

4th Interim Meeting of the Regional Expert Advisory Working Group (REAWG) on LEADER

“Standing up for LEADER”

National Road Map Montenegro

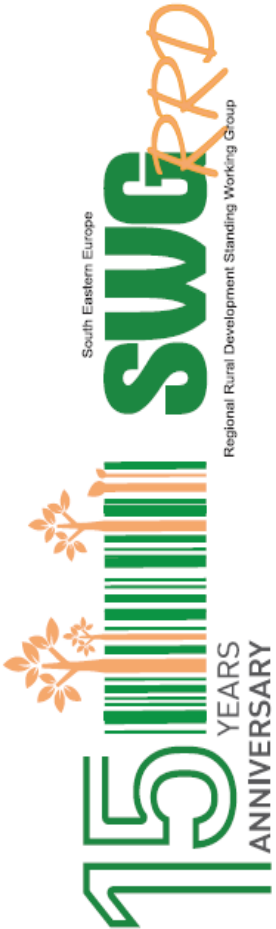
14 October 2020
Dordije Brkuljan

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Overview of the process



- Desk research and only one face to face meeting conducted due to pandemic of Covid19
- E-mail corespondance took place
- Second draft completed
- Draft has been shared with the representatives of the Ministry of Agriculture and Rural Development and with 27 organizations dealing with Rural Development in Montenegro



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LEADER implementation in Montenegro



- LEADER measure has been introduced in the Law on Agriculture and Rural Development
- LEADER measure has been further elaborated in the Programme for the development of agriculture and rural areas in Montenegro under IPARD II 2014-2020
- To this day, there haven't been any substantial progress in the implementation of LEADER measure in Montenegro after enacting it in the Law on Agriculture and Rural Development and Programme for the development of agriculture and rural areas in Montenegro under IPARD II 2014-2020



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SWOT ANALYSES



| | Human Resources and Organisational Capacities | Society | |
|-------------------|--|---|---|
| | | Development of cooperation systems | Development of enabling frameworks |
| Strengths | <ul style="list-style-type: none"> ➤ Previous experience in implementation of measures 1 and 3 of IPARD II PROGRAMME. ➤ Previous experience in introducing LEADER and CLLD in national legal and strategic framework. ➤ Now-how transfer of successful regional experience. ➤ Activation of local resources (situation with Covid-19 showed a great potential of using local resources in many fields) | <ul style="list-style-type: none"> ➤ Existence of SWG RRD as intergovernmental organizations with LEADER oriented activities. ➤ Existence of Network for Rural Development of Montenegro as associations of CSOs working in the areas of agriculture and rural development. ➤ Existence of monitoring board for IPARD II Programme. ➤ Existence of Balkan Rural Development Network as Balkan association of national rural development networks of 7 WB countries. ➤ Involvement of Montenegrin CSOs and institutions in PREPARE. | <ul style="list-style-type: none"> ➤ Existence and enactment of LEADER in legal and strategic framework (Law on agriculture and Rural Development and Programme for the development of agriculture and rural areas in Montenegro under IPARD II 2014-2020). ➤ Political will in introduction of LEADER ➤ Existence of adopted local rural development strategies (1 strategy that expired) and on the level of local communities (Strategy for the development of community od Zupa). ➤ Recognition of financial measure 5 related to LEADER in IPARD II programme. ➤ Existence of non-formal LAG initiatives mostly among the members of NRDMN. |
| Weaknesses | <ul style="list-style-type: none"> ➤ Lack of practical knowledge and awareness on LEADER AND CLLD ➤ Lack of formed and registered LAGs ➤ Lack of specific department within the Ministry of Agriculture and Rural Development with jurisdiction over LEADER implementation. ➤ Lack of specific department within the Municipalities with jurisdiction over LEADER implementation. ➤ Lack of capacities of LSGUs in local planning, lack of new ideas and projects and lack of private public partnerships. ➤ Lack of administration capacities within all the relevant stakeholders. | <ul style="list-style-type: none"> ➤ Lack of interorganizational national and local bodies related to implementation of LEADER that include most relevant stakeholders from all 3 sectors (public, civil and business) ➤ Lack of regular institutionalized platforms for policy discussions dedicated to LEADER and CLLS. ➤ Lack of database of major stakeholders from civil and private sector dealing with rural development. | <ul style="list-style-type: none"> ➤ Lack of legal frameworks (bylaws on for LAGs creation and accreditation) ➤ Lack of adopted unified methodology for development of local development rural strategies as a bas for further LEADER and CLLD development in Montenegro ➤ Lack of adopted local rural development strategies that are valid. |



SWOT ANALYSES



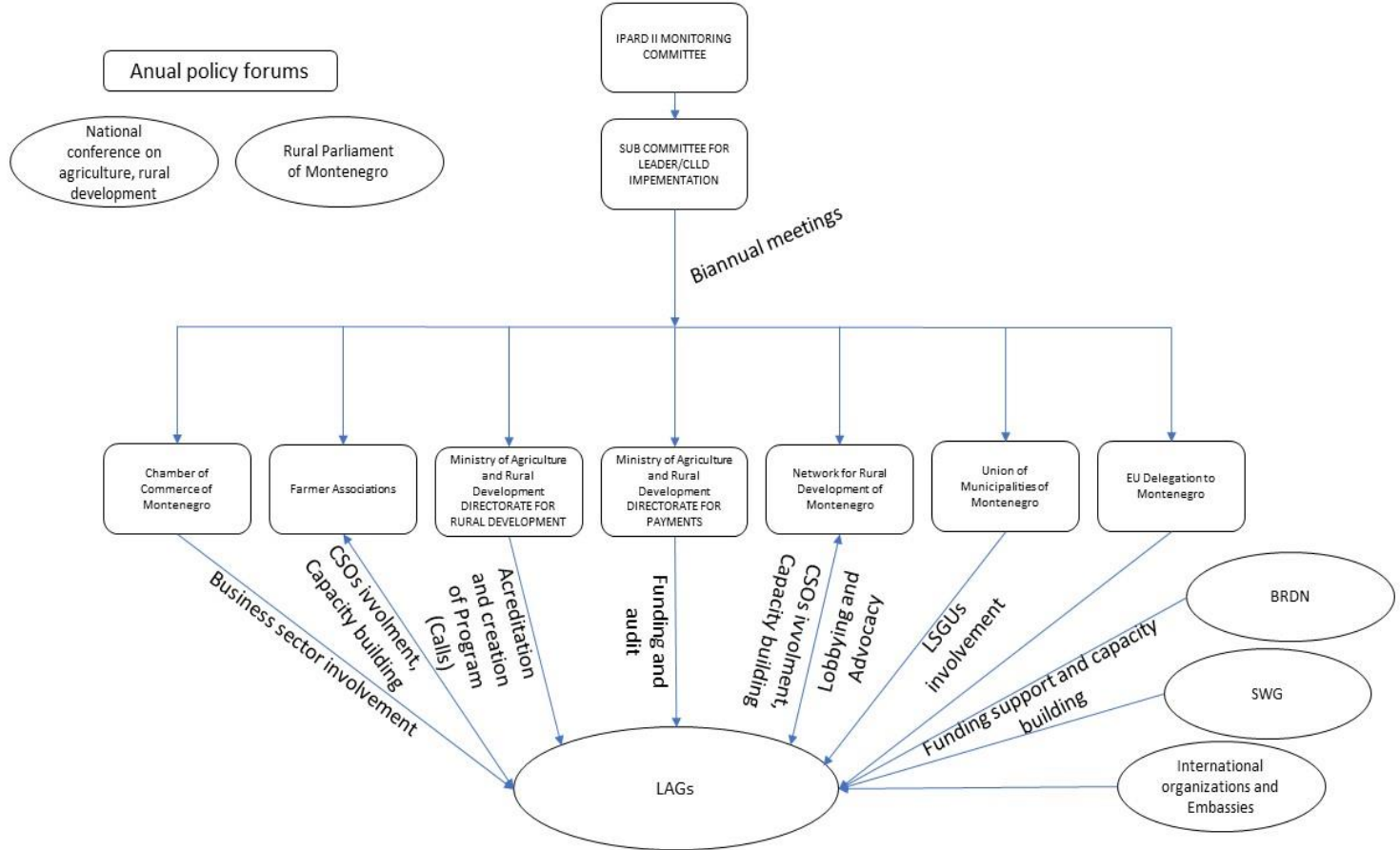
| | Human Resources and Organisational Capacities | Society | |
|----------------------|--|---|--|
| | | Development of cooperation systems | Development of enabling frameworks |
| Opportunities | <ul style="list-style-type: none"> ➤ Available regional and EU support in capacity building activities and LEADER and CLLD. ➤ Existence of non-formal LAG initiatives and different local rural development document as a base for further LEADER and CLLD development. ➤ Established national structures for implementation of IPARD II programme. ➤ Increased number of Academia, Businesses and CSOs interested in working within rural development area. | <ul style="list-style-type: none"> ➤ Organization of platform for policy discussion on national level dedicated to LEADER and CLLD through existing mechanisms like IPARD committee. ➤ Increase in number of associations connected to rural development topic gathering stakeholders from different sectors. ➤ Existence of Associations of Local Self Governments as a platform for enabling LEADER and CLLD on the local level ➤ Development of Regional parks of nature based on the structure of LAG nad based on local dev. Strategies. | <ul style="list-style-type: none"> ➤ Significant progress in EU Accession namely in chapter 11 – Agriculture and Rural Development. ➤ Implementation of the Smart specialization strategy in Montenegro connected to priority one – Sustainable Agriculture and Food Value Chain. ➤ Development of the new Rural Development and Programme for the development of agriculture and rural areas in Montenegro. ➤ Political commitment to implement LEADER and CLLD in Montenegro both on national and level. |
| Threats | <ul style="list-style-type: none"> ➤ Lack of will and interest and common objectives of most important stakeholders from 3 sectors (public, business and CSOs) for LEADER and CLLD. ➤ Inadequate dedication for improvement of administrative capacities for implementation of LEADER and CLLD. ➤ Lack of private stakeholders dedication for active involvement in the LEADER and CLLD implementation. | <ul style="list-style-type: none"> ➤ Lack of common interest and long-term vision and benefits of LEADER and CLLD implementation. ➤ Weak knowledge and interest of general public in the process of LEADER and CLLD implementation. ➤ Slow structural reforms process. ➤ Low regional cooperation in Montenegro among three major regions. ➤ Lack of existence of Regional Rural Development bodies such as Regional Development agencies, tourism offices etc. | <ul style="list-style-type: none"> ➤ Delay in EU enlargement policy process for WB countries. ➤ Discrepancy in national and local policies and low level of involvement of the Municipalities in LEADER and CLLD implementation. ➤ Slow implementation of rural development policies on national level and local. ➤ Lack of budgetary funds on national and local level allocated for the implementation of policies concerning LEADER and CLLD. |



Supported by:



Planned (recommended) steering structure



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Core processes



| Level | Process Nr. | Description of process | Actual state of play, main bottlenecks | Validation (A, B, C) |
|---|-------------------------|---|---|--|
| 1 Ministry / IPARD Committee | 1.1 | ➤ IPARD preparation, certification and implementation | ➤ Measure 1 and 3 are accredited, but measure 5 related to LEADER is on standstill. | B |
| | 1.2 | ➤ Introducing LEADER in the Law on Agriculture and Rural Development | ➤ LEADER measure is still not accredited nor the preparatory activities started. | B |
| | 1.3 | ➤ Introducing LEADER in Program for Development of Agriculture and Rural Areas of Montenegro within IPARD II | ➤ LEADER measure is part of the official program but separate rule book for implementation of measure 5 related to LEADER is still not created and put into force. | B |
| 2 Network for Rural Development of Montenegro/Other relevant CSOs | 2.1 | ➤ Capacity building of rural stakeholders (CSOs, Agricultural producers, Community representatives, Cluster and Association representatives.) | ➤ Only several trainings with the topic of LEADER/CLLD took place in organization of RDNMN. Main issue is funding and limited number of motivated participants. | B |
| | 2.2 | ➤ Development and implementation of international and regional EU funded projects related to LEADER/CLLD | ➤ One major project (ALTER) has been successfully implemented by NRDNM in Montenegro ➤ Limited number of funding opportunities | B |
| | 2.3 | ➤ Creation and implementation of National policy discussion platforms with focus on LEADER/CLLD and LAG creation | ➤ Two National conferences on Agriculture and Rural Development have been organized with the high presence of all three major sectors and with high level decision makers ➤ Lack of stable funding support (one of the reasons why we didn't have the conference in 2019.) | B |
| | 2.4 | ➤ Implementation of subgranting programs for grass root organizations related to LEADER/CLLD and LAGs creation | ➤ Two grants have been given by NRDNM (through ALTER project) to 2 grassroots organizations for implementing LEADER/CLLD activities in rural areas of Montenegro. Limited number of funding opportunities | B |
| | 2.5 | ➤ Mapping process of potential LAGs in Montenegro for the purposes of BRDN | ➤ 15 LAG initiatives are mapped but not a single one has formed. | C |
| | 3 LAG initiative in MNE | 3.1 | ➤ Creation of potential LAG | ➤ One CSO organization have gathered major stakeholders to discuss creation of LAG Župa. |
| | 3.2 | ➤ Development of local strategic documents for Rural Development as a base for LAG development | ➤ Only one municipality had similar document that expired, no other LSGUs have this document. | C |

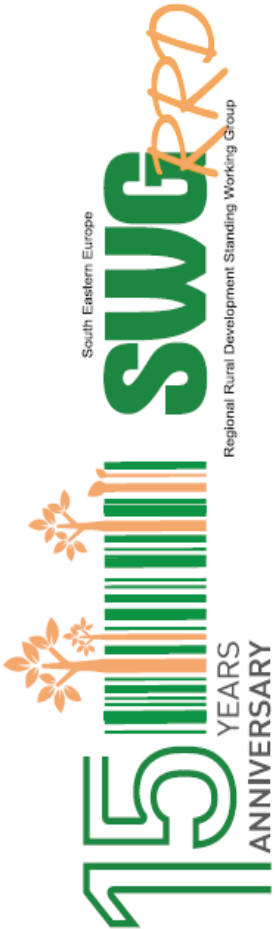


Priorities



| | Respective priorities set by the stakeholders for developing the LEADER system at three levels | Comments from the national expert... | |
|---|---|--|---|
| | | ...concerning the effectiveness and efficiency of the actual or planned delivery system | ...concerning the implementation of the LEADER method (8 features) |
| ...by public authorities | <ul style="list-style-type: none"> Introduction of LEADER/CLLD into legislative and strategic framework (Law on Agriculture and Rural Development, Programme for the development of agriculture and rural areas in Montenegro under IPARD II 2014-2020 and Strategy for Development of Agriculture and rural areas) as a baseline for LEADER/CLLD implementation. | <ul style="list-style-type: none"> We have created a baseline Problem is that there hasn't been any progress regarding implementation, namely: nonexistence of the rulebook, measure is not accredited, animation of potential LAGs hasn't took place, there hasn't been any raising awareness activities for LSGUs and businesses. | <ul style="list-style-type: none"> Since the LEADER is still not implemented in Montenegro, no significant comments cannot be given. |
| ...by networks and intermediary agents | <ul style="list-style-type: none"> Raising awareness and Capacity building activities took place in the last 3 years mainly generated through international projects. Advocacy and Lobbying activities took place in the last 3 years in order to start with the process of accreditation and implementation of LEADER/CLLD. Process of mapping potential LAGs took place within the activities connected to BRDN. | <ul style="list-style-type: none"> Raising awareness and Capacity building activities gave results to some extent but the main problem was long term dependence on available donor fund. Advocacy and Lobbying activities have been implemented insufficiently and only trough organization of National policy discussion forums but the results were insufficiently visible and not concrete. The process of mapping the potential LAGs showed that there are 15 potential LAGs in Montenegro. | <ul style="list-style-type: none"> Since the LEADER is still not implemented in Montenegro, no significant comments cannot be given. |
| ...by LAGs and local actors | <ul style="list-style-type: none"> Some local actors (local grass root CSOs) started the process of preparation of Local development strategic documents and consultative meetings with potential LAG members in order to create baseline for future LAG development. | <ul style="list-style-type: none"> The positive thing is that informal processes started but on long term basis this situation is not sustainable since the methodology of LAG creation/accreditation is not defined nor the the methodology for local plans. | <ul style="list-style-type: none"> Since the LEADER is still not implemented in Montenegro, no significant comments cannot be given. |

ROAD MAP



Supported by:



| Date | Action | Responsible actor and other contributing actors | Output |
|-------------|---|--|---|
| 31.12.2020. | ➤ Creation of the new in Program for Development of Agriculture and Rural Areas of Montenegro within IPARD II | ➤ Ministry of Agriculture and Rural Development | ➤ Program for Development of Agriculture and Rural Areas of Montenegro within IPARD II for the period 2021-2027 |
| 31.05.2021. | ➤ Creation of long-term strategy for raising awareness on LEADER/CLLD | ➤ Ministry of Agriculture and Rural Development ➤ Network for Rural Development of Montenegro (NRDMN) | ➤ Strategy for raising awareness on LEADER/CLLD |
| 31.12.2021. | ➤ Implementation of long-term strategy for raising awareness on LEADER/CLLD | ➤ Ministry of Agriculture and Rural Development ➤ Network for Rural Development of Montenegro (NRDMN) | ➤ Awareness raised among major stakeholders among three sectors: public, private and civil. |
| 31.05.2021. | ➤ Creation of Capacity building strategy | ➤ Ministry of Agriculture and Rural Development ➤ Network for Rural Development of Montenegro (NRDMN) | ➤ Strategy for Capacity building on LEADER/CLLD |
| 31.12.2021. | ➤ Implementation of Capacity building strategy | ➤ Ministry of Agriculture and Rural Development ➤ Network for Rural Development of Montenegro (NRDMN) | ➤ Raised capacity for implementing LEADER/CLLD among major stakeholders among three sectors: public, private and civil. |
| 31.09.2021. | ➤ Development of Legal Framework proposal for creation, registration and funding of LAGs | ➤ Ministry of Agriculture and Rural Development ➤ Ministry of Public Administration | ➤ Defined legal framework for LAG creation and registration |
| 31.05.2021. | ➤ Development of methodology for Local Development Strategy creation | ➤ Ministry of Agriculture and Rural Development ➤ Network for Rural Development of Montenegro (NRDMN) | ➤ Defined methodology for Local Development Strategy creation that includes following scheme: diagnosis, mission/vision, goals/objectives, projects/tasks and monitoring |
| 31.05.2021. | ➤ Mapping and stakeholder analyses for LEADER/CLLD for implementation | ➤ Ministry of Agriculture and Rural Development ➤ Network for Rural Development of Montenegro (NRDMN) | ➤ List of public stakeholders ➤ List of private stakeholders ➤ List of CSO stakeholders ➤ List of potential LAGs |
| 31.12.2021. | ➤ Capacity building activities for recognized potential LAGs | ➤ Ministry of Agriculture and Rural Development ➤ Network for Rural Development of Montenegro (NRDMN) | ➤ Raised capacities of the recognized potential LAGs in the following topics: project and financial management; accounting for NGOs; management of investment projects; public procurement; tax administration for NGOs; employment law; basic IT tools, writing skills, communication. |

| Date | Action | Responsible actor and other contributing actors | Output |
|-------------|---|--|--|
| 31.10.2021. | ➤ Development of financial and technical support for creation of potential LAGs | ➤ Ministry of Agriculture and Rural Development ➤ Network for Rural Development of Montenegro (NRDMN) | ➤ Defined financial support form Agro-budget for potential LAGs ➤ Defined technical support for potential LAGs |
| 31.05.2021. | ➤ Creation of Subcommittee for LEADER/CLLD implementation | ➤ Ministry of Agriculture and Rural Development | ➤ Subcommittee for LEADER/CLLD established |
| 28.02.2022. | ➤ Registration and accreditation of LAGs | ➤ Ministry of Agriculture and Rural Development (Directorate for Rural Development) ➤ Ministry of Public Administration | ➤ 5 LAGs established and accredited |
| 31.09.2022. | ➤ Creation of Local Development Strategies for registered and accredited LAGs | ➤ LAG members, local animators, citizens of targeted geographical areas | ➤ 5 Local Development Strategies created |
| 31.12.2022. | ➤ Start of the measure implementation of Local Development Strategies – LEADER/CLLD approach | ➤ Ministry of Agriculture and Rural Development (Directorate for Rural Development) | ➤ All the preparatory activities completed and following precondition satisfied. |
| 31.12.2022. | ➤ Dissemination of the Local Development Strategies to key stakeholders and inhabitants of targeted local areas | ➤ LAGs | ➤ Local Development Strategies disseminated to key stakeholders and inhabitants of targeted local areas. |
| 01.04.2023. | ➤ Organization of specific trainings in areas defined in the Local Development Strategies | ➤ LAGs | ➤ Specific trainings in areas defined in the Local Development Strategies organized for all 5 LAGs |
| 31.12.2023. | ➤ Support of LAGs small scale projects | ➤ Ministry of Agriculture and Rural Development (Directorate for Rural Development) | ➤ Defined number of LAGs projects supported in accordance with pre-defined selection criteria trough open Call for proposal. |
| 31.12.2023. | ➤ Improvement of the procedures | ➤ Ministry of Agriculture and Rural Development (Directorate for Rural Development) | ➤ Procedures improved |
| 31.12.2023. | ➤ Improvement of the implementation of LEADER/CLLD | ➤ Ministry of Agriculture and Rural Development (Directorate for Rural Development) | ➤ Implementation of LEADER/CLLD improved |

Thank you for your attention!

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