechanism | <ul style="list-style-type: none"> Government of Montenegro continues to support reforms in the Environment & Climate Action Sector according to National Environmental Approximation Strategy (NEAS). |
| RESULTS | OBJECTIVELY VERIFIABLE INDICATORS (OVI) | SOURCES OF VERIFICATION | ASSUMPTIONS |
| <p>R1: Capacity building: Improved Administrative Capacity for the Environment and Climate Action Sectors.</p> <p>R2: Environmental and Climate Action EU Acquis Transposition: National legislation aligned with EU acquis for Environment and Climate Action.</p> <p>R3: Environmental and Climate Action Planning and Policy Design: Project Pipeline, National Strategies and Implementation Plans aligned with EU acquis for Environment and Climate Action.</p> <p>R4: Environmental and Climate Action Implementation and Monitoring: Improved resources for implementing and monitoring Environmental and Climate Action policies.</p> | <p>OUTPUT INDICATORS FOR RESULT 1: Number of staff trained. Number of individuals directly benefitting from IPA Environmental Public Awareness Campaigns.</p> <p>OUTPUT INDICATORS FOR RESULT 2: Number of EU Directives/Legal Acts assessed by the Beneficiary as fully transposed to National Legislation, with IPA support.</p> <p>OUTPUT INDICATORS FOR RESULT 3: Number of Directive Specific Implementation Plans prepared. Number of mature projects prepared, ready for public procurement.</p> <p>OUTPUT INDICATORS FOR RESULT 4: Number of fully operational sub-sector monitoring systems, including data collection and reporting. Number of supplies tested and functional.</p> | <ul style="list-style-type: none"> IPA Monitoring Committee Reports. MSDT regular reports Action Document progress reports Service Contract Interim and Final Reports | <ul style="list-style-type: none"> Effective cooperation among the Ministries and local authorities responsible for various aspects of Environmental management. Staffing and funding for institutions for Environmental management according to the corresponding Law. Beneficiaries support the monitoring process. Administrative Procedures for mobilizing IPA support are implemented timely. |

DESCRIPTION OF ACTIVITIES

Activities linked to R1: Capacity building: Improved Administrative Capacity for the Environment and Climate Action Sectors

Activity 1.1. Establishment of a financial mechanism for the functioning of "Eco Fund"

Under this activity, assistance will be provided to support Montenegro to design and set-up an Eco-fund, that would operate on the polluter/user pays principle, gathering revenues from billing/taxation (water, soil, air pollution, waste disposal, fuel, new cars, etc.) and would contribute to the financial sustainability of the Environmental management system. The Eco Fund will follow the rules and principles of budget transparency and accountability, and would use financial mechanisms such as soft loans and guarantees and grants (non-repayable subsidies) to support environmental investments.

An Affordability Study at National and Regional (North/Centre/Coast) level will be carried out so as to provide much needed affordability references and benchmarks; The concepts of "Territorial Solidarity" with uniform tariffs trough out Montenegro, "Maximum Affordable Tariffs" and "Full Cost Recovery Tariffs" will be established clearly as reference parameters for project evaluation and the setting of tariffs.

Activity 1.2. Developing and setting environmental and technical standards and guidelines for Environment & Climate Action Sectors

Environmental and technical standards and guidelines will provide a planning framework and step-by-step guidance on the approaches and specific activities required to ensure the effective and legally compliant implementation of EC Environment and Climate Action for each Sub-sector as well as for the climate action sector. They will provide:

- an introduction to each sub-sector setting out a framework for the implementation of the legislation contained within that particular environmental sub-sector;
- separate fiches containing information and guidance about each legal act presented in the National Legislation and EC's acquis;
- rules and procedures for implementing environment and climate action policies in a given sub-sector, covering licensing and permitting procedures, monitoring, inspection, enforcement, data collection and reporting.

These guidelines will serve as well as training materials for Activity 1.3.

Activity 1.3. Coaching and training activities for environment and climate action legislation

Training Needs Analysis (TNA) for the strengthening of the institutional, management, administrative and technical capacities of beneficiary institutions relevant for the effective and implementation of environment and climate action legislation

Development of Training Program for Capacity Building, including Training Courses, on-the-job training and study visits.

Activity 1.4. Public Awareness

The goal of this activity is to raise public awareness broadly on environmental issues, including:

- production of awareness material about EU and National Environmental and Climate Action Policies.
- information on the Biodiversity in Montenegro
- production of Environmental and Climate Action Education material to be used in schools of Montenegro
- consultation events with Civil Society and economic operators.
- dissemination of the objectives of the EU Environment and Climate Action Policies, securing active participation and cooperation of the Civil Society.
- improve policy dialogue and cooperation between the state and the civil society on environmental policies

This activity will be implemented through Technical Assistance and a Grant Scheme addressing CSOs (Civil Society Organisations);

Activities linked to R2: Environmental and Climate Action EU Acquis Transposition: National legislation aligned with EU acquis for Environment and Climate Action

Activity 2.1. Supporting the EU Acquis Transposition process for environment and climate action legislation

Under this Activity, IPA support will be used for identifying inconsistencies and conflicts in the legislative framework and will support the transposition process for the legislation described by NEAS. However, it is expected that following an “abridge” procedure, many of those legal acts will be adopted before the effective commencement of this Action Document (i.e. using national resources or TAIEX). Consequently, IPA technical assistance will target the remaining pieces of legislation, including second-level legislation (implementing acts) that have not been transposed at the time of start of implementation of this Action. This activity will also be designed as a coaching/training framework to help establish in-house capacity for legislation preparation.

Activities linked to R3: Environment and Climate Action Planning and Policy Design: Project Pipeline, National strategies and Implementation Plans aligned with EU acquis for Environment and Climate Action

Activity 3.1 Preparing Directive Specific Implementation Plans (DSIP)

According to the National Environmental Approximation Strategy and RDOP the list of Directive Specific Implementation Plans will be prepared in cooperation with the relevant institutions and in consultation with the external stakeholders who are likely to be affected by the new Directives, will include as a minimum:

- Directive 2007/2/EC (INSPIRE)

Water Sub-Sector:

- Drinking Water Directive 98/83/EC concerning the quality of water intended for human consumption

Waste Sub-Sector:

- Directive 2011/65/EU (hazardous substances in electrical and electronic equipment - RoHS)
- End-of-Life Vehicles Directive 2000/53/EC
- Directive 2006/21 / EC Mining Waste
- Directive 2000/59/EC (ship-generated waste)

Industrial Pollution:

- Directive 2010/75/EU on industrial emissions (IED) and Directive (EU) 2015/2193 on medium combustion plants (MCP) Directive 2012/18/EU on the control of major-accident hazards involving dangerous substances (SEVESO III)
- Directive 87/217/EEC, Directive 91/692/EEC and Regulation (EC) No 807/2003 (Asbestos)

Activity 3.2. Support to project preparation for environment and climate action sectors

This activity will include:

- Identification, screening and selection of potential projects for financing, based on the Single Project Pipeline methodology for project identification and selection
- Programming documents and financially viable Environmental projects (mainly Water and Waste Sub-sectors) for financing by national funds, IPA II, IFIs and/or other donors, developed and ready for implementation (e.g. feasibility studies, cost-benefit analyses, environmental impact assessments, application forms for major projects, etc.)

- Support to project preparation and design of feasibility studies, cost benefit analyses, environmental impact assessments, as well as all other needed relevant documentation in line with the Law on Planning and Construction and EU best practices.

Activities linked to R4: Environment and Climate Action Implementation and Monitoring: Improved resources for implementing and monitoring Environment and Climate policies

Activity 4.1. Horizontal support to Environment and Climate monitoring and reporting

Provide Technical Assistance for establishing and regulate national EIONET for monitoring and reporting on state of the environment; specific technical assistance will address the EPA as National Focal Point in accordance with the rules of the European network EIONET.

Activity 4.2. Support to Implementation and Monitoring for Air Quality Sub-Sector

Complementing IPA-2014 AD, it is necessary to support Air Quality Sub-Sector in the following topics:

- Further support for ambient air co-ordination and quality monitoring and assessment programme.
- It is necessary to strengthen technical capacity of the EPA by providing Technical Assistance on mathematical modelling

Activity 4.3. Support to Implementation and Monitoring of Water Management

Sub-Activity 4.3.1: Preparation of Action programs and measures to limit the land application of all nitrogen fertilizers and monitoring, in respect of designated vulnerable zones

- Analysis of available data and environmental condition and identification of zones vulnerable to nitrate pollution
- Preparation of Action Plans. Implementation of the measures, Monitoring and Reporting.

Sub-Activity 4.3.2: Preparation of flood hazard and flood risk maps, flood risk management plans in order to reduce the risk of flood damage

- Analysis of the existing infrastructure for protection against floods
- Preparation of the preliminary flood risk assessment
- Designing Hazard Maps and Flood Risk Map
- Preparation and publication of Flood Risk Management Plans.

Sub-Activity 4.3.3: Assessment, monitoring and classification of the bathing water quality, and preparation of the management plans with measures to preserve, protect and improve the bathing water quality

- Assessment and classification of bathing water quality
- Establishment of the profile of bathing waters.
- Improvement of monitoring and reporting.
- Supply of equipment.

Sub-Activity 4.3.4: Development of the Marine Strategy for protection and preservation of marine environment, and promoting sustainable use of seas and concerned marine environment

- Initial assessment of the current situation
- Determination of good environmental status of marine and coastal environment (GES).
- Development of Action Programmes
- Development of Marine Strategy
- Putting the program in force
- Improvement of monitoring and reporting.
- Updating, reports and public information
- Supply of equipment.

Sub-Activity 4.3.5: Improvement of water monitoring capacities by procurement of equipment

- Assessing the need for equipment
- Preparation of Tender Dossier for supply of equipment
- Supply, installation and testing of the equipment.

Activity 4.4. Support to Implementation and Monitoring of Waste Management

- Support in implementation of waste management policy (Support to municipal source separation development and implementation; Support to municipal recycling schemes development; Public awareness campaign to support source separation etc.).
- Analysis of implementation of the NMWP 2015-2020, review of local waste management plans taking into account the most recent national policy and development of the National Waste management plan for the period 2021-2025 with the investment and financing plan based on the DSIPs.
- Revision of waste management financing system to ensure cost recovery and sufficient resources for implementation of waste management plans (local) - Support for the preparation of local tariff systems.
- Support in further implementation of the integrated waste management systems to provide the services to contribute to compliance with the most demanding EU directives in this area including but not limited to the Waste Framework Directive, the Landfill Directive and the Packaging and Packaging Waste Directive.
- Support to Waste management monitoring and reporting: establish and regulate the national system for Waste Management monitoring and reporting, providing (strengthen) appropriate technical assistance at the EPA and MSDT
- Support to issuing licences/permits; Support for strengthening the management and control mechanisms for issuing licences or permits related to waste management
- Improvement of the implementation and monitoring capacities for waste management by procurement of equipment: technical specifications and supply, installation and testing of the equipment.

Activity 4.5. Support to establish the Register for Industrial pollution control

Sub-Activity 4.5.1. Establish National Register for Industrial pollution control

Sub-Activity 4.5.2. Supporting capabilities for control and monitoring of Industrial pollution

Activity 4.6. Support to establish the National Helpdesk and Register on Chemicals

Sub-Activity 4.6.1. Support to establish the National Helpdesk and register on Chemicals

Sub-Activity 4.6.2. Support to implementation of Chemicals Management Acquis

Activity 4.7. Supporting to the Implementation, Data Collection and Reporting for Nature Protection

Sub-Activity 4.7.1. Supporting Nature protection management. Technical assistance will be required for:

- Development of additional guidance to the different institutions involved in nature protection
- Policy refinement and decision making, particularly in cases of overriding public interest or safety
- Setting targets for full compliance with the directives and ensure that sites are selected and protected in accordance with the requirements of the directives
- Complete the designation of Qualifying Sites and Species, according to the Habitats Directive and the Wild Birds Directive and definition of the requirements related to the management of sites
- Introduction of complementary management practices to protect sites and species.

Sub-Activity 4.7.2. Supporting Data Collection and Reporting for Nature protection

- Support to the administrative structure to fulfil with the obligations to monitor Nature Protection and to report to the Commission on the progress in implementation and the degree of compliance achieved for nature protection.

Activity 4.8. Support to Implementation and Monitoring for Environment Noise Sub-Sector

Sub-Activity 4.8.1. Support to the elaboration of Strategic Noise Maps

Sub-Activity 4.8.2. Support to Monitoring and reporting Activities for Noise legislation.

Activity 4.9. Support to the implementation of the European Civil Protection Mechanism

Contribute to the national capabilities to develop effective, coherent and EU oriented national systems for disaster loss data collection, risk assessment and mapping, and to ensure their approximation and integration into the Union Civil Protection Mechanism:

- To improve and further develop national systems for disaster loss data collection based on the EU guidelines and good practices; to establish modalities for regional data sharing and linkages to European or global disaster loss databases
- To improve and further develop national risk assessments following EU guidelines and good practices
- To improve and further develop national risk mapping.
- Supply of equipment for Civil Protection.

Activity 4.10. Support to Implementation and Monitoring of Climate Action Acquis

- Sub-Activity 4.10.1. Climate Change Adaptation Strategy.
- Sub-Activity 4.10.2. Greenhouse Gas Monitoring and Reporting
- Sub-Activity 4.10.3. Establish the system for the correct implementation of the ETS Acquis.

RISKS

The risks which may affect the successful execution of the project are as follows:

| Risks | Likelihood | Mitigation factors |
|--|------------|---|
| Lack of adequate number and quality staffing | High | The new National Strategy for Sustainable Development until 2030 foresees sufficient resources for Environment. Take advantage of the future PAR programme by identifying shortage and put in place corrective measures |
| Lack of sufficient coordination between all parties involved in the project that could result in delays and poor implementation of the activities | High | The Action Plan for Administrative Capacities Development for implementing Environment and Climate Action, proposed by NEAS will tackle this issue. |
| Transposition of the EU legislation is not fully considered as a priority in the next years which may cause delays with the implementation of some activities | Low | NEAS proposes a time frame for EU Acquis transposition that should be respected. |
| Need to reduce public debt may affect measures to strengthen administrative capacities in key institutions, especially in terms of staffing | Medium | Government of Montenegro should work on staff retention and improving technical skills based on designed training programmes through the Programme. Level of capacity of absorption should be tracked based on past experience in order to design feasible and sustainable programmes |

CONDITIONS FOR IMPLEMENTATION

This action comes to support Montenegro in the process of aligning to and implementing the EU legislation on environmental protection and climate action. For this purpose, Montenegro has prepared a National Environment Approximation Strategy (NEAS), the implementation of which will be supported through this Action. Therefore, the adoption by the Government of the NEAS and the start of its implementation are pre-conditions necessary for implementing this action.

The Action Plan for full transposition of the EU legislation in the Environment and Climate Action sectors, included in the NEAS, has to be completed in line with the timing foreseen, as the transposed legislation forms the basis for further implementation. Delay with the transposition would consequently delay the implementation of the different Sub-Sector Strategies.

Montenegro will undertake to ensure that the conditions underlying this Action are met throughout the implementation of the action:

- Institutional adjustment measures included in the NEAS Action Plan are implemented and increased financial resources from the state budget are allocated to the Environment sector (for staffing, monitoring, inspections, etc.).
- The outputs delivered through past projects in this field are in place and utilised, including the adoption of the Waste Management Plan 2015-2020;
- Costs of maintenance and operation for new institutions and equipment, as well as salaries of new staff are envisaged and budgeted;
- Legal and institutional proposals and results of the projects are implemented in a consequent manner;

3. IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

At the operational level, the Ministry of Sustainable Development and Tourism will have the overall coordination and reporting role over the implementation of the Action, while other relevant bodies and departments will be responsible to participate in the project activities for which they are responsible/collaborators. These are primarily:

| Activities | Leading Institution | Institutions participating | End Recipient for Supplies ³ |
|---|---------------------|----------------------------------|---|
| Activities linked to R1: Capacity building: | | | |
| Activity 1.1. Establishment of a financial mechanism for the functioning of "Eco Fund" | MSDT | MARD, Munic, MoF., | |
| Activity 1.2. Developing and setting environmental technical standards and guidelines for Environment & Climate | MSDT | MARD, EPA, MoH, MoI, MoTMA, MoE. | |

³ ³ End-Recipient of Assistance: any public (centralized/decentralized) body/unit/department of a Ministry of other institution part of the national administration or non-governmental organization that is responsible for initiating and implementing the project on which behalf the Contracting Authority concludes a contract with a supplier of goods, services, works or benefiting from the IPA assistance. They will receive institution building assistance, equipment or psychical assets, necessary to achieve intended project results and will retain ownership of results.

| | | | |
|--|------|---|-------------|
| Action Sector. | | | |
| Activity 1.3. Coaching and training activities for Environment and Climate Action. | MSDT | MARD, Munic., EPA, PROCON, MoH, MoI, MoF, MoJ, MoTMA, NatPk, AIA, PECZM, IHSM, IPH, HRMA. | |
| Activity 1.4. Public Awareness | MSDT | MARD, Munic. NatPc | |
| Activities linked to R2: Environmental and Climate Action EU Acquis Transposition: | | | |
| Activity 2.1. Supporting the EU Acquis Transposition process for Environment and Climate Action. | MSDT | MARD, EPA, MoH, MoI, MoF, MoJ, MoTMA | |
| Activities linked to R3: Environmental Planning and Policy Design: | | | |
| Activity 3.1 Preparing Directive Specific Implementation Plans (DSIP). | MSDT | MARD | |
| Activity 3.2. Support to project preparation for Environment and Climate Action Sector. | MSDT | MARD, Munic. PROCON. | |
| Activities linked to R4: Environmental Implementation and Monitoring: | | | |
| Activity 4.1. Horizontal support to Environmental monitoring and reporting. | MSDT | MARD, Munic., EPA, MoH, MoI, MoF, MoJ, MoTMA, NatPk, AIA, PECZM, IHSM | |
| Activity 4.2. Support to Implementation and Monitoring for Air Quality Sub-Sector. | MSDT | Munic., EPA, MoH, IHSM | EPA |
| Activity 4.3. Support to Implementation and Monitoring of Water Management. | MARD | MSDT, Munic., EPA, MoH, MoI, MoTMA, PECZM, IHSM, IMB | IHSM, MSDT |
| Activity 4.4. Support to Implementation and Monitoring of Waste Management. | MSDT | Munic., EPA, IHSM | MSDT, Munic |
| Activity 4.5. Support to establish the Register for Industrial pollution control. | MSDT | Munic., EPA, IHSM | N.a. |
| Activity 4.6. Support to establish the National Helpdesk and Register on Chemicals. | MSDT | Munic., EPA, IHSM | N.a. |
| Activity 4.7. Supporting to the Implementation, Data Collection and Reporting for Nature Protection. | MSDT | MARD, Munic., EPA, NatPk, IHSM | N.a. |
| Activity 4.8. Support to Implementation and Monitoring for Environment Noise Sub-Sector. | MSDT | Munic., EPA, IHSM | EPA |
| Activity 4.9. Support to the implementation of the European Civil Protection Mechanism. | MoI | MSDT, MARD, Munic. MoJ, MoTMA | MoI |
| Activity 4.10. Support to Implementation and Monitoring of Climate Action Acquis. | MSDT | MARD, Munic., EPA. | N.a. |

The Directorate of Public Works (DPW), within Ministry of Sustainable Development and Tourism, acting as the Implementing Agency under IPA will bear the sole responsibility for the proper implementation of all contracts in line with the relevant contractual provisions and the requirements governing the indirect management of EU assistance. The Project Implementation Unit (PIU) of the

Ministry of Sustainable Development and Tourism will provide support to the DPW whereby ensuring the proper technical implementation of the contract activities. In this regard, the DPW and the PIU will closely cooperate throughout the contracts implementation process.

Having such a broad variety of institutions in this sector, the approach of having most of them involved in the implementation of a single project will presume inter-institutional cooperation, as well as integral approach in the harmonization and implementation of the EU acquis.

A Steering Committee (SC) will be established to review the Action progress, comprising of representatives of PIU of the Ministry of Sustainable Development and Tourism, beneficiary institutions, DPW, NIC Secretariat and NIPAC Office. The EU Delegation to Montenegro will attend as Observer. The SC may invite other organisations, in particular Civil Society Organisations (CSOs) to attend meetings in cases where this will bring added value to discussion, direction and outcomes of the Action. Representatives of the other key stakeholders may also be invited to attend SC meetings.

Implementation monitoring will be performed in order to obtain information on progress achieved and collect data required to prepare relevant reports for the National IPA Coordinator (NIPAC) Office and the DPW, providing advices to contribute to tackle any issues and possible mistakes which could endanger the successful completion of the implementation. The major tools of the PIU for performing monitoring are: monitoring visits, participation in the regular progress meetings, participation in the Steering Committees meetings, review of regular progress reports and participation at on-the-spot checks, carried out by the DPW. Regular reports (inception, mission and monthly progress reports) will be prepared.

Aside of necessary human resources, the Ministry of Sustainable Development and Tourism will provide necessary facilitation of cooperation with other governmental services at central and local level.

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

Implementation will be carried out in indirect management mode. Co-financing in the adequate amount (15%) will be provided by the Government of Montenegro. The Contracting Authority will be the DPW. The Action will be implemented through Service and Supply Contracts, Twinning and Grants to Civil Society Organisations. Supply Contracts may be divided on 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, any 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.

Monitoring of the Action outcomes will be provided by the **Steering Committee** to be established at the very beginning of the Action, composed of high level representatives from relevant institutions.

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.

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 will be 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 | Baseline (2015) | Target 2020 | Final Target (2021) | Source of information |
|---|-----------------|-------------------------------|-------------------------------|---|
| OUTCOME INDICATOR: | | | | |
| Level of effectiveness of NEAS Action Plans for Transposition and Administrative Capacity (COMPOSITE INDICATOR), made of: % achievement Activities Plan for Transposition of Legislation, and % achievement Activities Plan for Upgrading Administrative Capacities). | 0% | 100% | 100% | NEAS monitoring mechanism |
| OUTPUT INDICATORS: | | | | |
| OUTPUT INDICATORS FOR RESULT 1: | | | | <ul style="list-style-type: none"> • IPA Monitoring Committee Reports. • MSDT regular reports • Action Document progress reports • Service Contract Interim and Final Reports |
| Number of staff trained. | 0 | 227 (F:114/M:113) | 227 (F:114/M:113) | |
| Number of individuals directly benefitting from IPA Environmental Public Awareness Campaigns. | 0 | 75.000 (F:35.000/M:35.000) | 75.000 (F:35.000/M:35.000) | |
| OUTPUT INDICATORS FOR RESULT 2: | | | | |
| Number of EU legal acts effectively transposed to National Legislation with IPA support. | 13 | 121 | 121 | |
| OUTPUT INDICATORS FOR RESULT 3: | | | | |
| Number of Directive Specific Implementation Plans prepared. | 0 | 10 | 10 | |
| Number of Mature Projects prepared, ready for Public Procurement. | 0 | 12 | 12 | |
| OUTPUT INDICATORS FOR RESULT 4: | | | | |
| Number of fully operational Sub-Sector monitoring systems, including data collection and reporting. | 0 | 10 | 10 | |
| Number of supplies tested and functional. | 0 | 10 | 10 | |

5. SECTOR APPROACH ASSESSMENT

The Environment and Climate Action sector is on the way to adopt the Sector Approach as evidenced through a number of on-going activities e.g. development of strategies will contribute to further shift towards the sector approach. Overall, the Environment and Climate Action sector **has been improving in terms of sector approach but still requires some gaps to be covered**. Next Programming period, 2016-2020, represents an opportunity to fill in those gaps in order to move towards a more consistent, coherent and coordinated Environment and Climate Action sector policy.

National sector policy and strategy:

Overall, Montenegro's **legislation is partially aligned with the acquis covered by chapter 27 (Environment and Climate Action), but implementation and enforcement are at an early stage**. Upon Montenegro's accession to the EU, the application and enforcement of the acquis on environment and climate action will need to be ensured. There is a **substantial amount of work to be undertaken as regards the transposition of legislation and the establishment of the necessary administrative and control capacities required by the acquis**.

National Environmental Approximation Strategy (first draft prepared) will play an important role setting out a programme of action for fulfilling the obligations in the field of approximation of Montenegrin Environment and Climate Action to the EU environmental acquis. It will provide a baseline for the Government to determine the order of actions to be taken each year and it will give indication of cost for full alignment with environmental acquis including costs for capacity building, investments and monitoring.

Montenegro lacks a National Environmental Investment Plan; however, sub-sector strategies are well developed or are being revised/drafted, and they include the estimations in terms of investments for their implementation. As the costs of alignment with the environmental and climate acquis will be high, Montenegro needs to ensure adequate financial resources and coherence between the availability of financial resources and the timetable for legislative alignment and implementation. Montenegro should be in a position to complete the legislative alignment by the date of accession.

Institutional leadership

In general, the **institutions responsible for Environment and Climate Action Policy development, implementation and enforcement are in place, but need to be strengthened considerably**. The administrative capacities and staffing levels for environmental issues are low, both at national and local level and across the entire environment and climate action sector. Reliance on temporary staff and trainees, high turnover of staff as well as limited financial resources in the relevant ministries, Environmental Protection Agency (EPA) and Administration of Inspection Affairs (AIA) remain issues of concern, especially in relation to the overall capacity of these institutions to ensure the effective implementation and enforcement of the acquis.

Substantial efforts are needed to consolidate administrative capacity for Environment and Climate Action Sector. Montenegro needs to ensure adequate staff number, training and equipment and overall coherence between its plans for alignment and the timetable for the reinforcement of its capacity. A precise **division of responsibilities** between the most relevant ministries (MSDT, MARD, the Ministry of Health, Ministry of Economy, Ministry of Interior, the Ministry of Labour and Social Welfare, the Ministry of Transportation and Maritime Affairs and Ministry of Finance) and other relevant institutions, (like the EPA, the Inspection Directorate, etc.,) and the local authorities needs to be better defined and more effective coordination between these institutions is required.

Sector and donor coordination

Sector and donor coordination mechanisms are in place but it is necessary to reinforce their capacities for an effective internal (within the institutions conforming the Environment and Climate Action Sector) and external (with other donors) coordination.

At the operational level, the main sectoral coordination mechanism is the EU accession negotiation group for chapter 27 which is established by the Government and consists of 61 members representing

state authorities, universities, NGOs, Labour unions, Union of Employers. In parallel the sector working group for programming of IPA 2014-2020 perspective is established. In short/medium term, the internal capacities of the representatives of the Environment Sector Working Group should be consolidated in terms of guidance and preparation of the Programming and strategic planning

At the national level, the overarching coordination body is the National Council for Sustainable Development (NCSD). The sector Donor coordination within the field of environment takes place a few times per year. Donor coordination is managed at central level by the new recently created General Directorate for Economic Diplomacy and Cultural Cooperation of the MFAEI. In addition, the database for infrastructure projects should be primarily built up upon the list of single project pipeline defined by the NIC through the WBIF.

6. CROSS-CUTTING ISSUES

GENDER MAINSTREAMING

National Strategy for Sustainable Development until 2030 (NSSD) refers not only to the Environment and the Economy, but also to the human resources and social capital which should allow for prosperous development.

The Action Plan of the National Strategy, in the context of the Thematic Area Nr. 2. “Social Resources” includes the measure 2.1.2. “Eliminate gender discrimination” according to the following sub-measures (among others):

- Eliminate any forms of discrimination against women
- Recognize and appreciate women’s unpaid care and household tasks through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility in the household and family
- Ensure full and effective participation of women and equal opportunities for leadership at all levels of decision-making in the political, economic and public life
- Undertake reforms to give women equal rights to economic resources, including access to ownership and control over land and other forms of property, financial services, heritage and natural resources.

This Action Document will contribute to the Thematic Area Nr. 2. “Social Resources” of the National Strategy for Sustainable Development until 2030, putting equal opportunities between men and women as an integral part of its design, implementation, monitoring and evaluation. Responsibility for implementing the mainstreaming strategy will be system-wide, and will rest at the highest levels within the different stakeholders involved in the implementation of this Action Document. Gender mainstreaming strategy will include:

- Adequate accountability mechanisms for monitoring: Special emphasis was given by NSSD to the Index of gender inequality (GII), which is defined as one of the nine selected complex indicators monitoring trends of sustainability. This indicator monitors the gender (in) equality in terms of social development. Since 2010, the GII is part of the United Nations Global Human Development Report. This indicator shows important gender disparities in Montenegro.
- The initial identification of issues and problems across all areas of activity should be such that gender differences and disparities can be diagnosed.
- Gender analysis should always be carried out. Some environmental problems affect in different ways to Men and Women in Montenegro: i.e. access to tap water for daily activities, health risks associated to waste water or urban waste, different employment opportunities for Environmental management, etc.
- Clear political will and allocation of adequate resources for mainstreaming will allow translating the concept into practice.
- Broaden women's equitable participation at all levels of decision-making, especially during the consultation process.

EQUAL OPPORTUNITIES

The Montenegrin Constitution guarantees equal treatment for all the citizens. Activities financed under this AD will thus be implemented by complying with the principles of preventing all forms of discrimination, and promoting gender equality. Based on the fundamental principles of promoting equality and combating discrimination, participation in the Action will be guaranteed on the basis of equal access regardless of sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation. All contractors shall be requested to provide monitoring data recording the participation of men and women in terms of expert inputs (in days), as a proof of equal participation of men and women during the implementation phase.

MINORITIES AND VULNERABLE GROUPS

Considering the fact that this Action for Environment and Climate Action will deal with environmental issues targeting a general improvement of the key sub-sectors, its outcomes will be beneficial to all citizens' especially national minority and underprivileged social groups, having in mind that these groups often live in areas where solving environmental problems is one of the top priorities. Further improvements in environmental protection (air, water, waste, nature) and management will assist in poverty reduction, and increase the potential for economic activity

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

The various coordination mechanisms for external assistance, particularly the sector-based coordination group, have ensured that all the central-level stakeholders have been consulted on this Action. Likewise, all the primary stakeholders have been consulted during formulation of the intervention and will participate in the implementation both as direct beneficiaries and as members of the Steering Committee. Representatives of non-governmental organizations and civil society will be consulted and involved in the implementation of the Action and in the adoption of new Directives and policy documents.

In order to facilitate the dialogue and cooperation with Civil Society in Montenegro, two strategic documents have been adopted: Strategy for the development of NGO 2014-2016 along with its Action plan as well as Strategy for cooperation between Government of Montenegro and non-governmental organizations. Two decrees that legally regulate Civil Society Organisations (CSO) participation in decision-making process have been adopted. CSOs representatives are members of working groups as part of accession negotiations with the EU: Environmental NGO's, Chambers of Commerce, Unions and Employer's Unions, Union of Municipalities, Universities, etc.

Representatives of non-governmental organizations and civil society will be consulted and involved in the future steps for the implementation processes: they will be consulted and invited to actively take part in the different consultation events foreseen during the implementation of the AD, see Activity 1.4. Public Awareness. Furthermore, representatives of the different key stakeholders, including CSO's may also be invited to attend Steering Committee meetings (see the Implementation Arrangements for the Action Document), and consequently will be involved in the monitoring, evaluation and decision-making process.

ENVIRONMENT AND CLIMATE ACTION (AND IF RELEVANT DISASTER RESILIENCE)

The Action directly relates to environment and climate issues at the national and local levels. It will improve the technical capacities and quality of information necessary for the further progress in the implementation of EU legislation and thus directly contribute to improved environmental protection and climate action. Most of the activities foreseen under this Action Document are relevant for EU Climate Action Policy:

| Activities | Links to Climate Action | Relevance for Climate Action |
|--|--------------------------------|-------------------------------------|
| Activities linked to R1: Capacity building: | | |

| | | |
|--|---|------|
| Activity 1.1. Establishment of a financial mechanism for the functioning of "Eco Fund" | Adequate Financing is a pre-condition for successful implementation of Climate Action policies. | ✓ |
| Activity 1.2. Developing and setting environmental technical standards and guidelines for Environment & Climate Action Sector. | Guidelines for Climate Action Policy will be prepared | ✓ |
| Activity 1.3. Coaching and training activities for Environment and Climate Action. | Capacity building will address Climate Action from a transversal point of view, promoting its mainstreaming in all Environment Sub-sectors. | ✓ |
| Activity 1.4. Public Awareness | Public Awareness on Climate Action will be an important driving force for the Campaign planned in this activity | ✓ |
| Activities linked to R2: Environment And Climate Action EU Acquis Transposition: | | |
| Activity 2.1. Supporting the EU Acquis Transposition process for Environment and Climate Action. | EU Acquis for Climate Action will be part of part of this activity. | ✓ |
| Activities linked to R3: Environmental Planning and Policy Design: | | |
| Activity 3.1 Preparing Directive Specific Implementation Plans (DSIP). | DSIP for Climate Action Acquis can be prepared if deemed necessary. | ✓ |
| Activity 3.2. Support to project preparation for Environment and Climate Action Sector. | Projects for Climate Change Adaptation or Mitigation are eligible under this activity | ✓ |
| Activities linked to R4: Environmental Implementation and Monitoring: | | |
| Activity 4.1. Horizontal support to Environmental monitoring and reporting. | Horizontal support for monitoring and reporting includes Climate Action Sector | ✓ |
| Activity 4.2. Support to Implementation and Monitoring for Air Quality Sub-Sector. | Air Quality and Climate Action are closely linked. Conventional air pollutants can also contribute to climate change). | ✓ |
| Activity 4.3. Support to Implementation and Monitoring of Water Management. | Climate Change Adaptation (disasters resilience) policy will be an integral part of water management (flood risk prevention, seasonal shortages of supply, etc.). From the Mitigation point of view, water and energy will be an important topic, trying to reduce GHG emissions for water management. | ✓ |
| Activity 4.4. Support to Implementation and Monitoring of Waste Management. | Adequate Waste Management will have a positive impact, reducing GHG emissions. | ✓ |
| Activity 4.5. Support to establish the Register for Industrial pollution control. | Industrial installations account for a considerable share of total emissions of key atmospheric pollutants and also have other important environmental impacts, including emissions of GHG and the use of energy. | ✓ |
| Activity 4.6. Support to establish the National Helpdesk and Register on Chemicals. | | N.A. |
| Activity 4.7. Supporting to the Implementation, Data Collection and Reporting for Nature Protection. | Climate Action and Nature Protection are closely coupled, especially for sensitive areas as it could be most of the territory of Montenegro. | ✓ |
| Activity 4.8. Support to Implementation and Monitoring for Environment Noise Sub- | | N.A. |

| | | |
|---|---|---|
| Sector. | | |
| Activity 4.9. Support to the implementation of the European Civil Protection Mechanism. | Adaptation to Climate Change, especially regarding disasters risk prevention is at the core of this activity. | ✓ |
| Activity 4.10. Support to Implementation and Monitoring of Climate Action Acquis. | This activity will support Montenegro to fulfil their Monitoring and Reporting obligations according to EU Acquis and UNFCC | ✓ |

Climate action relevant budget allocation: EUR 5.795.558,82 (30,79 % of the total Budget) including National Co-financing.

7. SUSTAINABILITY

Montenegro has a responsibility to ensure the outputs of this action are fully used and allocates the necessary resources to ensure the sustainability of the action.

The harmonisation of the legal framework with the EU acquis and the establishment of the institutional mechanisms and administrative capacity for implementation represent the prerequisites for the full enforcement of the transposed legislation. Investment in IT and monitoring equipment will strengthen and modernize monitoring systems having impact on the quality of the monitoring results and improving capacity to implement policy and enforce regulations in a more uniform manner across the country. Montenegro will allocate the necessary resources for the implementation of the acquis, as well as the maintenance and operation of the equipment purchased.

Sustainability of the investment is guaranteed by technical and financial capacity of the beneficiary responsible for its operation and maintenance. Cost-Benefit analysis will be carried out for major projects, in order to assess their Economic and Financial sustainability. Affordability analysis is an aspect to improve for the future Programming period; in some cases, is not well estimated the end user's capacity to afford paying the important operation plus amortization costs for some Environmental Infrastructure; this comment is especially relevant for Waste Water and Urban Waste management infrastructure. Related to above mentioned, Activity 1.2 Establishment of a financial mechanism for the functioning of "Eco Fund" will be of utmost importance for guaranteeing financial sustainability of Environmental Infrastructure.

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 the responsibility of the beneficiary, and shall be funded from the amounts allocated to the Action (See Activity 1.4 Public Awareness).

All necessary measures will be taken to publicise the fact that the Action has received funding from the EU in line with the Communication and Visibility Manual for EU External Actions, and additional Visibility Guidelines developed by the European Commission as the case may be.

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/programme 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.

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. Visibility actions should also promote transparency and accountability on the use of funds.

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.

Annex1: Institutional set-up for Environment and Climate Action

Institutional Framework

As regards the administrative structure in this sector, the overall responsibility for the development, management and coordination of environment and climate action policy lies with the **Ministry of Sustainable Development and Tourism**.

In addition, following institutions that are under administrative jurisdiction or supervision of the Ministry of Sustainable Development and Tourism are included in the sector:

Line Ministries:

- ***The Ministry of Agriculture and Rural Development*** has responsibilities for: the management, use and protection of water resources; protection from adverse effects of water; protection of water against pollution; water supply in rural communities; conservation and management of forests; hunting; food safety; and application of modern technology in agriculture. The Ministry not only deals with policy development on these issues but also supervises the authorities responsible for implementation, which are part of the Ministry. In particular, the Phytosanitary Administration is responsible for plant variety protection, food safety and GMOs. The Veterinary Administration is in charge of veterinary control. The Forestry Administration deals with the tasks of forest management and protection of forests from illegal logging, poaching and fire. The Water Administration is responsible for water use and allocation, including integrated water resources management, flood control, water use fees and development of the water information system.
- ***The Ministry of Economy*** is in charge of regional development policy, energy policy, energy efficiency, exploitation of mineral resources and other raw materials, geological research, and hydrocarbon exploration and production activities.
- ***The Ministry of Health*** carries out tasks related to toxic substances transportation, protection of the population from infectious diseases, drinking water quality and medical waste management. Monitoring and processing of water quality data for all public water supply systems is carried out by the Institute for Public Health (IPH) in cooperation with hygiene epidemiology services and the CETI.
- ***Ministry of Transport and Maritime Affairs*** has relevant competences related to the prevention of and response to marine pollution from vessels, and transportation of hazardous materials by air, water and rail. The Maritime Safety Authority is responsible for collecting hydrographic, oceanographic and meteorological data (Note: Hydrographic Activity Act ("Off. Gazette of Montenegro", no. 26/10 of 07.05.2010) regulates the manner of carrying out hydrographic activities).
- ***The Ministry of the Interior*** is responsible for risk management and civil protection and rescue in the event of natural and technological disasters and other emergency situations, as well as emergencies with regard to radiation safety. The Ministry of Interior is also responsible for coordination and management of upcoming Public Administration Reform Strategy 2016-20 which includes horizontal functional and organisational review of the public administration.
- ***Ministry of Finance*** sharing competencies related to the INSPIRE Directive and with the Real Estate Administration (also responsible for establishing the national geospatial data infrastructure (NGDI)) and for reviewing fiscal impact assessments of new legislation.
- ***Ministry of Justice*** is generally in charge of law enforcement, in particular for protection of environment through the criminal law.

- **The General Secretariat of the Government (GSG)** is responsible for steering and coordinating policy development, for assessing the quality of policy contents and for ensuring coherence between sector strategies among themselves and with the Government central planning policies.
- **Directorate of Public Works** - performs tasks of capital budget implementation at national level and acts as the Implementing Body which bears final responsibility for tendering of contracts, launch of call for proposals and the award of contracts and grants under the decentralized implementation system for IPA.,

Public Bodies/Agencies:

- **Institute of Hydrometeorology and Seismology of Montenegro (IHSM)**; has a wide range of competences in the areas of data collection and research on meteorology, hydrology, environment (air quality and water quality in sense of surface and underground water quality, agro meteorology, climatology, phenology, hydrography, oceanography and marine cartography and seismology. In addition to providing data and analyses to relevant authorities and stakeholders, it also prepares weather forecasts. Reports Administratively to MSDT. Sources of Finance: State Budget.
- **Environmental Protection Agency (EPA)** ensures implementation of Environment and Climate action. Its mandate includes implementation of strategies, programmes, laws and regulations in the field of environment, implementation of international treaties within its jurisdiction, environmental permitting, EIA, SEA, IPPC licensing, environmental monitoring, keeping relevant registers and databases, and reporting and coordination of reporting on the state of the environment. The EPA is also responsible for the provision of information to national and international organizations and to the public. Reports Administratively to MSDT. Sources of Finance: State Budget.
- **PC National parks of Montenegro** is responsible for the management, use, protection and development of the five national parks – Biogradska Gora, Durmitor, Lovćen, Prokletije and Skadarsko Jezero (Lake Skadar). The Director and the Management Board are appointed by the Government upon the proposal of the Ministry of Sustainable Development and Tourism. Each national park has a director, a protection department (employing rangers), a department for sanitary issues and an administrative department. Reports Administratively to MSDT. Sources of Finance: State Budget plus visitors fees & merchandising.
- **Institute for Marine Biology – University of Montenegro** dedicated to the research of the sea, is grouped into several linked areas: biological, ecological, taxonomic and hydrographical research of marine life; population dynamics and suggestions for rational exploitation of the economically important species of fish, crustaceans, and cephalopods; neurophysiologic research on marine organisms; research and protection of flora and fauna as well as the hydrographical properties of the Boka Kotorska bay; advancement of the marine fisheries and aquaculture and dealing with the artificial fertilisation of certain economically important species of marine organisms; oceanographic research of the south Adriatic; preservation and advancement of the environment in the south Adriatic area (Montenegrin littoral). Reports Administratively to MSDT. Sources of Finance: State Budget.
- **The Administration for Inspection Affairs (AIA)** was established in 2012, bringing together all inspections that were previously subordinated to the line ministries. Within the Administration, two departments are specifically responsible for environment-related inspections. The Department of Environment and Spatial Planning is in charge of, among other matters, environmental inspection, geodetic inspection and water inspection. The Department of Health and Safety of Humans, Animals and Plants is in charge of, among other matters, health and sanitary inspection, veterinary inspection, phytosanitary inspection, sea fisheries inspection and forestry inspection. Reports Administratively to Ministry of Economy. Sources of Finance: State Budget.

- **The Human Resources Management Authority (HRMA)** is responsible for training and professional development initiatives across the public administration. Reports Administratively to Ministry of Finance. Sources of Finance: State Budget.
- **MONSTAT**; conducts statistical surveys on: forestry, water use and protection against the pollution in industry; irrigation systems; public water system and public sewage; municipal and industrial waste. These statistics develop and apply internationally harmonised statistical standards in the area of environment. Reports Administratively to Ministry of Economy. Sources of Finance: State Budget.

Public-owned companies:

- **LLC Centre for Eco toxicological research (CETI)** deals with the analysis of soil, sediments, surface water, groundwater, seawater, wastewater and drinking water, and fish for export, as well as the monitoring of air, ionizing radiation, noise, vibration and radon pollution. It manages a radioactive waste storage facility. Reports Administratively to MSDT. Sources of Finance: State Budget and Self-financed as service provider for public and private institutions.
- **LLC PROCON** –is a government-established company in charge of managing projects on communal services and environmental protection, primarily providing related logistical support to municipalities. PROCON is mostly responsible for preparing and coordinating communal infrastructure projects (management of waste, water supply and wastewater) that are supported by foreign loans and grants. PROCON also maintains, in cooperation with the Ministry of Sustainable Development and Tourism, a register of such municipal investment projects. Reports Administratively to MSDT. Sources of Finance: State Budget, management fees for projects implemented.
- **LLC VODACOM** is a Joint Service and Coordination Company for Water and Waste Water Services for the Montenegrin Coast and the Municipality of Cetinje, established on March 2005, by the Government of the Republic of Montenegro and Municipalities of Bar, Tivat, Herceg Novi, Budva and Kotor. It was established with the aim of modernizing ViKs performance, i.e. to serve as a coordinator for raising organizational technical and financial efficiency of the local water utilities. Simultaneously, “Vodacom” is the Agency for implementation of the KfW loans and grants, and a partner for Municipalities and water utilities in their work on improving the overall functioning of the network, water distribution, and waste water disposal for the benefit of the citizens in the coastal region. Reports Administratively to MSDT. Sources of Finance: State Budget, Municipalities/ViKs, Management fees for projects implemented.
- **The Public Enterprise for Coastal Zone Management (PECZM)** is inter alia responsible for monitoring of the bathing water quality on beaches, international cooperation and participation in international projects, promotion of environmental protection, participation and cooperation with local municipalities and national agencies in management of protected areas and other environmental issues. Reports Administratively to MSDT. Sources of Finance: State Budget, incomes derived from coastal asset management.

Municipalities in Montenegro have special services deal with environmental issues like municipal waste management, water supply and waste water treatment by means of Public Utility Companies (ViKs). Additionally, municipalities are in charge of:

- maintain local registers of polluters and perform EIA and SEA procedures for projects and plans or programmes of local significance;
- are in charge of promulgation and protection of the protected areas (III regime);
- are in charge of acoustic zoning and noise mapping for agglomerations; (at the moment, there is one agglomeration in Montenegro – the Capital City of Podgorica (according to the MONSTAT data, this is an urbanised area with more than 100.000 inhabitants);
- are in charge for construction of infrastructure, obtaining of technical requirements and provision of public utility services in the sectors of water supply, waste water management, communal (municipal) waste management, public lightening, public transportation, etc.

Finally, a *National Investment Committee (NIC)* has been set up to coordinate the capital investment activities; the NIC secretariat is provided by the Secretariat for Development Projects. The NIC has reflected the investment priorities for environment in the recently adopted Single Project Pipeline (SPP) that will serve as a basis for programming and blending of all available financial sources.

| Institution | Waste Manag. | Water Manag. | Nature Protection | Industrial Pollution | Chemic. | Air Quality | Noise | Civil Protect. | Climate action |
|-------------|--|---|---|---|---|---|---|---|--|
| MSDT | Leading Institution General Direction for Waste Management and Communal Services: Policy Design, Strategic Planning, Programing, and Monitoring in the areas of waste management and utility services; participation in the harmonization of national legislation with EU legislation in the field of waste management; | Leading Institution General Direction for Waste Management and Communal Services: Policy Design, Strategic Planning, Programing, and Monitoring in the areas of waste management and utility services; participation in the harmonization of national legislation with EU legislation in the field of water supply and wastewater management that is collected within the city sewer system. | Leading Institution General Direction for Environment – Directorate for Nature Protection: Policy design and Programming (air, land, sea, flora and fauna); developing strategies and other development documents, programs and projects in the field of Nature Protection | Leading Institution General Direction for Environment – Directorate for industrial pollution control and chemicals management: Policy design and Programming developing strategies and other development documents, programs and projects in the field of Industrial Pollution | Leading Institution General Direction for Environment – Directorate for industrial pollution control and chemicals management: Policy design and Programming; developing strategies and other development documents, programs and projects in the field of Chemicals | Leading Institution General Direction for Environment – Directorate for Protection of air and noise in the environment: Policy design and Programming ; developing strategies and other development documents, programs and projects in the field of Air Quality | Leading Institution General Direction for Environment – Directorate for Protection of air and noise in the environment: Policy design and Programming (air, land, sea, flora and fauna); developing strategies and other development documents, programs and projects in the field of Noise Protection | Collaboration with Ministry of Interior | Leading Institution Directorate of climate change: design and implementation of the National Strategy for climate change and the national strategy for climate change adaptation; implementation of measures to mitigate and adapt to climate change; establishment and management of the system for monitoring/ inventory the emissions of gases with greenhouse effect, harmonization with EU |

| Institution | Waste Manag. | Water Manag. | Nature Protection | Industrial Pollution | Chemic. | Air Quality | Noise | Civil Protect. | Climate action |
|-----------------------|---|--|--|---|--|--|---|---|---|
| | | | | | | | | | Acquis |
| MARD | Responsible for veterinary waste Responsible for the protection of the water sources and the determination of the sanitary-protected areas | Responsible for the protection of the water sources and the determination of the sanitary protected areas. Responsible for Management Plans at River Basin Level. | N/A | N/A | N/A | N/A | N/A | Flood prevention. Water Management at River Basin Level | N/A |
| Municipalities | Responsible for Implementation. EIAs and SEAs for the programmes and projects at the municipal level. | Responsible for drinking Water supply and waste water treatment. EIAs and SEAs for the programmes and projects at the municipal level. | Promulgation and protection of the protected areas (III regime) | Local permits | Local Permits | Monitoring: Local Air Quality monitoring network | Preparation of noise maps and action plans. Law Enforcement | Adopt the municipal plan; Organize and equip the protection service; | Public Awareness |
| EPA | Environmental Reporting. EIA/SEA. Permits for waste managers. Public Awareness. | Environmental Reporting. Data collection in collaboration with Hydrometeorological institute EIA/SEA. Public Awareness | Environmental Reporting. EIA/SEA. Scientific - educational research on protected natural areas Public Awareness | Environmental Reporting. EIA/SEA. Permits. Cadastre pollutants and registry of ionizing radiation | Environmental Reporting. EIA/SEA. Permits through the Unit for Chemicals Management | Environmental Reporting. National Air Quality network. Data holder and owner. Data collected in collaboration with CETI and IHSM EIA/SEA. Permits Support to preparation of Air Quality Plans. Inventory of emissions into the air. | Environmental Reporting. EIA/SEA. Permits to measure the noise | Environmental Reporting. EIA/SEA. | Environmental Reporting. EIA/SEA. Inventory of emissions of greenhouse gases |

| Institution | Waste Manag. | Water Manag. | Nature Protection | Industrial Pollution | Chemic. | Air Quality | Noise | Civil Protect. | Climate action |
|-----------------------------|--|--|--|--|--|---|--|--|--|
| DPW | Contracting Authority for IPA 2 projects | Contracting Authority for IPA 2 projects | Contracting Authority for IPA 2 projects | Contracting Authority for IPA 2 projects | Contracting Authority for IPA 2 projects | Contracting Authority for IPA 2 projects | Contracting Authority for IPA 2 projects | Contracting Authority for IPA 2 projects | Contracting Authority for IPA 2 projects |
| PROCON | Support to Project Implementation | Support to Project Implementation (mainly for EIB Projects) | N/A | N/A | N/A | N/A | N/A | N/A | N/A |
| VODACON | N/A | Support and coordination to VIKs in the Coastal area. Implement KfW loans | N/A | N/A | N/A | N/A | N/A | N/A | N/A |
| Ministry of Health | Responsible for medical waste Responsible for the control and monitoring of the drinking water safety. Accredited laboratories. Legislation for the safety of drinking water | Responsible for the control and monitoring of the drinking water safety. The monitoring is performed by 4 national accredited laboratories in Montenegro | N/A | N/A | N/A | Informing public on health effects of air pollution | N/A | N/A | N/A |
| Ministry of Interior | N/A | N/A | N/A | N/A | N/A | N/A | N/A | Leading Institution Adopt national action plans for protection and rescue. | N/A |

| Institution | Waste Manag. | Water Manag. | Nature Protection | Industrial Pollution | Chemic. | Air Quality | Noise | Civil Protect. | Climate action |
|---|--|---|--|--|--|--|---|--|---|
| | | | | | | | | Approve the municipal plans. Coordinates, support and finance to municipalities | |
| Ministry of Finance | National Budget: Planning and Management | National Budget: Planning and Management | National Budget: Planning and Management | National Budget: Planning and Management | National Budget: Planning and Management | National Budget: Planning and Management | National Budget: Planning and Management | National Budget: Planning and Management | National Budget: Planning and Management |
| Ministry of Justice | Fight against Environmental Crime | Fight against Environmental Crime | Fight against Environmental Crime | Fight against Environmental Crime | Fight against Environmental Crime | Fight against Environmental Crime | Fight against Environmental Crime | Fight against Environmental Crime | Fight against Environmental Crime |
| PC National parks | N/A | N/A | National Parks Management | N/A | N/A | N/A | N/A | N/A | N/A |
| Ministry of Transport and Maritime | N/A | N/A | N/A | N/A | N/A | Control of marine fuel Quality | Support to preparation of noise maps and action plans | Management of Infrastructure | Transport Efficiency Intelligent Transport Systems |
| Public Enterprise for Coastal Zone Management | N/A | Marine Water Quality Monitoring | Support to management of protected areas | N/A | N/A | N/A | N/A | Management of coastal infrastructure | N/A |
| Institute of Hydrometeorology and Seismology of Montenegro | N/A | Surface and Ground Water quality and quantity Monitoring. Marine Water | N/A | N/A | N/A | Management of EMEP (European Monitoring and Evaluation Programme) station in Zabljak | N/A | Seismology. | N/A |

| Institution | Waste Manag. | Water Manag. | Nature Protection | Industrial Pollution | Chemic. | Air Quality | Noise | Civil Protect. | Climate action |
|---|--|---|--------------------------------|---|---|---|---------------------------------------|--------------------------------|--------------------------------|
| | | Monitoring | | | | | | | |
| LLC Centre for Eco toxicological research (CETI) | Classification of waste category as Service Provider | Monitoring the quality of sea water; water quality analysis as Service Provider | N/A | Toxicological analyses, ionizing radiation and nuclear safety testing as Service Provider | Toxicological analyses, food safety analysis, consumer goods – analysis of toxicants in toys, cosmetic products, material in contact with food, as Service Provider | Entrusted by EPA for data collection in the national network for air monitoring (seven automatic fixed stations), according to the annual program of air quality monitoring | Noise measurement as Service Provider | N/A | N/A |
| Inspection Administration | Inspection and Law Enforcement | Inspection and Law Enforcement | Inspection and Law Enforcement | Inspection and Law Enforcement | Inspection and Law Enforcement | Inspection and Law Enforcement | Inspection and Law Enforcement | Inspection and Law Enforcement | Inspection and Law Enforcement |