



Ministry of Education  
Montenegro



Ministry of Sports  
Montenegro



Montenegro



# YOUTH STRATEGY

2017-2021



# Youth Strategy

2017-2021

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# TERMINOLOGY AND ACRONYMS

## Basic terminology

Children – persons up to 18 years of age

Youth/young people – in accordance with the Youth Law (Article 2), there is an age limit, so one is legally considered as youth/young person if he/she is between 15 and 30 years of age.

## Acronyms

BS – business sector

CIPS – Centre for Information and Professional Counselling (Centar za informisanje i profesionalno savjetovanje mladih)

CS – civil sector

CSO – Centre for Vocational Training (Centar za stručno obrazovanje)

IRF – Investment and Development Fund of Montenegro (Investiciono razvojni fond)

JLS – local government bodies (Jedinice lokalne samouprave)

FO - Foundations

ME – Ministry of Economy

MF - Ministry of Finance

MIDT – Ministry of Information Society and Telecommunications (Ministarstvo za informaciono društvo i telekomunikacije)

MK – Ministry of Culture (Ministarstvo kulture)

MLJMP – Ministry of Human and Minority Rights (Ministarstvo za ljudska i manjinska prava)

MO – International organizations (Međunarodne organizacije)

MORT – Ministry of Sustainable Development and Tourism (Ministarstvo održivog razvoja i turizma)

MP – Ministry of Education (Ministarstvo prosvjete)

MRSS – Ministry of Labour and Social Welfare (Ministarstvo rada i socijalnog staranja)

MVPEI – Ministry of Foreign Affairs and European Integrations (Ministarstvo vanjskih poslova i evropskih integracija)

NYAP – National Youth Action Plan (Nacionalni plan akcije za mlade)

NVO – non-governmental organizations (Nevladine organizacije)

OO – youth organizations (Omladinske organizacije)

PNFO – providers of non-formal education (Provajderi neformalnog obrazovanja)

SP – social partners

UMS – Directorate for Youth and Sports (Uprava za mlade i sport)

UP – Montenegrin Employers Federation (Unija poslodavaca)

ZZZCG – Employment Agency of Montenegro (Zavod za zapošljavanje Crne Gore)

ZZŠ – Bureau for Education Services (Zavod za školstvo)

ZU – health care institutions (Zdravstvene ustanove)

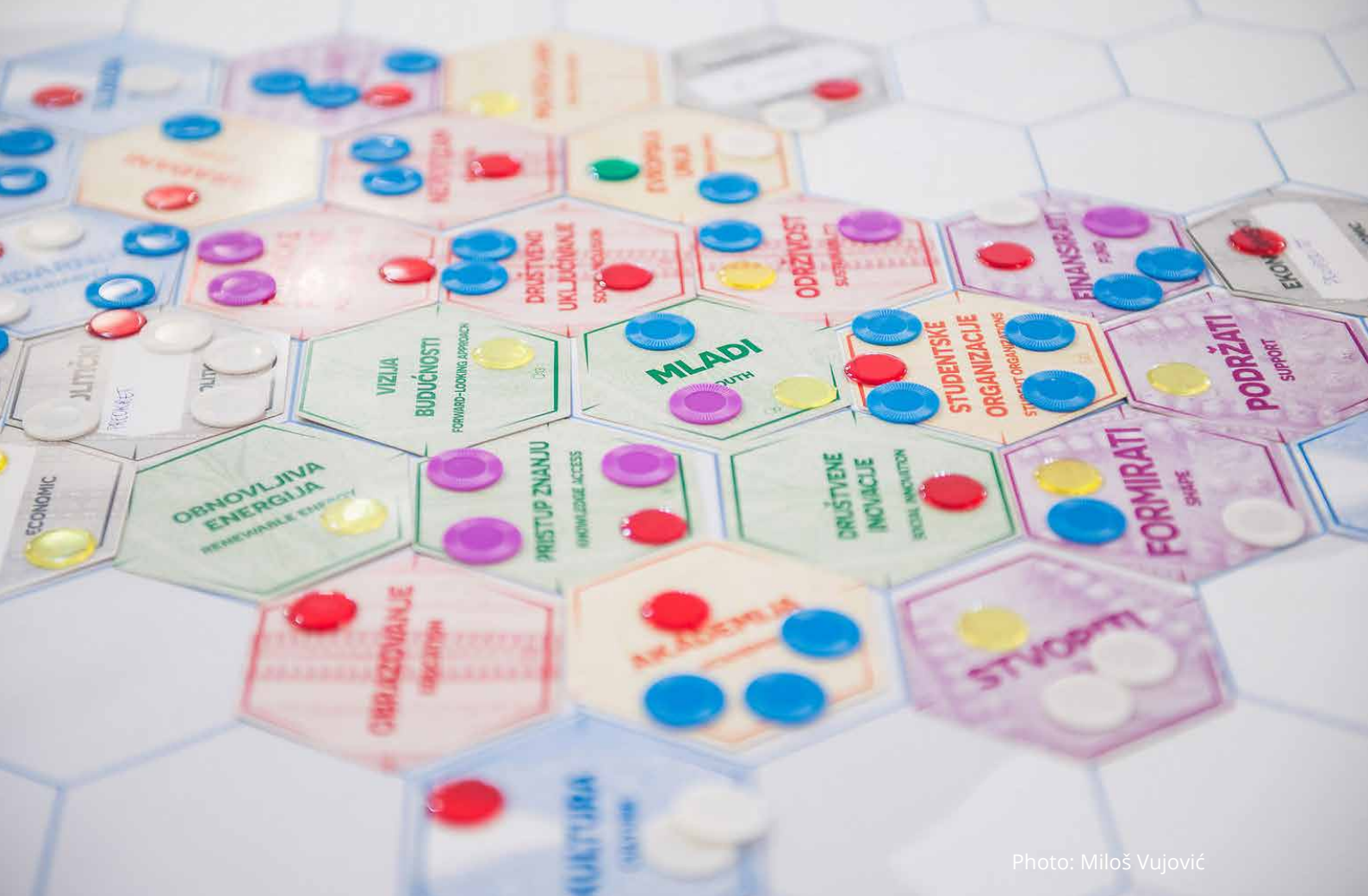


Photo: Miloš Vujović

## WHY THE YOUTH STRATEGY?


Youth Strategy cannot respond to all the challenges that the young people of Montenegro are facing, but it can define the key priorities and system of support to young people in their transition to adulthood. This Strategy provides exactly that – an attempt of planning the key outcomes relevant to the Montenegrin youth that is coordinated and supported by a participatory process of consultations, as well as defining and strengthening an adequate institutional framework that shall be able to achieve these key outcomes.

Although a lot of important and valuable efforts were already invested in order to improve the position of youth in Montenegro, by a number of diverse entities, civil society organisations, institutions at the national and local levels, international organization, enthusiasts and individuals, there is a significant area for improvement of coordination of the whole process. This Strategy is trying to respond to that problem and to create an adequate formal framework for systematic improvement of the position of youth in Montenegro, in which all of the stakeholders will find their place.

The Strategy defines six key priorities (outcomes) regarding Montenegrin youth:

- A. Young people achieve economic and social security through improved access to labour market and employment**
- B. Young people have access to quality education**
- C. Young people are active citizens, involved, motivated, proactive and participate in decision-making and community development processes, in creation of policies and their implementation**
- D. Young people are healthy, they are safe, have access to an adequate support system for transition to adulthood and self-realization**



- 
- E. *Young people have access to quality cultural content as creators and consumers***
  - F. *Normative and institutional framework for the implementation of youth policy has been established.***

The key priorities for youth, as defined by this Strategy, are the result of a comprehensive participatory process through which this document was created and in whose creation not only the stakeholders and interested parties took part, but first and utmost young people throughout Montenegro.

Besides the identification of key priorities for the period 2017-2021, this Strategy also defines the measures, sub-measures and activities that need to be implemented in order to fulfil the defined priorities, as well as the actors in charge for their implementation. To that purpose, Directorate for Youth has a central institutional position and it will coordinate the whole process with the support and in cooperation with the other entities, including governmental and non-governmental institutions.

Integral parts of the Strategy are the Implementation Plan, with general measures and sub-measures which should lead to fulfilment of key outcomes within the planned deadline, with identification of entities accountable for their implementation; the annual Action Plan for 2017, which contains concrete activities that are going to be implemented within the first year of implementation; and the plan for monitoring and evaluation of the implementation of the Strategy. This plan envisages gradual introduction of international indicators for comprehensive monitoring of the position of young people into the official statistical system of Montenegro.

This strategic framework clearly positions youth as a matter of interest to Montenegro and through a holistic approach envisages intersectoral and interdepartmental cooperation of youth policy actors. Youth Strategy 2017-2021 is a document that positions young people not only as subjects of youth policy, but also as actors responsible for its planning, realization, monitoring and evaluation.

## INTRODUCTION

### How the National Youth Strategy was prepared




Photo: Miloš Vujović

The process of drafting of Youth Strategy has been led by the Directorate for Youth and Sports and the Ministry of Education. This process is being supported by the UN System in Montenegro, within the UN Joint Programme on Youth Empowerment's framework, concretely in regard to harmonization with international standards in the area of youth policy, involvement of young people and other actors in the process of drafting the strategy, as well as development of the framework for monitoring and evaluation of the strategy.

Drafting of this document was based on the analysis and evaluation of the previous strategy, which highlighted the general problems and the steps that needed to be taken in order to avoid them. Namely, when speaking about the background of youth policy in Montenegro, the most important strategic document up until now had been the National Youth Action Plan (NYAP), which was being implemented in the period 2006-2011.

Besides the results achieved, NYAP's evaluation also highlighted the still present marginalization of youth issues, which are most definitely an interdepartmental issue, as well as the extremely limited influence NYAP



At the municipal level, the situation is a bit different; thus taking into account the averages, the population of Plužine is the oldest, being 44 years of age on average, and Rožaje's is the youngest with 32. The capital city of Podgorica had an average of 35.7 in the year the census was last organized, but having in mind that it is an economic and educational centre of Montenegro, migrations to this Montenegrin municipality, especially of young people, still continue. This situation is accompanied by a number of consequences, one of them being the lack of infrastructure for quality living and adequate employment of young people. Besides the aforementioned, Montenegro is facing internal and external migrations caused by economic insecurity and instability. Migrants leaving Montenegro are mostly young people from northern municipalities. In regard to internal migrations, all of the northern municipalities have negative migration balances. Deterioration in the area of human capital is related to the migration of educated citizens, the so-called brain drain.

From the statistical point of view, young people in Montenegro are quite "invisible": up until now, relatively little effort has been invested into addressing these young people's needs, problems, interests and goals through research, thus there is very little data available that is relevant for this population.

Young people state that their freedom of expression and thinking is being oppressed, even within their families, especially when they are being critical of something. This is a problem that needs to be targeted, because according to all of the parameters for the development of a democratic society, the freedom of critical thinking for all citizens is a necessity, and by excluding young people, a significant part of population that has the potential to find new solutions and improve the society is being excluded. The direction of Montenegro's development should follow the efforts of European Union Member States in this regard, since they have a clear policy that it should not be allowed that young people's resources are neglected and that they need to be put in use in order to develop the society.

Also, it is very important to keep in mind that within Montenegro's context not all of the areas of youth development are at the same level of organization. While for example in the areas of formal education, health and employment there are developed systems of programmes and services, on the other hand in the areas of young people's participation, informing or leisure time there are no developed systems of interventions, programmes and services put in place. These areas, as well as the areas of non-formal education of young people and youth work do not have an adequate infrastructure, institutional and human capacities, standards and quality assurance systems.

## **Who are the young people in Montenegro and what do they want, the challenge of lack of data**

Ahead of us are serious tasks regarding overcoming all of those problems registered during the implementation of the previous NYAP, as well as new challenges that young people are facing and which were identified during the participatory process.

One of the more important tasks refers to the visibility of youth in the Montenegrin social system. In accordance with the legal definition of youth, we can get an approximate number of young people in Montenegro in 2011, the year when the latest census was completed, based on Montenegrin Statistical Office's (MONSTAT) data, which state that out of total number of people living in Montenegro (620,029), there were 132,702 of young people aged 15 to 29, which makes 21.4% of the total population of Montenegro. This number did not include persons that were 30 years of age at the time. If we take into account the gender of young people, there were 68,198 young males and 64,504 young females living in Montenegro in 2011. Out of the total number of young people (up to 29 years of age), 87,714 of them lived in urban environments, and almost as half as that, i.e. 44,988, lived in rural environments. These numbers tell us something about their place of residence, but we need to take into account the internal mobility of young people, mostly because of their education and the fact that during their education period they usually do not change their official place of residence, thus arriving to the conclusion that the number of young people in urban environments is actually higher than what MONSTAT's report infers.

At the municipal level, the situation is a bit different; thus taking into account the averages, the population of Plužine is the oldest, being 44 years of age on average, and Rožaje's is the youngest with 32. The capital city of Podgorica had an average of 35.7 in the year the census was last organized, but having in mind that it is an economic and educational centre of Montenegro, migrations to this Montenegrin municipality, especially of young people, still continue. This situation is accompanied by a number of consequences, one of them being the lack of infrastructure for quality living and adequate employment of young people. Besides the aforementioned, Montenegro is facing internal and external migrations caused by economic insecurity and instability. Migrants leaving Montenegro are mostly young people from northern municipalities. In regard to internal migrations, all of the northern municipalities have negative migration balances. Deterioration in the area of human capital is related to the migration of educated citizens, the so-called brain drain.



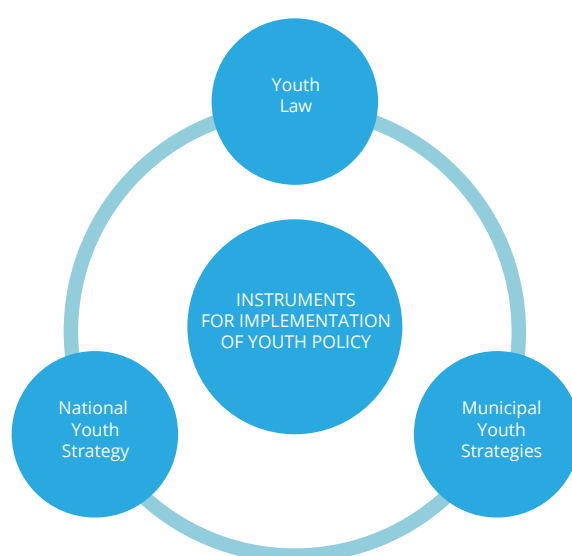
Photo: Miloš Vujović

From the statistical point of view, young people in Montenegro are quite “invisible”: up until now, relatively little effort has been invested into addressing these young people’s needs, problems, interests and goals through research, thus there is very little data available that is relevant for this population.

Young people state that their freedom of expression and thinking is being oppressed, even within their families, especially when they are being critical of something. This is a problem that needs to be targeted, because according to all of the parameters for the development of a democratic society, the freedom of critical thinking for all citizens is a necessity, and by excluding young people, a significant part of population that has the potential to find new solutions and improve the society is being excluded. The direction of Montenegro’s development should follow the efforts of European Union Member States in this regard, since they have a clear policy that it should not be allowed that young people’s resources are neglected and that they need to be put in use in order to develop the society.

Also, it is very important to keep in mind that within Montenegro's context not all of the areas of youth development are at the same level of organization. While for example in the areas of formal education, health and employment there are developed systems of programmes and services, on the other hand in the areas of young people's participation, informing or leisure time there are no developed systems of interventions, programmes and services put in place. These areas, as well as the areas of non-formal education of young people and youth work do not have an adequate infrastructure, institutional and human capacities, standards and quality assurance systems.

## LEGAL AND STRATEGIC INSTRUMENTS FOR IMPLEMENTATION OF YOUTH POLICY



Legal framework which defines the areas of relevance to the young people in Montenegro is extremely broad. Having in mind the areas that the previous NYAP encompassed, they stretch from education to organizing leisure time.

During the preparation of this strategic document, the Youth Law has been drafted and adopted for the first time in Montenegro. Namely, the Ministry of Education, in cooperation with the Directorate for Youth and Sports, non-governmental organizations, as well as independent experts, has prepared a draft version of the Youth Law and that version of the draft law has been released for public debate, in order to get remarks and suggestions first of all from young people themselves, as well as from other citizens, scientific and expert organizations, non-governmental and other interested organizations and communities, in order to improve its content. After processing the suggestions received during the public debates, the text of the draft law has been finalized. The Montenegrin Government, at its 117th session held on June 25, 2015, adopted the proposal of the Youth Law and pointed out that "Montenegro shall for the first time have a law that shall ensure the implementation of joint policy in this area, improvement of social position of youth in all areas, provide conditions for supporting youth in organizing themselves and in their social activities, as well as their participation in decision-making, development and fulfilment of personal and social potentials". The Parliament of Montenegro adopted the Law on June 28, 2016.

In accordance with the Youth Law, youth policy shall be planned, implemented and improved based on the youth's real needs, empiric and practical knowledge on the youth's position, research and regular monitoring and assessment of the youth's position, with youth's active involvement in this process.

In order to implement youth policies, National Youth Strategy and municipal youth strategies shall be adopted.

National Youth Strategy defines the competencies of youth policy players, long-term goals, measures and activities, as well as financial, administrative and other measures for their implementation. National Youth Strategy is adopted by the Government, based on the proposal of administrative body competent for youth (Directorate for Youth and Sports), for a five year period. The directorate adopts the annual plan for implementation of the Youth Strategy and organizes studies of young people's position which need to be organized at least once every five years.

In accordance with the Youth Law, when speaking about the implementation of youth policy, besides the National Youth Strategy, municipal youth strategies need to be adopted as well. They define the goals, measures and activities of youth policy at the municipal level, in order to achieve the interests of young people. Municipal strategy is adopted by the competent municipal body, in accordance with the Youth Strategy, for a four year period. The competent body also adopts the annual plan for municipal strategy implementation.

## BASIC PRINCIPLES OF YOUTH STRATEGY

In accordance with the Youth Law, youth policy, and thus the National Youth Strategy as well, are based on the principles of: equality, volunteerism, solidarity, partnership, ability and scientific findings, for voluntary participation of youth in all areas of social life, in accordance with their own choices.

The Law states that all young people are equal when it comes to their rights, notwithstanding their: nationality, race, gender, language, religion, social origin and property status, membership in political, trade union and other organizations, disability, health condition, physical appearance, sexual orientation, gender identity and other personal characteristics and properties. It is also stated that there is a need and an obligation for young people to actively contribute to building and nurturing social values and development of society through different forms of volunteer activities, expressing inter-generational solidarity and working on creating the conditions for equal participation in all aspects of social life of young people with disabilities, national minorities and other persons and social groups at risk from discriminatory treatment. The international community of stakeholders in this area has agreed on a set of principles on which youth policies should be based on:



1. Based on rights – youth policy is designed and implemented in accordance with human rights which are prescribed by the state and in accordance with the global obligations Montenegro transposed into its legislation in this area.



2. Inclusive – youth policy envisages measures that enable equality and equal chances to all young people to achieve their full potential in life, and especially measures for overcoming barriers for inclusion of especially vulnerable groups and measures for ensuring civil participation of all young people.



3. Participatory – youth policy is devised, developed, implemented, monitored and its achievements are evaluated with concrete participation of young people and with involvement of all interested parties.



4. Gender sensitive – youth policy envisages specific measures which will promote gender equality and ensure that young girls and women, as well as transgender persons, are treated equally.



5. Holistic – youth policy addresses development of young people via increased intersectoral and inter-ministerial cooperation, as well as cooperation with different interested parties, thus ensuring the strategic framework for development of legislation and measures of relevance to young people.



6. Based on knowledge and evidence - youth policy envisages measures which will ensure regular revision in accordance with the findings of monitoring and evaluation, as well as specific studies for determining general situation, needs, abilities and challenges that young men and women are facing.



7. With ensured resources – youth policy has adequate, transparent and dedicated resources for implementation of the strategy, as well as for monitoring and evaluation, and envisages measures for optimal use of resources through coordination and support to intersectoral partnerships and joint ownership over the strategy.



8. Accountable to the target group - competent institutions' ownership over the youth policy both at national and local levels, which ensure active participation of youth and regular monitoring and evaluation in accordance with specific development goals and success indicators.

# INSTITUTIONAL FRAMEWORK: KEY ACTORS

## Who is implementing youth policy?

In article 3, paragraph 2 of the draft Youth Law it is stated that youth policy is implemented by:

- the Government of Montenegro
- state administration bodies and other administration bodies competent for areas of relevance to young people,
- municipalities, the Capital and the Old Royal Capital,
- non-governmental organizations, and

other players participating in planning, implementation and enhancement of youth policy.

## INSTITUTIONAL FRAMEWORK AT THE NATIONAL LEVEL

### DIRECTORATE FOR YOUTH AND SPORTS

At the national level, the most important institution in the domain of youth policy is the Directorate for Youth and Sports. It performs the tasks related to:

- improvement and implementation of the national policy, strategy and action plans and programmes for youth,
- cooperation with youth organizations and associations regarding organization of international youth manifestations and events in Montenegro,
- assistance and cooperation with youth organizations and associations and their promotion,
- enabling youth organizations and associations from Montenegro to participate at international youth manifestations,
- stimulation and achievement of international cooperation regarding youth,
- stimulation of development of youth policy and work of the Youth office at state and local levels, as well as set of activities in the domain of status, rights and obligations of sportsmen and sports-women.

### Current structure and capacities of the Directorate for Youth and Sports

Youth Law does not provide details on structure, work and financing of the Directorate for Youth and Sports. Notwithstanding the results achieved, having in mind the importance, scope of work and competencies, it must be said that the resources and capacities of the Directorate for Youth and Sports regarding development and implementation of youth policy are still inadequate.

Directorate for Youth and Sports is in a way currently host to the Office for Youth, which since 2009, the year it was founded, has been moved from the Ministry of Education, which drafted the first Youth Strategy, to the Ministry of Culture and the Media, which was competent for Youth Strategy's implementation. After that, it was once again moved from the Ministry of Culture to the Sector for Sports and Youth and finally to the Directorate for Youth and Sports, which in the meantime returned under the umbrella of Ministry of Education. As a result of all of that, for over five years the process of institutionalization and





systematization of jobs has not been completed yet; job systematization envisages 4 jobs for employees who will be dealing with youth issues.

In addition to this body, the Youth Law identifies and details the role of Council on Youth and defines the classification of organizations that are working with and for youth.

## **OTHER STATE BODIES**

Other state bodies that participate in creation and implementation of youth policy at the national level are the ministries, directorates, agencies and other institutions. Bodies competent for specific areas of youth policy are obliged to cooperate in implementation of youth policy and appoint the contact person for youth. Contact person for youth coordinates activities related to youth policy and cooperates with the Directorate and the Council on Youth in planning, implementation and evaluation of Youth Strategy.

### **Council on Youth**

Youth Law prescribes that: "In order to promote and improve development of youth policy, monitor and evaluate its implementation, as well as improve the position of young people, the state administration body competent for matters of education (the Ministry) shall establish the Council on Youth, as an expert and advisory body. Members of the Council on Youth shall be elected for a four year term. Council on Youth shall be made of representatives of the Ministry, the Directorate, municipalities, central association, youth organizations, organizations for young people, other forms of organisations of young people and experts in the field of youth policy. The act on founding of the Council on Youth shall more closely define the composition, number of members, financing, modus operandi and decision-making, as well as other issues of importance for the work of the Council on Youth. Council on Youth existed and was active during the NYAP's validity period (2006-2011).

Competency of the Council Youth according to the Youth Law is to:

- monitor youth policy in all of the areas of relevance to young people, which are defined by the Youth Strategy;
- give recommendations for improvement of youth policy;
- participate in planning, implementation and evaluation of the Youth Strategy;
- provide opinions in the process of preparing the regulations in the areas which define the issues of relevance to the young people;
- follows the position of young people and provides the measures for its improvement;
- performs others tasks, in accordance with the education act.

In order to address the issues from its competency, Council on Youth can establish commissions, expert groups and other working bodies. Modus operandi and decision-making of the Youth Council shall be more closely defined by the rules of procedure.

# INSTITUTIONAL FRAMEWORK AT THE LOCAL LEVEL

## LOCAL GOVERNMENTS

Local government units develop and implement local youth policy.

Chief instrument of local youth policy are municipal Youth Strategies, as they are defined by the Youth Law, or Local Youth Action Plans (LYAPs). In accordance with the Youth Law, in order to achieve the youth policy goals, in addition to the national youth strategy, municipal youth strategies shall be adopted as well. These define goals, measures and activities of youth policy at the municipal level, in order to achieve the interests of young people. Municipal strategy is adopted by the competent municipal body, in accordance with the Youth Strategy, for a four year period. The competent body also adopts the annual plan of municipal strategy implementation

After the adoption of the first National Youth Action Plan, Local Youth Action Plans (LYAPs) have started to be developed at the level of local Montenegrin governments. There are valid LYAPs in 10 Montenegrin municipalities (Plav, Bijelo Polje, Kolašin, Nikšić, Pljevlja, Podgorica, Tivat, Rožaje, Ulcinj, Plužine). In February 2015, based on the initiative of Youth Centre Andrijevića, the municipality of Andrijevića has also started the work on drafting its own Local Youth Action Plan. LYAPs in other municipalities have expired (Berane, Budva, Kotor and Cetinje) or they never existed (Petnjica, Gusinje, Bar, Herceg Novi, Danilovgrad, Šavnik, Mojkovac, Žabljak).

Competency for designing and implementing local youth policy mostly belongs to the secretariats for social affairs. Youth affairs in Cetinje are dealt by the Secretariat of Culture, Sports and Youth of the Old Royal Capital Cetinje. It is only in Berane and Nikšić that the titles of Secretariats have the word "youth" in them.

## OFFICES FOR YOUTH

In order to coordinate, plan and implement youth policy, municipal strategies and better organize cooperation between competent municipal bodies with other youth policy players, a municipality can, within its own bodies and services, organize a separate organizational unit for youth (Office for Youth).

Offices for Youth exist in Bijelo Polje and Nikšić, while in Budva and Tivat they operate as integral part of the Offices for Prevention of Substance Abuse and Youth Issues.

## LOCAL COUNCIL ON YOUTH ISSUES

Local Council on Youth Issues is an independent and advisory body that is established by the competent municipal body, with the goal to promote and improve the development of youth policy, monitor and evaluate the municipal strategy, strengthen cooperation and improve the position of young people at the local level. This body is comprised of the representatives of municipal bodies competent for youth policy, youth organizations, organizations for young people and other forms of organizations of young people, as well as experts in the field of youth policy.

Out of all Montenegrin municipalities, only the Capital City of Podgorica has the Council on Youth Issues. Although they are not recognized in the Youth Law, there are local youth councils in Berane, Pljevlja and Cetinje, youth representative bodies that represent the interests of young people in the local government.

## YOUTH CLUBS AND YOUTH CENTRES

There are youth clubs in Nikšić, Pljevlja, Rožaje, Tivat, Berane, Herceg Novi and Danilovgrad, while there is one in preparation for opening in Podgorica. In Cetinje there is a Social Centre and a Youth Club, and in

Kotor their Youth Club functions as part of the Culture Centre. The principle of functioning of these youth clubs, as well as their relations and forms of support received from local governments have been devised and implemented differently in each of the aforementioned cities.

*Table: Overview of situation at the local level*

Municipality	LYAP	Office for Youth	Council for Youth Issues	Youth Council	Youth Club or Centre
	(from - to)	NO	NO	NO	NO
Andrijevica	currently being drafted	Secretariat for Social Affairs	NO	NO	NO
Berane	NO	(in preparation for opening in 2016) Sec. of Sports, Culture, Youth and Cooperation with NGOs	NO	YES	YES
Bijelo Polje	2007-2013 (NO)	YES	NO	NO	NO
Budva	2011-2016	Office for Prevention of Substance Abuse and Youth Issues	NO	NO	NO
Danilovgrad	2010-2015 (NO)	Secretariat for Social Affairs	NO	NO	NO
Žabljak	NO	NO, but the Office for Prevention of Substance Abuse is also working on the youth issues	NO	NO	YES
Kolašin	NO	NO	NO	NO	NO
Kotor	2013-2017	NO, but it is planned	(no, but it existed while there was a valid LYAP)	NO	YES
Mojkovac	2010-2015 (NO)	NO	NO	NO	NO
Nikšić	NO	YES	NO	NO	YES
Petnjica	2011-2016	YES	NO	NO	NO
Plav	NO	NO	NO	NO	YES
Plužine	2013-2017	Office for Prevention of Substance Abuse is implementing LYAP	NO	NO	NO
Pljevlja	2012-2016	Secretariat for Social Affairs	YES	NO	YES
Podgorica	2014-2019	NO (it is mentioned in the systematization plan, within the Secretariat for Entrepreneurship)	NO	YES	YES
Rožaje	2016-2020	NO	NO	NO	YES
Tivat	2012-2017	Office for Prevention of Substance Abuse and Youth Issues	NO	NO	YES
Ulcinj	2015-2016	YES	NO	NO	NO
Herceg Novi	NO	NO	NO	NO	YES
Cetinje	2012-2015	Secretariat of Culture, Sports and Youth of the Old Royal Capital Cetinje	NO	NO	YES
Šavnik	NO	NO	NO	NO	NO
Gusinje	NO	NO	NO	NO	NO

## CIVIL SECTOR IN THE AREA OF YOUTH

Civil sector in the area of working with youth is much broader than what can be seen from the official data and reports, because the practice of reporting in Montenegro, and the legislation itself, do not recognize the broadness of civil sector, instead mentioning only non-governmental organizations in this area and leaving out all of the other actors of civil society that are founded by or are working with young people. Draft Youth Law in this area mentions youth organizations and organizations working for youth. Thus a youth organization is defined as a non-governmental organization made of young people (who established it freely and independently) in order to improve the position of young people, their personal and social development, participation in social processes and other areas of relevance to young people. Work of a youth organization is public and is being implemented in accordance with the Law and the statute of the youth organization. The so-called organizations for youth are defined as non-governmental organizations whose members are not only young people and are founded in order to support young people in getting organized and in their social involvement.

It is stated that young people, in order to ensure the implementation of youth policy, can also get **organized in other forms** of organizations of young people, such as:

- *youth club,*
- *youth centre,*
- *youth council,*
- *nonformal group,*
- *info centre,*
- *info point,*
- *student parliament, etc.*

All of the aforementioned forms of organizations can get into associations at the local and national level in order to achieve their common goals and interests.

The status of an association at a local level is given to an organization that has been working in the interest of young people for at least two years and has at least two thirds of registered youth organizations from its territory.

The status of an association at the national level is given to an organization that has been working in the interest of young people for at least two years and has at least two thirds of registered youth organizations at the local level.

The status of a central association is given to an organization which is joined by at least two thirds of associations at the national level. Conditions for work of associations at the local or national level are ensured by the competent municipal bodies and/or the Directorate. The composition, competencies, modus operandi, decision-making and other issues of relevance for the work of an association are more closely defined by the association's statute.

For this area, of importance is also the work of youth organizations of political parties and trade unions, especially in the area of empowering young people to actively participate in decision-making, better working conditions and the like.

# INTERNATIONAL FRAMEWORKS IN THE AREA OF YOUTH POLICY<sup>4</sup>

## Youth policy of the European Union

Although the EU Acquis in the area of youth policy falls under the domain of soft law, contrary to some other areas in which there is strict regulation which candidate countries need to transpose, by temporarily closing the negotiation chapter 26 (Education and Culture) Montenegro has assumed the obligation to get in line with the European Union's Youth Strategy and other documents of relevance to the EU youth policy. In regard to that, the Youth Strategy intends to reflect European Union's Youth Strategy, as well as other international standards and recommendations relevant to youth policy.

## General overview of situation in the area of youth policy at the international level

In regard to the youth strategies of international organizations, the current ones are the United Nations System-Wide Action Plan on Youth and the European Union's Youth Strategy – Investing and Empowering

At most recent count, 130 out of 196 countries had a national youth policy, up from 99 in January 2013 and 122 in April 2014, and 10 had a draft or an existing document in review.

This growing interest in and recognition of the necessity of working with and for young people is also demonstrated in the 'youth data revolution'. Since 2013, two new global-level youth indicators were launched: Youth Development Index (YDI) and the Youth Wellbeing Index (YWI). Both are composite indexes covering many domains, including health, education and employment/economic opportunity and, to a large extent, participation. These data sets have become a key reference point for governments and institutions developing youth policies and programmes, despite some limitations and shortcomings in their methodologies. Significantly, however, they are assisting governments and institutions in understanding that youth problems cannot simply be solved by throwing money at them, as they yield a more differentiated picture of situations, rights, needs and well-being of young people.

In the past five years alone, there has been the World Youth Conference, Commonwealth Youth Forum and the First Global Forum on Youth Policies, the ECOSOC Youth Forum, the UNESCO Youth Forum and the World Bank's Youth Summit. The Commonwealth Youth Council was created, the Envoy on Youth was appointed, UNDP launched its youth strategy and the UN Secretary General declared young people the "torchbearers" of the future development agenda – Sustainable Development Goals.

Unlike their predecessor, the MDGs, the Sustainable Development Goals now explicitly mention youth. Even though youth is not mentioned in any goal per se, sub-goals in 3 categories do, first of all in regard to employment and functional literacy.

# VISION

The vision of this Strategy is for Montenegro to be a state in which young people are autonomous, involved in decision-making and implementation of public policies and have the possibility to work and be financially independent.

YOUNG PEOPLE ARE AWARE OF THE IMPORTANCE OF THEIR ROLE IN THE SOCIETY

In order to turn this vision into reality, Montenegro needs to become a member of the relevant international organizations, a modern, civil, democratic, ecological, economically developed country, a welfare state, based on the rule of law and respect of human rights. Also, Montenegro **needs to be a state in which young people are seen as a potential, not as a problem.**



In such Montenegro young people shall be seen as a potential for recognizing and finding solutions for new challenges, keeping in mind the knowledge and skills they possess. They shall actively participate in the decision-making process and creation of policies. Young people are the most important social resource, which is why they should be given the full support of the state and opportunities to develop and achieve their own potentials. That would ensure their financial independence and more autonomy, as well as economic and social security. Being aware of their role in the society, young people should be active agents in their society, freely expressing their views. They should also be self-aware, innovative and have respect for diversity.

**Young people in Montenegro**, in accordance with the Youth Strategy's vision, **are characterized by the following values, characteristics, skills and knowledge:**



## KEY OUTCOMES

The Strategy defines six key priorities – key outcomes – in regard to Montenegrin youth, and they are the following:

- A. *Young people achieve economic and social security through improved access to labour market and employment.*
- B. *Young people have access to quality education.*
- C. *Young people are active citizens, involved, motivated, proactive and participate in decision-making and community development processes, in creation of policies and their implementation.*
- D. *Young people are healthy, safe, have access to an adequate support system for transition to adulthood and self-realization, they are self-aware, innovative, showing initiative and accept diversity.*
- E. *Young people have access to quality cultural content as creators and consumers.*
- F. *Normative and institutional framework for the implementation of youth policy has been established.*

Key outcomes for youth defined by this Strategy are a result of a comprehensive participatory process through which this document came to be, and which, in addition to key players and interested parties, primarily involved young people throughout Montenegro.

In addition to identification of key outcomes for the period 2017-2021, this Strategy defines the measures, sub-measures and activities that need to be implemented in order to achieve the defined outcomes, as well as actors in charge for their implementation.

This chapter presents the key outcomes and measures for their implementation.

### **Young people achieve economic and social security through improved access to labour market and employment**

Removal of barriers for accessing labour market for all young people	Supporting development of youth entrepreneurship	Establishment of an integrated and holistic youth support system for transition to decent employment	Reduction of youth inactivity
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### **Young people have access to quality education**

Supporting development of non-formal learning and improvement of tools for verification of non-formally and informally acquired knowledge	Improvement of quality of organization, delivery and evaluation of practical education in VET schools	Improvement and integration of the system for informing and career counseling of youth	Prevention and reduction of dropout rates	Promotion of youth educational mobility
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**Young people are active citizens, involved, motivated, proactive and participate in decision-making and community development processes, in creation of policies and their implementation**

Development of youth participation culture	Putting in place mechanisms / systems for fostering activism	Supporting youth organizing and youth networking
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**Young people are healthy, they are safe, have access to an adequate support system for transition to adulthood and self-realization, they are self-aware, innovative, showing initiative and accept diversity**

Establishment of an efficient multisectoral information and counselling services for young people and parents	Develop youth work as support to transition to adulthood	Development of support services for transition to self-reliance	Support to development of young people's psychological and physical health
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**Young people have access to quality cultural content as creators and consumers**

Supporting young creators of culture and media contents	Providing equal access to cultural contents for all young people
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**Normative and institutional framework for the implementation of youth policy has been established**

Strengthening the capacities of the Youth and Sport Administration for youth policy implementation and monitoring	Improvement of legal support	Providing sustainable and uninterrupted funding for youth policy	Improvement of interagency cooperation	
Improvement of national youth statistics and knowledge about young people	Strengthening capacities of local governments for development and implementation of youth policy	Supporting youth organisations and networking	International cooperation	Improvement of youth's knowledge of youth policies

## A) Young people achieve economic and social security through improved access to labour market and employment

IT'S NOT EASY BEING A YOUNG PERSON AT THE LABOUR MARKET TODAY

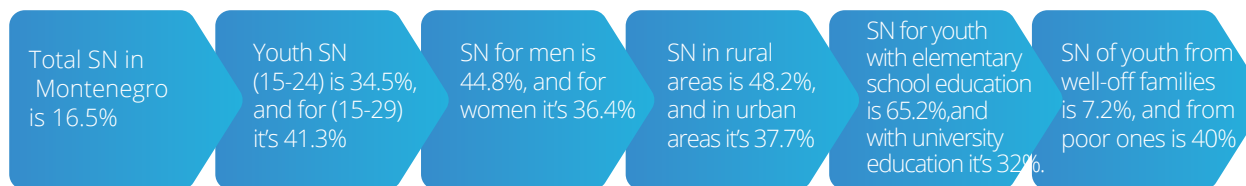
Youth is an important period in a human's life, if not the most important one from the perspective of setting the foundations of one's professional career. During this period young people are formulating their aspirations and life goals, seek and find their roles and responsibilities in the society and start their voyage towards economic independence.

This also means that youth is a period of social and psychological transition, during which young people are invited to make important decisions and choices that may significantly impact their life paths. Quality of life to a large extent depends on how successful is their transition from school to finding a job. Failure to find a dignified job after schooling can have a serious and permanent influence on professional capacity and skills of young graduates, as well as on their income. Any amount of time spent as being unemployed, under-employed or inactive can leave scars on a young individual. And on the flipside, a positive start at the labour market can have a positive influence on professional and personal success in later phases of life.

Characteristics and basic labour market indicators indicate that in the period from 2010 to 2015, there was a visible progress related to the youth employment situation. Namely, the employment rate of young people (15-24 years) increased from 13.7% in 2010 to 18.8% in 2015, while the activity rate increased from 25.1% to 30.2% in the same period. Also, the unemployment rate dropped from 45.5% in 2010 to 37.6% in 2015. Despite past efforts to promote employment and employability of young people, this issue remains a significant challenge in the labor market. Therefore, the Strategy provides for a portion of the concrete measures to influence the advancement and facilitate access of young people to the labor market and employment through which they should be to realize their economic and social security.

**Data from the From School to Work Survey (MONSTAT, 2015) indicate the following:**

**Data on unemployment rate (stopa nezaposlenosti - SN) is shown in the following graph:**



Finding the first job that can be considered as either stable or satisfactory marks successful transition to the labour market for 15.5% of young people, while almost half of young people aged 15-29 still have not even started this transition. Young people living in families struck with poverty are especially at risk when it comes to the transition to the labour market and finding a decent job. Informal employment among young people is still significant, amounting to 59.9%.

**Data on decent work is shown in the following graph:**

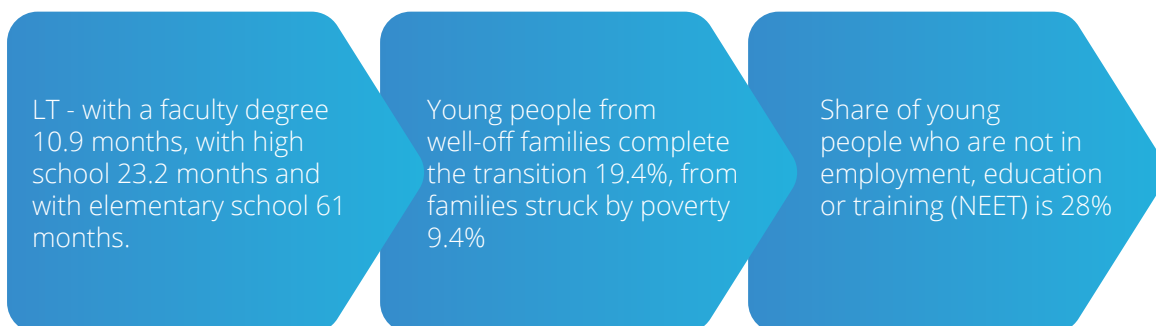




Photo: Danilo Papić

Length of transition period until first/satisfactory job for young people with university degree is half as short as of those who only have a high school diploma. The shortest transition time is among the young people with completed vocational training at high school level (69.1% out of the total number of young people who have completed the transition period, including 14.6% who are self-employed at satisfactory jobs). An important message resulting from the aforementioned data refers to the potential of young people with completed vocational training at high school level, which can encourage others to follow their footsteps on the way to a faster and more stable employment. Notwithstanding the duration of that period, it is clear that the labour market in Montenegro faces serious problems regarding absorption of young people who have completed their schooling. Economic and social expense of financial support provided to young people during this long process of transition represent an obvious obstacle to the development potentials of the state.

**Relevant data on the length of transition (LT) to the labour market is shown in the following graph:**



Four priority development sectors of Montenegro are tourism, energy sector (including renewable sources of energy), production and processing of agricultural goods and rural development. The majority of young

people (87.7%) work in the service sector (and when speaking about young women, this percentage is even higher, amounting to 95.1%). 33.5% of young people live in villages, but only 1.1% of them work in agriculture sector (total employment in agriculture sector is 8.3% (15 to 64 years of age)) . A significant share of young workers is employed in the technology sector (8.2%). Self-employed young people make 9.9% of the total number of employed young people and out of that number, 1.5% are employers, 5.1% of them work on their own and 3.3% are assisting members within their families.

Overview of challenges and obstacles to youth entrepreneurship is provided in the following graph:



Photo: Danilo Papić

challenges/assesment of self-employed young people

- lack of finances 30.8%
- competition at the market 31.1%
- inadequate professional competency and legislation

Source of financing at the beginning of business endeavour

- money borrowed from family and friends - 46.8%
- own savings - 24.4%
- no money was needed - 19.5%
- took a loan from a bank - 9.3%

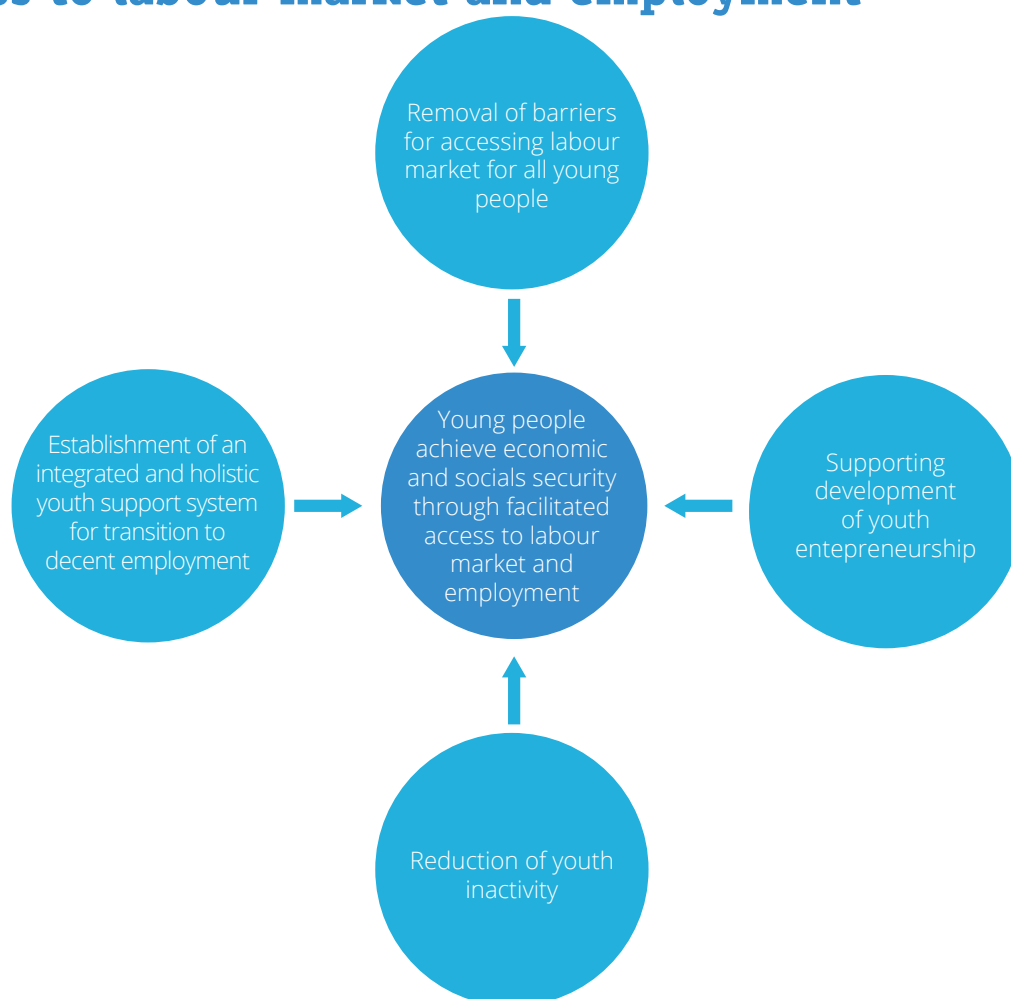
Barriers in business for young people

- lack of non-financial support (mentorship, training, support during implementation of business ideas),
- lack of initial capital,
- inability to obtain loans due to not owning any property to offer as collateral,
- fiscal burdains during the first year of work.

In Montenegro there is a trend of establishing new enterprises, which generate demand for different forms of adequate financial and non-financial support. At the same time, Montenegro is characterized by structural unemployment and unfavourable age and qualification structure. This is why it is necessary to undertake some supportive measures, which will enable young people who are unemployed, as well as those who lost their job, to increase their competencies and competitiveness, in order to enable their reintegration into the economic flows through starting their own businesses or creating new jobs. Also, social entrepreneurship has significant potential to generate employment and self-employment, especially of vulnerable groups of population. In addition to economic benefits, this form of entrepreneurship has an important social dimension through involvement of vulnerable groups.

Availability of information on career development and its role and significance for different target groups will enable individuals to respond appropriately to the needs and trends in the labour market. The acquired skills of leading own individual career are important for society as a whole, because they help to achieve objectives in the field of education and employment, as well as in reduction of poverty and improved social inclusion. It is necessary to further enhance activities to improve career counselling in primary, secondary and higher education through Centres for Information and Professional Counselling (Centri za informisanje i profesionalno savjetovanje – CIPS) that are present in Podgorica, Bar, Herceg Novi, Nikšić, Bijelo Polje, Berane, Mojkovac and Pljevlja, and the Centre for Career Development at the University of Montenegro. Also, it is necessary to provide career counselling for all young people.

## Measures for achievement of economic and social security of young people through facilitated access to labour market and employment



MEASURES:	WHY THIS MEASURE?
<p>1. Removal of barriers for accessing labour market for all young people</p>	<p><b>In order to establish young people's trust in the employment process.</b>  It has been shown that young people do not have confidence in the processes of selection of candidates during employment and that they are not optimistic in regard to finding a job based on their competencies. Research has shown that the most common way of looking for and finding a job among young people is "through friends and relatives."  Connections (personal acquaintances regardless of the quality and skills of persons seeking a job) are perceived as the most important criterion by which employers in the state institutions and enterprises and organizations (48%), but also in the private sector (38%), employing new staff. Education is in second place in both sectors (16%). In third place are recommendations and in fourth is the impression the candidate leaves on the employer, while previous work experience takes the last place.</p> <p><b>So that young people from marginalized groups (youth with disabilities, Roma, internally displaced persons from former Yugoslavia and refugees, young people waiting for a job for over three years, young people dropping out of school before obtaining their first qualification) can take an equal footing on the labour market</b>  There is no specific data on hard-to-employ sub-groups of young people. Regarding general population, among hard-to-employ the most at-risk are persons with disabilities, Roma, internally displaced persons from former Yugoslavia and refugees, young people with no identification documents and at risk of statelessness, young people waiting for a job for over three years and women and young people dropping out of school before obtaining their first qualification.</p>
<p>2. Supporting the development of youth entrepreneurship</p>	<p><b>In order to enhance entrepreneurial environment for youth and increase the percentage of self-employed young people.</b>  Young people are lacking in entrepreneurial skills and rarely dare to start their own business. There's a need for further development of entrepreneurial skills among youth and improvement of entrepreneurial environment. Young people, at least declaratively, claim that they would prefer to work on their own rather than for an employer – over 60% of them. 28% of young people are thinking about starting their own business, but only 4% are taking concrete steps to that goal . Employment in order to make money is the dominant form of work among young people, with a share of 90% .</p>
<p>3. Establishment of an integrated and holistic youth support system for transition to decent employment</p>	<p><b>In order to adequately inform young people on quality services and measures in regard to employment and employability and integrate quality career orientation services into local community's life.</b>  Young people claim that they are not adequately informed on services and measures provided in the area of employment and employability. Furthermore, the quality/efficiency of the existing services and measures is questionable.  Key challenges that the service providers focused on support and development of employability among adolescents and young people are facing are, among others: limited human, technical and spatial resources for implementation of activities. Furthermore, young people do not recognize the importance of career planning, do not believe that selection of profession/desired job depends on them, nor do they recognize the services of informing and counselling provided by CIPS. In Montenegro, CIPSs that provide expert assistance to different target groups regarding career development exist in Podgorica, Bar, Herceg Novi, Nikšić, Bijelo Polje, Berane, Mojkovac and Pljevlja, and there is a Centre for Career Development operating within the University of Montenegro's umbrella. The findings show that CIPS is not managing to produce the expected change and improve the level of career decision-making among young people by supporting them to take a more active role in career planning, development of skills and informed decision-making .</p> <p><b>In order to reduce informal employment among youth.</b>  Informal employment among young people is still significant, amounting to 59.5%. Young people living in rural areas are more frequently informally employed compared to those living in urban areas (67.5% compared to 56%) and men are more frequently informally employed than women (61.7% compared to 56.8 %).</p> <p><b>In order to reduce the period of transition from completion of one's education to first stable/satisfactory job.</b>  Almost half of youth population in Montenegro (44.6%) still hasn't started its transition. On average, a young person needs 20.8 months between completion of his/her education to getting a first stable or satisfactory job. Young men need more time than young women to transition from school to getting a job.</p>
<p>4. Reduction of youth inactivity (NEET)</p>	<p><b>In order to achieve continuous increase in youth activity.</b>  Youth inactivity presents one of key challenges in the area of employment policy. According to Montenegrin Statistical Office's (MONSTAT) Labour Force Survey data for 2015, youth (15-24) activity rate was 30.2%.</p> <p><b>In order to reduce the share of young NEET.</b>  Share of young people who are not in employment, education or training (NEET) is 28%, with a composition that is quite equally distributed between unemployed persons and inactive persons not in education or training.</p>

## B) Young people have access to quality education

YOUNG PEOPLE SHOULD ACQUIRE  
COMPETENCIES FOR LIFE THROUGH  
EDUCATION

The educational process in Montenegro is carried out through various forms of formal, non-formal and informal education. These three forms of education together make learning comprehensive and therefore they are indivisible components of lifelong learning.

Formal education in Montenegro is "... implemented in preschool institutions, schools, institutes, by adult education organizers and at students' dormitories..."

Non-formal education is defined by the Adult Education Act: "Non-formal education or learning is achieved through organized and planned goals and support, in order to gain and improve knowledge, skills and competencies, which can be checked and explained in the process of acquiring national vocational qualifications or key skills."

There are 86 licensed adult education organizers in Montenegro offering 95 education programmes that lead to the acquisition of professional qualifications and 72 accredited programmes (leading to the acquisition of key skills and the development of key competencies). Out of these, 4 are primary schools, 22 are secondary schools and one is adult education organizer institution for higher vocational education, all established by the state; and among them are secondary vocational schools which offer acquisition of the necessary knowledge and skills in areas covered by their educational programmes. The majority of programmes is concentrated in three largest cities: Podgorica (40), Nikšić (10) and Bijelo Polje (11), while in other cities education organizers either do not exist or there is up to five of them.

Young people in Montenegro gain education on a daily basis in informal ways, too, and they get self-educated on a permanent basis, in that way perfecting and acquiring their knowledge, skills, attitudes and values in family, at work, in peer groups, through the media, associations, books, the internet and the like. The complementarity of formal, non-formal and informal education is the most effective way to offer quality education framework to young people that includes the concept of "functional literacy" – the ability of students to apply knowledge and skills, to effectively analyse, reason and communicate while solving problems in different situations; and the concept of lifelong learning - development of students' motivation for learning. Considering that the educational sector, primarily the Ministry of Education, Bureau for Education Services and the Centre for Vocational Education are already directly engaged in the education of young people, the Strategy provides for a portion of concrete measures relating primarily to non-formal education.

The educational system in Montenegro can be improved in terms of learning outcomes and the results of international assessments of students. The evaluation of education reform has exposed the fact that the lecturing type of curriculum and activities directly associated with it are still largely present in classrooms.

### Data on functional literacy of students in Montenegro:

Fifteen year old students rank 55th (in 64 countries ranking) in terms of success in mathematics (PISA-2012).

The percentage of functionally illiterate students - 50% in 2009; 43% in 2012.

The results of PISA 2015 study are expected in December 2016.

Non-formal education is an important area in which young people acquire competency, skills and social and emotional skills necessary for success in life.

The term competency as defined by the European Competency Framework

means knowledge, skills and attitudes, i.e. behaviours. In addition to

skills and knowledge, it is very important to provide conditions for the

development of positive values among young people. The development

of competencies among youth through non-formal education is one

of the important areas complementary to formal education system

and other sectors. This is particularly important in ensuring that all

young people have equal conditions and equal opportunities to work on

developing their full potential. When it comes to other ways of acquiring

these skills and key competencies in general - through non-formal education

- significant poor familiarity of young people is registered with the existing range

of training courses for the development of social and emotional skills. At the same time, it is necessary

to improve the existing offer of non-formal education programmes in the Montenegrin market, so that the

entire Montenegrin society could gain more confidence in them.

Of total number of population over 15 years of age, 35% are computer literate, 16% are partly computer literate while 48% are not familiar with computers.

Neither young people nor educators use the internet primarily for the purpose of competency development, and young people identify it as a source of free courses, but also as a place where they spend most of their leisure time.

Young people point to the problem of availability of non-formal education, stressing that they are poorly informed about the possibilities, that the existing facilities are not used for such purposes, as well as that such training often costs money. The cause for that situation is a low level of synergetic action of the youth sector (both government and NGO) and the education sector in the area of promoting and supporting non-formal education programmes, and their linking with the formal education. Particularly vulnerable groups are unemployed young people with limited access to non-formal education and to opportunities for acquisition and improvement of competencies, mainly only through the programmes offered by the Employment Agency of Montenegro. Also, due to the relative lack of organization in the non-formal education sector, clear priorities are not recognized for building competencies of young people; therefore, equal participation of all interested young people is still not made available – starting from unequal access to information on programmes up to equitable geographical diffusion of programmes and providing free priority programmes of non-formal education for all potential participants. Accordingly, there is no information about competencies, i.e. there is no system for verification of competencies of trainers, facilitators, youth workers and other programme implementers of non-formal education and youth work.

#### Data on young people's attitudes regarding non-formal education:

47% of young people are not aware of the existence of training and courses in non-formal education framework.

So far, nearly half of young people have not been included in any of non-formal education forms.

More than 2/3 of young people have positive attitude towards lifelong learning and are ready to change professional qualification in order to land a job.

At the European Union level, in particular through the Erasmus+ programme, greater use of certificates "YouthPass" is advocated, through which core competencies are developed as a result of a long-term consultation process at the European level. This certificate provides information on participation in non-formal education programmes, or volunteering, as well as the acquired competencies. Core competencies



listed in this certificate are those that support personal development, social inclusion, active citizenship and employment, namely: communication in the mother tongue, communication in foreign languages, mathematical competency and basic scientific and technological competency, digital competency, social and civil competencies, sense of initiative and entrepreneurship, cultural expression and awareness, and “learning to learn” competency.

**Overview of opinions about desirable values is shown in the following chart:**



Photo: Duško Miljanić

#### Parents' attitudes

- responsibility (13,2%),
- autonomy (12,0%),
- diligence (11,8%),
- tenacity(8,7%),
- resourcefulness (8,2),
- honorability and honesty (8%)

#### Young people's attitudes

- the problem is that the society inherits and tolerates nepotism and corruption.
- violence, criminal and discrimination are primary the problems young people are facing.
- inequality and imbalance of young people regionally (north, south, center) and urban-rural-wise.

In addition to competencies, it is very important to provide conditions for the development of positive values among young people. "The values that prevail in the Montenegrin society such as solidarity, family values, tolerance, respect for others and non-discrimination are considered to be very important for the quality of life (83.4%)."

20% of employers said that they accomplished cooperation with some educational institution for the purpose of practical training, internship or employment of young people in the past year

The education and training system is not fully adapted to the needs of labour market. Development of economy is largely dependent on the availability of well-educated workforce. Decisions in favour of vocational education, as a rule, are made in young days and they affect the future of individuals. The process of education should enable continuous upgrading of knowledge and skills so that an individual could meet the demands of modern techniques and monitor technological developments. Learning by doing, at work in all aspects, including also the dual education system, represent a basis for quality vocational education, and that makes a basis for the economic success of a company, and thus the success of the whole economy. Vocational education should be of high quality, accessible to all categories of users (young people, adults, vulnerable groups), for all types of qualifications, in ways that are acceptable and appropriate to them. Quality education is not possible without cooperation with employers, which should enable a combination of theoretical knowledge and practical skills. Experience has shown that a combination of theory and practice encourages innovation and entrepreneurship and increases employability. Cooperation between educational and private and public sectors with the purpose of providing practical training, internship or employment of young people is low - only 20% of employers said that they accomplished this kind of cooperation with an educational institution in the past year.

During the normal course of education, students who have been able to meet production processes and see where and how to apply the knowledge gained, those who have been able to acquire reliability and routine in a real working environment – they will build positive orientation towards their occupation and will be prepared to join the labour market. Students will be able to see how the company actually looks like in real life, build a sense of belonging to the collective and get trained to work in a team while acquiring autonomy and responsibility. Employers will be able to help students to develop their potential and get prepared for the world of work both in their company and in other companies. Employers are able to plan their future needs for qualified personnel and to prepare future employees by themselves. Within dual education, employers in companies assume the obligations of practical education of students, and their relationship - and the rights and obligations of students and employers – is regulated by individual educational contract. Students attending dual education receive a fee from their employer and derive benefits from employment. In the school form of realization of practical training, students in workshops, classrooms, and laboratories acquire basic practical skills and build on them while working for employers. Schools are in charge of evaluating students' achievements.

# Measures for ensuring access to quality education for youth





Photo: UN Montenegro

MEASURES:	WHY THIS MEASURE?
<p>1. Supporting development of non-formal learning and improvement of tools for verification of non-formally and informally acquired knowledge</p>	<p><b>In order to continuously increase the participation of adults in quality programmes of life-long learning.</b>            Although the activities to promote and encourage the concept of lifelong learning education system are being carried out in cooperation with the partners from the employment sector, the percentage of participation of adults in lifelong learning is insufficient, in accordance with some estimates it is less than 4%. Around 90 adult education organizers are licensed. The smallest number of licensed organizers is in the northern region.            Furthermore, it is necessary to extend the educational offer with programmes for personal development and development of new qualifications within the national qualifications framework for various target groups (NEET, young people with skills not demanded in the labour market, young people with special educational needs, etc.).</p> <p><b>In order to increase the number of licensed organizers of adult education.</b>            Non-formal learning programmes for young people (i.e. organizations and institutions that offer them) do not always pass compliance check regarding conditions for their implementation. Licensed organizers of non-formal learning education programmes meet the quality criteria at the time of acquiring license. There is no elaborate system to monitor their work. The license validity period is not defined.</p> <p><b>So that the outcomes of learning, skills and knowledge gained through programmes of non-formal education are recognized and harmonized with recommendations of the Council of Europe and the EU.</b>            Currently there is a possibility of verifying the non-formally and informally gained knowledge and skills leading to professional qualification. This procedure is carried out by the Examination Centre. So far, 120 persons have acquired the certificate of national vocational qualification. There is no mechanism for the recognition and validation of knowledge and skills that young people acquire through non-formal learning programmes, not only after the additional job training and retraining as part of the employment, but in the context of various programmes at national and international level, organized by different actors, which encourage personal development, but also social inclusion and employability (educational programmes that lead to the acquisition of key skills and to the improvement of key competencies; educational programmes for acquiring knowledge and skills for civic democracy, environmental protection, sustainable development, family life, successful social integration, improving the quality of life, health education, social skills, and so on.) The YouthPass certificate is rarely used, also by youth organizations that participate in the Erasmus+ programme.</p> <p><i>The procedures for recognition and alignment should be simplified and easily accessible, implemented by high-quality and qualified services and in places suitable for verification of non-formal and informal learning i.e. prior learning.            Information about the possibilities of recognizing and aligning the formally and non-formally acquired knowledge should be made available to various target groups through qualified mass services and information services in public and private sectors.</i></p>

<p>2. Improvement of quality of organization, delivery and evaluation of practical education in VET schools</p>	<p><b>In order to continuously increase the percentage of young people benefiting from dual education.</b></p> <p>In all educational programmes of vocational education, the number of hours of practical training is defined. In three-year programmes the scope of practical training is around 45% of the total number of classes, and in four years programmes it is up to 15%. The volume of realization of practical training with an employer is different in various sectors and it depends, among other things, on the willingness of employers to actively participate in the realization of practical education. Also, the number of students implementing practical training with an employer varies, including schools, programmes and sectors. The quality of practical training realized with an employer is determined within the process of external verification of the quality of educational work of institutions, at least once every four years.</p> <p>After piloting dual education in the period 2004-2007, the education system does not educate students by using the dual education approach due to the lack of interest of both students and employers.</p> <p>In addition to that, it shall be necessary to establish a system of verification of the quality of education, with indicators and descriptors of the quality of practical education both in schools and by employers, in corresponding methodological documents. The verification system implies that employers within the dual education are involved in the verification of achievements of vocational school students, and students evaluate the quality of learning by doing.</p>
<p>3. Development of social and emotional skills of young people</p>	<p><b>In order to increase the level of autonomy, responsibility and critical thinking among youth.</b></p> <p>During the analysis of current situation, it was concluded that youth organizations assessed the capacities of young people for autonomy, responsibility and critical thinking as insufficient. This problem was also reflected in the official testing, where young people of Montenegro did not achieve adequate results, especially in the areas that require these skills (PISA). The most recent studies pointed out that for success in life, besides qualifications and specific knowledge, social and emotional skills are an equally important factor .</p>
<p>4. Prevention and reduction of dropout rates</p>	<p><b>So that the percentage of young people completing high school can continuously grow.</b></p> <p>Current data shows that only 7% of young Romani and Egyptians completed high school, compared with 86% of the general population. The fact that this issue is not getting the attention it deserves is underlined the claims of 93% of Romani and Egyptian parents and 83% of other parents whose children have left school who state that they had not been contacted by anyone after their children dropped out of school.</p> <p>Furthermore, it is clear that school departments have limited capacity for an individual approach to each child, in particular in terms of preventing early school dropout, the development of violent and delinquent behaviour, and the development of bad health habits.</p> <p>It is necessary to define the mechanisms for prevention of early school dropouts, which will involve educators, social workers, peer educators, mediators, and youth workers. It is needed to carry out adequate individual and group outreach programmes, counselling and support in schools.</p>
<p>5. Promotion of youth educational mobility</p>	<p><b>In order to significantly increase the percentage of young people in Montenegro who are using the possibilities of educational mobility.</b></p> <p>Based on available data, Montenegro has gradually advanced in the use of Europe's largest mobility programme "Youth in Action" (today Erasmus+). In Montenegro, 12 projects were approved in the period 2008-2010 and 28 from 2009-2013. The new Erasmus+ retained components entitled "European Voluntary Service and Youth Exchange", which were the two largest components for mobility and volunteerism development. In the short-term mobility programmes within Erasmus+ in the period 2009-2013, according to estimations, 300-450 young people from Montenegro participated.</p> <p>It is necessary that youth organizations are actively involved in the implementation of projects under the Erasmus+ programme, so that mobility programmes are available to young people in Montenegro, to have a higher number of organizations accredited to send volunteers and to build the capacities for project development. By the expiration of the strategy, preparations for opening the national agency for Erasmus+ should be finalized.</p>

## C) Young people are active citizens, involved, motivated, proactive and participate in decision-making and community development processes, in creation of policies and their implementation

THERE'S AN EVIDENT DESIRE AMONG YOUNG PEOPLE TO GET INVOLVED IN SOLVING SOCIAL PROBLEMS

Active democratization of Montenegrin society necessarily implies existence of active civil participation. Civil participation represents participation of citizens in decision-making. However, participation represents a broader construct, not only regarding participation in decision-making, but also participation in creating solutions, initiating solutions, participating in all phases of active decision-making.

"Civil participation and activity imply that citizens have the rights, means, space and opportunities - and, where needed, support as well - to participate in decision-making and influence decisions, to get involved in procedures and activities in order to contribute to building a better society."

Revised European Charter on the Participation of Young People in Local and Regional Life, 2003 [https://www.coe.int/t/dg4/youth/Source/Coe\\_youth/Participation/COE\\_charter\\_participation\\_se.pdf](https://www.coe.int/t/dg4/youth/Source/Coe_youth/Participation/COE_charter_participation_se.pdf)

"Activism means positive activity by an individual or a group having a common goal, which affects the broader process of social change, for a better society, peace, equality and justice. Youth activism in the community empowers young people to become citizens who are prepared, skilled and aware of their responsibility, strength and power to influence the society they belong to."

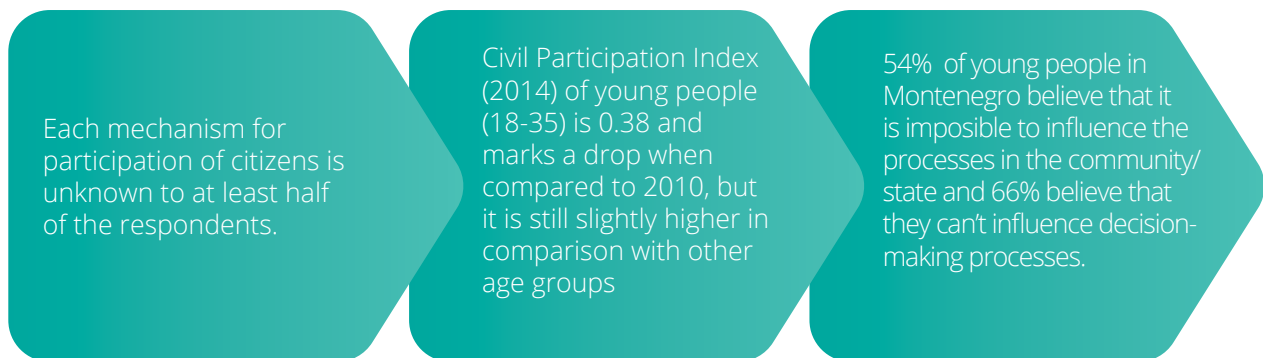
National Youth Action Plan 2006-2011

Young people in Montenegro, as a separate social group in the decision-making process, found themselves in the position of "double transition". The first one is social transition – refers to the process of transitioning from non-democratic to a parliamentary democracy system, and the other one is developmental, i.e. transitioning from childhood to adulthood. Youth participation represents social involvement and youth activism, active participation of young people in solving issues that are relevant to them and decision-making both in local communities and at the state level. This social involvement is being achieved through the work in political parties, civil society organizations, and independent youth associations or through some other form of formal or non-formal civil association or through volunteer work. It is necessary to recognize and take into account two forms of participation of youth/citizens: the so-called "prescribed" participation through mechanisms and in opportunities offered and requested by the government (public discussions and consultations, participation in work groups, councils and the like) and "self-initiated" – those forms of participation coming from citizens themselves, i.e. based on their initiative. Regarding that, the forms of participation of youth/citizens initiated by themselves should also be taken into account and promoted. Furthermore, citizens, and especially young people, are not that well acquainted with formal ways of participation and even when they are, they are not that approachable to them.

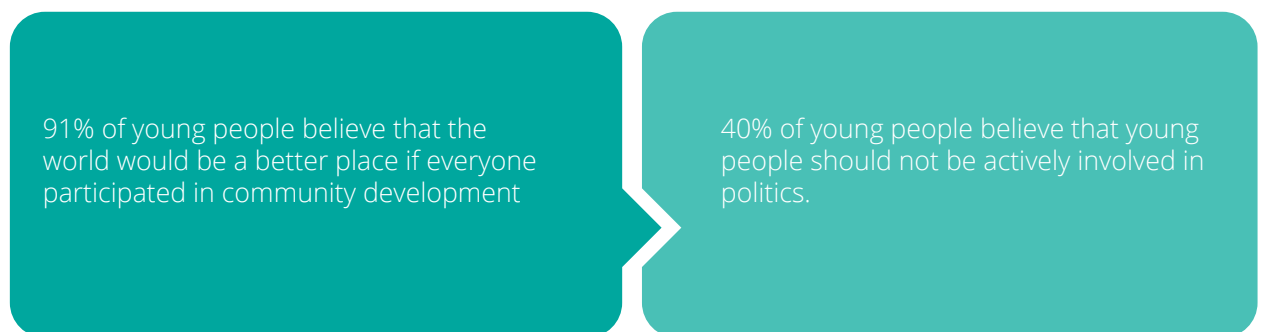


Photo: Danilo Papić

**The data on youth participation is shown in the following graph:**

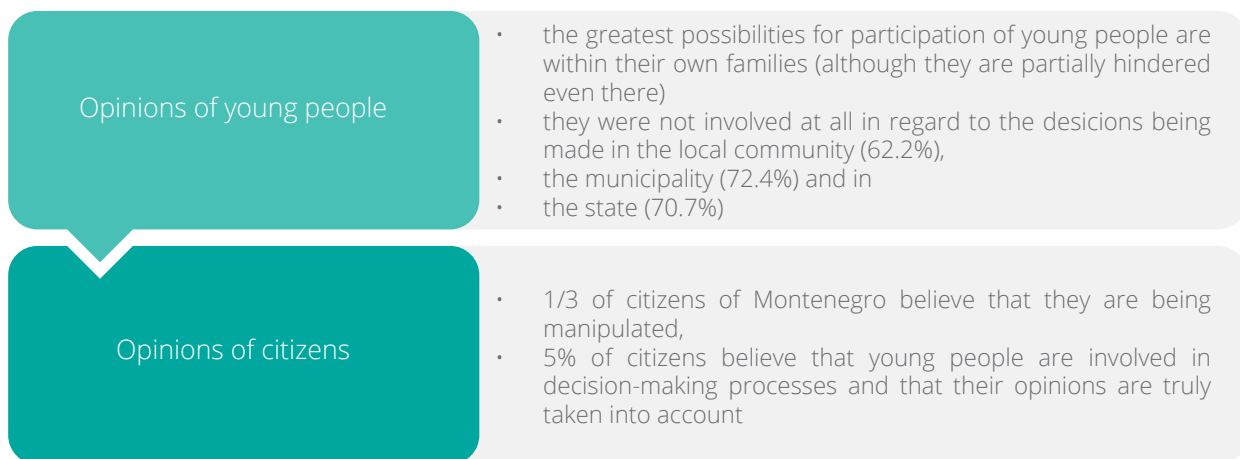


More than 90% of young people believe that they should be involved in decision-making at all levels, and they think they could contribute the most in the area of human rights, local community development, economy, politics and culture. National Human Development Report remarks that "at the community or society level, citizens of Montenegro do not believe in their own and collective ability to influence decision-making, so their level of participation in non-governmental organizations, associations, clubs and other forms of civil society is relatively low



Recommendations of the EU, Council of Europe and other international youth policies state that youth participation should be supported in a way that is approachable to young people. Approach adjusted to young people is especially important, because young people believe that they are not adequately informed about the possibilities to participate in decision-making and they are also of opinion that institutions are not really interested in young people's opinions. Furthermore, young people are almost completely uninformed about youth strategies and action plans at the national and local levels.

**Overview of the possibilities for youth participation is shown in the following graph:**

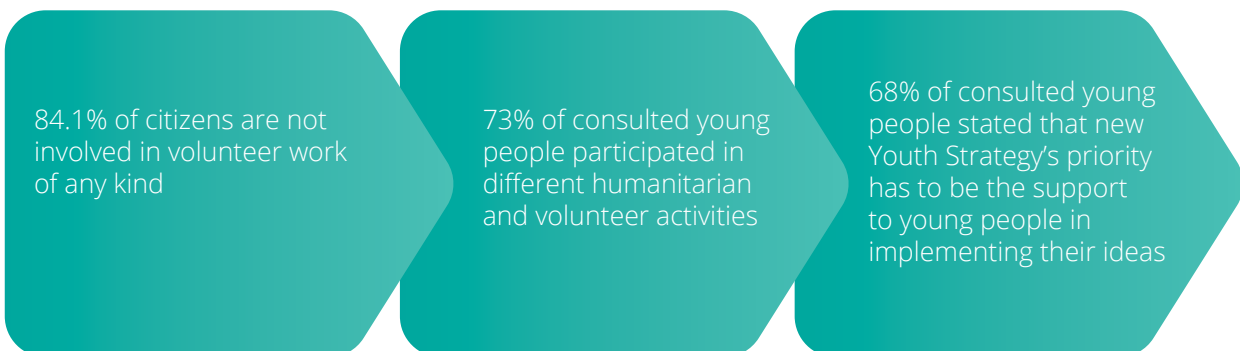


So, it is obvious that there are two types of problems that need to be addressed when speaking about youth participation:

1. Lack of information and confidence of young people / citizens in the existing mechanisms, such as structures for participation within educational establishments, as well as public debates and other legally defined mechanisms of citizen participation.
2. Maladjustment of existing mechanisms to young people's needs and/or the lack of new mechanisms that would adequately ensure the fulfilment of the rights of young people to participate in decision-making processes.

Young people in general do not have a clear concept of what activism is, but this does not prevent them from participating in different activities. It is evident and highly present that young people have the desire to get involved in solving social problems, like for example poverty and environmental pollution. The findings show that young people perceive their own capacities as inadequate and their role in the society as marginal. The problem is that not enough attention is being paid to the development of their personalities, self-confidence and accountability, so that their capacities can be developed and applied in the best possible manner. Also, there is a problem with lack of support for their activism and lack of support for development of that activism, no matter what shape or form it might take.

**The data on youth activism are shown in the following graph:**





The Volunteer Work Law (Official Gazette of Montenegro, no. 26/10 and 14/12), contrary to its purpose, instead of contributing to the development of culture of volunteerism in Montenegro, to a large extent represents an obstacle for its further development, treating volunteering as a specific form of labour-legal relationship, rather than voluntary and private initiative of citizens. The Law prohibits volunteering to children under 15 years of age, even in cases when activities are organized by educational institutions or are in the function of education of those children. In that way, the Law is preventing the development of culture of volunteerism exactly in that age group that would be a natural target group for the development of culture of volunteerism. It should be noted that these provisions of the Law are in conflict with the practice of the Bureau for Education Services, that has optional and compulsory curricula materials for elementary and high school education, titled "Volunteer and humanitarian work", which includes practical volunteering.

Young people see a chance for solving issues and progress in general in **civil activism, volunteerism and cooperation**

One in ten surveyed young persons claim to know how to establish a youth organization

The Law on NGOs gives the possibility to minors who are 14 and over to be founders of NGOs, with consent of their legal guardian. This creates additional legal presumptions for active involvement of young people in social life. The report from consultations with young people points out the possibility that there is certain lack of interest among young people to formalize their activism through establishing youth organizations, because they believe that this framework would not offer them anything new or they are now aware of the existence of that possibility, so only one in ten young respondents claims to know how a youth organization is established.

Finally, the newly adopted Youth Law gives the possibility to establish an association in order to achieve common goals and interests of registered youth organizations, organizations working for youth and other forms of organizing of young people. These associations, as it is stated in the draft Law, can be founded both at the local and at the national level.

## Measures for enhancement of culture of participation of youth



MEASURES:	WHY THIS MEASURE?
<p>1. Development of youth participation culture</p>	<p><b>In order to increase the trust of young people in the process of making public decisions, as well as in their capacities as active citizens</b></p> <p>During situational analysis which was performed while the Strategy was being drafted, several key problems which prevent the participation of young people in the process of making public decisions that are of relevance to youth themselves were identified. Primarily, these are the following: 1. lack of information and distrust of young people/citizens in existing mechanisms, like structures of participation within educational institutions, as well as public debates and other mechanisms of civil participation defined by law.</p> <p>2. Maladjustment of existing mechanisms to young people's needs and/or the lack of new mechanisms that would adequately ensure the fulfilment of the rights of young people to participate in decision-making processes at all levels.</p> <p>A survey of attitudes of young people has shown that they are uninformed and distrustful of existing structures for participation in the educational institutions (student parliaments, student organizations, student union...) and they find it very difficult to get involved and furthermore, that their work is not transparent. Educational institutions ought to have developed structures for youth participation that operate transparently and enable young people to learn through experience about democracy and civic activism.</p> <p>In addition to that, young people perceive their own capacities as inadequate and majority of them would like to get involved in solving social issues.</p> <p><b>So that more young people get actively involved in work and start using civil society mechanisms to fulfil their interests</b></p> <p>A study has shown that majority of young people (69%) are not acquainted with the importance and forms of participation, or with organisations and institutions dealing with the issues of relevance to young people. Thus they are not adequately benefiting from the mechanisms and possibilities that civil society provides in regard to creation of an adequate social system for improvement of position of youth.</p>
<p>2. Putting in place mechanisms / systems for fostering activism</p>	<p><b>So that activism can become a value that is systematically fostered, prized and promoted among youth</b></p> <p>Recent studies have shown that activism in Montenegro is mostly a sporadic occurrence that relies on enthusiasm of individuals and/or projects of NGOs.</p> <p>Young people that are active participate in volunteering principally through the activities of NGOs, while volunteering is not systematically fostered and promoted through educational system. Young people are not systematically empowered to solve problems they perceive. There is no fostering of the so-called participative political culture, which would create active individuals who believe that the system depends on them, not the other way round.</p> <p><b>So that institutional mechanisms for participation in public decision-making can be made more approachable and more adequate to young people</b></p> <p>There's an obvious lack of effort among the institutions of the system (both on the local and the national level) to adjust the existing mechanisms or to develop new ones, in order to adequately ensure participation of young people in decision-making and democratic processes. Survey has shown that 69% of young people are not acquainted with the importance and forms of participation, or with organisations and institutions dealing on the issues of relevance to young people. 54% of young people in Montenegro believe that it is impossible to influence the processes in the community/country and 66% believes that they can't influence decision-making processes. E-participation, which should be especially adequate for young people, is still underdeveloped. Government of Montenegro has set up the web portal epravama.me which provides electronic services to citizens and which can be further developed to improve youth e-participation.</p> <p><b>In order to foster and promote volunteerism</b></p> <p>Volunteerism is not that well developed among youth. Young people participate in volunteering principally through the activities of NGOs, therefore the mechanisms for youth volunteering should be improved within the formal education system and other environments. It is necessary to promote the system of values of volunteerism and how volunteering can benefit both the individuals and the state.</p>
<p>3. Supporting youth organizing and youth networking</p>	<p><b>So that young people can get more actively involved and better represent their interests</b></p> <p>Young people are relatively rarely interested in establishing formal organizations and this points to possible existence of certain lack of interest among young people to formalize their activism through establishing youth organizations, because they either consider that this framework wouldn't offer them anything new, or they are not aware of such a possibility. The Law on NGOs gives the possibility to minors who are 14 and over to be founders of NGOs, with consent of their legal guardians.</p> <p>Having in mind the latest trends in youth activism, as well as international standards in that area, which recommend recognizing and taking into account flexible norms of youth participation, it is imperative that competent bodies also recognise non-formal youth groups as important factors that have the possibility to make an influence on social changes.</p> <p>In addition to that, young people do not have their own negotiation platform with the state. Montenegrin Youth Forum, as an existing umbrella youth organization, is not functioning efficiently and it does not fulfil its primary raisons d'être – to influence enhancement of position of young people, youth organisations and organizations working for youth and be the voice of youth and a lobbying mechanism when communicating with state institutions.</p>



Photo: Miloš Vujović

## **D) Young people are healthy, safe, have good access to, have access to an adequate support system for transition to adulthood and self-realization, they are self-aware, innovative, showing initiative and accept diversity**

“YOUTH WORK IMPROVES YOUNG PEOPLE'S SKILLS AND SUPPORTS THE TRANSITION FROM CHILDHOOD TO ADULTHOOD.”

The issue of support system for young people's transition to adulthood is a multi-sectoral and multi-departmental one and requires coordinated and integrated interventions. Systems of education, health, and labour and social welfare are dealing with these issues under their competencies. Still, important areas of development of youth, like participation, getting informed and leisure, as well as areas of non-formal education of young people

and youth work are not well developed and there is no established system of interventions, programmes and services. These areas have no adequate infrastructure, institutional and human capacities, standards and quality assurance systems. That is why the Strategy will primarily focus on these underdeveloped areas.

Young people are facing multiple obstacles during the process of becoming independent, most of them being of financial nature. Young people aged 15-29 rarely enter into marriage, 12% of them are married, while 15.5% completed their transition to a dignified job. Inability of young people to become independent influences and creates a financial burden on young people's families as well.

Access to information is one of human rights, but also a precondition for achieving all of the rights, personal and social development and success in life. Informing young people most definitely relates to all thematic areas, so it's necessary that each area of the Strategy includes and envisages adequate measures for



informing young people in accordance with the standards of good practice and in a way that ensures that young people can understand information, that it is approachable and easily available. All of the international recommendations and experiences show that it is necessary to offer information to young people in a way that is specific and adjusted to their needs. Young people that were consulted believe that the topics they are most interested in are represented on the internet the most, and on the radio and in the newspapers the least, thus young people who do not have access to the internet on daily basis or at all are in an unequal position compared to their peers when speaking about access to information. Young people have the need to find relevant information in one place, due to a certain over-saturation with information in the digital world and the need to introduce "filters". Young people that were consulted identified the following as problems: total lack of specialized services for information and specialized information for youth, lack of participation of youth in creation of media programmes for youth and lack of resources among persons working with young people when it comes to assisting them in finding and interpreting information.

### The data on youth information work is shown in the following graph



Youth work is being implemented within extra-curricular activities, within youth clubs, centres, institutions, schools, etc., and contributes to the development of young people into aware, responsible and active members of society, who contribute to the development of the community, show initiative and respect diversity. In close collaboration with the families and other professionals, youth work assists in efforts invested in decreasing youth unemployment, dropping out of school, social exclusion and structured leisure time. In order to fill the gap in the system of support to the development of young people and their transition to adulthood, it is highly important to recognize and professionalize youth work itself.

The concept of youth centres/clubs has been recognized as a significant form of working with adolescents and young people in the region and Europe. Initiatives for opening youth clubs were initiated by young people, civil society organizations, local governments and donors. However, these initiatives in many cases have not progressed much from project implementation of activities and/or equipping spaces that have not managed to come to life in a continuous manner, nor did they develop adequate programmes. Today we can find diverse concepts under the name of youth club/centre. In order for these initiatives to grow and develop, it is important to have a common understanding of what a youth club/centre is, i.e. what is the minimal framework. Standards prescribed by the Council of Europe can be considered as sort of guidelines for all the initiatives initiated with the mandate and mission to be youth centres/clubs in a community – imply that there is a space – adequate and adjusted to the needs of young people/ civil organizations/ youth initiatives, i.e. needs of programmes, that there are human resources employed to continuously administer the centre's work, provide services, as well as a number of employees specifically educated for implementation of educational programmes for young people. Youth work, its application and promotion are recognized as a key aspect of work of a youth centre. Given that the UN strategy assumes the existence of standards

Young people recognize the model of youth services which is first and utmost designed and led by young people and thus their organizations as well, and supported by adequate state/municipal structures and experts in the field of youth work

for health services for young people, although that the system is preventative by its nature, it is necessary to adopt the aforementioned standards. This would change the users` attitude to curative-oriented health care system and greater use of preventive services, in addition to the existing regular health check-ups of children of preschool and school age. The current system of services for health promotion and disease prevention are provided through the chosen doctors, counseling services at the Centers for Prevention (within the Support centers in Health Centres), as well as through the disperse models such as the school subject of Healthy Lifestyles. However, some of the services in this domain, because of traditional attitudes, non-use of services of health promotion and prevention of diseases related to sexual and reproductive health, mental health and violence, are not realized to the necessary extent. WHO has identified several other challenges when it comes to the health of young people, such as tobacco use, harmful use of alcohol, unhealthy diet, physical inactivity, as well as the environmental risk factors, such as the motor vehicle accidents, which globally represent the dominant cause of death for young people aged 15-19.

Analysis of the planned activities from the action plans of strategic documents related to the mental health of young people shows that those are not implemented as planned, due to the lack of competent multi-sectoral approach to the implementation. Mental health centers in Health Centers are staffed, space and technically equipped to implement activities to improve the mental health of young people in terms of health care, but it is necessary to ensure full integration of all other sectors of society in this process. The impact on poverty, preventing exposure of children to neglect, abuse, violence, impact of dysfunctional families – these are all factors contributing to the healthy development of young people. Violence against children is also one of many problems that negatively affect the mental health of young people. Although legislation does exist, especially in the area of violence against children in family environment, there is still a high tolerance to these so-called “mild forms of violence” in the Montenegrin society. The notion of violence on the internet is still not understood very well by the adults working with young people and they should provide support to them in crisis situations, which implies that we have a situation where all young people, especially those under 18, do not feel safe.



Photo: Miloš Vujović

The development of life skills of children and adolescents, provided in practices of the chosen doctors, counselling services in Centres for prevention, through workshops organized in schools, through the subject "Healthy lifestyles" integrated into the regular education curriculum, are of particular importance to provide psycho-social support in schools and other places and help promotion and improvement of mental health. Programmes that assist strengthening of relationships between adolescents and their families are also important.

In the context of safety of young people, at the European level the problem of young people falling under the influence of extremist and radical religious groups is being more and more talked about. This has also been identified in the Declaration from the 2nd European Convention on Youth Work (Brussels, April 27-30, 2015). There is no official data in Montenegro regarding these issues.

Measures for ensuring adequate access to system of support for young people transitioning to adulthood



MEASURES:	DESCRIPTION OF SITUATION
<p>1. Establishment of efficient inter-sectoral information and counselling services for young people and parents</p>	<p><b>In order to ensure systematic and quality informing of all young people, in accordance with international standards of good practice</b></p> <p>While they are growing up, young people need adequate, quality and specific information on possibilities in the areas of formal and non-formal education, employment, health, culture, mobility, information on mechanisms for participation in decision-making, programmes and services for youth, as well as other information of relevance for this population. 69% of young people cannot name a single institution that works with young people. The problems that were identified by youth: lack of specialized services for informing and specialized information for young people; lack of participation of young people in creation of media programmes for youth, as well as lack of resources among persons working with young people when it comes to assisting them in finding and interpreting information.</p> <p>There are no criteria for informing young people and there is a limited number of services/organizations whose goal is to support young people in making informed decisions and choices during their transition to adulthood, which would ensure that young people can understand information, that it is approachable and easily accessible to them.</p> <p>In EU countries, youth information work represents a separate branch of youth work and implies the existence of a system for youth information work, as well as specific competencies of those who are providing information to youth or assist them in finding and using information. Therefore, it is necessary to establish the criteria for youth information work that are in line with international recommendations and EU practice, especially the criteria of European Youth Information and Counselling Agency (ERYICA).</p> <p>In addition to that, young people that do not have access to the internet on daily basis or at all are in an unequal position compared to their peers, because the topics of interest to young people are present mostly on the internet.</p> <p>Therefore, it is paramount to establish info points in youth clubs, youth centres, NGOs and schools, that will enable young people to find all the information they need in one place, with assistance from staff trained in informing youth and application of international principles for quality youth information work. In addition to that, it is essential to provide free Internet access to all young people.</p>
	<p><b>In order to establish a unified youth counselling system that encompasses different services and is connected with relevant institutions</b></p> <p>69% of young people cannot name a single institution or organization in Montenegro that works with young people in a systematic manner, and non-governmental organizations are most frequently mentioned (but only by 10% of them). On average, for two thirds of young people there are no youth services available (youth clubs, student organizations, youth organizations, counselling and information centres); partly because they are not aware of their existence or because they were misinformed that they do not exist and partly because they actually do not exist. When facing a problem, young people usually address their parents, friends and members of their families and relatives, or they solve it themselves, while often stating that they have no one to ask for assistance. Thus it is necessary to set up a unified youth counselling system, which would include different services (e.g. youth clubs, student organizations, youth organizations, counselling and information centres, drop-in centres) and which would be inter-connected with relevant institutions (e.g. police, judiciary, centres for social work, crisis situation system).</p>
	<p><b>In order to provide efficient support to the young people who are victims of violence and to preventively act upon potential perpetrators of violence</b></p> <p>One in three citizens of Montenegro knows a child that has been a victim of violence in school, and most citizens believe that there are certain groups of children that are more frequently becoming victims of peer violence and most frequently these are the members of groups at risk: poor people, persons with disabilities, national minorities, as well as those who are physically weaker. Violence against LGBT persons is also present.</p> <p>The idea of internet violence is still not well understood by the adults who are working with young people and who should support them in crisis situations.</p>
	<p><b>In order that the youth-oriented contents presented in the media are adapted to their actual needs and created in consultations with young people</b></p> <p>Youth are usually mentioned in the media in a negative context (when a problem occurs) and media programmes for young people are either non-existent or if they indeed do exist, they are not based on young people's actual needs.</p>
<p>2. Development of youth work as support to transition to adulthood</p>	<p><b>In order to train required professional staff for working with young people</b></p> <p>There are no standardized and accredited training programmes for youth workers and youth activists that would enable all those interested to approach their work with youth in a meticulous and analytical manner and that, at any time, work professionally. The Centre for Vocational Training has developed the standards for occupation "youth activist", thus for the first time recognizing competencies from the domain of youth work what fall under the so-called "soft" competencies. The elaborate for master study "Youth Work in the Community" has been developed at the Faculty of Philosophy. Therefore, it is necessary to organize standardized and accredited training programmes for youth workers and youth activists, which should be organized in continuity. This would enable professional staff to work in youth clubs, youth centres, schools, civil society organizations and institutions at the local and national level.</p>

	<p><b>In order to enhance quality of youth work programmes and improve trust of young people and the system in youth work and professionals who are dealing with it</b>  The contribution that youth work could have in the social and economic spheres has not been recognized and assurance system has not been set up, i.e. a system of monitoring and control of quality of programmes which are being implemented in the area of youth work. Therefore, it is necessary to start working on development of a quality assurance system for youth work programmes and, in regard to that, promotion of their positive influence, which is confirmed by numerous studies.</p> <p><b>In order to ensure adequate logistic conditions for youth work</b>  80% of young people prefer to be with other people than to spend their leisure time by themselves (9.7%). There is an uneven availability of youth work programmes, so young people are getting involved with certain activities because they are the only ones available, not because those would be their first pick. There is no functional model of youth services (youth clubs, youth centres, youth offices) that is primarily designed and lead by young people and thus by their organizations, and supported by adequate state/municipal structures and experts in the area of youth work. There are no developed standards that need to be adhered to when establishing a youth service, and which relate to clear guidelines in five areas: procedures, programmes, infrastructure, leadership and administration. Therefore, it is necessary to ensure that all of the municipalities have adequate spaces, developed and harmonized guidelines (procedures, programmes, infrastructure, leadership and administration) and ensured professional staff for working in youth clubs and youth offices. On the regional level there should also be youth centres, in which young people could be informed, obtain professional counselling, get self-organized and contribute to the development of their communities through activism and participation, as well as spend their leisure time as they see fit and as they devise it.</p> <p><b>So that young people could have the conditions to become autonomous</b>  The role of youth work is to provide support to young people during a specific development period of becoming autonomous and their transition to adulthood, as well as to assist their personal and social development, contribute to fulfilment of their potentials, so that young people's voice could be heard, that they can make an influence and have their place within communities/society. Starting to live on their own has become extremely difficult for young people and they are quite often forced to start their families in multi-generational and quite frequently inadequate residential communities. Young people should be provided with direct support from institutions of the system through concrete and evenly available measures and incentives, which would enable them to start living independently and autonomously.</p>
<p>3. Supporting development of young people's psychological and physical health</p>	<p><b>So that young people in Montenegro can grow healthy</b>  Young people do not have a habit of preventive, voluntary use of health services and they see a doctor only when they get sick. Inadequate attention is being paid to physical activity, healthy diet and mental health of youth. Prevention programmes are inadequately promoted among young people. Capacities of parents and teaching staff regarding psychological and physical health of youth are relatively limited. Through cooperation of civil society organizations and institutions of the system, diverse prevention programmes that contribute to their healthy physical and psychological development shall be made available to young people, parents and teaching staff. Standards of services and programmes for psychological and physical health of youth should be established and applied. It is especially important that health condition of young people is monitored in all segments, in accordance with international indicators. Health protection of young people in Montenegro, with the aim of improving the health of young people by creating adequate system, is based on quality, efficiency, accessibility, equality and solidarity. The measures and activities of this concept are based on a friendly approach to all young people regardless of any of their characteristics. Services for young people, provided by chosen doctors, counselling centres for youth, counselling centres on reproductive health, counselling centres for voluntary and confidential HIV counselling and testing, mental health centres, centres for children with disability which exist in all health centres, as well as counselling centres for marriage and the family, which provides services to customers within the Health Center Podgorica as well as organizational units of other levels of the health system, are affordable, easily accessible, confidential, free, friendly, quality and gender-sensitive, provided in a social environment in which no one is excluded based on mental, physical or any other state. In this way, universal coverage and equal access to health services is provided, which ensures efficient use health resources. The problems related to youth health are solved multidisciplinary and multisectoral at all levels, but most immediate benefit is achieved by solving problems in the local community, delegating responsibility, authority and resources. An adequate approach to meeting the health needs of young people requires closely linking service providers in the health sector and other sectors, non-governmental organizations, local government, where it would be important to establish a health coordination body. This will contribute that the protection of the health of young people in all its aspects - physical, mental and social - become a strong obligation and responsibility of all segments of society. In order to achieve a healthier and better quality of life and following measures and guidelines of numerous international and domestic documents, creating and maintaining health systems which in all its aspects provides equal and adequate protection is a continuous effort in Montenegro. Young people are a vulnerable population group, primarily because of the internal transition from childhood to adolescence and adulthood in which patterns of behaviour are strongly changing. Given that young people adjust to the new conditions of the internal and the external environment, and that, under different influences, they are forming attitudes towards health and risk behaviours, it is necessary to provide continuity in informing and educating young people through already mentioned institutional capacities of the health system. Currently, services for young people exist in chosen doctor`s practices, counselling services in health Centres, while in schools, these services are provided by psychologists. However, very often, because of the different limitations, young people are looking for solutions to their concerns in inadequate sources of information. Young people lack access to adequate support and guidance. Particularly vulnerable groups of young people in this respect are: the poor, the young people from rural areas, Roma, LGBT, ethnic minorities, young people with disabilities. All young people should be supported in their transition to autonomy through the existence of easily accessible counselling and youth services system connected with the relevant institutions. All young people should have adequate support to become self-aware, innovative, show initiative and accept diversity.</p>



## E) Young people have access to quality cultural content as creators and consumers

YOUTH CULTURE REPRESENTS DIVERSITY OF SUB-CULTURAL PHENOMENA AND DIFFERENCES COMPARED TO THE GENERAL CULTURAL CONTEXT

In Montenegro, there is insufficient support for young people to develop their own subcultural peculiarities of expression, insufficient involvement of young people in existing programmes of cultural institutions, as well as the lack of awareness of young people about art and culture through the existing system of education, through programmes in institutional and non-institutional cultural

system and in the media. That is why this Strategy in one of its segments addresses the domain of youth culture, while taking into account the existence of other strategies and competent institutions that are dealing with culture.

The notion of culture covers cultural and artistic creativity and activities that create, present, promote, protect and preserve cultural property, art works and other intellectual creations. The adoption of the Law on Culture (Official Gazette of Montenegro, no. 49/08 from 15 August, 2008) established public interest and principles on which culture is being created and developed. One of main principles is freedom of creativity and respecting the right to culture, then the commitment of the state and local governments to promote and assist the development of cultural and artistic expression, and the protection and preservation of cultural heritage. Equal preservation of all cultural identities and respect of cultural diversity, as well as building and improving the system of culture in accordance with international standards, were projected in accordance with European Union standards.

There is no specialized institution for promotion of youth culture in Montenegro. Independent culture that mostly refers to young people is not a part of institutional cultural system, but it provides ample space for cooperation. Communications and initiatives between the state, local governments and non-



Photo: Luka Bošković

governmental sector are still underdeveloped in regard to organizing specific programmes dedicated to youth culture. Creating conditions for promotion of development and affirmation of talents, which is one of categories of the National Programme for Development of Culture, is directly connected with supporting young people. It is possible to establish efficient, rational and creative management in culture primarily of relevance to young people through the activities of institutions of the Ministry of Culture, in synergy and cooperation with other actors and especially young people themselves, through annual plans and programmes in which young people should be recognized not only as consumers, but also as creators of certain programmes.

## Measures for ensuring that young people have access to quality cultural contents



MEASURES:	WHY THIS MEASURE?
1. Supporting young creators of culture and media contents	<p><b>In order to ensure support to young creators of independent cultural and media contents, as well as youth mobility in culture</b>            Currently there is no data on the number of young culture and media content creators that are supported by the competent institutions in realizing their ideas. Also, there is a low level of cultural mobility of young people. Young creators, as well as youth amateur cultural societies, are not separated into a specific category which would require specific measures.            A separate fund for supporting young culture and media content creators and youth mobility in culture needs to be established. It is especially important to have records on the number of young creators and amateur cultural societies that seek support, as well as on those which, in accordance with developed criteria, receive support for realization of their ideas. Youth culture is being developed through efficient cooperation of young people, civil society organizations and amateur groups with cultural institutions. The number of young people participating in international projects of Ana Lind Foundation and UNESCO's projects should be increased.</p> <p><b>In order to develop a culture of volunteering in cultural institutions, significant festivals and manifestations, where young creators can make significant contacts and gain experience</b>            Young people have limited access to mentors and role models in the domain of culture. In addition to that, culture and practice of volunteering would enable young people to gain certain knowledge, skills and experience.</p>
2. Providing equal access to cultural contents for all young people	<p><b>So that all young people can have access cultural contents</b>            Access to content from the domain of culture greatly depends on the young person's place of residence. All of young people, especially those in rural areas and marginalized communities should be encompassed thanks to the joint efforts of the institutions of culture, education and labour and social welfare, as well as intersectoral cooperation, in regard to development, promotion and availability of programme content intended for young people. Innovative models should be developed and used, such as mobile cinemas, travelling theatre companies, etc.</p>

## F) Normative and institutional framework for the implementation of youth policy has been established

IT IS IMPORTANT TO POSITION THE ISSUE OF YOUTH AS A TRANSVERSAL ISSUE

The process of institutionalization and job systematization has not been completed even after more than five years, employment status of employees has not been resolved yet and resources and capacities of the Directorate for Youth and Sports for youth policy development are inadequate. Also, the whole process of drafting and

adopting the Youth Law lasted for more than three years, due to inadequate communication between the Ministry and the Directorate. Evaluation report of the NYAP's implementation for the period 2006-2011 has shown that the Directorate for Youth and Sports cannot achieve relevant results in given circumstances, nor respond to the requests of youth policy without a comprehensive offer of youth services, which should be based on needs and organized directly by municipalities through local youth offices or through partnerships with service-oriented non-governmental organizations. An aggravating circumstance is the fact that the professions and occupations that are dealing with young people in a specific way are quite scarce or not being recognized and there is no continuous training for youth workers, information workers, teaching assistants for children with special educational needs, Roma community mediators in the area health and education, etc. Therefore, the strategy envisages the following priority measures that primarily refer to the development of normative-legal framework.

### Measures for establishment of legal and normative framework for implementation of youth policy





Photo: Danilo Papić

MEASURES:	WHY THIS MEASURE?
<p>1. Strengthening the capacities of Youth and Sport Administration for youth policy implementation and monitoring</p>	<p><b>In order to secure professional, trained and dedicated staff in the Directorate for Youth and Sports</b>            Currently there is a problem with unresolved employment status of employees, and inadequate resources and capacities of the Directorate for Youth and Sports in regard to development and implementation of youth policy. At least 4 positions need to be systematized, employees need to be trained in implementation of youth policy, as well as in the area of quality control of implementation of youth policy in the public sector.</p> <p><b>In order to ensure expert and efficient advisory, multi-departmental and multi-sectoral cooperation</b>            There is no expert and advisory multi-departmental and multi-sectoral body that would promote and enhance the development of youth policy. A functional Council on Youth needs to be established, as an expert and advisory multi-departmental and multi-sectoral body that promotes and enhances the development of youth policy, follows the work of ministries and other state administration bodies when it comes to implementation, monitoring and evaluation of youth policies within their competencies and, in this regard, gives opinions and recommendations; follows the work of youth organizations and organizations working for youth and provides recommendations for improvement of their work and support system; provides recommendations for development of youth policies at the local, national and international level; monitors and responds to issues of importance to young people. (In accordance with the Youth Law).</p>
<p>2. Improvement of normative support</p>	<p><b>In order to ensure successful implementation of Youth Law</b>            Youth Law has just been adopted and is now waiting for its implementation, adoption of by-laws that will regulate measures and activities that Montenegro and local government bodies need to undertake in order to improve the social situation of young people and create conditions for meeting the needs of young people in all areas of interest to youth. This shall result in improved legal framework in the field of youth. Furthermore, the structure for monitoring the effectiveness of implementation of the Youth Law and accompanying by-laws should be set up, and by using tools adjusted to young people's needs, young people should be able to participate in monitoring and implementation of the Law.</p>
<p>3. Providing sustainable and continuous funding for youth policy</p>	<p><b>In order that the activities envisaged by the Strategy can be adequately implemented</b>            Current budget for the implementation of youth policy at both national and local levels is insufficient. There are no possibilities to finance projects and programmes of youth organizations and organizations working with youth in accordance with youth policy. Budget needs to be adequately increased in accordance with the envisaged financial framework for implementation of the Action Plan of this Strategy. Directorate for Youth and Sports should be able to implement the activities it has been charged with in accordance with the Action Plan, as well as to announce competitions and continuously finance the implementation of Youth Strategy through non-governmental sector's and public institutions' projects.</p> <p><b>In order to efficiently use available resources</b>            Currently, the Directorate for Youth and Sports has inadequate capacities for collection of funds from foreign donors, local partners and other sources. Likewise, it is necessary to strengthen the capacities of the Directorate for Youth and Sports in regard to coordination of intersectoral projects.</p>

4. Improvement of intersectoral cooperation	<p><b>So that the activities and efforts of all government departments are consolidated and harmonized</b></p> <p>Cooperation between line ministries in regard to youth policy is not on a satisfactory level. A functional operative inter-departmental work team should be established, in order to follow the implementation of the Youth Strategy and devising and realization of priority project of relevance to youth, in cooperation with several relevant ministries.</p>
5. Improvement of national youth statistics and knowledge about young people	<p><b>So that the situation and position of young people in all spheres of life can be systematically monitored and accordingly create the necessary measures and policies for their further improvement</b></p> <p>Relevant data regarding young people's situation, as well as monitoring and analysis of the influence of youth policy are not being collected in an adequate manner and are hardly available or not available at all. Based on the plan made, a comprehensive system of official statistics for monitoring young people's position in all spheres needs to be gradually established, especially in regard to the 52 indicators defined in the Youth Strategy, as well as EU and UN indicators. Montenegrin Statistical Office (MONSTAT) should report annually in accordance with youth policy indicators monitored by Eurostat, and the Directorate for Youth and Sports, the academic community and other actors should initiate research in the area of youth and ensure provision of relevant data to decision makers for the benefit of continuous development of youth policy.</p>
6. Strengthening the capacities of local governments for development and implementation of youth policy	<p><b>So that youth policy can be adequately implemented at the local level</b></p> <p>At the local level, there is an underdeveloped or unevenly developed structure for development and implementation of youth policy. Inadequately trained officials are in charge of youth issues in their respective municipalities. Jobs need to be systematized in all of 23 Montenegrin municipalities, employees need to be trained in implementation of youth policies at the local level, and annual education in the area of youth policy and working with youth needs to be organized annually.</p>
7. Supporting youth organisations	<p><b>In order to establish functional support to youth organizing</b></p> <p>Young people do not have their own platform for negotiating with the state. Montenegrin Youth Forum, the existing umbrella youth organization, does not function and does not fulfil its primary raison d'être – to influence on the improvement of position of young people, youth organizations and organizations working with youth and represent the voice of youth, using it as a lobbying mechanism towards state institutions.</p> <p>It is necessary to support the functioning of an efficient, democratic and proactive youth umbrella organization that would assemble youth non-profit organizations, organizations dealing with youth issues and other youth structures at local and national levels. Such an organization would strengthen the negotiating position of youth with the State and its youth policies, strengthen the mechanisms for participation of youth in decision-making, strengthen the mechanisms for presentation of general socio-economic, educational, cultural and other interests of youth and in general it would have a positive influence on the improvement of young people's position.</p> <p>Likewise, there is no infrastructure that would support the work and networking of youth organizations. In that regard, it would be necessary to establish at least three regional multifunctional youth centres, where youth organizations would be able to find adequate resources and support for implementation of their activities.</p>
8. International cooperation	<p><b>So that the youth policy in Montenegro is implemented in accordance with the current international standards and to most efficiently use the possibilities provided by international cooperation</b></p> <p>Currently, international cooperation is limited due to limited human resources of the Directorate. Directorate for Youth and Sports should proactively work on establishing bilateral and regional cooperation, as well as on enhancing cooperation with international institutions in Montenegro and participation in the work of international bodies in the area of youth policy. The Directorate should actively participate in the activities of the Regional Youth Cooperation Office (RYCO).</p> <p>There is no precise data on the utilization of European and other international youth programmes to which Montenegro acceded. It will be necessary to collect the data on utilization of programmes that are informing further activities of the Directorate for Youth and Sports regarding ensuring and promoting the utilization of international programmes and funds for youth, like Erasmus+, EURO&lt;26 and others.</p>
9. Improvement of informing young people on youth policies	<p><b>So that young people can be informed on youth policy and thus be able to participate in its creation, implementation and monitoring</b></p> <p>Young people, as well as some youth organizations, are not adequately informed on youth policies and activities of institutions at national, local and international levels in regard to youth policy. In order to enable young people to participate in decision-making processes of relevance to young people, creation, implementation and monitoring of implementation of the Youth Strategy, as it is foreseen by the Law, it is necessary that they are informed on all events, actors and processes in this area.</p>

## FUNDS FOR IMPLEMENTATION OF THE STRATEGY

Funds for implementation of the Youth Strategy are obtained from the Montenegrin National Budget and other sources, in accordance with the law.

Financing of the programmes and projects through which the activities of the Youth Strategy and municipal strategies are being implemented is being provided by the Directorate and the competent municipal bodies.

The Directorate finances or co-finances programmes and projects based on the annual implementation plan for the Youth Strategy, specifically for:

- *promotion, development and improvement of youth policy at national and local levels;*
- *support to the development of youth work, informing of young people, non-formal education of young people;*
- *support to participation of young people in decision-making;*
- *support to the initiatives, projects and programmes of youth organizations, organizations for young people, associations and central association.*

Financing and co-financing of programmes and projects is being performed based on the public call announced by the Directorate, as a rule, once a year. Proposal for financing or co-financing of a programme or project, registered youth organizations, organizations for young people, associations, central association and other forms of organizing of young people is being prepared by the Commission for Review and Assessment of Submitted Programmes and Projects, appointed by the director of the Directorate. The Director of the Directorate, based on the Commission's proposals, makes the decision which programmes and projects are going to be financed. Director's decision is considered as final.

The Ministry prescribes the principles, procedures and criteria for allocating funds to youth organizations, organizations for young people, associations, central association and other forms of organizing of young people, as well as control over implementation of programmes and projects.



Photo: Miloš Vujović



Photo: Miloš Vujović

## STRATEGY MONITORING AND EVALUATION

Under the Youth Law, the Council on Youth is a body tasked with monitoring the youth policy implementation, as envisaged by the Youth Strategy. The Youth Council will give youth policy recommendations, take part in Youth Strategy design, implementation and evaluation, give opinions in the process of drafting legislation relevant for young people, monitor the position of young people, and propose measures for improvements.

Directorate for Youth and Sports will perform the administrative and expert tasks for the needs of the Council on Youth, including data collection regarding the implementation of specific measures envisaged by the Strategy and the Action Plan and timely reporting to the Council on Youth and the Government.

Bodies responsible for individual youth policy areas are obliged to cooperate on the youth policy implementation and designate youth contact persons. Youth contact persons will coordinate youth policy related activities and exercise cooperation with the Directorate for Youth and Sports and the Council on Youth in Youth Strategy design, implementation and evaluation. State bodies/institutions envisaged as implementing agencies for specific activities by the Action Plan will be responsible to provide to the Directorate for Youth and Sports every six months the progress reports regarding specific activities. The Directorate for Youth and Sports will, at least annually, report to the Council on Youth and Government regarding the Strategy implementation.


The present document is a framework for youth policy making which is open for revisions. In this regard, the Council on Youth will, in case of need, initiate the procedure to amend the document in order to put in place better conditions for improving the position of young people and youth policy in Montenegro.

The Strategy Monitoring and Evaluation Framework, as attached to the Strategy, will, among other things, be used for the Strategy monitoring and evaluation and for monitoring the position of young people.









# Strategy Implementation Plan

Key outcome A: Young people achieve economic and social security through facilitated access to labour market and employment		
Action	Sub-action	Implementing organisation
<b>A1. Remove barriers for access to labour market for all young people</b>	1. Promote active labour market measures and programmes for young people, including media promotion of good practices (with young people who have undergone youth employability programmes set as examples), and sensitise the public and employers to encourage the employment of special groups of the unemployed, such as young single parents, rehabilitated addicts, victims of violence and other groups with difficult access to the labour market.	NEA/MLSW
	2. Improve existing youth employment and self-employment measures/programmes through impact analysis and planning with the participation of young people and other interested parties in the process, as well as the development of new active labour market measures, particularly those targeting young women.	NEA
	3. Inform youth of their labour rights and provision of legal aid.	NEA
<b>A2. Support to youth entrepreneurship</b>	4. Develop integrated and comprehensive support programmes for young entrepreneurs to include youth-friendly financial and non-financial support; information, support in developing business ideas, mentorship while implementing business ideas, accessible loans and grants, business incubators, co-working spaces, provide the infrastructure locally in line with the national Employment and Human Resource Development Strategy 2016–2020.	MoE/MoF/IDF/NEA
	5. Promotion of entrepreneurship (entrepreneurial mindset) through the education system in accordance with the Strategy for the Development of Entrepreneurial Learning.	MoEd
	6. Continuous review of the existing support system to young people in having decent work, the presence of informal employment, etc.	NEA/DYS
	7. Improve existing and develop new elements (incl. online career counselling) and integration of youth support systems (career counselling programmes and services with community-based resources - schools, youth clubs, NGOs, business community) in line with the review findings (3.1).	NEA
	8. Develop programmes to improve the knowledge of young people on the significance of career planning, in line with the Lifelong Career Orientation Strategy	NEA/DYS
<b>A3. An integrated and holistic youth support system for transition from school to decent work established</b>	9. Develop tools for out-of-institution provision of career guidance and counselling services.	MoEd /NEA
	10. Improve existing and develop new programmes fostering youth activity, particularly long-term unemployed and vulnerable youth, such as young women, persons with disabilities Roma and Egyptians, rehabilitated substance users etc., including the development of a mobile app and other innovative tools for job-seekers (targeting primarily young people), and develop a peer education programme on youth employability (employed –inactive unemployed young people).	MLSW/MoEd/NEA/HMR
	11. Promote the EU Youth Guarantee concept.	MLSW
	12. Develop a mobile app for job-seekers (targeting young people).	NEA
<b>A4. Reduce youth inactivity</b>	13. A round table discussion to promote the EU Youth Guarantee concept.	MLSW

Key outcome B: Young people have access to good-quality education		
Action	Sub-action	Implementing organisation
<b>B1. Support to the development of non-formal learning and improving tools to verify non-formal and informal learning</b>	1. Develop national quality standards for non-formal education of young people, and the work of youth trainers in NGOs.	MoEd/BfEd/VET Centre
	2. Continuous analysis of teaching to assess the degree to which personal and professional development initiatives (planning, social entrepreneurship, communication skills, tolerance, gender equality, inclusion etc.) are included.	BfEd/CS/MoEd
	3. Inform young people of the life-long learning concept and the opportunities available to verify the knowledge and skills acquired outside of formal education systems.	MoEd/VET Centre/DYS
	4. Promote innovative forms of education and on-line learning.	MoEd/BfEd/VET Centre
	5. Increase the level of practical training with employers while improving the competencies of practical education providers in schools and promoting good practices as regards the cooperation between schools and employers and work&learn approaches.	MoEd/VET Centre
	6. Promote the applicability of learning, particularly in vocational education.	MoC/MoEd
	7. Analyse professional practices in higher education and transferability of ETCS credits.	MoEd/UoM
<b>B3. Develop social and emotional skills in young people</b>	8. Improve the monitoring over the implementation of mandatory electives in schools and provide for a functional system of recognition of active youth.	MoEd
	9. Improve the development of social and emotional skills through regular curricula and teaching, through extra-curricular activities, building teacher capacities, cooperation with CSOs and information provided to young people, particularly those at risk of exclusion.	MoEd/BfEd/DYS
<b>B5. Promote youth educational mobility</b>	10. Define and implement functional and innovative tools to prevent school drop-out, including peer mentorship, and tools for more efficient transition from schooling without regular attendance to full attendance.	MoEd
	11. Provide continuous support to youth mobility through local budgets and scholarships provided by the business sector, and through EU and other funding available for youth mobility and international cooperation of educational institutions.	local self-governments/ MoF/MoEd/ MoSC/MoC/DYS

**Key outcome C: Young people are active citizens, involved, motivated, proactive and participate in decision-making, community development, policy-making and implementation**

Action	Sub-action	Implementing organisation
<p><b>C1. Develop youth participation culture</b></p>	<ol style="list-style-type: none"> <li>1. Paradigm shift in education – Focus on the resources of young people instead of young people as a problem; focus on the practical understanding of the concepts of autonomy, democracy, active participation among young people.</li> <li>2. Inform young people of the existing participatory tools, develop e-consultations by a web-based portal, mobile apps and other similar tools aimed to enhance online activism and choose priority topics for funding/support by institutions based on views and needs of young people.</li> <li>3. Strengthen capacities of student parliaments for increased transparency, democratic leadership and promotion of the culture of participation.</li> <li>4. Set up youth and volunteer clubs in schools.</li> <li>5. Develop a system for a structured dialogue with young people in line with the EU practices.</li> <li>6. Set up quality mechanisms to develop and support youth activism at the local level.</li> <li>7. Promote the value of volunteerism and benefits of volunteer work both for individuals and the government; Support to the work of volunteer and activist clubs in schools and universities, and non-institutional ones, and regular celebration of the International Volunteer Day.</li> <li>8. Develop information programmes promoting youth activism, volunteer services and proactive participation in decision-making.</li> </ol>	<p>MoEd/BfEd/DYS</p> <p>DYS/MIST/local self-governments</p> <p>DYS</p> <p>MoEd/DYS</p> <p>DYS</p> <p>local self-governments/DYS</p> <p>MoEd/ DYS/local self-governments/MLSW</p> <p>DYS</p>
<p><b>C2. Put in place instruments/systems to cherish activism</b></p>		

Key outcome D: Young people are healthy, safe, have access to proper support system for transition to adulthood and self-realisation		
Action	Sub-action	Implementing organisation
<b>D1. Set up efficient multisector information and counselling services for young people and parents</b>	1. Develop an integrated youth information and counselling system (face-to-face and online).	DYS
	2. Develop tools to prevent and curb violence against young people, including peer and online violence.	MoEd/MLSW/Mol
	3. Have youth educational and counselling media programmes and provide online information on physical and psychological development of young people.	MoC/MoH/DYS
	4. Set up counselling services for young people and their parents at the municipal level.	MoH/local self-governments
	5. Build capacities of youth policy and youth work actors.	DYS
<b>D2. Develop youth work as support to transition to self-reliance</b>	6. Carry out a survey on the impact of youth work on the societal position of young people, impact of youth work as support to gaining self-reliance and in transition to adulthood.	DYS
	7. Set up youth clubs and youth centres at the local level.	local self-governments
	8. Raise awareness of young people and their parents of the importance of assuming self-reliance at proper time.	DYS
	9. Cost benefit analysis of developing financial support measures and incentives for young people in assuming self-reliance, and investing in pertinent youth work.	MF
<b>D3. Support to psychological and physical development and preservation of youth health</b>	10. Conduct a research on youth health (mental health, reproductive health, addiction) to collect the data to inform the promotion of youth health; investigate youth needs, the problems they encounter in accessing healthcare; recommendations for improving the healthcare system to be better suited to young people and their needs.	PHI
	11. Paradigm shift in the healthcare system to focus on prevention and healthy lifestyles, done in a youth-friendly and understandable way.	MoH
	12. Develop programmes aimed at curbing violence, abuse and discrimination against young people, particularly vulnerable ones; focus on building education and healthcare workers capacities to prevent, detect, protect and respond to domestic violence cases.	MoEd/MoH/local self-governments
	13. Promote and preserve reproductive health of young people.	PHI/MoH
	14. Increase awareness of young people, their parents and guardians of the harm done by PAS, risk factors, addiction stages; develop the ability for early detection of addiction in line with the Strategy for Prevention of Addiction 2013–2020.	MoH
	15. Encourage the involvement of young people in environmental protection.	MSDT

Key outcome E: Young people have access to good quality cultural contents as their creators and consumers		
Action	Sub-action	Implementing organisation
<b>E1. Support to young creators of culture and media works</b>	1. Set up regular funding for young creators of media and cultural works, provide support to cultural contents created by young people, in cooperation with NGOs, culture institutions and other culture and media actors.	local self-governments
	2. Local governments to provide space for youth culture events in all municipalities (e.g. Youth clubs/centres, culture centres).	MoC
	3. Develop curricula and educational activities encouraging artistic expression of young people (drama, arts, music, literature and mass media) through culture clubs in educational institutions.	MoEd
	4. Support to volunteer programmes in cultural contents and mentorship programmes for young creators by implementing innovative models and using the resources in the country, but also abroad (young and/or recognised creators from the diaspora), and set up a platform for networking of young creators and amateur cultural societies, with the possibility of providing financial support.	MoC
	5. Youth information using new technologies; like an online youth culture information platform, with a mobile app; Promote achievements of young creators in all areas and set up a system of awards for most successful young people in all areas (sport, education, culture).	MoEd/MoC/DYS
	6. Provide support to the implementation and accessibility of cultural contents to young people with impaired vision, hearing or other sensory impairments and disabilities; young people in rural areas – mobile cultural contents (cinema, library, travelling theatre groups, etc.), as well as young people at risk of poverty – by organising visits to important sites, introducing benefits for cultural events, abolishing membership fees for sport and recreational activities, etc.	MoC/MoEd/MF
<b>E2. Provide equal access to cultural contents for all young people</b>		

Key outcome F: Normative and institutional framework for the implementation of youth policy has been established		
Action	Sub-action	Implementing organisation
F1. Strengthen the capacities of the Youth and Sport Administration for youth policy implementation and monitoring	1. Develop human resource capacities at the DYS to be able to respond to youth policy implementation needs.	DYS
	2. Set up and build capacities, efficient operation of working and advisory bodies in the area of youth policy.	DYS
F2. Improve legal support	3. Draft secondary legislation.	MoEd
	4. Strengthen the existing capacities and set up Councils on Youth in all municipalities.	local self-governments
F3. Provide sustainable and uninterrupted funding for youth policy	5. Budgeting for youth programmes and services envisaged by local youth policies.	DYS/local self-governments
	6. Implementing youth policy by funding youth organisations and youth NGOs through annual public competitions published by the DYS (and local self-governments).	DYS/local self-governments
F4. Improve interagency cooperation	7. Designate youth contact points in all line ministries; Set up an operational interagency working team to develop, implement and oversee the interagency youth projects.	DYS
	8. Improve the participation of young people in working groups and bodies for policy planning, development and monitoring at the local and national levels to integrate the view of young people in development policies at all levels.	DYS
F5. Improve national youth statistics and knowledge	9. Operationalisation of the Youth Strategy's M & E Framework and the survey to identify baselines following the key outcomes.	DYS/Government Office for
	10. Carry out a comprehensive national research into the position of young people in Montenegro.	Cooperation with NGOs
F6. Strengthen the capacities of local governments to implement youth policy	11. Include youth-related issues in the programmes of public broadcasters.	DYS/MoEd/MONSTAT
	12. Designate youth contact points in all local governments and build their capacities.	DYS
F7. Support to youth organisations and networking	13. Develop local action plans and revise the existing ones in line with the Strategy.	MoC
	14. Set up a database of youth organisations and organisations for young people.	local self-governments/DYS
F8. Fostering international cooperation in the area of youth policies	15. Support to joining of young people and youth organisations into a single platform to advocate for the interests of young people nationally and internationally – under the auspices of the European Youth Forum.	local self-governments
	16. Support to the participation of youth organisations and organisations for young people in the activities of relevant international organisations.	MUP/DYS
F9. Improve youth information system	17. Participation of the DYS representatives to international youth initiatives and bodies.	DYS
	18. Build capacities of the DYS staff, working, advisory and and interagency bodies on the youth policy issues to develop and implement projects supported by the EU funding (Erasmus+, HORIZONT 2020).	DYS
	19. Support to the RYCO (Regional Youth Cooperation Office) initiative.	DYS
	20. Adopt and implement the DYS Communication Strategy.	DYS







# Action Plan 2017

Key outcome A: Young people achieve economic and social security through facilitated access to labour market and employment				
Measure	Activity	Performance indicator	Implementing organisation	Budget
<b>E1. Support to young creators of culture and media works</b>	1.1. Three regional information events – Promotion of active labour market measures and programmes for young people	No of young people covered by the information programme; No and type of active labour market measures promoted; No and type of information materials disseminated	NEA Partners: YO / CSOs / schools / SP	regular activities
	1.2. Review existing youth employment and self-employment measures/programmes and give recommendations	Review findings published; No of reviewed programme beneficiaries	NEA	regular activities
	1.3. Meetings with employers in five municipalities to encourage the employment of special groups of the unemployed, such as young single parents, rehabilitated addicts, victims of violence and other groups with difficult labour market access	No of meetings and attending employers; Media coverage; No of newly employed	NEA Partners: MLSW / SP / CSOs	regular activities
	1.4. Information to young people of their labour rights	A section on NEA web pages to inform young people of their labour related rights	NEA	regular activities
<b>2. Support to youth entrepreneurship</b>	2.1. Develop and implement integrated and comprehensive support programmes for young entrepreneurs in line with the national Strategy for Employment and Human Resource Development 2016–2020.	No of young people covered by programmes; No and type of business ideas developed and implemented; No of self-employed young people as a result of such incentives	MoE Partners: MoF / IDF / NEA / EF/LSG	regular activities
	2.2. Develop policy recommendations for youth entrepreneurship and their implementation	Recommendations published and level of implementation	UN System Partners: MoF / SME Directorate	regular activities
	2.3 Task groups in schools promote entrepreneurship and entrepreneurial mindset in line with the Strategy for the Development of Entrepreneurial Learning	Youth covered by promotional activities broken down by region, local and national level	VET Centre Partners: NEA	regular activities
<b>A3. An integrated and holistic youth support system for transition to decent work established</b>	3.2 Develop a model for online career counselling	Draft model	NEA Partners: NGOs / BfEd / IO / schools	regular activities
	3.3. Promote the significance of career counselling in accordance with the Lifelong Career Orientation Strategy	Youth covered by promotional activities by region, local and national level	NEA Partners: BfEd / BC / DYS / CSOs	regular activities
	4.1. A round table discussion aimed to promote the EU Youth Guarantee concept	No of decision-makers covered; Conclusions and recommendations	MLSW MoE / MoF / MEd / NEA / IDF / DYS / CSOs / BC / media / NGOs/youth	3,000 EUR
Total: 10 activities				

## Key outcome B: Young people have access to good-quality education

Activity	Performance indicator	Implementing organisation	Budget
<p><b>B1. Support to the development of non-formal learning and improving tools to verify non-formal and informal learning</b></p>	<p>1.1. Three regional events to inform young people of the life-long learning concept and the opportunities available to verify the knowledge and skills acquired outside of formal education systems, and promotion of innovative forms of education and online learning</p> <p>1.2. Develop a catalogue of non-formal education programmes available at the local level providing short description and the name of the service provider</p> <p>1.3. Develop an information brochure about the possibilities for verifying non-formal and informal learning and methods of certification</p>	<p><b>VET Centre</b> Partners: MoEd / MLSW / BfEd / NEA / IO / NGOs / NfEP</p> <p><b>VET Centre</b> Partners: MoEd / BfEd / NGOs / NfEP / LSG</p> <p><b>VET Centre</b> Partners: NGOs / MoEd / Education providers</p>	<p>regular activities</p> <p>regular activities</p> <p>regular activities</p>
<p><b>B2. Improve the arrangement for, delivery and evaluation of practical training in VET schools and universities</b></p>	<p>2.1. A round table discussion with employers aimed at increasing the scope of practical training at employers' premises and promoting good practices of cooperation between schools and employers and work&amp;learn approaches</p> <p>2.2. Three regional seminars for practical training providers</p> <p>2.3. Public call for educational TV programmes where students show their professional and applicable knowledge by solving practical problems</p> <p>2.4. A round table aimed at promoting international student exchange for the purpose of practical training</p>	<p><b>MoEd</b> Partners: VET Centre / EF / schools</p> <p><b>MoEd</b> Partners: VET Centre / EF / schools</p> <p><b>MoEd and MoC</b> Partners: media / schools / YO / NGOs</p> <p><b>University of MNE</b> Partners: MoEd / NGOs / student organisations</p>	<p>regular activities</p> <p>regular activities</p> <p>regular activities</p> <p>3,000 EUR</p>
<p><b>B3. Develop social and emotional skills in young people</b></p>	<p>3.1. Review of the delivery of mandatory electives</p> <p>3.2. Develop guidelines for schools for free and extra-curricular activities in line with the programme for social and emotional skills development (team work; motivation, integrity, self-control, empathy, creativity, optimism, gratitude)</p> <p>3.3. Deliver five regional trainings for teachers on social and emotional skills development through curricula and regular teaching</p> <p>3.4. Regular secondary school curricula upgrade in line with the concept of education for sustainable development.</p>	<p><b>BfEd</b> Partners: schools</p> <p><b>VET Centre/BfEd</b> Partners: schools / NGOs</p> <p><b>MoEd</b> Partners: UNICEF BfEd / VET Centre / IO / NGOs / schools</p> <p><b>MoEd/MSDT/BfEd</b></p>	<p>regular activities</p> <p>regular activities</p> <p>regular activities</p> <p>regular activities</p>
<p><b>B4. Prevent and reduce dropping out of school</b></p>	<p>4.1. Survey of the scope and reasons for dropping out of school, and the reasons for opting for schooling without required attendance rather than with full attendance</p> <p>4.2. Define and implement mechanisms to prevent dropping out of school and facilitated shift from the status of schooling with no attendance to full attendance, in line with the survey (4.1)</p> <p>4.3. Public call for involving young people in scientific activities and research, in innovative programmes and competition</p>	<p><b>MoEd</b> Partners: BfEd / VET Centre / IO / schools / CSOs</p> <p><b>MoEd</b> Partners: BfEd / VET Centre / IO / schools / CSOs</p> <p><b>MoSC</b> Partners: YO / NGOs / LSG /</p>	<p>regular activities</p> <p>regular activities</p> <p>regular activities</p>
<p><b>B5. Promote youth educational mobility</b></p>	<p>5.1. Organise three regional events for young people aimed to promote (formal and non-formal) educational programmes outside of one's place of residence and outside of Montenegro</p> <p>5.2. Set up info-points in educational institutions for providing information on youth mobility possibilities</p> <p>5.3. Develop training plans for teaching staff how to apply for EU and other funding for youth mobility, practical training and international cooperation of educational institutions</p> <p>5.4. Update the DYS's web portal with the information on youth mobility schemes available</p>	<p><b>MoEd</b> Partners: BfEd / VET Centre / IO / schools / CSOs</p> <p><b>MoEd</b> Partners: BfEd / VET Centre / IO / schools / CSOs</p> <p><b>DYS</b> Partners: YO / CSOs / MoEd</p>	<p>regular activities</p> <p>regular activities</p> <p>regular activities</p> <p>regular activities</p>

Total: 18 activities

Key outcome C: Young people are active citizens, involved, motivated, proactive and participate in decision-making, community development, policy-making and implementation				
Measure	Activity	Performance indicator	Implementing organisation	Budget
C1. Develop youth participation culture	1.1 A public call* for projects proposals involving training of young people around the issues of autonomy, democracy, active participation and support to youth activism	No of supported projects; No of training events and trainees	<b>DYS</b> Partners: YO / NGOs / NIFEP / LSG	10.000 EUR
	1.2 Launch the campaign on "Focus on the resources of young people instead of young people as a problem"	No of expert events held; No of media reports	<b>BfEd</b> Partners: MoEd / schools / media / MoC	5.000 EUR
	1.3 Develop e-consultations (including mobile applications) with young people, as a part of eupra.me portal, aimed to enhance online activism and choose priority topics for funding/support by institutions based on views and needs of young people	The e-consultations system up and running; No of users; No and type of adopted priority topics recognised by users	<b>MIST</b> Partners: DYS / YO / CSOs	5.000 EUR
	1.4 A public call* for proposals to strengthen capacities of student parliaments for increased transparency, democratic governance and promotion of the culture of participation	No of projects supported; No of student parliaments covered by training	<b>DYS</b> Partners: YO / CSOs / BfEd / LSG	10.000 EUR
	1.5. A public call* for setting up three youth and three volunteer clubs in primary and secondary schools and in universities, and support for the operation of the existing ones	No of projects receiving support; No of young people covered by the activities of such clubs (membership)	<b>DYS</b> Partners: MoEd / YO / CSOs / LSG	40.000 EUR
C2. Put in place tools/systems to cherish activism	2.1. Organise three regional round table discussions with local self-governments on "Putting in place solid tools for the development of and support to youth activism at the local level"	No of local self-government covered; Report and recommendations; No of LSGs implementing the recommendations	<b>DYS</b> Partners: LSG / YO / CSOs / IO	3.000 EUR
	2.2. Celebration of the International Volunteer Day	No of young people/volunteers covered	<b>DYS</b> Partners: LSG / YO / CSOs / schools / IO	regular activities
	2.3. Public call for information programmes promoting youth activism and proactive participation in decision-making	No of programmes; Viewership	<b>MoC</b> Partners: media / YO / NGOs	10.000 EUR
	2.4. Update the DYS's web-based portal with information on existing volunteer services, volunteering programmes at cultural and sport events and opportunities for youth activism	The web-based portal developed and regularly updated; No of users	<b>DYS</b> Partners: YO / CSOs / MoC	regular activities
Total: 9 activities				

Key outcome D: Young people are healthy, safe, have access to proper support system for transition to adulthood and self-realisation, they are self-aware, innovative, take initiatives and accept differences				
Measure	Activity	Performance indicator	Implementing organisation	Budget
D1. Set up efficient multisector information and counselling services for young people and parents	1.1. Map existing web portals/pages offering guidance to all relevant information and advice for young people	Situation mapped	<b>DYS</b> Partners: CSOs / IO	regular activities
	1.2. Public call* for youth information projects and establishing inter-agency information and counselling body for young people and their parents	No of shows; viewership	<b>DYS</b> Partners: YO / NGOs	regular activities
D2. Develop youth work as support to self-reliance	2.1. Public call* for training projects for youth workers, youth activists who are NGO members; school/volunteer club coordinators; school pedagogues and psychologists; youth club staff	No of projects supported; No of programme beneficiaries	<b>DYS</b> Partners: NFEP / YO / NGOs / LSG / IO	15,000 EUR
	2.2. Set up three youth clubs at the local level (See Activity 1.2, Key outcome E)	Number of youth clubs in place; No of young people covered	<b>LSG</b> Partners: DYS / YO / NGOs / Non-formal youth groups / FO / IO	regular activities
3. Support to youth mental and physical development and preservation of health	2.3. Launch a campaign to raise awareness of young people and their parents of assuming self-reliance at proper time	No of media reports on "Awareness of young people and their parents of developing self-reliance", Survey before and after the campaign (using a representative sample)	<b>DYS</b> Partners: NGOs / YO / schools/MLSW	regular activities
	3.1. Carry out a survey on youth health (mental health, reproductive health, addiction) to collect data to inform the promotion of youth health	Survey done; Awareness among the general and the expert public of the survey findings	<b>PHI</b> Partners: MoH / CSOs / IO	5,000 EUR
	3.2. Develop reports on the needs of young people and problems in accessing healthcare with recommendations for improvement in order to adapt healthcare systems to young people and their needs	Report developed together with recommendations; No of initiatives launched to adapt healthcare system to young people	<b>PHI</b> Partners: HCl / CSOs / IO	5,000 EUR
	3.3. Promote youth counselling services in all schools	No of promotional events; No of young people covered	<b>IPH &amp; PHC centres</b> Partners: MoEd	regular activities
	3.4. Hold two round table discussions on "Youth and Healthcare Workers"	Young people, their parents and experts covered by the activities; Reports and findings published	<b>MoH</b> Partners: HCl / CSOs / DYS / IO	5,000 EUR
	3.5. Mapping the existing web portals/pages with information on youth mental and physical health	Situation mapped	<b>DYS</b> Partners: YO / CSOs / MoH	regular activities
	3.6. Public call* for project proposals on promoting healthy lifestyles and athletes as role models	No of supported projects; No of end beneficiaries	<b>DYS</b> Partners: YO / NGOs / LSG / IO	5,000 EUR
	3.7. Public call* for project proposals on curbing violence, hate speech and discrimination against vulnerable youth	No of supported projects; No of end beneficiaries	<b>DYS</b> Partners: YO / NGOs / LSG / IO	15,000 EUR
	3.8. Celebrate the Sexual and Reproductive Health Awareness Day, World Contraception Day, and deliver at least 10 lectures in schools	No and type of activities carried out in schools; Young people covered; Media reports on the activities and events	<b>IJZ</b> Partners: CSOs / schools	regular activities
	3.9. Impact analysis and support needed for the work of Youth Counselling Services and Marriage and Family Counselling within primary/healthcare centres	Analysis and recommendation published; No of young people covered by the survey	<b>MoH</b> Partners: HCl/MLSW / CSOs / IO/ LSG	regular activities
	3.10. Public call* for youth education project proposals and training of peer educators in prevention of violence, hate speech and abuse, and sexual and reproductive health	No of supported projects; No of end beneficiaries	<b>DYS</b> Partners: YO / NGOs / LSG / IO	10,000 EUR
	3.11. Deliver six regional training events for education and healthcare professionals on prevention, detection, protection and response to cases of domestic violence against young people	Number of training events, No of trainees, Coverage of education and healthcare institutions	Partners: MoEd / BfEd / VET Centre / HCl / CSOs	15,000 EUR
	3.12. Launch a campaign on healthy lifestyles, the influence of violence on youth health and the harm done by PAS in line with the Strategy for Prevention of Addiction 2013-2020	No of expert debates; No of media reports	<b>MoH</b> Partners: HCl / MoEd / schools / media	regular activities
	3.13. Public call for project proposals to involve young people in scientific, educational, research, volunteer and other activities dealing with environmental protection	No of supported projects; No of end beneficiaries	<b>MoSc</b> Partners: YO / NGOs / LSG / MORT / IO	20,000 EUR
3.14. Communication activities aimed at raising awareness of young people regarding sustainable development and environmental protection.	No of young people covered; No and type of activities	MSDT/MoEd/DYS	regular activities	
Total: 19 activities				

Key outcome C: Young people are active citizens, involved, motivated, proactive and participate in decision-making, community development, policy-making and implementation				
Measure	Activity	Performance indicator	Implementing organisation	Budget
E1. Support to young creators of culture and media works	1.1. Public call to support young creators of cultural and media works (See activities 2.1 & 2.3, Key outcome E)	No of supported young creators; Type of creative activities	<b>MoC</b>	regular activities
	1.2. Provide space for youth cultural events and leisure activities (See activity 2.2, Key outcome D)	No of youth clubs in place; No of young people covered.	<b>LSG</b> Partners: MoC / DYS / YO / NGOs / Non-formal youth groups / FO / IO	regular activities
	1.3. Launch a campaign promoting youth artistic expressions and talented young creators, and availability of cultural events to poverty-stricken youth	No of cultural and media events held within the campaign; No and type of benefits for poverty-stricken youth; No of young creators promoted	<b>MoC</b> Partners: MoEd / schools / media / culture centres/ LSG	5.000 EUR
	1.4. Round table discussion on draft pilot mentorship programme for young creators and the platform for networking young creators and amateur cultural societies through innovative models and the use of internal resources but also young/well-recognised creators from the diaspora	Proposal presented and adopted	<b>MoC</b> Partners: creators / MIST	2.000 EUR
E2. Provide equal access to cultural contents for all young people	2.1. Support to mobile cultural events (cinema, library, travelling theatre groups, etc.) / (See activity 1.5 and 2.3, Key outcome E)	Number of events/cultural works supported; No of young people covered	<b>MoC</b>	15.000 EUR
	2.2. Map existing web portals/pages with information on cultural events	Web-based portal developed and regularly updated; No of users	<b>MoC</b> Partners: DYS / YO / CSOs / MoC	regular activities
	2.3. Support to projects securing accessibility of cultural contents to youth with impaired vision, hearing or other sensory and developmental impairments (See also activities 1.5 & 2.1, Key outcome E)	No of supported projects; No of end beneficiaries	<b>MoC</b> Partners: MHMR	15.000 EUR
Total: 7 activities				

Key outcome F: Normative and institutional framework for the implementation of youth policy has been established				
Measure	Activity	Performance indicator	Implementing organisation	Budget
<b>F1. Strengthen the DYS capacities for youth policy implementation and monitoring</b>	1.1. Envisaged and occupied job posts at the DYS	4 job posts envisaged at the DYS	DYS	regular activities
	1.2. Set up a coordination body for monitoring the Youth Strategy implementation and the design, implementation and overseeing the inter-agency youth projects	Coordination body established; No of meetings; Reports and conclusions	DYS	regular activities
	1.3. Set up the national Council on Youth	Council on Youth set up; No of youth organisation representatives sitting on the Council; No of meetings; Type and scope of the Council activities	Government Partners: DYS / MoEd	8,000 EUR
	1.4. Training for the DYS staff and members to the Coordination Body and the Council on Youth on "Principles of Structured Dialogue with Young People and Youth Policy Monitoring"	Training delivered; Training evaluation	DYS Partners: IO / CSOs	5,000 EUR
<b>F2. Improve legal support</b>	2.1. Draft secondary legislation for implementing the Youth Law	Secondary legislation drafted and enacted	MoEd Partners: DYS	regular activities
	2.2. Public call for developing standards for youth clubs and youth centres	Standards for youth clubs and centres developed No of municipalities with Councils on Youth in place;	DYS Partners: CSOs / IO	10,000 EUR
	2.3. Strengthen the existing and set up Councils on Youth in the remaining municipalities	Type of support to Councils on Youth provided	LSG Partners: DYS	regular activities
<b>F3. Provide sustainable and uninterrupted funding for youth policy</b>	3.1. Public call for delivering training for local governments on budgeting for youth programmes and services envisaged by local youth policies	No of local governments covered by training; No of trainees	DYS Partners: LSG	10,000 EUR
	3.2. Funding for Youth Strategy implementation through annual DYS call for proposals* for youth organisations and youth NGOs	No and type of programmes supported; the amount of funding for the programmes envisaged by the Youth Strategy	DYS Partners: LSG / CSOs / IO	regular activities* (*Planned budget is stated in the AP for each outcome)
<b>F4. Improve interagency cooperation</b>	4.1. Designate youth contact points in all line ministries	No of line ministries with youth contact points designated	MoEd Partners: DYS	regular activities
<b>F5. Improve national youth statistics and knowledge</b>	5.1. Operationalisation of the Youth Strategy's M & E Framework (define baselines and targets for all 52 indicators; first report with reference to 52 indicators drafted, consultations with MONSTAT regarding the introduction of the indicators currently not part of the official statistics, monitor youth indicators required by EUROSTAT, define monitoring methodology where missing)	Activities envisaged by the M&E framework carried out in due time	MONSTAT Partners: MoEd / DYS / IO	10,000 EUR
	6.1. Designate youth contact points in all local governments	No of local governments which have designated youth contact points	LSG Partners: DYS	regular activities
<b>F6. Strengthen the capacities of local governments to implement youth policy</b>	6.2. Public call for delivering three training events for youth contact points in all local self-government on youth policies in line with their expressed needs	No of LSG covered; Acquired knowledge and skills	DYS Partners: CSOs / IO	15,000 EUR
	6.3. Development of local action plans and revision of the existing ones in line with the national Youth Strategy	No of new and revised local Youth Action Plans	LSG Partners: NGOs / DYS / YO / CSOs / IO	20,000 EUR
	7.1. Set up a database of youth organisations and organisations for young people	Database	DYS	regular activities
<b>F7. Support to youth organisations and networking</b>	7.2. Support to the participation of youth organisations and organisations for young people in the activities of relevant international networks.	No of international networks in which local organisations participate	DYS Partners: CSOs / IO	10,000 EUR
	8.1. Regular participation of the DYS representatives to international youth initiatives and bodies	No of international events and initiatives and bodies attended by the DYS; Relevant reports	DYS	regular activities
<b>F8. Foster international cooperation in the area of youth policies</b>	8.2. Set up RYCO office in Montenegro	RYCO office set up; No of employees; No of end beneficiaries	DYS	15,000 EUR
	9.1. Upgrade the DYS web portal	DYS web site upgraded and regularly updated	DYS	regular activities
<b>F9. Improve youth information system</b>	9.2. Develop youth policy promotional materials and guides adapted to young people	No and type of developed and disseminated materials; No of young people reached	DYS Partners: UN / YO / NGOs	10,000 EUR
Total: 20 activities				

Public call for proposals\* is the annual call issued by the DYS – activity 3.2. Key outcome F.



## Abbreviations:

BC – Business community

CIPS – Centre for Youth Information and Professional Counselling

CSOs – Civil society organisations

VET Centre – VET Centre

IDF – Investment and Development Fund

LSG – local self-governments

FO – Foundations

MoE – Ministry of Economy

MoF – Ministry of Finance

MIST – Ministry for Information Society and Telecommunication

MoC – Ministry of Culture

MHMR – Ministry of Human and Minority Rights

MoSc – Ministry of Science

IO – international organisations

MSDT – Ministry of Sustainable Development and Tourism

MoEd – Ministry of Education

MLSW – Ministry of Labour and Social Welfare

MFAEI – Ministry of Foreign Affairs and European Integration

NGOs – Non-governmental organisations

YO – youth organisations

NFEP – non-formal education providers

SP – social partners

DYS – Directorate for Youth and Sports


EF – Employer's Federation

NEA – National Employment Agency

BfEd – Bureau for Education

HCI – Healthcare institutions





# **Strategy Monitoring and Evaluation Framework**



## INTRODUCTION

Comprehensive monitoring of processes and activities towards achieving a large number of strategic goals and policies in various areas of societal activities still poses a challenge in Montenegro. This challenge has its five basic aspects: 1) set up a methodologically appropriate monitoring system to include both the international and national indicators, 2) set up efficient, routine and coordinated institutional data collection and reporting systems, 3) good data collection and processing, 4) meaningful analysis of data and monitoring of trends, 5) evidence-based policy making. Occasional review of actions from strategic documents, when monitoring of indicators shows that they do not produce relevant results, should not be overlooked.

The official statistics in Montenegro is currently in the process of general transformation to be able to respond to international requirements to provide comparable and good quality data in practically all areas of life. Such challenges also exist regarding monitoring the position of youth in Montenegro. On one hand, putting in place a comprehensive and efficient system to monitor the position of youth in Montenegro is particularly important for implementing the Youth Strategy. On the other hand, putting in place the monitoring system is a challenge and requires substantial efforts. Thus, the Monitoring and Evaluation chapter of the Strategy is at the same time a sort of a roadmap to the ultimate goal – to set up an operational and comprehensive national system of indicators to monitor the position of youth in line with best international practices.

Just like the EU Youth Strategy, Montenegro's Strategy puts an emphasis on evidence-based youth policy-making. The EU Youth Strategy does so through eight lines of actions and pertinent indicators, while Montenegro's Strategy takes a somewhat different approach. The thing common to both strategies is the inclusion of the so-called contextual indicators. Such indicators give the context for the position of youth in Montenegro regardless of not being directly related to the actions envisaged by the Strategy.

The Youth Strategy is a document whose scope surpasses its defined outcomes and relevant actions. It is a strategy document which attempts to give a comprehensive overview of the position of youth in Montenegro and serves as an umbrella document in the field. To a large extent, the issue of the position of youth in Montenegrin society is defined also in other strategy papers in specific areas such as health, education, employment, etc. At the operational level, the Youth Strategy defines the priority "gaps", the missing elements needed to improve the position of youth in Montenegro. At the same time on a higher level it works towards establishing a comprehensive system for monitoring and raising alerts regarding the position of youth. Monitoring indicators are defined in reference to such a function of and the approach taken by the Strategy. Namely, although each proposed indicator is linked with the pertinent action within the key outcomes, there is no absolute matching among them. According to their links with specific Strategy actions, the proposed indicators may be split into three groups: 1) those directly related to specific outcomes and indirectly to Strategy actions, 2) those indirectly linked with outcomes, but not with specific actions, but relevant to monitor the general situation of the youth, and 3) those indirectly linked with outcomes, but which can currently not be captured by the official statistics in Montenegro. The third group of indicators has not been included in the Strategy; rather, one of the proposed actions is to create a comprehensive tool to analyse the position of youth to include these indicators, in addition to the existing ones.

As regards the indicators to monitor the Strategy, these can also be split into two categories: 1) the ones for which the monitoring methodology has been defined (these are most often international indicators), 2) the ones for which it is necessary to define the monitoring methodology at the national level.

To that effect, one of the strategy priorities would be to define the methodology to monitor those indicators for which there is no monitoring methodology, and which are needed to monitor progress in the Strategy implementation.

## Types of indicators

The Strategy monitoring includes a number of international and national indicators. The main reason for introducing international indicators is the desire to have data comparable with other countries around the world. To a large extent, the proposed international indicators are defined and monitored by EUROSTAT, so that their introduction in Montenegro's official statistics goes to meet the requirements of the EU accession process and alignment with the EU statistics system

In addition to the international, there are also national indicators. These are the indicators proposed at the level of Montenegro in order to introduce monitoring into the national context. Most national indicators are inspired by the surveys already done ad hoc by international and nongovernmental organisations in Montenegro. Such surveys have given important insights and valuable data about the position of young people and should be repeated<sup>1</sup>. Basic indicators are proposed for monitoring the Strategy implementation, while additional indicators would be covered by a separate action to be defined by the Strategy aimed at creating a comprehensive list of indicators to monitor the position of youth in Montenegro. Apart from the defined methodology for analysis and survey, this list would also contain the schedule for introducing these indicators in Montenegro's official statistics.

It is noteworthy that although some international indicators do not require further data disaggregation, the Strategy additionally envisages mandatory disaggregation at the national level by gender, region (alternatively, municipality) and vulnerability (e.g. persons with disabilities, Roma, refugees). It is only such disaggregated monitoring of trends that could enable to evaluate the efficiency of actions and policies undertaken.

Main international sources of indicators are:

- EUROSTAT indicators
- Eurobarometer indicators
- International composite indices
  - o Youth Development Index – YDI
  - o Youth Wellbeing Index YWI
- The UN sustainable development indicators integrated in Montenegro's National Sustainable Development Strategy by 2030
- Millennium Development Goals (MDG) indicators
- UNICEF Adolescent Assessment Card & selected indicators from the Council of Europe Child Participation Assessment Tool
- 11 indicators for youth policy monitoring<sup>2</sup>
- Resources available such as the portal for monitoring youth policy [www.youthpolicy.org](http://www.youthpolicy.org) and the youth policy *Research Handbook*<sup>3</sup>

At stage one of the Strategy implementation, priority is given to national indicators, the international ones already included in the national monitoring system, and the EUROSTAT indicators. As for the remaining indicators, it is recommended during the Strategy timeframe to develop a plan for their introduction in Montenegro's official statistics.

<sup>1</sup> For instance: the UN System in Montenegro, KAP survey – Knowledge, Attitudes and Practices Survey on youth employment and participation, Podgorica, 2013.; Đurić, Dragan, Labour Market Transition for Young Women and Men in Montenegro, ILO, 2016

<sup>2</sup> 11 Indicators of a (national) youth policy, European Youth Forum (The European Youth Forum has developed 11 indicators of a national youth policy based on 11 indicators resented by the Council of Europe in 2001)

<sup>3</sup> Karsten, Andreas, Muir, John, Ohana Yael, Wolszczak, Grzegorz, Research Handbook, Demokratie and Dialogue, e.v., Berlin, 2013

## **EUROSTAT indicators**

The monitoring matrix includes the EUROSTAT indicators defined in the EU Youth Strategy<sup>4</sup>. This strategy aims to support and reinforce EU policies directly or indirectly relevant for young people. It includes indicators monitoring the general level and standard of living and is fully complementary to the goals set in the Europe 2020 strategy and the Youth on the Move initiative<sup>5</sup>.

The main advantage of these indicators is the requirement for all candidate countries, Montenegro included, to align national statistics with the EUROSTAT. This means that Montenegro has committed to generate data based on such indicators over a certain period of time. Their main disadvantage, however, is the flexibility of deadlines.

## **Eurobarometer on European Youth**

The second set of indicators are defined by the Flash Eurobarometer on Youth<sup>6</sup>. This is an ad hoc phone survey conducted at the request of the European Commission by its specialised organisational unit. Flash Eurobarometers aim to provide valid data in a short period of time based on which specialised DGs within the European Commission could make informed decisions. The Flash Eurobarometer on European Youth was done in December 2014 at the request of the DG for Education and Culture.

The main weakness of such indicators is their ad hoc nature, i.e. lack of systematic and longitudinal collection of data. Nevertheless, given their specialised focus, they do yield a number of useful instruments to monitor the less covered sections of the Strategy, such as access of youth to culture.

## **International composite indices**

These indices serve the purpose of comprehensive monitoring of the position of young people in a large number of countries and comparability is their main strength, both among countries and over time. In addition, they subsume a large number of dimensions relevant for comprehensive understanding of the position of young people.

The Youth Development Index YDI includes 170 countries and measures the position of young people in reference to five dimensions: education, health and wellbeing, employment, civic and political participation. Within these five dimensions, data are collected through 15 specific indicators, calculating a score ranging between 0 and 1. Based on the score, all countries are ranked as having high, medium or low youth development.

The Youth Wellbeing Index YWI ranks thirty countries around the globe in reference to the position of youth in seven dimensions: general wellbeing, civic participation, economic prospects, education, health, information and technology, safety and security. It is a composite score of 40 individual indicators with the value ranging between 0 and 1.

While on one hand comparability is the upside of international composite indices, their complexity and the fact that some compromises regarding national contexts had to be made to be internationally relevant are the downside. In order to obtain the final score or ranking a country, a huge amount of data per a large number of indicators, not all of which are nationally relevant, needs to be collected.


## **Sustainable Development Indicators**

The UN Statistics Commission, at its 47th session held from 8-11 March 2016, approved 241 sustainable development indicators. Montenegro's National Sustainable Development Strategy by 2030, introducing the

4 European Commission, EU Youth Strategy, Brussels, 2011

5 Youth on the Move

6 Flash Eurobarometer European Youth, 408



global SDGs into the national policy framework, included in the preparatory stage the analysis of competences of the official statistics in the country to monitor SD indicators nationally. The analysis has shown that 27 indicators are currently being monitored, with additional 34 which have alternatives, planning to introduce in country's official statistics the additional 38 indicators by 2018. This means that by 2018 Montenegro will be monitoring 99 out of 241 SD indicators. This analysis has revealed a number of shortfalls in official statistics in Montenegro, relevant also for monitoring the Youth Strategy.

### **Millennium Development Goals (MDG) indicators**

Although not many are relevant for monitoring the position of young people in Montenegro, the MDG indicators have an important advantage – they are already integrated in the official statistics and have been monitored in continuity since 2000, when the global leaders adopted at the UN summit the Millennium Declaration committing the UN member states to achieve a set of quantified and time limited development goals known as Millennium Development Goals (MDGs). At the time, Montenegro also committed to MDGs, to monitor and report on the progress towards their achievement. Although the reporting has revealed the existence of some systemic problems in official statistics, it has drawn the attention to the necessity of reforms to be able to more effectively respond to national and international reporting obligations. The MDG indicators directly or indirectly relevant for young people are included in the Indicator Matrix for monitoring the Youth Strategy.

UNICEF Adolescent Assessment Card & selected indicators from the Council of Europe Child Participation Assessment Tool

Another source of proposed indicators was the 5x5 matrix of indicators for monitoring the Strategy and Theory of Adolescent Change in Central and Eastern Europe, conducted by UNICEF. Although the document is in its draft version, it includes a number of tools and instruments for comprehensive monitoring of the position of adolescents, which makes it very usable. The indicators are defined for five dimensions (five indicators for each dimension): health and wellbeing, education and learning, protection, economic prospects, participation and engagement.

### **11 indicators for a national youth policy**

This is a document created by the European Youth Forum, a platform of 91 youth NGOs cooperating closely with the Council of Europe. The document provides 11 descriptive indicators that each youth policy should take into account when setting up its monitoring system. As already pointed out, these are not quantitative, but rather descriptive indicators, which means that it is impossible to integrate them in their basic form into an efficient monitoring matrix, but a number of national indicators would rather have to be developed to operationalise them.

Finally, some of the proposed indicators originate from the resource packs and reference literature on monitoring youth policy, such as the [www.youthpolicy.org](http://www.youthpolicy.org) or the youth policy Research Handbook<sup>7</sup>.

### **Domestic sources**

Given that a number of good quality surveys targeting certain areas of youth life have been conducted recently, some indicators are taken from such surveys.

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<sup>7</sup> Karsten, Andreas, Muir, John, Ohana Yael, Wolszczak, Grzegorz, Research Handbook, Demokratie and Dialogue, e.v., Berlin, 2013



Photo: Miloš Vujović

## An overview of Indicators by Key Outcomes

The table below gives an overview of proposed indicators in reference to the six key outcomes defined by the Strategy. Wherever possible, the description and the source is provided for each indicator. In addition, the last column notes whether the original indicator, either national or international, should be amended to suit better the Montenegrin context. Also, the notes column features the indicators for which there is no monitoring methodology that should be defined as soon as possible. Wherever possible, the indicators are directly linked with the actions envisaged by the Strategy.

A Young people achieve economic and social security through facilitated access to labour market and employment

A Young people achieve economic and social security through facilitated access to labour market and employment					
Basic indicators for the key outcome:					
• Youth unemployment rate in Montenegro NEET rate in Montenegro					
No.	Action	Indicator	Baseline	Link with international indicators/source	Notes
1	Remove barriers for accessing labour market to all young people	Youth self-employment		EUROSTAT	<i>Eurostat stipulates collection of disaggregated data by gender, age and education. Additional national disaggregation by region and vulnerability</i>
		Percentage of self-employed among all employed aged 20-24 and 25-29			
		Youth unemployment rate	37.6 %	MONSTAT EUROSTAT	<i>Eurostat stipulates collection of disaggregated data by gender, age and education. Additional national disaggregation by region and vulnerability</i>
		Share of unemployed among active population (employed and unemployed) aged 15-24.			
		Young people (age groups 15-24 and 15-29) not in employment, nor in any education or training <sup>8</sup>	28% <sup>9</sup>	EUROSTAT ILO/ MONSTAT	
		Informal employment among young people (15-29)	59,5% <sup>10</sup>	ILO/ MONSTAT	

8 NEET - not in employment, education or training.

9 Đurić, Dragan, Tranzicija na tržište rada mladih žena i muškaraca u Crnoj Gori, Međunarodna organizacija rada, 2016

10 Ibid

	Remove barriers for accessing labour market to all young people	At risk of poverty or exclusion rate for young people (18-24)		EUROSTAT, SILC	<i>Eurostat stipulates collection of disaggregated data by gender and age. Additional national disaggregation by region and vulnerability</i>
		Share of children or young people who are at risk of poverty and/or severely materially deprived and/or living in a household with very low work intensity			
		At risk of poverty or exclusion rate Gap between young people (18-24) and total population		EUROSTAT, SILC	<i>Eurostat stipulates collection of disaggregated data by gender and age. Additional national disaggregation by region and vulnerability</i>
		The gap between young people and total population (in percentage points) who are at risk of poverty and/or severely materially deprived and/or living in a household with very low work intensity			
2	Support to youth entrepreneurship	Young people who would like to set up their own Business		Flash Eurobarometer Youth	<i>So far Montenegro has not been involved. Conduct a national survey. Add national disaggregation by region, labour, disability and other vulnerabilities</i>
		The share of young people age 15-30 answering YES to the question "Would you like to set up your own business in the future?"			
		Self-employed youth		EUROSTAT	<i>Eurostat stipulates collection of disaggregated data by gender, age and education. Additional national disaggregation by region and vulnerability</i>
		Percentage of self-employed among all employed aged 20-24 and 25-29			
3	An integrated and holistic youth support system for transition to decent work in place	Youth who have completed transition by sub-categories (gender, residence, household financial standing, education level)	15.5% <sup>11</sup>	ILO/ MONSTAT	<b>NATIONAL INDICATOR</b> <i>Such survey not included in routine official statistics, hence should be introduced</i>
4	Reduce youth inactivity	Young people (aged 15-24 and 15-29) no in employment, education or training (NEET)	28%	EUROSTAT MONSTAT/ILO	<i>Link with the SDG 8.6: By 2020, substantially reduce the proportion of youth not in employment, education or training</i>  <i>Eurostat stipulates collection of disaggregated data by gender, age and work status. Additional national disaggregation by region and vulnerability</i>

11 Ibid



B Young people have access to good-quality education					
Basic indicators for the key outcome:					
<ul style="list-style-type: none"> <li>• Share of practical training in VET and at universities</li> <li>• Share of young people from Montenegro in youth mobility schemes</li> <li>• PISA test rankings</li> </ul>					
No.	Action	Indicator	Baseline	Link with international indicators/source	Notes
1	Support to the development of non-formal learning and improving the tools to verify non-formal and informal learning	Formal recognition of young people's engagement in voluntary work  Young people (15-30) who reported involvement of in organised voluntary activities who were awarded a certificate, a diploma or other formal recognition of participation		Flash Eurobarometer on Youth	<b>Montenegro has not been involved. Carry out a national survey.</b> Add national disaggregation by region, gender and vulnerability
2	Improve the arrangement for, delivery and evaluation of practical education in VET schools and universities	Share of practical teaching in VET and higher education institutions			<b>NATIONAL INDICATOR</b> Not monitored so far. Define methodology and start monitoring in cooperation with vocational and higher education institutions.
3	Develop social and emotional skills in young people	Share of young people who have completed social and emotional skills development programmes  Share of primary and secondary education institutions delivering social and emotional skills development programmes			<b>NATIONAL INDICATOR</b> Not monitored so far. Define methodology and start monitoring in cooperation with vocational and higher education institutions.
4	Improve and integrate information and career counselling for young people	Share of young people informed about career information and counselling services  Share of young people who have received career orientation services			<b>NATIONAL INDICATOR</b> Not monitored so far. Define methodology and start monitoring.
5	Prevent and reduce drop-outs	Early leavers from education and training  % of the population aged 18-24 with at most lower secondary education and who are no longer in education or training		EUROSTAT	<i>Eurostat stipulates collection of disaggregated data by gender and work status. Additional national disaggregation by region and vulnerability</i>
		Share of young Roma and Egyptians who completed secondary education	7% of young Roma and Egyptians completed secondary school compared to 86% among the general population	Ministry of Education	
6	Promote educational mobility among young people	% of young people from Montenegro taking part in mobility programmes (e.g. Erasmus+, RYCO)			
	Additional indicators	% GDP spent on education		YDI YWI WB	<b>NATIONAL INDICATOR</b>
	Additional indicators	Low achievers in reading, math and science  Share of 15-year-olds scoring 1 or below in PISA tests		OECD – PISA	

**C Young people are active citizens, involved, motivated, proactive and participate in decision-making, community development, policy-making and implementation**

**Basic indicators for the key outcome:**

- Share of young people who use internet for interactions with public institutions
- Share of young people who did volunteer work over the previous month
- Share of young people who take an active part in various actions and policy-making

No.	Action	Indicator	Baseline	Link with international indicators/source	Notes
1	Develop youth participation culture	Participation of young people in local, regional, national or European parliamentary elections		Flash Eurobarometer on youth	Montenegro has not been involved Carry out a national survey. Add national disaggregation by region, gender and vulnerability Remove the questions about regional and European elections.  Additionally, the post-election CSES ( <a href="http://www.cses.org">www.cses.org</a> ) study conducted in Montenegro after each parliamentary elections may be used here
		Percentage of young people aged 18-30 who declare that they participated in local, regional, national or European parliamentary elections in the last three years.			
		% of adolescents who indicate that their views were taken seriously in decisions made at home, school and in their community.		UNICEF draft indicators	
		Young people's participation in non-governmental organisations active in the domains of global climate change/global warming, development aid or human rights		Flash Eurobarometer on youth UNICEF draft indicators: Participation by adolescents (15-19) in labour unions and associations	Montenegro has not been involved Carry out a national survey. Add national disaggregation by region, gender and vulnerability
		Expression of political views (Have you done anything of the following in the past month? Have you expressed your views to a public official? (15-24)		YDI Gallup	Montenegro has not been involved Carry out a national survey. Add national disaggregation by region, gender and vulnerability
		Volunteer work: (Have you done anything of the following in the past month? Have you volunteered your time to any organisation?)		YDI Gallup	Montenegro has not been involved Carry out a national survey. Add national disaggregation by region, gender and vulnerability
		Assistance to strangers (Have you done anything of the following in the past month a? Have you helped someone you do not know and who needed assistance) 15-24)		YDI Gallup	Montenegro has not been involved Carry out a national survey. Add national disaggregation by region, gender and vulnerability

2	Put in place instruments/systems to cherish activism	Young people who use internet for interaction with public authorities  Percentage of individuals aged 16-24 who have used the Internet in the last 12 months for interaction with public authorities (i.e. having used the Internet for one or more of the following activities: obtaining information from public authorities web sites, downloading official forms, sending filled in forms).		Flash Eurobarometer on youth	Montenegro has not been involved Carry out a national survey. Add national disaggregation by region, gender and vulnerability
		Young people using internet for accessing or posting opinions on websites (e.g. blogs, social networks, etc.) for discussing civic and political issues (in the last three months)  Percentage of individuals aged 16-24 declaring that they have used Internet for accessing or posting opinions on websites (e.g. blogs, social networks, etc.) for discussing civic and political issues (in the last three months)		Flash Eurobarometer on youth	Montenegro has not been involved Carry out a national survey. Add national disaggregation by region, gender and vulnerability  Montenegro has not been involved Carry out a national survey. Add national disaggregation by region, gender and vulnerability
		% of young people who take an active part in various campaigns and in policy-making			<b>NATIONAL INDICATOR</b> Not monitored so far. Define methodology and start monitoring.
3	Support to youth organisations and youth networking	Young people's participation in political or community-based and nongovernmental organisations  Self-reported participation in activities of a political organisation or political party or a local organisation aimed at improving their local community and/or local environment in the last 12 months. Age 15-30.		Flash Eurobarometer on youth	Montenegro has not been involved Carry out a national survey. Add national disaggregation by region, gender and vulnerability

**D** Young people are healthy, safe, have access to proper support system for transition to adulthood and self-realisation, they are self-aware, innovative, take initiative and accept differences

Basic indicators for the key outcome:

- Share of young people who use and are aware of the existence of support services for developing self-reliance
- Alcohol abuse among minors
- Share of teen pregnancies

No.	Action	Indicator	Baseline	Link with international indicators/source	Remarks
1	Set up efficient multisector information and counselling services for young people and parents	% of young people aware of the existence of services and % of young people actually using the services			<b>NATIONAL INDICATOR</b> Not monitored so far. Define methodology and start monitoring.
2	Develop youth work as support to transition to adulthood	Number of standardised and accredited training programmes for youth workers and activists, thus developing the professional staff needed to work in youth clubs and centres, schools, CSOs, local and central level institutions  Number of properly trained youth workers and activists			<b>NATIONAL INDICATOR</b> Not monitored so far. Define methodology and start monitoring. Consider the indicator to include the number of youth workers engaged in youth services provided by the government (or NGOs)
3	Develop support services for acquiring self-reliance	Number and type of support services for acquiring self-reliance  Share of young people who are aware of the existence or actually use such services			<b>NATIONAL INDICATOR</b> Not monitored so far. Define methodology and start monitoring.

4	Support to the promotion of mental and physical health of young people	Regular smokers Share of daily cigarette smokers in the population aged 15-24.		EUROSTAT YDI	
		Obesity Young people 18-24 with a BMI of 30 or above.		EUROSTAT	
		Alcohol use in the past 30 days Share of target group who answered affirmatively to a question asking if they had had any alcoholic beverage to drink in the last 30 days		ESPAD survey UNICEF draft indicators: Alcohol use: % of adolescents aged 13-15 who had one alcoholic drink at least on one or more days during past 30 days	<b>Montenegro has not been involved Carry out a national survey.</b> Add national disaggregation by region, gender and vulnerability
		Mortality rate 15-29		YDI	
		Cause of death of young people – suicide Deaths caused by suicide per 100 000 inhabitants aged 15-24.		EUROSTAT UNICEF draft indicators	
		% of adolescents aged 10-17 years who experienced any violent discipline (psychological aggression and or physical punishment) in the past month		UNICEF draft indicators	<b>Montenegro has not been involved Carry out a national survey.</b> Add national disaggregation by region, gender and vulnerability
		Psychological distress Young people (15-24) having had psychological distress during the past four weeks.		EUROSTAT	
		% of adolescents aged 13-15 who reported being bullied at least once in the past couple of months, by sex		UNICEF draft indicators	<b>Montenegro has not been involved Carry out a national survey.</b> Add national disaggregation by region, gender and vulnerability
		% of teen pregnancies		YDI WB	<b>NATIONAL INDICATOR</b> Not monitored so far. Define methodology and start monitoring.

**E Young people have access to good quality cultural contents as their creators and consumers**

**Basic indicators for the key outcome:**

- Share of young people who participated in any of the below activities in the last month:
  - playing a musical instrument, singing, acting, dancing, poetry writing, photography, film-making
  - visit a historic monument, museum or gallery, go to cinema or a concert, theatre, opera, dance performance
  - sport clubs, leisure clubs, youth associations or cultural organisations

No.	Action	Indicator	Baseline	Link with international indicators/source	Remarks
1	Support to young creators of cultural and media works	Performing/taking part in amateur artistic activities  Share of young people (15-30) who declare that they have participated in any of the following amateur artistic activities at least once in the last 12 months: playing a musical instrument, singing, acting, dancing, poetry-writing, photography, film-making		Flash Eurobarometer on youth	<b>Montenegro has not been involved Carry out a national survey.</b> Add national disaggregation by region, gender and vulnerability
2	Provide equal access to cultural contents for all young people	Participation in cultural activities  Share of young people (aged 15-30) reporting that they have participated in any of the following cultural activities in the last 12 months: Visited historical monuments (palaces, castles, churches, gardens, etc.), museums or galleries, been to the cinema or a concert, a theatre, a dance performance or an opera		Flash Eurobarometer on youth	<b>Montenegro has not been involved Carry out a national survey.</b> Add national disaggregation by region, gender and vulnerability
3		Participation in sports clubs, leisure time activities or youth clubs/associations or cultural organisations  Share of young people (aged 15-30) reporting that they have participated in activities of a sports club, leisure time or youth club, any kind of youth association or cultural organisation in the last 12 months		Flash Eurobarometer on youth	<b>Montenegro has not been involved Carry out a national survey.</b> Add national disaggregation by region, gender and vulnerability
		Learning at least two foreign languages  Young people in upper secondary education (ISCED level 3 general programmes, excluding vocational and pre-vocational education) learning two or more foreign languages.		Flash Eurobarometer on youth	<b>Montenegro has not been involved Carry out a national survey.</b> Add national disaggregation by region, gender and vulnerability

F Normative and institutional framework for the implementation of youth policy has been established					
Basic indicators for the key outcome:					
<ul style="list-style-type: none"> <li>Budgetary allocation for DYS for the Youth Strategy implementation</li> <li>Level of use of the available European and international youth programmes</li> </ul>					
No.	Action	Indicator	Baseline	Link with international indicators/source	Remarks
1	Strengthen the capacities of the Directorate for Youth and Sports for youth policy implementation and monitoring	No of vacancies in the youth department		Directorate for Youth and Sports/Ministry of Education	<b>NATIONAL INDICATOR</b>
2	Improve legal support	Youth Law in place Implementing secondary legislation in place Level of the Youth Law implementation		Directorate for Youth and Sports/Ministry of Education YDI (youthpolicy.org)	NATIONAL INDICATOR Not monitored so far. Define methodology and start monitoring.
3	Provide sustainable and uninterrupted funding for youth policy	Budgetary allocation for the Directorate for Youth and Sports to implement the Youth Strategy		Directorate for Youth and Sports/Ministry of Education www.youthpolicy.org	
4	Improve interagency cooperation	An interagency body/council for monitoring the implementation of the Youth Strategy, development, implementation and supervision of interagency youth projects in place and operational		Directorate for Youth and Sports/Ministry of Education 11 youth policy indicators, European Youth Forum	
5	Improve national youth statistics and knowledge about young people	Carry out surveys and research into the position of young people based on the M & E framework to the Youth Strategy , in line with the timeframe set in the Action Plan		Directorate for Youth and Sports/Ministry of Education /MONSTAT	<b>NATIONAL INDICATOR</b>
6	Strengthen the capacities of local governments to implement youth policy	Envisage posts for officers in charge of youth policy and youth work in all 23 municipalities  Such officers trained to work with young people		Directorate for Youth and Sports/Ministry of Education	<b>NATIONAL INDICATOR</b>
7	Support to youth associations	Institutional support to youth organisations representing the interests of young people in place and participation of young people in decision-making made possible		Directorate for Youth and Sports/Ministry of Education	<b>NATIONAL INDICATOR</b>
8	International cooperation	% of involvement in available European and international youth programmes		Directorate for Youth and Sports/Ministry of Education	<b>NATIONAL INDICATOR</b>
9	Improved youth information	Share of young people and adults with ICT skills, broken down by type of skill		MONSTAT  UNICEF draft indicators: % of young people aged 15-19 with ICT skills by type of skill	SDG 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 Add national disaggregation by region, gender and vulnerability

## Conclusion and Recommendations

The table below gives an overview of indicators in reference to outcomes and the current degree of their integration into the official statistics system in Montenegro. Thus, at this stage we propose the introduction of 52 indicators to measure six key outcomes of the Youth Strategy.

	Type of indicator by key outcome	A	B	C	D	E	F	Total
1	Indicators already in Montenegrin official statistics or in EUROSTAT	6	4		4		1	15
2	Indicators not in the statistics, but the survey has been done and methodology defined	1			1			2
3	Indicators for which there is no methodology, but where a national survey should be conducted	1	1	9	4	4		19
4	Indicators where methodology needs to be defined		4	1	3		8	16
	<b>Total</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>12</b>	<b>4</b>	<b>9</b>	<b>52</b>

In reference to these indicators, a number of activities need to be carried out in order to start with the data collection as soon as possible after the Strategy adoption.

For the 15 indicators already in Montenegro's official statistics or in EUROSTAT, in consultations with MONSTAT, set up the system and the schedule for reporting. If a given indicator is not already included, but constitutes an obligation towards EUROSTAT, define the beginning of monitoring through Official Statistics Programme starting as of 2018.

The two indicators where methodology has been defined and survey done, as well as for the 19 indicators where methodology exists, but no survey done as yet and which are not included in the official statistics, propose their introduction into the Official Statistics Programme starting as of 2018.

For the 16 national indicators where there is no methodology, as soon as possible define and set up the reporting procedures, reporting entities, methodology, reporting schedule and data processors, and consider their introduction into the Official Statistics Programme starting as of 2018.

Baselines need to be defined for all indicators. This may be a problem in cases where there is no methodology in place or where such survey has never been done in Montenegro (categories 2 and 3). In such cases data should be collected ad hoc or else envisage the baseline to be set after the first official collection of data.

Clear reporting procedures and reporting entities need to be defined for all indicators, regardless whether in the official statistics or not.

Consider the possibility of setting up an IT system (or use an existing one) to make collection of data manageable and data available to all relevant institutions.

In addition to 46 indicators whose introduction is proposed by the Strategy, methodology needs to be developed for a comprehensive national survey of the position of young people in Montenegro to include all relevant international and national indicators currently not monitored. Thereafter, funding should be provided for ad hoc such surveys to set up baselines and come up with an achievable schedule for integrating this national survey into the official statistics.



## Plan of Actions to operationalise and use the Strategy M&E Framework

Referency to the Strategy measure	Activity	Performance indicator	Timeframe	Implementing agency	Budget
<b>F5. Improve youth statistics and knowledge at the national level</b>	1.1 Consult with MONSTAT regarding the indicators already monitored or a commitment towards EUROSTAT. If a given indicator is not already monitored, but has been assumed as a commitment towards EUROSTAT, define the commencement date through the 2018 Official Statistics Programme.	<i>15 indicators are monitored in Montenegro's official statistics</i>	2018	<i>DYS, MoEd, MONSTAT</i>	
	1.2 Consult with MONSTAT regarding 22 indicators not on the official statistics programme, but where methodologies exists, to be introduced in the 2018 official Statistics Programme	<i>22 indicators are monitored in Montenegro's official statistics</i>	2018	<i>DYS, MoEd, MONSTAT</i>	
	1.3 Define the methodology for monitoring the 16 indicators for which such methodology is now missing	<i>Methodology defined</i>	2017	<i>DYS, MoEd, MONSTAT</i>	
	1.4 Propose to MONSTAT to introduce 16 new indicators in the Official Statistics Programme	<i>The plan and schedule for introducing 16 new indicators agreed</i>	2018	<i>DYS, MoEd, MONSTAT</i>	
	1.5 Set baselines for all 52 indicators	<i>Baseline defined</i>	2018	<i>DYS, MoEd, MONSTAT</i>	
	1.6 Tran all those involved in data collection	<i>All relevant actors trained</i>	2018	<i>DYS, MoEd, MONSTAT</i>	
	1.7 Draft the first report based on the monitoring of 52 indicators	<i>Report developed</i>	2020	<i>DYS, MoEd, MONSTAT</i>	
	1.8 Design a proposal for a comprehensive national survey into the position of Montenegrin youth in consultation with the civil society and international organisations	<i>Survey proposal drafted</i>	2017	<i>DYS, MoEd, MONSTAT</i>	
	1.9 Secure funding for a pilot survey	<i>Funds provided</i>	2017	<i>DYS, MoEd</i>	
	1.10 Propose to MONSTAT the integration of the surveys on the position of Montenegrin youth in the Official Statistics Programme		2020	<i>DYS, MoEd, MONSTAT</i>	

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