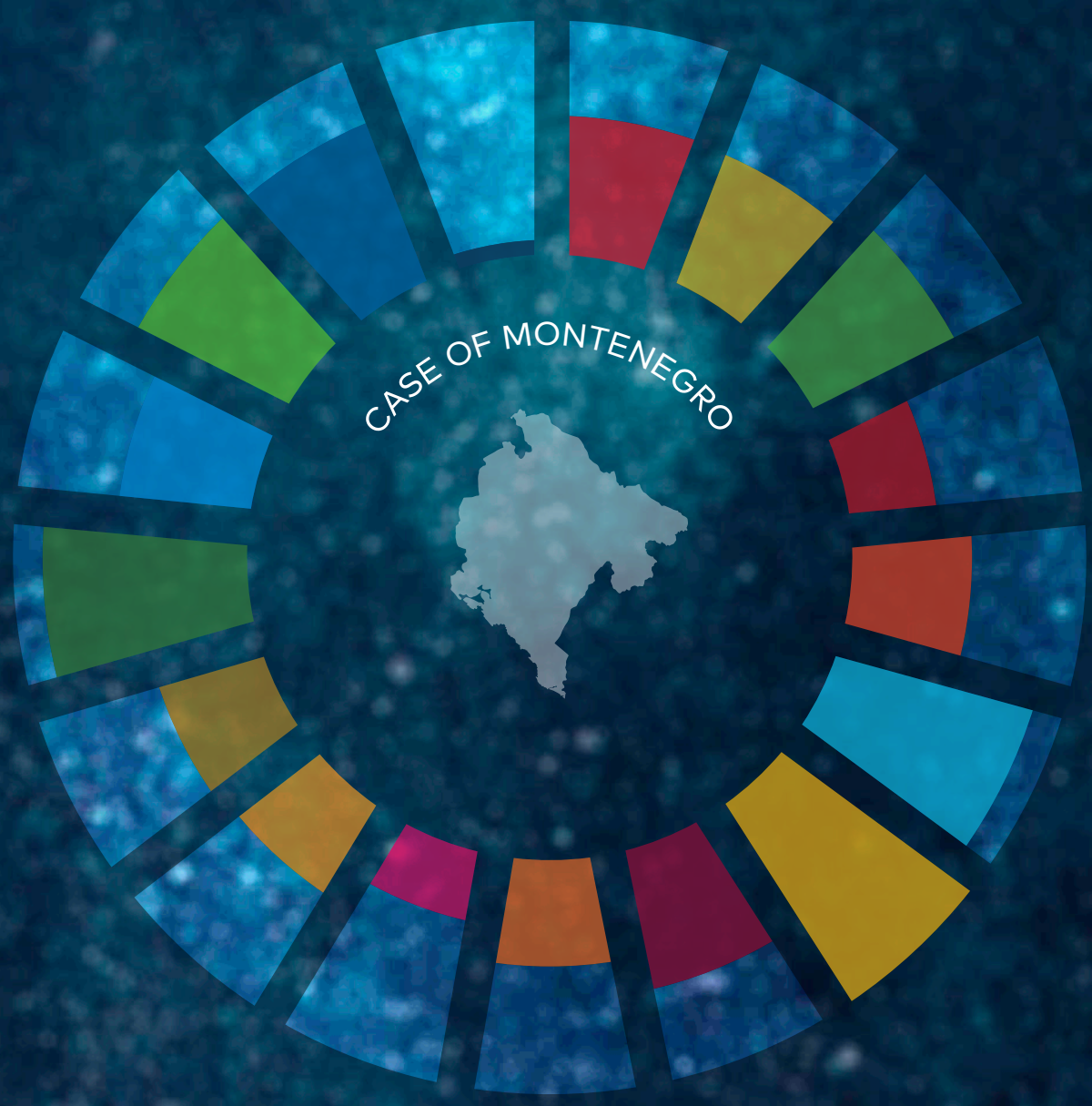




UNRAVELLING CONNECTIONS

EU Accession and the 2030 Agenda



FOREWORD



Fiona McCluney

UN Resident Coordinator to Montenegro



In September 2015, all UN member states signed up to the Global 2030 Agenda with its 17 Sustainable Development Goals – targets and indicators – covering the social, economic and environmental aspects of Sustainable Development.

'Unravelling Connections' focuses on how to make the 2030 Agenda a reality in Montenegro. Building on the country's own mainstreaming process, the National Strategy for Sustainable Development and the central position of EU accession within government policy, this document reports on the findings of a participatory exercise, with Montenegro's EU negotiation structures and the staff of the UN organizations, to identify areas of acceleration and policy support.

The crucial EU negotiation chapters are identified as points of acceleration, as are the SDG targets, 60 of them, not addressed through Montenegro's accession process, which warrant more attention in the 2030 Agenda.



Aivo Orav

Head of the EU Delegation in Montenegro



Even before its adoption, the European Union recognized the importance of the 2030 Agenda and took a major role in shaping the Sustainable Development Goals. Sustainable development is at the heart of the EU project and firmly anchored in the Treaties.

Our new European Consensus on Development 'Our World, Our Dignity, Our Future' from June 2017 gives even greater priority to the universality and imperative of the 2030 Agenda and its aims.

The EU will continue to play a leading role as we move into the implementation of this ambitious, transformative and universal agenda that delivers poverty eradication and sustainable development for all.

Learning that in Montenegro two-thirds of the 2030 Agenda is already covered by the EU Accession process is a strong, encouraging signal that these two complementary processes are leading the country towards sustainable development and prosperity.



Aleksandar Drljević

Chief Negotiator of Montenegro



As the key development process in Montenegro, accession to the European Union has been a major path towards prosperity ever since independence in 2006.

While striving to develop the legal and policy framework and strengthening the economy and public administration to address the needs of EU membership, another reform agenda has been agreed at the global level – the 2030 Agenda for Sustainable Development.

Montenegro is the leader in both development, integration of the Agenda into the national policy framework and in the EU accession process.

Taking the opportunity to map points of synergy and take advantage of mutual supportive development, the agenda benefits everyone and helps make decisions on where a policy and implementation focus can achieve the greatest impact.

IMPRESSVM

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Publisher

UN System in Montenegro

Proofreading

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Design

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Printing

Bošković and Associates d.o.o.

Circulation

250 copies

CIP – Catalogisation

National Library of Montenegro, Cetinje

ISBN 978-9940-763-01-5

COBISS.CG-ID 38540560

Special thanks for developing this report is attributed to prof Gordana Djurovic, PhD and Dubravka Popovic, as well as to Vladan Bozovic, PhD.

Mainstreaming, Acceleration and Policy Support (MAPS) process in Montenegro is a result of joint efforts of resident UN Organisations. The process was financially supported by UNDP Istanbul Regional Hub and UNICEF Montenegro.

PREFACE

The report *Unravelling Connections: EU Accession and the 2030 Agenda* is a think piece of the UN Montenegro prepared through a series of discussions, analysis, validations and calculations regarding links between EU Accession and the 2030 Agenda for Sustainable Development. The report was finalized in March 2018 and published as an online/electronic version and disseminated as such to many recipients.

From the finalization of the report to the time of its printing in May 2019, a number of important developments concerning the EU accession process should be noted by the reader.

- The Ministry of European Affairs was dissolved and the Office of the Chief Negotiator was integrated and repositioned within the Cabinet of the Prime Minister. The core staff of the EU Negotiation structure remained integral through the Office of the Chief Negotiator.
- Montenegro opened two additional chapters in the negotiation process, with a total of 32 now opened out of the 33 negotiation chapters. Namely, during 2018, chapter 18 on economic and monetary policy and chapter 27 on the environment were opened. As part of this process Montenegro received closing benchmarks as a condition for future closure. The opening of chapter 27 is important, given the potential that progress in managing the environment has to accelerate the 2030 Agenda.
- The main strategic document, the Programme of Accession, which outlines Montenegro's plan for EU membership was updated and adopted by the Government of Montenegro in January 2019 so as to cover the period from 2019 to 2020.
- The UNEP Live system IRIS – Indicator Reporting Information System – was tested by the Government of Montenegro and it is not certain at this point whether it will be scaled up, due to a requirement concerning the national-specific IT systems. Consequently, it is not certain what kind IT solution/system will be used in Montenegro to back up the SDG reporting.

With these updates, the findings of the report remain valid and up-to-date, and the same is true of the further actions specified for the UN team and state administration. Furthermore, the new Programme of Accession of Montenegro to the European Union highlights the strong links between the EU accession process and the 2030 Agenda.

Authors

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1 Introduction

Since its adoption at the UN General Assembly in September 2015, member states around the world have been encouraged to bring the goals of the 2030 Agenda for Sustainable Development into the policy and practice of their countries. The 2030 Agenda with its 17 Sustainable Development Goals (SDGs) and 169 targets sets out an ambitious agenda that seeks to end all forms of poverty, fight inequalities, protect the environment and tackle climate change. During 2017, the United Nations Country Team in Montenegro was working with the Government of Montenegro to explore how the 2030 Agenda best links with the government's policy priorities; where UN policy advice and support is best focused, and in which areas the existing drivers of reform will set the country on track to meet the goals.



Figure 1 Sustainable Development Goals

This paper examines one aspect of this joint work in detail: namely, the links between the process of accession to the European Union (EU) that Montenegro has embarked on and the goals and targets set out in 2030 Agenda. Attaining membership of the EU has been a foreign-policy priority for Montenegro since regaining independence in 2006. The structured process of political dialogue combined with the legal obligations and support through time-bound and performance-driven financing envelopes makes the path towards EU accession the dominant and most successful reform agenda in the country. Identifying the points of acceleration for achieving both agendas, will not only secure achievement of the 2030 Agenda, but could also potentially extend the benefits of the ongoing EU accession process.

This paper is written as a standalone document providing: (i) an overview of the country context; (ii) the steps taken so far in EU accession; and (iii) in nationalizing the Sustainable Development Goals. The paper then goes on to: (iv) elaborate on how UN support to the Government on Mainstreaming, Acceleration and Policy Support (MAPS)¹ on the 2030 Agenda has been provided; and (v) present in detail the findings of the MAPS validation workshop held with key EU accession negotiators and technical staff from UN Agencies, where an in-depth assessment of strength of links between the two agendas was undertaken. The paper concludes by suggesting a number of key areas where the links are strongest and where efforts focused on progress may deliver the greatest results.

¹ MAPS stands for Mainstreaming, Acceleration and Policy Support. MAPS was adopted by the United Nations Development Group (UNDG) in October 2015 as a common approach to its support to the implementation of the 2030 Agenda for Sustainable Development at the country level. The MAPS approach captures the core components of the UNDG's upstream support to the SDGs:

1. **Mainstreaming** work to raise public awareness on the 2030 Agenda and ensure that the principles and goals of sustainable development found in the 2030 Agenda are fully integrated into national and sub-national policy formulation, planning and budgetary processes.
2. Analytical work that informs policy makers of the drivers and bottlenecks to sustainable development at the country level, and that contributes to the design of policy interventions that can **accelerate** progress towards achieving national SDGs by 2030.
3. **Policy Support**, in terms of joined-up approaches that will enable the UN to deploy its technical expertise and advice to Member States in support of SDG implementation in a coherent and integrated way.

More information available at: <https://www.un.org/ecosoc/sites/www.un.org/ecosoc/files/en/qcpr/doco-summary-brief-on-maps-march2016.pdf>

2 Country Development Context

Montenegro is an upper-middle-income country located on the Balkans, with a population of less than 650,000. The latest Human Development Report (2016) assessed Montenegro as having a high human development with an index value of 0.807, placing it 48th among the 188 analysed countries. When adjusted for inequality, although Montenegro's score drops to 0.736, it still rates higher than the average score of many countries categorized as Very High Human Development countries.

The Montenegrin economy is dependent on three main sectors: tourism, retail and agriculture. Since 2006 the country has seen relatively high annual growth rates. There was a marked contraction in the years following the international financial crisis (2008) but a return to robust growth of 3 to 4 percent since 2013, and the annual real growth rate for the period 2018–2020 is projected at around 2.8%. In 2017, country's GDP reached €4.2 billion, with an annual real GDP growth rate of 4.0%.

Despite being a geographically small country, Montenegro has a diverse landscape with the length of its coastline on the Adriatic being close to 300 km and a very high mountain range deep into its territory. The northern and also more rural part of the country is less developed, with fewer economic opportunities for the people who live there. Current investment in the port, road links and energy connections to Europe signal a future with better economic linkages to Europe and other countries in the Western Balkans.

Through ratification of international human rights and climate change instruments and commitment to systemic reforms through EU accession, Montenegro has demonstrated its intention to build a modern society which encompasses human rights, absence of conflict, good governance, universal access to quality education and healthcare and to ensure that every individual has the opportunities and choices to fulfil his or her potential.

2.1 EU Accession: the political priority

Membership of the European Union and of NATO are the priority goals of Montenegrin foreign policy. The key drivers of reform have been derived from these two priorities/integration processes. Since June 2017, with Montenegro formally being part of the NATO military alliance, the full focus has now turned to meeting the criteria for achieving membership of the European Union.

Before reviewing Montenegro's overall progress towards membership of the Union, it is useful to recall the values and principles that broadly underpin European Union membership, as summarized below, based on a statement by the European Parliament.²

- A common European area without borders where all citizens enjoy rights granted by the Union.
- An internal market that promotes smooth and efficient trade and where competition between companies is free and fair.
- Stable and sustainable development through a competitive market economy which promotes balanced economic growth and stable prices, takes into account people's wellbeing and social needs, and protects the environment.
- A union that supports the advancement of science and technology and invests in education, and a skilled workforce.
- A union that works to prevent social exclusion, where efforts are made to eliminate poverty. The Union works for equality, in which minority rights are protected and social security is improved. Men and women are treated equally. Children's rights are protected, and children are given a happy childhood and elderly people are looked after and respected.
- A union that promotes solidarity between countries and people in the field of the economy, social equality and regions and understanding between one another.

² <http://europarlamenti.info/en/values-and-objectives/objectives>

- A union that respects the languages and cultures of the individual countries and where national cultures and a common European culture are cherished and developed.
- A union with a common foreign and security policy to promote peace in Europe and elsewhere. A common foreign policy that ensures that the resources of the planet are used sensibly, and that the environment is not destroyed. The European Union, that works for free and fair trade and tries to eliminate poverty, that follows the Charter of the United Nations and underlines the importance of common international rules.

It is clear in reviewing this list that the European Union puts an emphasis on economic dimensions, such as conditions for the functioning of a free and fair internal market or competitive market economy. These principles, while included, are not the priority of the 2030 Agenda, where the emphasis is placed on peoples' rights, addressing social exclusion and balancing the objectives of environmental sustainability. Nonetheless, protecting the environment, investing in education and in a skilled workforce are well reflected in the Sustainable Development Goals, and are contributing to achieving the country's aspirations of EU membership.

The fundamental links between the two agendas are also a reflection of the contribution that the European Union made in advocating for the content and form of the Sustainable Development Goals. An early communication from the European Parliament on the "Next steps for a sustainable European Future – European action for sustainability" notes that the European Union is fully committed to be a frontrunner in implementing the 2030 Agenda and the SDGs, in line with the principle of subsidiarity, and that many of the SDGs are at the heart of the highest political priorities of the European Commission.³ The EU has adopted a "two-stream approach" for implementation including undertaking an initial mapping exercise illustrating how each of the 17 SDGs has been addressed in European Union policies with the aim of aligning its future policy making with the 2030 Agenda.⁴ This exercise identified the EU policies, mechanisms and tools that are available once the country joins the Union.

Progress towards EU accession by a country such as Montenegro is defined by a number of predetermined steps including: (i) receipt of a country's official request to join the Union; (ii) correspondence on the readiness to join, through the mechanism and completion of an extensive questionnaire; and (iii) signing the Stabilization and Accession Agreement (SAA) that establishes a legal framework for relations with the EU. Receiving candidate status means also approval by the European Council where the governments of each EU member state agree that the country is complying with the minimum requirement to start the accession process.

Montenegro signed and ratified the Stabilization and Association Agreement (SAA) in 2007. The SAA formally entered into force in May 2010. With the act of signing the Stabilization and Association Agreement, Montenegro formally agreed an association with the European Community and its member states, thereby accepting responsibility for its European future.

Official accession negotiations between Montenegro and the EU started in 2012. The EU decided to introduce a "new approach" and Montenegro was the first country to negotiate under it. The new approach meant that the rule of law would be the core of negotiations, and that chapter 23 – Judiciary and fundamental rights and chapter 24 – Justice, freedom and security were to be the chapters opened first and closed last.

The key strategic document for Montenegro's accession process is the Programme of Accession to the European Union (PPCG) which the government adopted in 2013. The government adopted the Programme of Accession to the European Union for the period 2014–2018 (PPCG) as a comprehensive strategic document that provides an overview of the current state of play and defines the framework and pace of reforms that are needed for Montenegro's further alignment with the EU's legal system.

The *Acquis Communautaire*⁵ provides the legal basis for accession. To date, Montenegro is negotiating on 30 opened negotiating chapters (out of 33 in total). Before an agreement is reached on the opening of a chapter,

³ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Communication on the next steps for a sustainable European Future, p.18; (https://ec.europa.eu/europeaid/sites/devco/files/communication-next-steps-sustainable-europe-20161122_en.pdf)

⁴ More information following the link: https://ec.europa.eu/sustainable-development/about_en

the opening benchmarks must be met. The same applies for closing the negotiations within that one area. Benchmarks are a country-specific measure establishing the conditions for either opening, progressing or closing the chapter. During the accession process, Montenegro has received 22 opening benchmarks, i.e. conditions for opening negotiation chapters in 13 negotiating areas. (In early 2018, Montenegro completed this phase of the negotiating process by completing the fulfilment of opening benchmarks). Eighty-three interim benchmarks are exclusively for chapters 23 and 24, which are the backbone of the negotiation process, and so far 74 closing benchmarks that represent a set of conditions for closing the negotiations in that particular area. Three chapters have been provisionally closed (25 – Research and innovation; 26 – Education and culture; and 30 – Foreign affairs), while three are yet to be opened (8 – Competition policy, 17 – Economic and monetary union and 27 – The environment).⁶ The remaining 27 chapters are being negotiated with the EU following specific progress in each of the chapters as illustrated in the annex.⁷ Negotiations on chapters 23 (judiciary and fundamental rights) and 24 (justice, freedom and security) are considered the core of the negotiation process, and the 84 benchmarks established by the EU serve as a focus for reforms in these areas.

A more positive prospective for Western Balkans Accession is also unfolding: in February 2018, the European Union published a communication "A credible enlargement perspective for and enhanced EU engagement with the Western Balkans".⁸ Through this document, the EU Commission envisages further enlargement of the Union by 2025, provided more effort is invested in strengthening the rule of law, the fight against organised crime and corruption and the strengthening of regional economic linkages.

Montenegro has comprehensively responded to the challenge of EU accession. Believing that European integration is a process that affects the whole of society, the government invited into the negotiating structure various experts from the whole of society, able to give a contribution to the successful implementation of the European tasks. Consequently, out of the 1,300 members of working groups, 381 are civil society representatives, which is one-third of the negotiating structure.

2.2 Addressing sustainable development in Montenegro

Montenegro has a rich history regarding sustainable development policy. Following the 1991 Zabljak Parliamentary Declaration, the 1992 Constitution of Montenegro defined the country as an ecological state. Under the established institutional framework, the National Council for Sustainable Development, Climate Change and Integrated Coastal Zone Management led by the president since 2013, is tasked with consideration of national sustainable development issues.

Serious efforts were also placed on achieving the national targets related to the Millennium Development Goals. The unfinished business that remains relates to MDG 1 (poverty reduction) where, despite noticeable progress, the targets were not achieved, in relation to lowering the number of people who live in poverty and addressing regional economic disparities. Work also remains to be done in MDG 3 (gender equality) and MDG 7 (environmental sustainability). Montenegro partially achieved the national targets for MDG 6 (combating HIV/AIDS, tuberculosis and non-communicable diseases). More positively, the targets for MDG 2 (universal primary education) have been achieved through increased enrolment rates in preschool and primary school, as well as for MDGs 4 (child mortality) and 5 (maternal health) where significant improvements made regarding infant mortality rates and maternal health.

Building on these results and in order to reflect other issues of concern, the Government and the people of Montenegro actively engaged in the post-2015 consultation of 2013–2015. As many as 12,000 people, or 2% of the total population, took part in these consultations. The priorities identified in these consultations were used by the government in preparing the country's official position on the future SDGs in the work of the Open Working Group on SDGs, where Montenegro was paired with Slovenia. Montenegro was among the first countries to nationalize the SDGs through the National Strategy for Sustainable Development until 2030

⁵ The *Acquis Communautaire* is the accumulated European Union (EU) law and obligations to the present day.

⁶ Source: Ministry of European Affairs of Montenegro; available at: https://www.eu.me/images/2_IL_18_Tabela_pregled_poglavlja_eng.jpg

⁷ Graphical representation of the EU accession dynamics can be found in annex tables.

⁸ Available at: https://ec.europa.eu/commission/sites/beta-political/files/communication-credible-enlargement-perspective-western-balkans_en.pdf

(NSSD), adopted by the National Council for Sustainable Development, Climate Change and Integrated Coastal Zone Management in June 2016 and by the Government of Montenegro in July 2016. The monitoring and evaluation framework of the NSSD translated 167 of the 169 SDG targets into a national context and defined a monitoring and evaluation system.

The NSSD is defined as an umbrella, horizontal and long-term development strategy of Montenegro, which refers not only to the environment and the economy, but also to the human resources and social capital that are necessary facilitate prosperous development. The strategy states that by 2030, all sectoral policies will be harmonized with the NSSD, while the government prioritized three of them to be analysed and harmonized by the end of 2018. It also notes that where sectoral policies are deemed incompatible efforts should be made to amend the existing regulations to align them with the 2030 Agenda and the strategic goals and policy measures for the sustainable development of Montenegro.

Being one of the first countries to complete the national process that links national sustainable development with implementation of the 2030 Agenda on Sustainable Development, Montenegro presented a Voluntary National Review (VNR) on integration of the 2030 Agenda into the national policy framework at the 2016 High-level Political Forum on Sustainable Development, held in July in New York.

At that time, Montenegro had invested efforts in preparing the national institutional set-up for reporting on 525 NSSD indicators that include 241 SDG indicators⁹, 102 measures and 602 NSSD sub-measures for achievement of sustainable development principles. Reporting on indicators should gather 26 institutions identified as NSSD data producers through UNEP's existing online reporting system (Indicator Reporting Information System - IRIS). It is understood that this system is currently being adapted to the Montenegrin context in order to address these reporting requirements. As pointed out in Figure 3, Montenegro will report on the first two years of implementation of the NSSD in 2019.



Figure 2 National Sustainable Development Strategy

Figure 3 shows the multilayer connectivity of these two agendas through the set of both global/general and country-specific strategic documents. In essence, they both aim for similar goals but with slightly different focus and scope.

As Figure 3 illustrates, links exist between the two processes. The focus of this work and the Mainstreaming, Acceleration and Policy Support (MAPS) exercise in Montenegro has been to review in detail, at a more focused level, overlaps between the 169 SDG targets and the sub-sectors of the 33 chapters in the *Acquis*.

3 MAPS in Montenegro

The Mainstreaming, Acceleration and Policy Support (MAPS) process in Montenegro began in 2017 with focus on the EU accession process as the key contributor to the achievement of the 2030 Agenda for Sustainable Development in the country.

The UN System in Montenegro invested efforts in mapping links between the EU accession process and Sustainable Development Goals (Figure 3). This work concentrated on the process before the country joins the Union.

The MAPS process in Montenegro, so far, has had three phases: (i) fact-finding and identification of partners; (ii) understanding the links between processes; and (iii) validation of mapping results at a joint workshop of EU negotiators/UN agency specialist staff. The further steps that are required are presented in the conclusion. These suggestions are derived from respondents to the evaluation questionnaire at the validation workshop and an assessment of the next steps.

A **fact-finding mission** assessed the current phase of Montenegro's response to the 2030 Agenda and identified partners and areas through which the 2030 Agenda could be further fostered in the country.

The pre-MAPS mission has shown that:

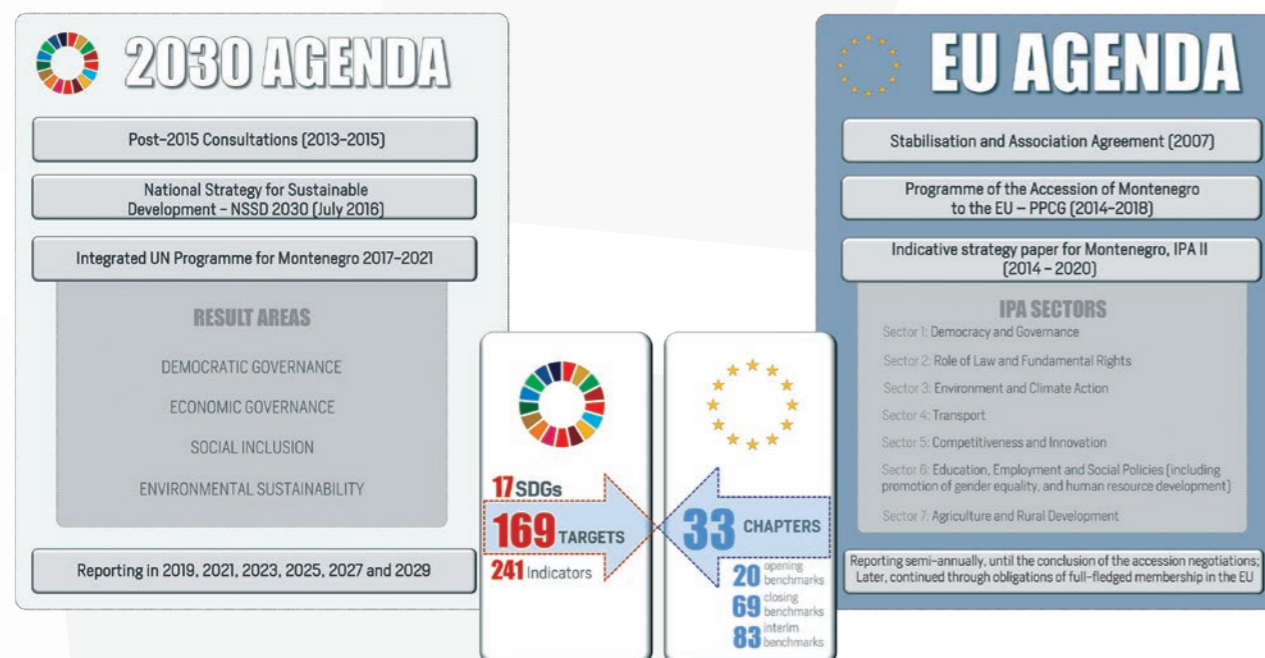
- While Montenegro had committed itself to the 2030 Agenda, the EU accession processes are the top national priority of the government.
- The Ministry of Sustainable Development and Tourism raised a concern that the government needs to allocate substantial financial and administrative capacities to implement the agenda and administrative capacities to implement the NSSD.
- The Ministry of European Affairs considered the 2030 Agenda to be complementary to the EU accession process and expressed interest in further raising the 2030 Agenda narrative through the lens of EU accession.

The assessment was that Mainstreaming of the 2030 Agenda in Montenegro had already been addressed in Montenegro through the adoption of the National Strategy for Sustainable Development (NSSD), and implementation arrangements have been considered and may be progressed through the sectoral policies, strategies and establishment of a new institutional framework. The UN System in Montenegro identified a role in examining the options for acceleration in relation to the EU accession process and it is in this context that a detailed analysis on the contents and dynamics of both agendas was conducted.

In order to address these conclusions, as the second phase of the process, the UN Resident Coordinator formed a **UN Ad-hoc MAPS team**, consisting of representatives of several UN organizations in the country and the UN Coordination Office. A working group was tasked **to understand and investigate content inter-linkages** between the EU accession process and the 2030 Agenda.

For this purpose, the team examined the relevant documents and data related to the EU accession process and the overall response of the EU to the Sustainable Development Goals. The team also examined in detail each of the 169 SDG targets and the corresponding indicators. Based on detailed analysis of the both processes, the UN ad-hoc MAPS team mapped the initial links between EU negotiating chapter priorities and the SDG targets.

Figure 3 Montenegro's 2030 Agenda and EU agenda: goals, strategic documents, priority areas and reporting dynamic



⁹ UN statistical commission reviewed the list of initially proposed indicators, thus the final list of indicators attached to the 2030 Agenda for Sustainable Development

The third phase was organization of a **MAPS validation workshop** in January 2018. The workshop was organized together with the Ministry of European Affairs and the representatives of the Montenegrin EU negotiation structure (heads and secretaries of the working groups for EU negotiation chapters, and chief negotiators), who have both the political power to decide and steer the negotiation process and the very technical knowledge of the EU requirements within the respective chapters. The workshop was also attended by representatives of the diplomatic corps, the EU Delegation to Montenegro, representatives of the Serbian negotiation team, in order to discuss their experience in matching these two processes, as well as the UN Economic Commission for Europe, the UNDP Istanbul Regional Hub and the UN Research Institute for Social Development.

The workshop was tuned to the country's context of the EU accession tasked with validating and revising the findings of the UN ad-hoc MAPS team, but also with assessing the impact of the EU accession process on the SDG targets in the context of Montenegro, as well as with identifying instruments that can support the achievement of results in both processes.

3.1 Methodological note

In-house identification of the potential links conducted by the UN ad-hoc MAPS team went beyond a superficial 'surface' analysis of the SDGs and EU chapters and looked in more detail at the chapter sub-areas and SDG targets. The first step in the process was to break the EU negotiation chapters down into their component thematic/programmatic sub-areas (see annex). For example, Chapter 23 – Justice and fundamental rights, for better understanding purposes, was divided into four sub-areas: (i) the judiciary; (ii) the fight against corruption; (iii) fundamental rights; and (iv) cooperation with CSOs¹⁰. Secondly, SDG targets were grouped under each of these sub-areas, as per the targets' thematic emphasis and corresponding indicator. Consequently, the SDG targets concerning antidiscrimination, legal identity, gender equality, reducing corruption, etc., were linked with chapter 23. This process was repeated for all other SDGs/chapters.

Figure 4 Snapshot from the validation workshop



The next iteration in the process was to identify those areas with the highest potential for synergies.¹¹ The potential was assessed based on the concentration of the targets within certain chapters' areas. The team's premise was that the chapter areas with the largest number of SDG targets associated with them are those offering the highest potential for identifying synergies and acceleration points. These chapters were under further focus and discussion with the EU negotiation structure over the validation workshop. Those chapters that are 'left out' are assessed as EU-specific ones related to the internal EU market through alignment of the legal framework, taxation and customs system and regulation on market functioning. Therefore, no significant synergetic effect was identified. The next iteration in the process was to identify those areas with the highest potential for synergies. The potential was assessed based on the concentration of the targets within certain

¹⁰ More information on sub-areas of each chapter can be found in an annex.

¹¹ It was assessed that the following chapters do not significantly contribute to the 2030 Agenda: Ch. 1 - Free movement of goods; Ch. 2 - Freedom of movement for workers; Ch. 4 - Free movement of capital; Ch. 5 - Public procurement; Ch. 8 - Competition policy; Ch. 9 - Financial services; Ch. 10 - Information society and media; Ch. 16 - Taxation; Ch. 17 - Economic and monetary policy; Ch. 18 - Statistics; Ch. 29 - Customs union; Ch. 30 - External relations; Ch. 31 - Foreign, security and defence policy; Ch. 32 - Financial control; Ch. 33 - Financial and budgetary provisions.

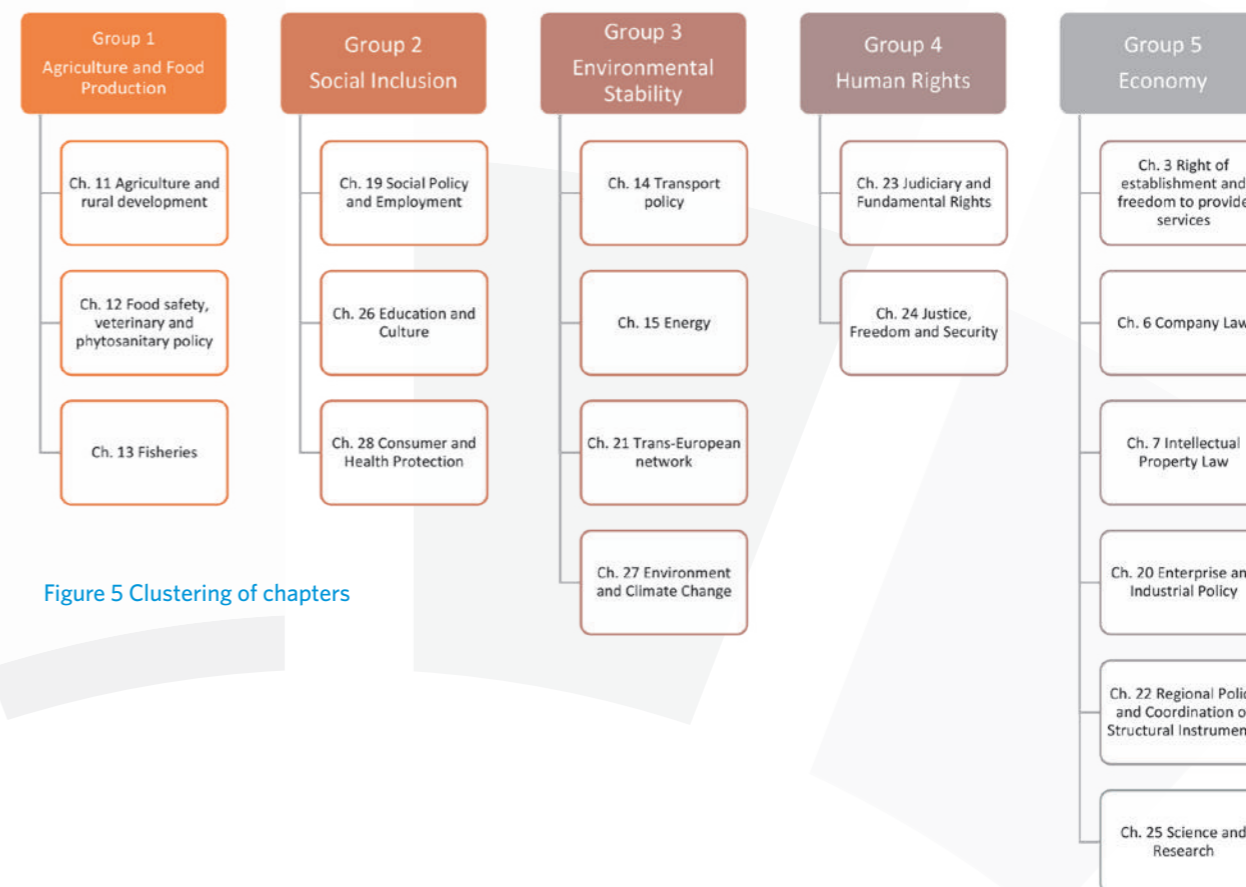


Figure 5 Clustering of chapters

chapters' areas. The team's premise was that the chapter areas with the largest number of SDG targets associated with them are those offering the highest potential for identifying synergies and acceleration points. These chapters were under further focus and discussion with the EU negotiation structure over the validation workshop. Those chapters that are 'left out' are assessed as EU-specific ones related to the internal EU market through alignment of the legal framework, taxation and customs system and regulation on market functioning. Therefore, no significant synergetic effect was identified.

For the purposes of the workshop, all EU chapters with the highest potential were thematically clustered into five working groups, shown in Figure 5.

All the groups examined, discussed and validated the work of the UN ad-hoc MAPS team and the preliminary mapping of interlinkages between these two processes. Validation of the interlinkages was a result of discussion on the specific actions, milestones, and critical points in the process between the opening and closing of the specific EU negotiation chapters. The idea was to go one step deeper, beyond merely the chapter descriptions, by providing a more distilled breakdown of the development activities that are relevant to each of the chapters.

Once verified, the impact that chapters might have on achieving the SDG targets was assessed through a three-point scale: (i) light impact; (ii) moderate impact; and (iii) significant impact. If the group was not able to assess the magnitude of the chapters' impact on the 2030 Agenda, that link between the chapter and the particular SDG target was not taken into consideration for further analysis. Finally, the instruments for acceleration and areas where acceleration is possible were identified, as well as the specific interventions and financial/human resources that could be mobilized to support specific actions to accelerate EU accession and the 2030 Agenda.

Finally, quantitative analysis of the findings was performed. The first step was to calculate the extent to which the subareas of the 18 EU acquis chapters selected are linked to the targets of each SDG, expressed as a percentage. The second step was to assess the strength of this relationship – taking the group assessments on a three-point scale, an arithmetic average of the magnitude was calculated for each SDG. Finally, in order in to give a fuller picture, the coverage and the magnitude were combined into a weighted value (0-3). This is the value that is illustrated in the overall SDG-EU links graph.¹²

¹² Corresponding tables could be found in Annex.

3.1.1 Methodology limitations

There are three notable limitation in the methodology adopted:

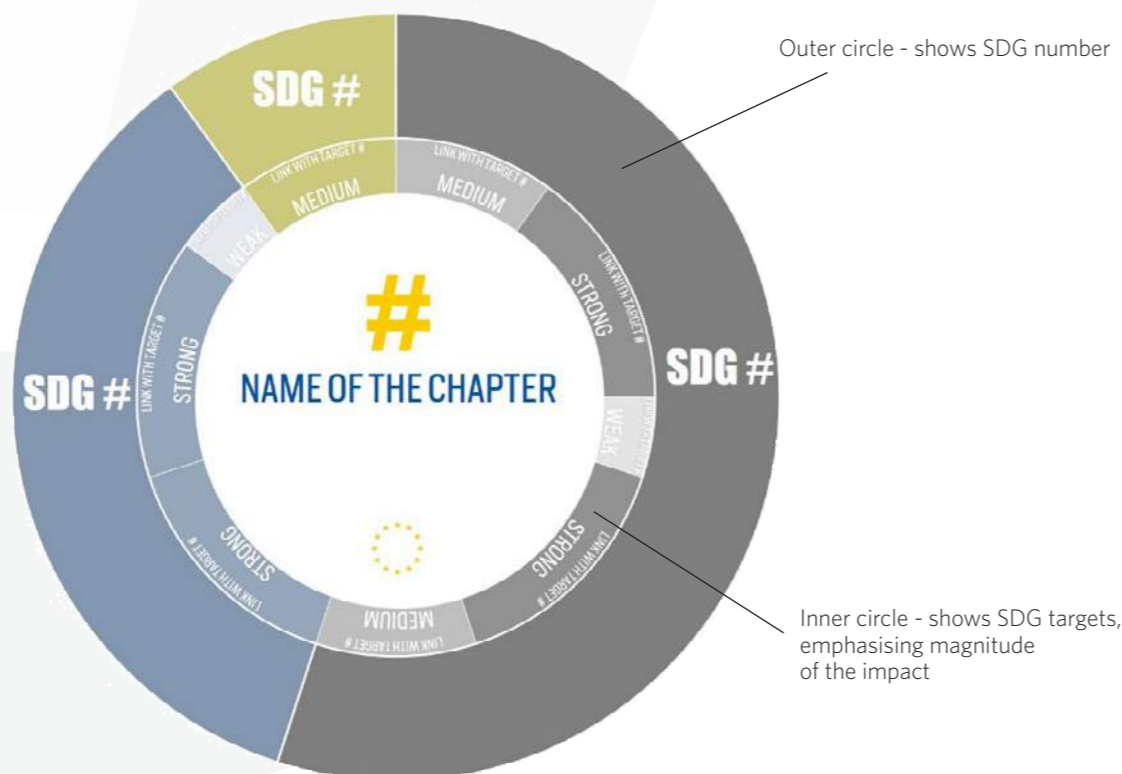
- Only those chapters (pre)assessed as having the highest potential for achieving synergies were analysed. Fifteen chapters were not included in the MAPS exercise, and their potential impact on achieving the SDGs was not assessed.
- This paper captures the discussions at the MAPS workshop and reflects the views of the members of the working groups. Given that not all representatives of the ministries (sectors) were present, there is a possibility that, due to a lack of information, the group underestimated the chapters' linkages and the magnitude of the impact.
- The last step in the exercise, requiring identification of the instruments to support the specific actions of the negotiation process, was not fully achieved, among other things, due to a lack of full information on the available financial resources.

3.2 Key findings of MAPS validation workshop

In this section, the findings of the MAPS validation workshop are presented. They are presented by group and analysed in detail chapter by chapter. In each case a graphical representation of the linkages has been prepared. Its content is based on an overall analysis of the workshop findings. Mind three important points for reading graphs:

- Each chapter graphic is standalone. Comparison across the chapter graphics is limited.
- Each chapter graphic represents the extent of the connection between the chapter's sub-areas, the SDGs and their targets. In this easy-to-read format, the higher the proportion of the circle presented in the SDG colour the greater the connection i.e. number of linkages. In this way, two dimensions are presented - the number of the links, and the magnitude.
- Each chapter graphic also shows the extent of the link - light, moderate or significant connection (on a three-point scale) through the proportion and intensity of colour dedicated to the target in the inner circle.

Figure 6 gives practical explanation on how to read Chapter Graphics.

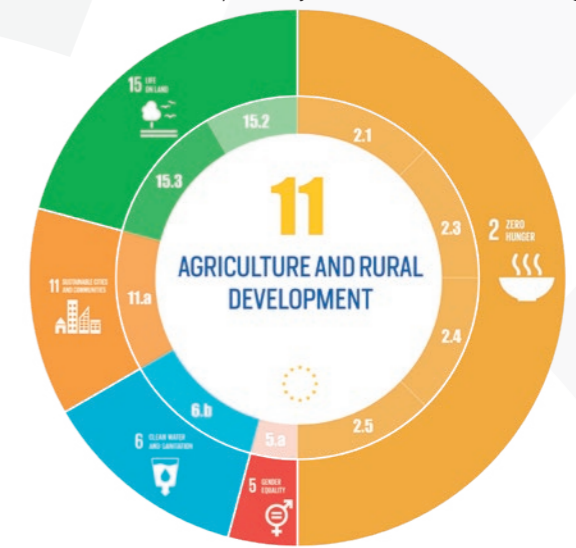


3.2.1 Agriculture and food production (Chapters 11, 12, 13)

Agriculture is one of the most complex, sensitive and critical issues in the enlargement context because of its significant size (share of the Gross Domestic Product (GDP) and the size of the population active in agriculture) and its structural deficiencies (subsistence and semi-subsistence farming). Within the EU accession process, these matters are tackled through the negotiation chapters 11 – Agriculture and rural development, 12 – Food safety, veterinary and phytosanitary policy and 13 – Fisheries.

Chapter 11 - Agriculture and rural development includes many binding rules, many of which are regulations that are directly applicable. The proper application of these rules and their effective enforcement by an efficient public administration is essential for the functioning of the Common Agricultural Policy (CAP). The CAP's main objectives are to provide a stable, sustainably produced supply of safe and high-quality food at affordable prices for consumers.

The main conclusion of the process is that this chapter contributes mainly to SDG 2, through direct payments, common market organization and other horizontal issues. This is especially relevant for SDG targets for agricultural productivity (2.3), production and farmers' income (2.3), maintaining ecosystems (2.4), agricultural markets and trade rules (2.1c). This chapter is also connected to SDG 15 targeting soil and land degradation. Rural development policy has been recognized in SDG target 6.1 in support and strengthening the participation of local communities in improving water and sanitation management, as well as SDG 11 through support of the positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning and SDG 5 (gender equality). Chapter 11 and its organic farming policy permeate all the above-mentioned SDGs.



Chapter Graph 1 Link between Chapter 11 and 2030 Agenda

Chapter 12 - Food safety, veterinary and phytosanitary policy covers detailed rules in food safety and sets hygiene rules for foodstuff production. Furthermore, the acquis provides detailed rules in the field of veterinary services, which are essential for safeguarding animal health, animal welfare and the safety of food of animal origin in the internal market. In the phytosanitary field, the EU rules cover issues such as the quality of seeds, plant protection material, harmful organisms and animal nutrition.

Given its multifaceted nature, agricultural policy, through **chapter 12**, also contributes to achieving SDGs: SDG 2 (zero hunger); SDG 5 (gender equality) and SDG 12 (ensuring sustainable consumption and production patterns), whereas SDG 12.3 (halving per capita global food waste) can be specifically highlighted. Under chapter 12, through implementation of the phytosanitary policy, a strong connection is established to SDG 15, related to the implementation of sustainable management of forests and combating land degradation in the country.



Chapter Graph 2 Link between Chapter 12 and 2030 Agenda

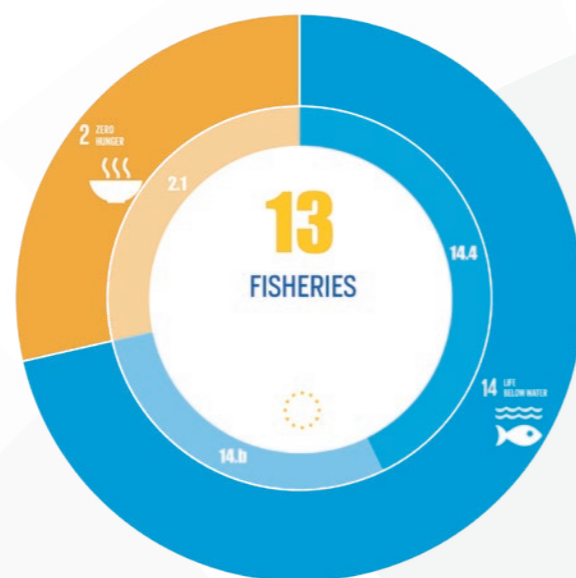
Chapter 13 - Fisheries consists of regulations which do not require transposition into the national legislation, as it falls under the exclusive competence of the EU. However, it requires the introduction of measures to prepare the administration for a common fisheries policy, which covers market policy, resource and fleet management, inspection and control, structural actions and state aid control. In some cases, the existing fisheries agreements and conventions with third countries or international organizations need to be adapted.

SDG 14 (sustainable use of the oceans, seas and marine resources) strongly corresponds to this negotiation chapter. According to analysed relations between the chapter structure and SDG 14, a strong connection has been found, especially in SDG 14.4 targeting regulation of the harvesting and overfishing, illegal, unreported and unregulated fishing and destructive fishing practices.

Agriculture is also relevant for the SDGs: SDG 17 (strengthening international partnership and cooperation), SDG 13 (climate action), SDG 7 (ensuring sustainable energy), and SDG 8 (full employment and decent work), which are not covered by this report, due to their lesser relevance.

Financial instruments important for implementation of the above-discussed objectives both in chapters 11, 12 and 13 and the corresponding SDGs have been identified through different EU programmes, such as the Instrument for Pre-Accession Assistance (IPA), Technical Assistance and Information Exchange instrument (TAIEX), Better Training for Safer Food (BTSF) and the European Food Safety Authority (EFSA).

The UN's Food and Agriculture Organization (FAO) and International Fund for Agricultural Development (IFAD), as well as specialized agencies of which Montenegro is a member country (OIE - World Organization for Animal Health, IOC - International Olive Council, and IPPC - International Plant Protection Convention), could be significant contributors to achieving the common goals identified by the negotiation chapters and related SDGs in the field of agriculture.



Chapter Graph 3 Link between Chapter 13 and 2030 Agenda

3.2.2 Social Inclusion (Chapters 19, 26, 28)

Social policy, education and health are areas of the so-called 'weak acquis' or areas where the European Union as a body does not have exclusive competences.¹³ These areas of the social system are left for the countries themselves to govern within the so-called group of national competences. The group for social inclusion further analysed chapters 19 - Social policy and employment, 26 - Education and culture and 28 - Consumer and health protection.

Of the analysed chapters, an important thing to note is that chapter 26 is provisionally closed, which means that the negotiation process does not directly contribute to meeting the SDG goal in this area. However, the relevant national strategic goals in education are aligned with the Europe 2020 Strategy and, more specifically, with the Strategic Framework - Education and Training 2020. As such, they refer to: preschool coverage (4-6), results of PISA testing, dropout prevention, student mobility, and time between school completion and first employment.

Chapter 19 - Social policy and employment mostly deals with working conditions, high productivity, social cohesion, etc. Therefore, the discussion mostly revolved around the new Labour Law, the implementation of which will be of paramount importance. This piece of legislation offers measures of workers' legal protection with a focus on decent work, maternity leave and benefits, emphasizes the role of the Labour Inspection, reaffirms the social dialogue between employers, labour unions, and the government, etc.

In the area of social policy, it has been concluded that links between social protection and employment programmes need to be stronger especially when it comes to unemployed young people and labour activation measures for recipients of cash transfers who could access the labour market.

Strong links between the targets in chapter 19 and SDG 8 (decent work) were identified, as well as linkages with several targets related to SDG 5 (gender equality) and the targets under SDG 1 (no poverty) and SDG 10 (reducing inequalities). The strength of the link between these two agendas is shown in Figure 4, where a clear and substantive contribution to SDG 8 can be observed.

The discussion on resources revealed that Montenegro primarily relies on budgetary allocations to meet the obligations stemming from chapter 19. Reform of the social and child protection system is predominantly funded by national resources, with the support of IPA II funds. Once the country joins the Union, it will become eligible to benefit from the European Social Fund and other similar funds. Consequently, strengthening the administrative capacities of all stakeholders will be required.

Chapter 26 - Education and culture is a provisionally closed chapter, thus there is little potential for exerting any significant influence on the process of achieving the SDGs on the way to the EU. Still, there is a strong conceptual link between this chapter and the 2030 Agenda.

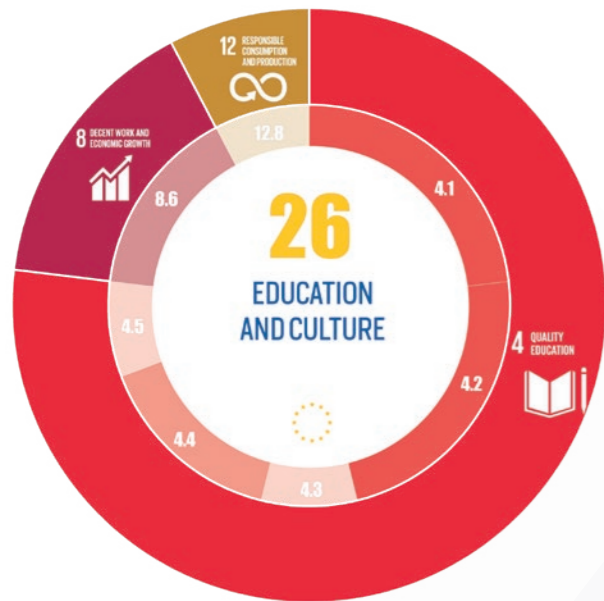
The group noted a strong correlation with all the SDG targets which refer to equal access to equitable and quality preschool education programmes, as well as the targets of gender equality that call for no segregation between girls and boys. Regarding dropout prevention, links with SDG targets, which call for all girls and boys to complete free, equitable, quality primary and secondary education (the focus is on quality), were found.

The discussion on resources revealed that a strategic plan for allocation of IPA 2014-2020 funds had been prepared. It contains three prongs of activities to be realized:



Chapter Graph 4 Link between Chapter 19 and 2030 Agenda

¹³ More information on EU policy competences, please consult <http://ec.europa.eu/citizens-initiative/public/competences/faq>



Chap. Graph 5 Link between Chap. 26 and 2030 Agenda

1. Improvement of the quality of education at all levels;
2. Inclusive education, to be achieved both through infrastructure and investments in educational curricula and teaching tools; and
3. Development of educational programmes in line with the National Qualifications Framework.

In addition, the group noted plans to reintroduce dual education, which entails innovative financing arrangements between the government and the private sector. Scholarships for in-demand occupations and a Quality and Talents Fund are additional novelties to be introduced.

When it comes to Erasmus+, Montenegro is aspiring to graduate to the level of a programme country.

The key partners identified by the group are: the European Training Foundation, UN System in Montenegro, CEB, and the private sector (specifically in the area of higher and vocational education).

Discussion within **Chapter 28 - Consumer and health protection** revealed that there are no links to the 2030 Agenda in the area of consumer protection, therefore the focus was put on issues within the health sector. An important thing to note is that, while the graph shows significant alignment of the accession process with the 2030 Agenda, there is a concern that this process does not necessarily bring improvements to the whole health system and for all people, because health falls under the national competence i.e. is the area of the so-called 'weak acquis'.

The group identified the link between the immunization process and the SDG target on the prevention of communicable diseases (SDG target 3.3). Furthermore, the EU requirements, such as organ donation, control of tobacco use, screening for cancer and alcohol, etc. were clearly linked to SDG target 3.4 (reduced mortality from non-communicable diseases) and target 3.5 (prevention and treatment of substance abuse, including narcotic drugs and alcohol).

Looking to the future, the country faces an insufficient level of healthcare staff per capita, which poses a challenge to universal health protection. This post-accession scenario was confirmed in other EU accession countries, where the number of qualified healthcare professionals dropped after accession. Going forwards, a brain drain could be an issue for Montenegro. Finally, activities required to achieve chapter 28's priorities are mostly funded by the national budget. Other than the UN System and World Health Organization's support, the group was not able to identify other resources and avenues for support.

The overall conclusion is that the areas covered under the social inclusion chapter dominantly fall in the realm of national competences, as opposed to some other areas which fall under the exclusive or shared competences of the European Union. This is also reflected through the financial support provided by the EU, i.e. as discussed in section 3.3 the funds allocated for areas of social policy, education and health make up only 10% of the total IPA allocation.



Chap. Graph 6 Link between Chap. 28 and 2030 Agenda

3.2.3 Environmental sustainability (Chapters 14, 15, 21, 27)

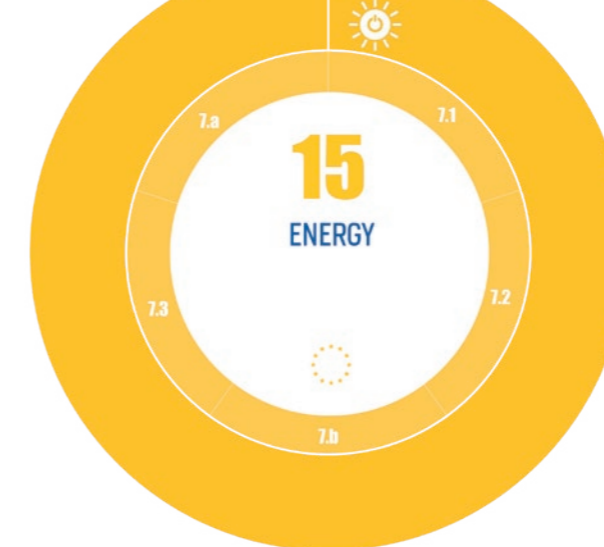
Issues of environment, transport and energy seem to have the strongest links with the 2030 Agenda. This is especially true of chapter 27 – Environment and climate change, having in mind that the results achieved under this chapter are strongly correlated with 40 different SDG targets (24% of all targets). Also subject to discussion were chapters 14 – Transport policy, 15 – Energy, and 21 – Trans-European network.

Chapter 14 - Transport policy aims to accommodate the growing needs for mobility of citizens and goods, which is achieved through safer transport, better services, and the improved efficiency of transport and infrastructure. Chapter 14 relates to roads, air travel, railways, maritime transport and infrastructure.

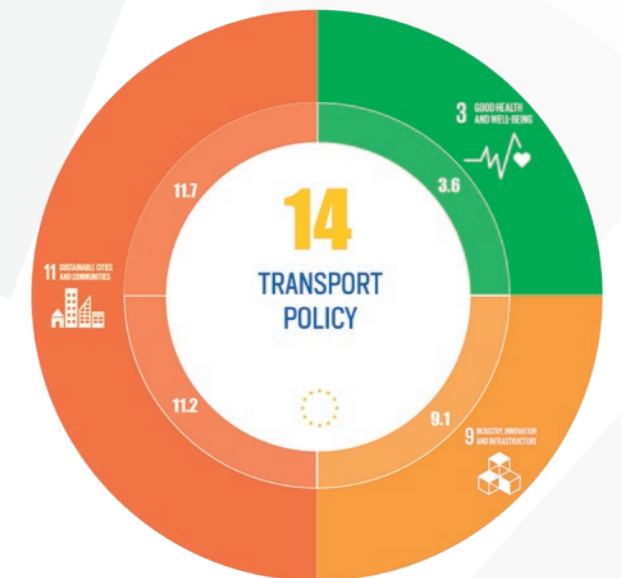
The analysis showed that there are strong links between areas of chapter 14 and three SDGs: SDG 3 (good health and well-being), SDG 9 (industry, innovation and infrastructure) and SDG 11 (sustainable cities and communities).

There are strong linkages between the efforts the country is making in aligning the legislation on roads and road safety, as well as a mixture of the measures aimed at making users, vehicles and the infrastructure safer. Aligning with the EU acquis in air, maritime, railway and road transport, along with an improvement of the overall transport infrastructure, with adoption of the Transport Development Strategy and the Law on Roads, is significantly contributing to SDG targets 3.6, 9.1, 11.2, as well as 11.7 on universal access to infrastructure.

Chapter 15 - Energy consists of rules and policies, particularly regarding competition and state aid, but also inclusive of the coal sector, conditions for equal access to resources for prospection, exploration and production of oil and gas, the internal energy market, the promotion of renewable energy sources and energy efficiency. Regarding international agreements, the chapter incorporates the Energy Charter Treaty and related instruments. Chapter 15 has strong linkages with SDG 7 and its five corresponding targets.



Chap. Graph 8 Link between Chap. 15 and 2030 Agenda



Chap. Graph 7 Link between Chap. 14 and 2030 Agenda

Renewables are dealt with by a number of Montenegrin legislative and strategic policy documents, which contribute strongly to targets 7.a and 7.b. Montenegro has already met its national target of 33% of gross final energy consumption being provided by energy from renewable sources by 2020. Investments in renewable energy infrastructure fully respects the relevant environmental legislation.

Montenegro adopted the law on the efficient use of energy, which incorporated the main provisions of the EU acquis in this area which strongly contributes to the target 7.3.

Montenegro predominately relies on its own resources, private investments, loans and donations.

Chapter 21 - Trans-European network covers the transportation (TEN-T), telecommunications (eTEN) and energy (TEN-E) infrastructure. Through the EU accession process, Montenegro is committed to setting up and further developing infrastructure projects that are of joint interest to EU member countries.

When it comes to trans-European transport networks, Montenegro is a part of the South-East European Transport Observatory (SEETO), which will be replaced by the Transport Community Treaty (TCT), as one of the key political processes within the Connectivity Agenda and the Berlin Process, aimed at strengthening regional cooperation and increasing the connectivity of Western Balkan countries. One of the main priorities in the upcoming period is the adoption of the Law on Roads, which is expected to strongly contribute to SDG target 9.1 and to moderately contribute to SDG target 11.2.

In terms of trans-European energy networks, Montenegro has adopted the Strategy of Energy Sector Development for the period 2018-2030 and the Energy Policy of Montenegro to 2030, which define its activities in the respective period. When it comes to the international strategic framework, Montenegro is part of the European Energy Community and aligns its activities in this sector with the Energy Strategy of the Energy Community. These activities strongly contribute to SDG targets 9.1 and 7.1.

The country is mostly relying on its own resources when it comes to implementation of this chapter, but, more importantly, on the EU Enlargement Policy by providing technical assistance and investments on the agreed network priorities.

Chapter 27 - Environment and climate change is one of the three un-opened chapters in the negotiations with the EU. The Government of Montenegro adopted the National Strategy with Action Plan for the Transposition, Implementation and Enforcement of the EU Acquis on the Environment and Climate Change 2016-2020 (NEAS) in July 2016 and thus fulfilled the only opening benchmark for chapter 27. This document was the basis for mapping interlinkages with the 2030 Agenda. The NEAS addresses horizontal legislation, air quality, waste management, water quality, nature protection, industrial pollution, chemicals, noise, civil protection and climate change, and their fulfilment leads to full compliance with the EU acquis. All of the measures are also fully aligned with the National Strategy for Sustainable Development. Chapter 27 is the most complex chapter when it comes to common points with the 2030 Agenda. Namely, requirements within this chapter tackle 40 SDG targets, thus the difference in magnitude cannot be easily differentiated on the chart.

Montenegro's horizontal legislation is to a large extent aligned to the horizontal legislation of the EU in the field of environmental protection. The efforts in this regard contribute strongly to targets 12.8 and 12.2.

The corresponding water quality measures have strong linkages with SDGs 3 (good health and well-being), 6 (clean water and sanitation) and 14 (life below water), and 10 corresponding targets. Improvement of the monitoring of surface, underground and coastal (including transitional) waters on the territory of Montenegro is the basis for all further activities in the area of water resource management and preservation of their quality. Air quality measures have strong links with SDG 11 (sustainable cities and communities) and moderate links with three SDG targets: 3.9, 6.6 and 15.1. One of the key challenges is to achieve good air quality in all areas, especially in the municipalities of Podgorica, Pljevlja and Nikšić, where there is an increased concentration of pollutants, which often exceed the limit values. Implementation requires high financial investments in infrastructure for remote controlled heating, improvement of public transport in towns, implementation of energy-efficiency measures, preservation and upgrading of green areas, etc. The waste management measures have strong linkages with SDGs 11 (sustainable cities and communities), 12



Chapter Graph 9 Link between Chapter 21 and 2030 Agenda

(responsible consumption and production) and 14 (life below water). The waste management planning documents will envisage measures for recycling and separated collection of waste material and the implementation of the principle “the polluter pays”, according to which the producer of waste is responsible for covering the costs of waste management, etc.

Climate-change measures have strong links with SDG 13 (climate action) and 11 (sustainable cities and communities). The most important commitment that Montenegro has expressed is through the ratification of the Paris Agreement in 2017. The plan of activities for the implementation of legislation in the sector of climate change by 2030 was defined when the National Climate Strategy was adopted. Nature protection measures have strong linkages with SDGs 12 (responsible consumption and production), 14 (life below water) and 15 (life on land). Establishment of the Natura 2000 network and the implementation of regulations are of crucial importance for further progress in this regard. Administrative capacities will have to be significantly strengthened, in particular those related to the application of appropriate assessment, compensatory measures and other specific knowledge related to the proper application of the EU directives and regulations in the subsector of nature protection, including the habitat and bird directives with regards to establishment of the Natura 2000 network.

Significant assistance in implementation of the environment policy framework will be sought through the IPA, TAIEX, Twinning and other instruments. Technical assistance will depend on the availability of donor and EU funds and of the maturity of the actions foreseen. Donor coordination and the quality and early programming of potential IFIs/IPA/member states' assistance are crucial in order to obtain the needed expertise and therefore achieve timely implementation of the actions planned. The total cost of action for the implementation of chapter 27 is projected at €1.4 billion, according to the NEAS. The funding gap after cost recovery must be covered by a mix of instruments, including the IPA 2014-2020 programme, International Finance Institutions (IFIs), commercial banks, project financing from specialized sources and other donors, industry/commercial direct investments and private investors, etc. The remaining gap will be financed by the public sector through a variety of instruments such as the Eco Fund, central budget, local government budget, etc.



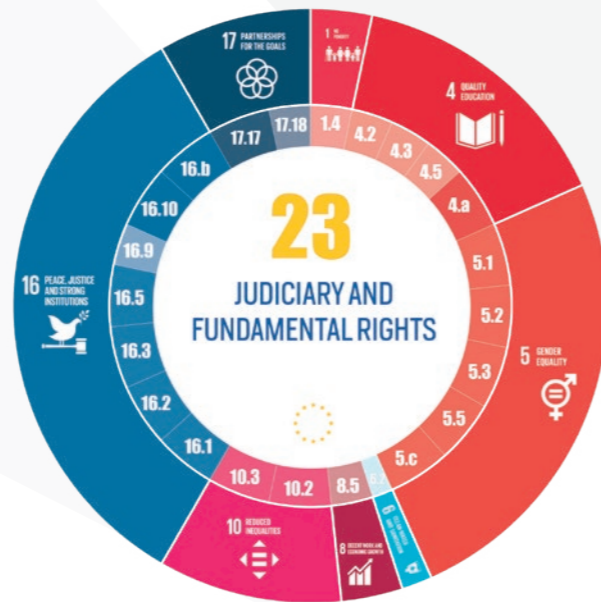
Chapter Graph 10 Link between Chapter 27 and 2030 Agenda

3.2.4 Human rights and justice system (Chapters 23, 24)

Although human rights and the justice system is a cross-cutting issue and is the basis of all the negotiating chapters, it is the core of negotiation chapters 23 – The judiciary and fundamental rights, and 24 – Justice, freedom and security. These two chapters are considered to be the backbone of the whole negotiation process, and are the only two chapters that have interim benchmarks rather than closing benchmarks, as is the case with the other chapters opened for EU accession negotiations. The closing benchmarks for chapters 23 and 24 will be available once the interim benchmarks are closed, which is expected to happen by the end of 2018. However, this did not limit the richness of the discussion in this working group and its recommendations. Fulfilling the 83 interim benchmarks for chapters 23 and 24 is a prerequisite for entering the EU and helping achieve all the other EU acquis priorities. The obligations that stem from these two chapters are in direct correlation with numerous SDG goals, with an emphasis on SDG 4 (quality education), SDG 5 (gender equality), SDG 10 (reduced inequalities) and SDG 16 (peace, justice and strong institutions).

Chapter 23 - Judiciary and fundamental rights aims to create the preconditions for an independent and impartial judiciary, with administrative capacities sufficient for the protection of the rule of law. It covers the area of the judiciary, anti-corruption, fundamental rights, and the rights of EU citizens. In addition to the need for full alignment of the national legislation with the EU acquis, it is necessary for a candidate country to show visible and measurable results and a track record in applying legislation.

As such, this chapter has a link with 23 SDG targets, or 17% of the total number of targets, with the main contribution being to achievement of SDGs 5 (gender equality) and 16 (peace, justice and strong institutions). This chapter is recognized as one of the crucial ones for achievement of the 2030 Agenda in Montenegro, more so due to the very strong mutually supportive results between these two.



Chapter Graph 11 Link between Chapter 23 and 2030 Agenda

Chapter 24 - Justice, freedom, and security aims to ensure free movement of people and their safety. It tackles issues such as migration, borders and Schengen, cooperation in criminal and civil matters, police cooperation and the fight against organized crime, protection from abuse, exploitation, child marriage, human trafficking, etc. Subsequently, this chapter has a direct and strong impact on five SDG targets, mainly concentrated under SDG 16 (peace, justice and strong institutions).

The group also identified areas of work that will require an additional push in the period up to 2030. These include: 1) human trafficking; 2) money laundering; 3) financial investigations and property confiscation; and 4) promotion and protection of the human rights of the most vulnerable groups, such as Roma, children and LGBTIQ.



Chapter Graph 12 Link between Chapter 24 and 2030 Agenda

As regards the resources for achieving the interim benchmarks, it was not possible to make a reliable estimate. The sources of funding include the state budget, IPA funds, UN and international organizations, bilateral donors (embassies), etc. Also, some funds specific to the chapters will become available in due course, such as the Schengen Fund (External Borders Fund), aimed at supporting alignment with the Schengen standards (infrastructure, facilities, equipment and training). In addition to funding, strengthened administrative capacities will be required (new employment as well as specialized training).

Due to the broad area covered with the two chapters, the lead actors in fulfilling the obligations are the Ministry of the Interior, the Ministry of Justice, the Ministry of Education, the Ministry of Labour and Social Welfare, the Ministry of Human and Minority Rights, and the Ministry of European Affairs.

3.2.5 Economy (Chapters 3, 6, 7, 20, 22 and 25)

Economic matters are integral to the operation of the internal EU market; thus this is the core topic for many negotiation chapters. Due to its global scope and universal principles, the 2030 Agenda focuses on establishing a system of respecting labour and human rights, and ensuring sustainable and environment-aware economic growth. The negotiation chapters that were discussed in this section include: chapter 3 – Right of establishment and freedom to provide services; chapter 6 – Company law; chapter 7 – Intellectual property law; chapter 20 – Enterprise and industrial policy; chapter 22 – Regional policy and coordination of structural instruments; and chapter 25 – Science and research.



Chapter Graph 13 Link between Chapter 3 and 2030 Agenda

and decent work, and SDG 4, dealing with quality education – more specifically targets 8.5 (employment and decent work for all), 4.3 (equal access for all to quality education) and 4.4 (increasing the number of young people and adults who have relevant skills for decent jobs and entrepreneurship).

Chapter 6 - Company law defines the establishment and operation of businesses in the EU member states. This chapter is related to the rights of establishment, registration, domestic and cross-border mergers, and division of companies, as well as the system of publishing annual financial reports.

Chapter 3 - Right of establishment and freedom to provide services deals with ensuring the right to establish businesses in any member country, mutual recognition of professional qualifications, and establishment of a single market for postal services and ensuring their quality. A set of instruments is planned to be developed in order to meet this chapter's benchmarks, such as: the Law on Services, Law on Recognition of Professional Qualifications, eliminating citizenship as a barrier to employment, etc. The budget for the implementation of the obligations pertaining from this chapter is provided through the state budget, IPA funds and bilateral cooperation.

Work related to this chapter has a low correlation with SDG 8, dealing with economic growth, employment



Chapter Graph 14 Link between Chapter 6 and 2030 Agenda

Development of the Law on the Capital Market and the Company Law, as well as legislation in accounting and statutory audits, are considered a priority under this chapter. Weak links with SDG target 12.6 on the inclusion of sustainability information in their reporting cycle were recognized. This target is mostly linked with the Law on the Capital Market, while other laws will indirectly empower companies to adopt sustainable practices and report on them.

This chapter does not require additional resources, having in mind that the majority of the legal acts has been already adopted.

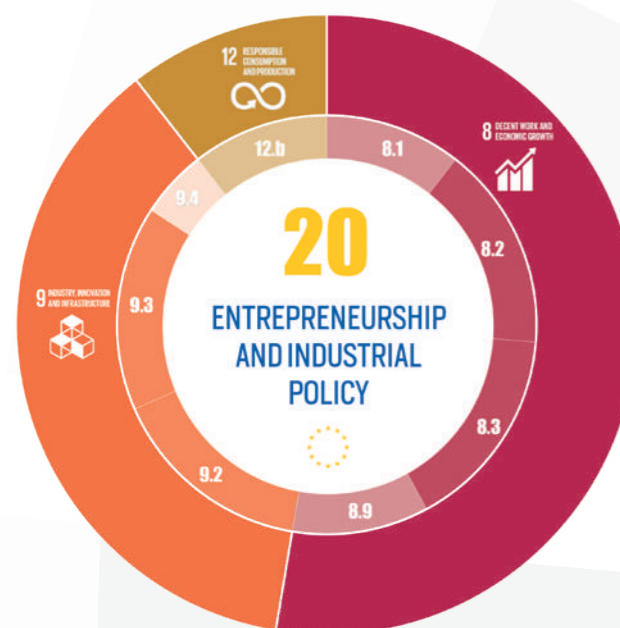


Chapter Graph 15 Link between Chapter 7 and 2030 Agenda

Chapter 7 - Intellectual property law covers the rights of authors and related rights, and the right of industrial property. The aim is to adjust the national regulations in the member states so as to ensure to keep pace with technological developments and international commitments under the framework of the World Intellectual Property Organization. The priority measures in this area include the Amendments to the Law on Copyright and Related Rights, Intellectual Property Strategy, adoption of the new Patent Law and strengthening administrative capacity for registration and enforcement of intellectual property rights.

The IPA, TAIEX and government budget were used for financial resources for the implementation of the actions related to this chapter's obligations.

Chapter 7 was identified as having a low correlation with SDG target 9.5 that aims to encourage innovation and research and development spending.



Chapter Graph 16 Link between Chapter 20 and 2030 Agenda

Chapter 20 - Enterprise and industrial policy aims to establish a favourable environment for producers and entrepreneurs by offering support for competitiveness and equal business activity in Europe and across the world. The topics for negotiations are industry policy, small and medium-sized enterprises (SMEs), financial aid instruments, the tourist industry, the air and maritime industry, the timber industry, and the steel and metal industry.

The main benchmark for implementation of this chapter is the 2020 Industrial Policy. This document is a strategic response to the competitiveness of industry, investments and finance, innovation and entrepreneurship and access to the market.

Chapter 20 was identified as having the most significant correlation with SDGs 8 (decent work and economic growth), 9 (industry innovation and infrastructure) and 12 (responsible consumption and production).

Along with the allocation of funds from the national budget, the implementation of industrial policy measures is supported through the IPA funds. In addition, the use of other EU funds, such as Horizon 2020, COSME, Erasmus+, Creative Europe and EaSI, is also planned for the Industrial Policy. International financial institutions (IFIs) are recognized as a source of funding.¹⁴

¹⁴ Industrial policy, page 44.

Chapter 22 - Regional policy and coordination of structural instruments relates to the EU regional policy, which covers financial support to countries and regions, whose objective is to strengthen economic, social and territorial cohesion. This chapter contains framework regulations that define rules for the preparation and granting of operational programmes whose implementation is funded from the European Structural and Investment funds, i.e. the European Regional Development Fund and the European Social Fund and – for some countries – the Cohesion Fund, depending on the territorial organization of each country.

Currently, in terms of the defined benchmarks, this chapter does not have direct links to the SDGs, but it can potentially influence the achievement of all SDGs, depending on the priorities that the government will define through the operational programme for the structural funds (to be developed by 2020).

Chapter 25 - Science and research is a provisionally closed chapter. This is an area of the weak EU acquis, thus no significant system changes occurred while negotiating the position for this chapter. Having in mind its status, no significant links between the EU requirements and the achievement of SDG targets were identified in this area.

To conclude, out of the six chapters analysed in this section, a correlation was identified with 13, or 8%, of the 169 SDG targets. The average magnitude of the links between the chapters and SDG targets is assessed as moderate, leading to the conclusion that synergies between the EU and the 2030 Agenda in the chapters on the economy brings moderate value added to the overall achievement of SDGs. Nonetheless, close attention needs to be paid to chapter 22, which will further define the scope that the EU funds will address in Montenegro after joining the Union.

3.3 Pre-accession resources - IPA II resources - 2014 - 2020

The EU accession process within a country is supported with performance-based EU financial support through the so-called Instrument for Pre-Accession Assistance, or IPA. Being a candidate state, Montenegro has also been benefiting from this support. The total value of financial support that Montenegro is to receive in the financial perspective 2014-2020 amounts to €270.5 million.

In principle, IPA support is channelled to those sectors that are closely linked to EU negotiation chapters (see Figure 3). Table 3-1 below, extracted from a regional overview on the utilization of IPA resources, illustrates the financial allocation for Montenegro by policy area and sector. The table clearly illustrates the concentration of resources allocated to support in preparing for the institutional reforms necessary for Union membership and transport, environment and energy investments (90%) when compared with other issues, such as education, social policies and gender equality (10%).

This emphasis in the distribution of IPA resources is in line with the observations of the validation workshop.

Table 3-1 IPA resources for Montenegro in period of 2014-2020

Policy Area	Sector	IPA 2014-2020 (in mill. €)	IPA 2014-2020 (in % of total)
a) reforms in preparation for Union membership and related institution- and capacity-building;	- Public Administration Reform - Public Financial Governance - Justice and Home Affairs - Human Rights and Minorities	99.2 €	37%
b) socio-economic and regional development;	- Transport - Energy - Environment - Private Sector Development - Competitiveness and Innovation	90.8 €	34%
c) employment, social policies, education, promotion of gender equality, and human resources development;	- Education and Human Resource Development - Labour Market and Employment - Social Policies	28.1 €	10%
d) agriculture and rural development;	- Agriculture	52.4 €	19%
TOTAL		270.5 €	

Source: Country Strategy papers¹⁵

¹⁵ European Policy Institute (EPI) - Skopje, November 2014

4 Conclusions

There is scope for acceleration. The MAPS process in Montenegro focused on identification of points of acceleration, to speed up achievement of the 2030 Agenda for Sustainable Development. Mapping the synergies between the EU accession process and sustainable development is an opportunity to take a smart approach to implementation in both development agendas. The process generated a new, stronger partnership with the Ministry of European Affairs and contributed to the conclusion that, if both agendas are addressed at the same time, greater benefits may be achieved.

There is strong complementarity. There is a strong synergy between EU accession, the 2030 Agenda and the SDGs, as these are mutually reinforcing processes. Sixty-five percent, nearly two-thirds of the SDG targets (109 of 169 targets) have a strong link with the chapters of the acquis – in meeting the requirements of the acquis, Montenegro will be closer to achieving the SDG target.¹⁶

Scope for links particularly in three key Chapters. The crucial chapters, those that have the greatest impact on achievement of the 2030 Agenda in Montenegro are chapter 27 on the environment, chapter 23 on justice and fundamental rights and chapter 19 on social policy and employment.

If the EU requirements in chapter 27 are fully achieved, as many as 40 SDG targets (25% of the total number of SDG targets) will be addressed. This, in turn, will require significant financial investment. Through the National Environmental Approximation Strategy (NEAS), Montenegro assessed the total costing of the alignment with the EU requirements, which amounts to €1.4 billion (some 35% of Montenegro's 2017 GDP). This could potentially be covered by the government, the private sector, international financial institutions and possibly structural funds, or global mechanisms, such as the Green Climate Fund, Global Environment Facility and other international donors.

Accession dynamics matters. The accession dynamics specific to each chapter also play a crucial role. The space for manoeuvre, or ability to link the two agendas, is more significant in those chapters that are not yet closed or not even opened, such as the chapter on the environment. For these chapters, the pre-accession mechanisms, such as expert, financial and technical support, could be employed to explore the opportunities to achieve results in both areas.

In the chapters that are provisionally closed, where the benchmarks have been met, such as education and science, there is less space for further contribution to the achievement of SDGs. However, assistance may be available under the EU pre-accession mechanisms for focused interventions.

Chapter 23 covering justice and fundamental rights is crucial for achieving the 2030 Agenda. Defined as the chapter addressing the fundamental values of the EU, the changes required to the rule of law, freedom of the media and to institutions are considered transformational and, until they are closed, this process offers space for focused interventions where the targets of the SDGs can also be addressed.

Areas of supporting competence need special consideration. The principle of subsidiarity is important in examining the points of policy alignment. There are well-defined jurisdictions where the EU has the legal authority to act in particular policy areas. Drawing on the principle set out in the Maastricht Treaty that “higher level authorities should have a subsidiary function, performing tasks that cannot be performed at a more local level”, distinction is made between the **exclusive** EU competences, competences **shared** between EU and Member States and areas of **supporting** EU competences where the member states’ governments are the main players in policy formulation and implementation.¹⁷ As our analysis showed, issues such as the conservation of marine resources, where the EU has exclusive competence, while not having a country-led focus, may receive greater attention at the level of the Union, thus providing a greater emphasis on policy and implementation to meet the SDG 14 targets in places such as Montenegro.

In other areas, such as education, health, employment and social policy that mainly fall under supporting or shared competences, more effort is expected from the national government to increase standards and improve the quality of services in these areas. Further work is required to examine the links in these areas

¹⁶ For more details on the methodology, please consult chapter 3.1 Methodological note

¹⁷ Daniel Kenaly, John Peterson and Richard Corbett, *The European Union: How does it work?*, 4th Edition, Oxford University Press, 2015, pp. 103

more closely. In addition, when it comes to funding and expert support, these areas are mostly to be addressed through national capacities and national budgetary sources and might have limited benefit from EU support.

Implementation is important. Any results in achieving sustainable development rely not only on adopting a legal framework such as the acquis, but also on dedicated implementation. This issue remains a concern. While in some areas the chapter graphics show strong links between the chapters of the acquis and the targets of the SDGs necessary for achieving the SDG, there is no guarantee that this will happen. A key issue remains in the institutional capacities and resources for implementation, which need to be improved significantly if the people of Montenegro are to feel the benefits of the new legislative framework.

SDG targets that are not addressed. Finally, on the other side of the coin, while the EU accession process is contributing to achieving 109 SDG targets, it means that 60 targets – or 35% of the total – are not addressed through this process. These targets mostly clustered in SDG 17 – Partnership for the goals, SDG 10 – Reduced inequalities, and SDG 4 – Quality education. Our conclusions call for the SDG targets that are not (fully) addressed by the EU accession process to receive more focused attention from the government and development partners in order for those also to contribute to the development of Montenegrin society.

Figure 7 Impact of EU Accession process on achieving Sustainable Development Goals in Montenegro



5 Annexes

Table 5-1 Breakdown of EU negotiation chapters and identified sub-areas

Chapter No	Chapter description	Chapter sub-areas
Chapter 1	Free movement of goods	<ol style="list-style-type: none"> 1. General Principles 2. Horizontal Measures (Standardisation, Metrology, Accreditation, Market Surveillance) 3. Vertical Measures (New Approach, Old Approach) 4. Procedural Measures
Chapter 2	Freedom of movement for workers	<ol style="list-style-type: none"> 1. Access to labour market 2. EURES 3. Coordination of the social security system 4. European Health Insurance Card
Chapter 3	Right of establishment and freedom to provide services	<ol style="list-style-type: none"> 1. Mutual recognition of professional qualifications 2. Right of establishment, freedom to provide services 3. Postal services
Chapter 4	Free movement of capital	<ol style="list-style-type: none"> 1. Free movement of capital and payment 2. Payment operations services 3. Prevention of money laundering and financing of terrorism
Chapter 5	Public procurement	<ol style="list-style-type: none"> 1. General principles 2. Legal protection and classic sector 3. Concessions 4. Utilities sector 5. Electronic public procurement 6. Public procurement glossary 7. Sustainable public procurement 8. Public procurement in defence
Chapter 6	Company law	<ol style="list-style-type: none"> 1. Company law 2. Corporate accounting and auditing
Chapter 7	Intellectual property law	<ol style="list-style-type: none"> 1. Copyright and related rights 2. Industrial property law 3. provisions concerning their implementation
Chapter 8	Competition policy	<ol style="list-style-type: none"> 1. Competition policy 2. State aid
Chapter 9	Financial services	<ol style="list-style-type: none"> 1. Banking and financial conglomerates 2. Insurance and occupational pensions 3. Securities markets and investment services 4. Financial market infrastructure
Chapter 10	Information society and media	<ol style="list-style-type: none"> 1. Electronic communications 2. Information society services 3. Audio-visual policy

Chapter No	Chapter description	Chapter sub-areas
Chapter 11	Agriculture and rural development	<ol style="list-style-type: none"> 1. Horizontal issues (direct payments and common market organization) 2. State aid 3. Rural development (Management body and Paying Agency) 4. Quality policy 5. Organic production
Chapter 12	Food safety, veterinary and phytosanitary policy	<ol style="list-style-type: none"> 1. Food safety 2. Veterinary policy 3. Phytosanitary policy
Chapter 13	Fisheries	<ol style="list-style-type: none"> 1. Resources and fleet management 2. Inspection and control 3. Structural measures 4. State aid 5. Market measures and international agreements
Chapter 14	Transport policy	<ol style="list-style-type: none"> 1. Road transport 2. Railway transport 3. Satellite navigation 4. Road infrastructure 5. Combined transport 6. Air transport 7. Maritime transport 8. inland navigation
Chapter 15	Energy	<ol style="list-style-type: none"> 1. Electrical energy 2. Gas 3. Hydrocarbons 4. Renewable energy sources 5. Energy efficiency 6. nuclear energy
Chapter 16	Taxation	<ol style="list-style-type: none"> 1. Direct taxation 2. Indirect taxation 3. Administrative cooperation and mutual assistance
Chapter 17	Economic and monetary policy	<ol style="list-style-type: none"> 1. Monetary policy (area of central bank independence, the prohibition of privileged access of the public sector to financial institutions and the use of banknotes and coins) 2. Economic policy (fiscal policy and fiscal control)
Chapter 18	Statistics	<ol style="list-style-type: none"> 1. Demography and social statistics 2. Macroeconomic statistics 3. Short term statistics and prices 4. Statistics of agriculture, environment and registries 5. Coordination of the statistical system, in line with the international metrology and principles of the European Statistics Code of Practice

Chapter No	Chapter description	Chapter sub-areas
Chapter 19	Social policy and employment	<ol style="list-style-type: none"> 1. Labour Law 2. Health and safety at work 3. Employment policy 4. Social dialogue 5. Social protection 6. Social inclusion 7. Anti-discrimination and equal opportunities
Chapter 20	Enterprise and industrial policy	<ol style="list-style-type: none"> 1. Industrial policy 2. SMEs 3. Innovation policy 4. Policy on improvement on business environment 5. Directive on payment in commercial transactions 6. Banking and Finance, Tourism, Construction, Air and maritime industries and Steel industry
Chapter 21	Trans-European networks	<ol style="list-style-type: none"> 1. Trans-European transport network (TEN-T), which covers road and intermodal transport, waterways and sea ports, air transport, as well as the network of European high-speed rail 2. Trans-European energy network (TEN-E), which covers the electricity and gas 3. Trans-European telecommunications network (eTEN), covering telecommunications network set up as services
Chapter 22	Regional policy and coordination of structural instruments	<ol style="list-style-type: none"> 1. Legislative framework 2. Institutional framework 3. Administrative capacity 4. Programming 5. Monitoring and Evaluation
Chapter 23	Judiciary and fundamental rights	<ol style="list-style-type: none"> 1. Judiciary 2. Fight against corruption (prevention and repression) 3. Fundamental rights 3a. Cooperation with CSOs
Chapter 24	Justice, freedom and security	<ol style="list-style-type: none"> 1. Migrations 2. Asylum 3. Visa policy 4. External borders and Schengen 5. Judicial cooperation in civil and criminal matters 6. Police cooperation and fight against organised crime 7. Fight against terrorism 8. Cooperation in the field of drugs 9. Customs cooperation
Chapter 25	Science and research	Montenegro's priorities (R&D Strategy, towards "smart specialization"): Energy, ICT, New materials, goods and services; Medicine and health; Agriculture and food processing; Sustainable development and tourism; Education, science and identity)

Chapter No	Chapter description	Chapter sub-areas
Chapter 26	Education and culture	<ol style="list-style-type: none"> 1. Education and training 2. Youth and sport 3. Culture 4. Access to education 5. Programs and other EU instruments
Chapter 27	Environment	<ol style="list-style-type: none"> 1. Horizontal legislation 2. Air quality 3. Waste management 4. Water quality 5. Nature protection 6. Control of industrial pollution and risk management 7. Chemicals 8. Noise 9. Civil protection 10. Climate change
Chapter 28	Consumer and health protection	<ol style="list-style-type: none"> 1. Consumer protection 2. Health protection
Chapter 29	Customs union	<ol style="list-style-type: none"> 1. Custom policy
Chapter 30	External relations	<ol style="list-style-type: none"> 1. Common commercial policy of the EU 2. Multilateral relations 3. Bilateral agreements with third countries 4. Development policy 5. Humanitarian aid and civil protection
Chapter 31	Foreign, security and defence policy	<ol style="list-style-type: none"> 1. CFSP - Political dialogue with the EU 2. CFSP & European security and defence policy - political strategy
Chapter 32	Financial control	<ol style="list-style-type: none"> 1. Public internal financial control (PIFC) 2. External audit 3. Protection of the financial interests of the EU 4. Protection of the euro against counterfeiting
Chapter 33	Financial and budgetary provisions	<ol style="list-style-type: none"> 1. Rules on own resources, which are the EU budget revenues
Chapter 34	Institutions	
Chapter 35	Other issues	

Table 5-2 Sustainable Development Goals

Sustainable Development Goals		
Goal 1	End poverty in all its forms everywhere	<p>1.1 By 2030, eradicate extreme poverty for all people everywhere, currently measured as people living on less than \$1.25 a day</p> <p>1.2 By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions</p> <p>1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable</p> <p>1.4 By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance</p> <p>1.5 By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters</p> <p>1.a Ensure significant mobilization of resources from a variety of sources, including through enhanced development cooperation, in order to provide adequate and predictable means for developing countries, in particular least developed countries, to implement programmes and policies to end poverty in all its dimensions</p> <p>1.b Create sound policy frameworks at the national, regional and international levels, based on pro-poor and gender-sensitive development strategies, to support accelerated investment in poverty eradication actions</p>
	End hunger, achieve food security and improved nutrition and promote sustainable agriculture	<p>2.1 By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round</p> <p>2.2 By 2030, end all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on stunting and wasting in children under 5 years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women and older persons</p> <p>2.3 By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment</p> <p>2.4 By 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters and that progressively improve land and soil quality</p> <p>2.5 By 2020, maintain the genetic diversity of seeds, cultivated plants and farmed and domesticated animals and their related wild species, including through soundly managed and diversified seed and plant banks at the national, regional and international levels, and promote access to and fair and equitable sharing of benefits arising from the utilization of genetic resources and associated traditional knowledge, as internationally agreed</p> <p>2.a Increase investment, including through enhanced international cooperation, in rural infrastructure, agricultural research and extension services, technology development and plant and livestock gene banks in order to enhance agricultural productive capacity in developing countries, in particular least developed countries</p> <p>2.b Correct and prevent trade restrictions and distortions in world agricultural markets, including through the parallel elimination of all forms of agricultural export subsidies and all export measures with equivalent effect, in accordance with the mandate of the Doha Development Round</p> <p>2.c Adopt measures to ensure the proper functioning of food commodity markets and their derivatives and facilitate timely access to market information, including on food reserves, in order to help limit extreme food price volatility</p>
Goal 3	Ensure healthy lives and promote well-being for all at all ages	<p>3.1 By 2030, reduce the global maternal mortality ratio to less than 70 per 100,000 live births</p> <p>3.2 By 2030, end preventable deaths of newborns and children under 5 years of age, with all countries aiming to reduce neonatal mortality to at least as low as 12 per 1,000 live births and under-5 mortality to at least as low as 25 per 1,000 live births</p> <p>3.3 By 2030, end the epidemics of AIDS, tuberculosis, malaria and neglected tropical diseases and combat hepatitis, water-borne diseases and other communicable diseases</p> <p>3.4 By 2030, reduce by one third premature mortality from non-communicable diseases through prevention and treatment and promote mental health and well-being</p> <p>3.5 Strengthen the prevention and treatment of substance abuse, including narcotic drug abuse and harmful use of alcohol</p> <p>3.6 By 2020, halve the number of global deaths and injuries from road traffic accidents</p> <p>3.7 By 2030, ensure universal access to sexual and reproductive health-care services, including for family planning, information and education, and the integration of reproductive health into national strategies and programmes</p> <p>3.8 Achieve universal health coverage, including financial risk protection, access to quality essential health-care services and access to safe, effective, quality and affordable essential medicines and vaccines for all</p> <p>3.9 By 2030, substantially reduce the number of deaths and illnesses from hazardous chemicals and air, water and soil pollution and contamination</p> <p>3.a Strengthen the implementation of the World Health Organization Framework Convention on Tobacco Control in all countries, as appropriate</p> <p>3.b Support the research and development of vaccines and medicines for the communicable and non-communicable diseases that primarily affect developing countries, provide access to affordable essential medicines and vaccines, in accordance with the Doha Declaration on the TRIPS Agreement and Public Health, which affirms the right of developing countries to use to the full the provisions in the Agreement on Trade-Related Aspects of Intellectual Property Rights regarding flexibilities to protect public health, and, in particular, provide access to medicines for all</p> <p>3.c Substantially increase health financing and the recruitment, development, training and retention of the health workforce in developing countries, especially in least developed countries and small island developing States</p> <p>3.d Strengthen the capacity of all countries, in particular developing countries, for early warning, risk reduction and management of national and global health risks</p>
	Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all	<p>4.1 By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes</p> <p>4.2 By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education</p> <p>4.3 By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university</p> <p>4.4 By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship</p> <p>4.5 By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations</p> <p>4.6 By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy</p> <p>4.7 By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development</p> <p>4.a Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all</p> <p>4.b By 2020, substantially expand globally the number of scholarships available to developing countries, in particular least developed countries, small island developing States and African countries, for enrolment in higher education, including vocational training and information and communications technology, technical, engineering and scientific programmes, in developed countries and other developing countries</p> <p>4.c By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States</p>

Goal 5	Achieve gender equality and empower all women and girls	5.1 End all forms of discrimination against all women and girls everywhere		
		5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation		
		5.3 Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation		
		5.4 Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate		
		5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life		
		5.6 Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences		
		5.a Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws		
		5.b Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women		
		5.c Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels		
		Goal 6	Ensure availability and sustainable management of water and sanitation for all	6.1 By 2030, achieve universal and equitable access to safe and affordable drinking water for all
6.2 By 2030, achieve access to adequate and equitable sanitation and hygiene for all and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations				
6.3 By 2030, improve water quality by reducing pollution, eliminating dumping and minimizing release of hazardous chemicals and materials, halving the proportion of untreated wastewater and substantially increasing recycling and safe reuse globally				
6.4 By 2030, substantially increase water-use efficiency across all sectors and ensure sustainable withdrawals and supply of freshwater to address water scarcity and substantially reduce the number of people suffering from water scarcity				
6.5 By 2030, implement integrated water resources management at all levels, including through transboundary cooperation as appropriate				
6.6 By 2020, protect and restore water-related ecosystems, including mountains, forests, wetlands, rivers, aquifers and lakes				
6.a By 2030, expand international cooperation and capacity-building support to developing countries in water- and sanitation-related activities and programmes, including water harvesting, desalination, water efficiency, wastewater treatment, recycling and reuse technologies				
6.b Support and strengthen the participation of local communities in improving water and sanitation management				
Goal 7	Ensure access to affordable, reliable, sustainable and modern energy for all			7.1 By 2030, ensure universal access to affordable, reliable and modern energy services
				7.2 By 2030, increase substantially the share of renewable energy in the global energy mix
		7.3 By 2030, double the global rate of improvement in energy efficiency		
		7.a By 2030, enhance international cooperation to facilitate access to clean energy research and technology, including renewable energy, energy efficiency and advanced and cleaner fossil-fuel technology, and promote investment in energy infrastructure and clean energy technology		
		7.b By 2030, expand infrastructure and upgrade technology for supplying modern and sustainable energy services for all in developing countries, in particular least developed countries, small island developing States and landlocked developing countries, in accordance with their respective programmes of support		

Goal 8	Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all	8.1 Sustain per capita economic growth in accordance with national circumstances and, in particular, at least 7 per cent gross domestic product growth per annum in the least developed countries
		8.2 Achieve higher levels of economic productivity through diversification, technological upgrading and innovation, including through a focus on high-value added and labour-intensive sectors
		8.3 Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services
		8.4 Improve progressively, through 2030, global resource efficiency in consumption and production and endeavour to decouple economic growth from environmental degradation, in accordance with the 10 Year Framework of Programmes on Sustainable Consumption and Production, with developed countries taking the lead
		8.5 By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value
		8.6 By 2020, substantially reduce the proportion of youth not in employment, education or training
		8.7 Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms
		8.8 Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment
		8.9 By 2030, devise and implement policies to promote sustainable tourism that creates jobs and promotes local culture and products
		8.10 Strengthen the capacity of domestic financial institutions to encourage and expand access to banking, insurance and financial services for all
Goal 9	Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation	8.a Increase Aid for Trade support for developing countries, in particular least developed countries, including through the Enhanced Integrated Framework for Trade-related Technical Assistance to Least Developed Countries
		8.b By 2020, develop and operationalize a global strategy for youth employment and implement the Global Jobs Pact of the International Labour Organization
		9.1 Develop quality, reliable, sustainable and resilient infrastructure, including regional and trans-border infrastructure, to support economic development and human well-being, with a focus on affordable and equitable access for all
		9.2 Promote inclusive and sustainable industrialization and, by 2030, significantly raise industry's share of employment and gross domestic product, in line with national circumstances, and double its share in least developed countries
		9.3 Increase the access of small-scale industrial and other enterprises, in particular in developing countries, to financial services, including affordable credit, and their integration into value chains and markets
		9.4 By 2030, upgrade infrastructure and retrofit industries to make them sustainable, with increased resource-use efficiency and greater adoption of clean and environmentally sound technologies and industrial processes, with all countries taking action in accordance with their respective capabilities
		9.5 Enhance scientific research, upgrade the technological capabilities of industrial sectors in all countries, in particular developing countries, including, by 2030, encouraging innovation and substantially increasing the number of research and development workers per 1 million people and public and private research and development spending
		9.a Facilitate sustainable and resilient infrastructure development in developing countries through enhanced financial, technological and technical support to African countries, least developed countries, landlocked developing countries and small island developing States
		9.b Support domestic technology development, research and innovation in developing countries, including by ensuring a conducive policy environment for, inter alia, industrial diversification and value addition to commodities
		9.c Significantly increase access to information and communications technology and strive to provide universal and affordable access to the Internet in least developed countries by 2020

Goal 10 Reduce inequality within and among countries

- 10.1 By 2030, progressively achieve and sustain income growth of the bottom 40 per cent of the population at a rate higher than the national average
- 10.2 By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status
- 10.3 Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard
- 10.4 Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality
- 10.5 Improve the regulation and monitoring of global financial markets and institutions and strengthen the implementation of such regulations
- 10.6 Ensure enhanced representation and voice for developing countries in decision-making in global international economic and financial institutions in order to deliver more effective, credible, accountable and legitimate institutions
- 10.7 Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies
- 10.a Implement the principle of special and differential treatment for developing countries, in particular least developed countries, in accordance with World Trade Organization agreements
- 10.b Encourage official development assistance and financial flows, including foreign direct investment, to States where the need is greatest, in particular least developed countries, African countries, small island developing States and landlocked developing countries, in accordance with their national plans and programmes
- 10.c By 2030, reduce to less than 3 per cent the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5 per cent

Goal 11 Make cities and human settlements inclusive, safe, resilient and sustainable

- 11.1 By 2030, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums
- 11.2 By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons
- 11.3 By 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries
- 11.4 Strengthen efforts to protect and safeguard the world's cultural and natural heritage
- 11.5 By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations
- 11.6 By 2030, reduce the adverse per capita environmental impact of cities, including by paying special attention to air quality and municipal and other waste management
- 11.7 By 2030, provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with disabilities
- 11.a Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning
- 11.b By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels
- 11.c Support least developed countries, including through financial and technical assistance, in building sustainable and resilient buildings utilizing local materials

Goal 12 Ensure sustainable consumption and production patterns

- 12.1 Implement the 10-Year Framework of Programmes on Sustainable Consumption and Production Patterns, all countries taking action, with developed countries taking the lead, taking into account the development and capabilities of developing countries
- 12.2 By 2030, achieve the sustainable management and efficient use of natural resources
- 12.3 By 2030, halve per capita global food waste at the retail and consumer levels and reduce food losses along production and supply chains, including post-harvest losses
- 12.4 By 2020, achieve the environmentally sound management of chemicals and all wastes throughout their life cycle, in accordance with agreed international frameworks, and significantly reduce their release to air, water and soil in order to minimize their adverse impacts on human health and the environment
- 12.5 By 2030, substantially reduce waste generation through prevention, reduction, recycling and reuse
- 12.6 Encourage companies, especially large and transnational companies, to adopt sustainable practices and to integrate sustainability information into their reporting cycle
- 12.7 Promote public procurement practices that are sustainable, in accordance with national policies and priorities
- 12.8 By 2030, ensure that people everywhere have the relevant information and awareness for sustainable development and lifestyles in harmony with nature
- 12.a Support developing countries to strengthen their scientific and technological capacity to move towards more sustainable patterns of consumption and production
- 12.b Develop and implement tools to monitor sustainable development impacts for sustainable tourism that creates jobs and promotes local culture and products
- 12.c Rationalize inefficient fossil-fuel subsidies that encourage wasteful consumption by removing market distortions, in accordance with national circumstances, including by restructuring taxation and phasing out those harmful subsidies, where they exist, to reflect their environmental impacts, taking fully into account the specific needs and conditions of developing countries and minimizing the possible adverse impacts on their development in a manner that protects the poor and the affected communities

Goal 13 Take urgent action to combat climate change and its impacts

- 13.1 Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries
- 13.2 Integrate climate change measures into national policies, strategies and planning
- 13.3 Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning
- 13.a Implement the commitment undertaken by developed-country parties to the United Nations Framework Convention on Climate Change to a goal of mobilizing jointly \$100 billion annually by 2020 from all sources to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation and fully operationalize the Green Climate Fund through its capitalization as soon as possible
- 13.b Promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States, including focusing on women, youth and local and marginalized communities

Goal 14

Conserve and sustainably use the oceans, seas and marine resources for sustainable development

- 14.1 By 2025, prevent and significantly reduce marine pollution of all kinds, in particular from land-based activities, including marine debris and nutrient pollution
- 14.2 By 2020, sustainably manage and protect marine and coastal ecosystems to avoid significant adverse impacts, including by strengthening their resilience, and take action for their restoration in order to achieve healthy and productive oceans
- 14.3 Minimize and address the impacts of ocean acidification, including through enhanced scientific cooperation at all levels
- 14.4 By 2020, effectively regulate harvesting and end overfishing, illegal, unreported and unregulated fishing and destructive fishing practices and implement science-based management plans, in order to restore fish stocks in the shortest time feasible, at least to levels that can produce maximum sustainable yield as determined by their biological characteristics
- 14.5 By 2020, conserve at least 10 per cent of coastal and marine areas, consistent with national and international law and based on the best available scientific information
- 14.6 By 2020, prohibit certain forms of fisheries subsidies which contribute to overcapacity and overfishing, eliminate subsidies that contribute to illegal, unreported and unregulated fishing and refrain from introducing new such subsidies, recognizing that appropriate and effective special and differential treatment for developing and least developed countries should be an integral part of the World Trade Organization fisheries subsidies negotiation
- 14.7 By 2030, increase the economic benefits to small island developing States and least developed countries from the sustainable use of marine resources, including through sustainable management of fisheries, aquaculture and tourism
- 14.a Increase scientific knowledge, develop research capacity and transfer marine technology, taking into account the Intergovernmental Oceanographic Commission Criteria and Guidelines on the Transfer of Marine Technology, in order to improve ocean health and to enhance the contribution of marine biodiversity to the development of developing countries, in particular small island developing States and least developed countries
- 14.b Provide access for small-scale artisanal fishers to marine resources and markets
- 14.c Enhance the conservation and sustainable use of oceans and their resources by implementing international law as reflected in the United Nations Convention on the Law of the Sea, which provides the legal framework for the conservation and sustainable use of oceans and their resources, as recalled in paragraph 158 of “The future we want”

Goal 15

Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss

- 15.1 By 2020, ensure the conservation, restoration and sustainable use of terrestrial and inland freshwater ecosystems and their services, in particular forests, wetlands, mountains and drylands, in line with obligations under international agreements
- 15.2 By 2020, promote the implementation of sustainable management of all types of forests, halt deforestation, restore degraded forests and substantially increase afforestation and reforestation globally
- 15.3 By 2030, combat desertification, restore degraded land and soil, including land affected by desertification, drought and floods, and strive to achieve a land degradation-neutral world
- 15.4 By 2030, ensure the conservation of mountain ecosystems, including their biodiversity, in order to enhance their capacity to provide benefits that are essential for sustainable development
- 15.5 Take urgent and significant action to reduce the degradation of natural habitats, halt the loss of biodiversity and, by 2020, protect and prevent the extinction of threatened species
- 15.6 Promote fair and equitable sharing of the benefits arising from the utilization of genetic resources and promote appropriate access to such resources, as internationally agreed
- 15.7 Take urgent action to end poaching and trafficking of protected species of flora and fauna and address both demand and supply of illegal wildlife products
- 15.8 By 2020, introduce measures to prevent the introduction and significantly reduce the impact of invasive alien species on land and water ecosystems and control or eradicate the priority species
- 15.9 By 2020, integrate ecosystem and biodiversity values into national and local planning, development processes, poverty reduction strategies and accounts
- 15.a Mobilize and significantly increase financial resources from all sources to conserve and sustainably use biodiversity and ecosystems
- 15.b Mobilize significant resources from all sources and at all levels to finance sustainable forest management and provide adequate incentives to developing countries to advance such management, including for conservation and reforestation
- 15.c Enhance global support for efforts to combat poaching and trafficking of protected species, including by increasing the capacity of local communities to pursue sustainable livelihood opportunities

Goal 16

Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

- 16.1 Significantly reduce all forms of violence and related death rates everywhere
- 16.2 End abuse, exploitation, trafficking and all forms of violence against and torture of children
- 16.3 Promote the rule of law at the national and international levels and ensure equal access to justice for all
- 16.4 By 2030, significantly reduce illicit financial and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organized crime
- 16.5 Substantially reduce corruption and bribery in all their forms
- 16.6 Develop effective, accountable and transparent institutions at all levels
- 16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels
- 16.8 Broaden and strengthen the participation of developing countries in the institutions of global governance
- 16.9 By 2030, provide legal identity for all, including birth registration
- 16.10 Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements
- 16.a Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime
- 16.b Promote and enforce non-discriminatory laws and policies for sustainable development

Goal 17

Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development

- 17.1 Strengthen domestic resource mobilization, including through international support to developing countries, to improve domestic capacity for tax and other revenue collection
- 17.2 Developed countries to implement fully their official development assistance commitments, including the commitment by many developed countries to achieve the target of 0.7 per cent of gross national income for official development assistance (ODA/GNI) to developing countries and 0.15 to 0.20 per cent of ODA/GNI to least developed countries; ODA providers are encouraged to consider setting a target to provide at least 0.20 per cent of ODA/GNI to least developed countries
- 17.3 Mobilize additional financial resources for developing countries from multiple sources
- 17.4 Assist developing countries in attaining long-term debt sustainability through coordinated policies aimed at fostering debt financing, debt relief and debt restructuring, as appropriate, and address the external debt of highly indebted poor countries to reduce debt distress
- 17.5 Adopt and implement investment promotion regimes for least developed countries
- 17.6 Enhance North-South, South-South and triangular regional and international cooperation on and access to science, technology and innovation and enhance knowledge-sharing on mutually agreed terms, including through improved coordination among existing mechanisms, in particular at the United Nations level, and through a global technology facilitation mechanism
- 17.7 Promote the development, transfer, dissemination and diffusion of environmentally sound technologies to developing countries on favourable terms, including on concessional and preferential terms, as mutually agreed
- 17.8 Fully operationalize the technology bank and science, technology and innovation capacity-building mechanism for least developed countries by 2017 and enhance the use of enabling technology, in particular information and communications technology
- 17.9 Enhance international support for implementing effective and targeted capacity-building in developing countries to support national plans to implement all the Sustainable Development Goals, including through North-South, South-South and triangular cooperation
- 17.10 Promote a universal, rules-based, open, non discriminatory and equitable multilateral trading system under the World Trade Organization, including through the conclusion of negotiations under its Doha Development Agenda
- 17.11 Significantly increase the exports of developing countries, in particular with a view to doubling the least developed countries' share of global exports by 2020
- 17.12 Realize timely implementation of duty-free and quota-free market access on a lasting basis for all least developed countries, consistent with World Trade Organization decisions, including by ensuring that preferential rules of origin applicable to imports from least developed countries are transparent and simple, and contribute to facilitating market access
- 17.13 Enhance global macroeconomic stability, including through policy coordination and policy coherence
- 17.14 Enhance policy coherence for sustainable development
- 17.15 Respect each country's policy space and leadership to establish and implement policies for poverty eradication and sustainable development
- 17.16 Enhance the Global Partnership for Sustainable Development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the Sustainable Development Goals in all countries, in particular developing countries
- 17.17 Encourage and promote effective public, public-private and civil society partnerships,

	2012	2013	2014	2015	2016	2017	2018
Chapter 1							
Chapter 2							
Chapter 3							
Chapter 4							
Chapter 5							
Chapter 6							
Chapter 7							
Chapter 8							
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Chapter 31							
Chapter 32							
Chapter 33							

Table 5-3 Dynamics of EU Accession process in Montenegro

NOTES

Table 54 Calculation behind graphs

	Total SDG targets	SDG targets addressed by EU accession	Ratio	Average magnitude	Ratio *	Percentage ratio	
SDG 1	No poverty	7	6	0.86	1.83	1.57	52.38%
SDG 2	Zero hunger	8	5	0.63	2.50	1.56	52.08%
SDG 3	Good health and well-being	13	10	0.77	2.45	1.89	62.94%
SDG 4	Quality education	10	6	0.60	1.91	1.15	38.18%
SDG 5	Gender equality	9	6	0.67	2.43	1.62	53.97%
SDG 6	Clean water and sanitation	8	8	1.00	2.60	2.60	86.67%
SDG 7	Affordable and clean energy	5	5	1.00	3.00	3.00	100.00%
SDG 8	Decent work and economic growth	12	9	0.75	2.43	1.82	60.71%
SDG 9	Industry, innovation and infrastructure	8	5	0.63	2.25	1.41	46.88%
SDG 10	Reduced inequalities	10	4	0.40	2.40	0.96	32.00%
SDG 11	Sustainable cities and communities	10	5	0.50	2.71	1.36	45.24%
SDG 12	Responsible consumption and production	11	7	0.64	2.25	1.43	47.73%
SDG 13	Climate action	5	5	1.00	2.60	2.60	86.67%
SDG 14	Life below water	10	6	0.60	2.83	1.70	56.67%
SDG 15	Life on land	12	11	0.92	2.38	2.19	72.86%
SDG 16	Peace, justice and strong institutions	12	9	0.75	2.89	2.17	72.22%
SDG 17	Partnerships for the goals	19	2	0.11	2.50	0.26	8.77%





ISBN 978-9940-763-01-5



UNITED NATIONS
MONTENEGRO



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