

# **Integrated UN Programme for Montenegro 2017–2021**

**UN Development Assistance Framework for  
Montenegro**

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# Acronyms and Abbreviations

AWP	Annual Work Plan
CBOs	Community-Based Organizations
CCA	Common Country Assessment
CSOs	Civil Society Organizations
DRR	Disaster Risk Reduction
EC	European Commission
EPA	Environment Protection Agency
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FDI	Foreign Direct Investments
GDP	Gross Domestic Product
GEF	Global Environment Facility
HACT	Harmonized Approach to Cash Transfers
HRBA	Human Rights-Based Approach
IAEA	International Atomic Energy Agency
ICT	Information and Communication Technologies
ILO	International Labour Organization
IOM	International Organization for Migration
JCT	Joint Communications Team
JWPs	Joint Work Plans
M&E	Monitoring & Evaluation
MDGs	Millennium Development Goals
MEG	Monitoring & Evaluation Group
NGO	Non-Governmental Organization
NSSD	National Strategy for Sustainable Development 2030
OMT	Operations Management Team
RG	Results Group
RBM	Results-Based Management
RH	Reproductive Health
SDGs	Sustainable Development Goals
SPR	Strategic Prioritization Retreat
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCO	UN Coordination Office
UNCT	United Nations Country Team
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDG	United Nations Development Group
UNECE	United Nations Economic Commission for Europe
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organisation
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office for Project Services
WHO	World Health Organization

# Declaration of Commitment

The United Nations in Montenegro is committed to working together with the Government of Montenegro and with the people of Montenegro, to make a lasting contribution to national human rights and development priorities and to improve the living conditions of all the people living in the country, especially the most vulnerable and disadvantaged. Building on the results achieved under the Integrated United Nations Programme for Montenegro 2010–2016, the Government of Montenegro and the UN System will pursue the achievement of national development priorities, the Sustainable Development Goals framed by the 2030 Agenda for Sustainable Development, as well as commitments of the Government of Montenegro in line with UN global summits, international human rights obligations and the reform agenda linked to the EU accession process.

The Integrated UN Programme, also referred to as the United Nations Development Assistance Framework, is a medium-term strategic planning document that articulates the collective vision and response of the UN System to national development priorities and activities to be implemented in partnership with the Government of Montenegro and in close cooperation with international and national partners and civil society until 2021.

The planned results focus on four strategic areas that respond to Montenegro's development and human rights challenges and make use of the United Nations' comparative advantages. These were identified through an intensive consultation process with the national authorities in Montenegro, with other implementing partners and people living in the country:

- Democratic Governance
- Environmental Sustainability
- Social Inclusion
- Economic Governance.

The focus areas and their constituent expected results serve as a mutual accountability framework between the United Nations and the Government of Montenegro. They are expected to provide the people of Montenegro with a fuller range of choices and opportunities and to promote their human development and freedoms.

Government of Montenegro

United Nations Country Team

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Igor LUKŠIĆ

Deputy Prime Minister and  
Minister of Foreign Affairs and European Integration  
Co-chair of the Joint Country Steering Committee (JCSC)

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Fiona McCLUNEY

United Nations Resident Coordinator  
Co-chair of the Joint Country Steering Committee (JCSC)

## Signatures

By signing hereunder, the members of the United Nations Country Team endorse this Integrated UN Programme (2017–2021) and underscore their joint commitment to its results areas, strategies, and expected outcomes:

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UNDP, Resident Representative

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# Executive Summary

1. The United Nations Development Assistance Framework (UNDAF) contains the strategic programme planning framework for collaboration between the UN System and Government of Montenegro for the period 2017–2021. It is closely aligned with national human rights and development priorities and is based on extensive consultations with the Government of Montenegro across all sectors, with local government, national institutions and partners, and with civil society. The UNDAF frames the work of the following resident and regionally based United Nations Organisations: UNICEF, UNDP, UNHCR, WHO, ILO, IAEA, UNIDO, UNECE, UNESCO, UNEP, UN Women, UNOPS, FAO, UNODC and UNCTAD.
2. The new UNDAF for Montenegro 2017–2021 is intended to take full advantage of the combined knowledge and resources of the UN System organizations working under the “Delivering as One” modality as of 2010, and sustaining the results of the current Integrated UN Programme 2010–2016. Furthermore, the UNDAF is aligned with the 2030 Agenda on Sustainable Development and the Sustainable Development Goals. It is also particularly framed by the EU accession reform agenda systematically pursued by the Government of Montenegro.
3. The national context for UN development support is evolving fast as the UN is entering the second decade of its programmatic presence and is building on the results achieved under the first Integrated UN Programme: as a middle-income country with a growing economy Montenegro is committed to sustaining the momentum of reforms in step with the EU accession agenda, which will also frame the UN’s programme. As other – bilateral – development partners have withdrawn or are due to phase out their cooperation, the UN is well-placed as a strategic partner to assist the Government and people of Montenegro in selected areas that match the UN’s particular mandates, competencies and operational capacities with a continued shift towards more policy-oriented and institutional capacity-building modalities of cooperation.
4. The UN will ground its partnership in support for the implementation and monitoring of the existing relevant strategies and policies and through the use of research, analysis, data (including age- and gender-sensitive analyses and sex-disaggregated data), innovation, capacity development, programmatic presence and behaviour-change communication. It will support the Government and civil society in developing and implementing the National Strategy for Sustainable Development based on nationalizing the global Sustainable Development Goals Agenda, and other sub-sector strategies.
5. In order to involve non-experts and citizens in the process of designing the new UNDAF and to make it as forward-looking as possible, the UN team in Montenegro has used a foresight approach. The UN has organized workshops with different groups of people including young people and experts from academia, NGOs representing vulnerable groups, workers’, employers’ and students’ associations using foresight tools for involving them in the discussions on the priority areas of the UNDAF. The UN has also launched an online platform for engaging citizens in thinking of the preferred and likely futures of Montenegro and its possible human rights and development directions. All these inputs have contributed to development of the UNDAF.
6. The UNDAF will be based on a human rights-based approach (HRBA), and will affect the UN Secretary-General’s *Rights Up Front* action plan, which sets out the responsibility of all UN

Country Teams (UNCTs) to address key human rights concerns in the CCA/UNDAF process. The joint management and coordination structure outlined below will ensure that recommendations following from reviews<sup>1</sup> of human rights issues in Montenegro are systematically followed up and integrated into the capacity-development and normative activities implemented under each of the result areas.

7. The consultative, participatory and priority-setting process has resulted in the selection of four major result areas, each with a strategic Outcome. Each of these Outcomes corresponds to key national development and human rights priorities. They are also aimed at making the best use of the comparative advantage of the UN organizations and at offering opportunities to build on synergies and complementarities between their respective mandates, operational capacities and competency areas.
8. To this end, the UNDAF sets out a set of envisaged results that have been agreed between the Government and the United Nations System in core areas of cooperation to enable realization of the country's human development potential. It provides a jointly agreed plan to support the development agenda of Montenegro in the following key result areas:
  - Democratic Governance
  - Environmental Sustainability
  - Social Inclusion
  - Economic Governance.

While these key areas combine a common results focus with the potential for harnessing the synergies and for mutually reinforcing the competencies and capacities of the UN agencies involved, it is important to note the cross-sectoral linkages between the issues addressed under each area. This is ensured partly by systematic application of the fundamental UN programming principles: a human rights-based approach (HRBA), gender equality and women's empowerment (GEWE), and environmental sustainability as cross-cutting issues, and generally by a strong focus on poverty alleviation with particular attention to the most vulnerable and disadvantaged groups.

9. The UNDAF will be implemented based on the *Delivering as One* principles and relevant Standard Operating Procedures (SOPs) of the United Nations Development Group (UNDG). A joint results focus among all the participating organizations within each results area, and mutual accountability for results between UN organizations and national partners will be ensured through the joint Government/UN Results Groups. These joint working groups will be in charge of joint work planning, implementation support, monitoring and reporting. The programme as a whole will be overseen and directed by a Joint Country Steering Committee composed of senior Government of Montenegro and UN representatives.
10. *Delivering as One* will also be supported through a Joint Communications Team with UN organizations collaborating on common public awareness-raising and advocacy activities. More

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<sup>1</sup> Such recent reviews include the second Universal Periodic Review (2013), the reviews by the Committee on Economic, Social and Cultural Rights (2014), the Human Rights Committee (2014), the Committee on the Elimination of Racial Discrimination (2014) and the Committee on Enforced Disappearances (2015). Montenegro was also recently visited by the Special Rapporteur on the promotion and protection of the right to freedom of opinion and expression (2013) and the Working Group on Enforced or Involuntary Disappearances (2014).



effective and efficient business operations will be ensured through a joint Operations Management Team, while the resources of the programme will be managed through a common budgetary framework with joint resource mobilization.

11. The Results Framework, together with the integrated budgetary framework, is the cornerstone of the UNDAF 2017–2021. The total volume of financial resources over the five-year cycle of the programme is estimated at around US\$55.6 million, comprised of both core and non-core resources of individual signatory organizations of the UNDAF and resources mobilized jointly. The budgets of all the programmes, sub-programmes or activities of the Participating UN Organizations that contribute to a particular Outcome are grouped together to give a total budget for each Outcome and per each UN Organization (a detailed overview is presented in Annex B).

# 1 Introduction



<b>MONTENEGRO Basic socio-economic data</b>	
Geographical Area	13,812 km <sup>2</sup>
Population	621,810 (July 2014, Monstat estimate)
Ethnic Groups	Montenegrin 45%, Serbian 28.7%, Bosniak 8.6%, Albanian 4.9%, Muslim 3.3%, Other/non-specified 9.4%
Religions	Eastern Orthodox: 72.1%; Muslim: 19.1%; Catholic: 3.4%
Population Growth Rate	+2.4 ‰ (July 2014, Monstat estimate)
Life Expectancy at Birth	76.4 years, male: 73.9 years, female: 78.9 years
Age Distribution	0–14: 18.5%, 15–64: 67.9%; 65+: 13.5% (July 2014, Monstat estimate)
Infant Mortality Rates	4.9/1000; under five: 5.7/1000
GDP (2014)	€3.5 billion
GDP per capita (2014)	€5,561
HDI (2015) score and rank	0.802, rank 49
Mean years of schooling	10.5
Doctors per 1000 population	2.05 (2014, IPH Statistical Yearbook)
Youth (15–24) unemployment rate	35.8% (2014, Monstat)

## 1.1 Socio-economic development situation in Montenegro

1. Since regaining independence in 2006 and becoming an official EU candidate country in 2012, Montenegro has undergone significant systemic reforms, mostly aligned with the EU accession process. In the first years after 2006, the economy had relatively high annual growth rates, despite some serious setbacks in the years following the international financial crisis (2008), which led to a contraction of the economy in 2009 and 2012. A return to robust growth has been evident since 2013, while the annual real growth rate for the period 2015–2018 is projected at around 3.8%. In 2014, GDP was slightly below €3.5 billion, corresponding to a real GDP growth rate of 1.8%. Foreign Direct Investments (FDIs) are picking up as well, particularly in the tourism and construction sectors.
2. EU accession is progressing under the Stabilization and Association Agreement signed between the EU and Montenegro in 2010. The National Programme of Accession to the European Union for the period 2014–2018 provides the strategic framework for alignment with the EU *Acquis* and for strengthening of the administrative capacity. Formal negotiations have been opened in 2012, with 22 out of 33 chapters opened by December 2015, and with two of them provisionally closed. Negotiations on Chapters 23 (judiciary and fundamental rights) and 24 (justice, freedom and security) are considered the backbone of the negotiations process, and the 84 benchmarks established by the EU serve as a focus of further reforms in these areas.
3. On the other side, Montenegro has committed itself to meet the MDGs, integrated into national policy documents, but has found it challenging to fully achieve all of them by the end of 2015 due to difficult economic conditions. The country is largely on track to meet the nationalized MDG targets for 2015. Based on the latest government monitoring report from October 2015 on MDG 1 – Poverty Reduction, there has been noticeable progress, but the targeted goal will not be achieved, and goals on MDG 3 – Gender Equality and MDG 7 – Environmental Sustainability, also will not be achieved. Conversely, Montenegro is on the right path to achieving MDGs 2, 4 and 5 with significant improvements made with regard to infant mortality rates and maternal health (MDGs 4 and 5), and with increased enrolment rates in preschool and primary school (MDG 2). As regards MDG 6, there has been a deterioration in the indicators within this goal (combating HIV/AIDS, tuberculosis and non-communicable diseases) but one should bear in mind the sensitivity of the indicators to small changes in absolute terms, which is the reason for the deviation from the previous expectation in achieving the nationalized MDG 6 goals.
4. In terms of Human Development, Montenegro scores 0.802 on the UNDP's Human Development Index for 2015 (HDI), corresponding to a ranking of 49 (out of 187 countries), up two places from the previous year, which puts Montenegro within the Very High Human Development category and favourably ranked compared to other current EU candidate countries. In the inequality-adjusted HDI, Montenegro's score drops to 0.728, which is a better-than-average score for the category of Very High Human Development countries.

## 1.2 Main Achievements of the UNDAF 2010–2016: Findings and Recommendations

5. In preparing the new UNDAF it has been important to take account of lessons learnt about what has worked well and what has worked less well, results achieved, and the relevance and

sustainability of the UN Country Team’s activities implemented under the UNDAF 2010–2016. In responding to emerging new development and human rights priorities and adjusting to the evolving socio-economic and political context, it is important to build on and sustain results that address the major continuing challenges on the national reform agenda.

6. An independent Final Evaluation of the current UNDAF<sup>2</sup> was carried out in the beginning of the preparation process for the new UNDAF. The report generally confirms that the current UNDAF is on track to achieve the defined strategic outcomes, and reaffirms the relevance and effectiveness of the UN programmes to national development needs and priorities. It notes that the Integrated UN Programme 2010–2016 has a strong human rights focus, attempting to link the operational and capacity-building support with the normative agenda in addressing human rights issues in Montenegro. However, it also notes that human rights issues are more addressed at the level of individual UN organizations, rather than being the focus of coordination and collaboration among organizations in the sectoral working groups. The report emphasized that activities could be more systematically linked to follow-up regarding recommendations emerging from treaty bodies and UN human rights mechanisms.
7. The evaluation also found that the Integrated UN Programme 2010–2016 was aligned with national priorities and strategies, while being nimble enough to adjust and respond quickly to emerging needs.
8. The UN Country Team benefited from the *Delivering as One* (DaO) approach, in particular through a common focus on defined Outcomes, although the thematic area joint working groups functioned more in formalizing joint planning and reporting, rather than in identifying problems and devising solutions through the implementation phase. The DaO had manifested itself through operational efficiencies and common services, and in communicating as one in joint advocacy and public awareness-raising activities.
9. The UNDAF has provided a common programme framework that has brought value to the actions of individual UN organizations through synergies and complementarities with those of other agencies and has also provided entry-points for UN organizations without a permanent representation in the country. However, there was an issue of strategic focus versus inclusiveness, and not all the activities of all UN agencies, however relevant in themselves, need to be included in the UNDAF results framework, as this could diminish the focus and priority given to the major outcomes selected.
10. Among the key recommendations in the evaluation report that are taken on board and reflected in the formulation of the UNDAF 2017–2021 are:
  - More targeted support in the development of the National Strategy on Sustainable Development (NSSD) and its subsequent implementation and monitoring, as well as in the implementation of the 2030 Agenda on Sustainable Development.
  - Close support for the EU accession process;

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<sup>2</sup> Evaluation of the Integrated UN Programme/UN Development Assistance Framework in Montenegro 2010–2016, April 2015.

- Enhanced inter-ministerial coordination on issues that cut across sectors and require collaboration between multiple actors;
- Focus on truly strategic outcomes and selection of a limited number of strategic indicators that will allow effective monitoring of progress, combined with the identification of indicators for key outputs when preparing the annual work plans.

### 1.3 UN Comparative Advantage

11. The comparative strength of the UN system is derived first and foremost from its well-established strategic position as a close and trusted neutral partner to the Government and national partners in Montenegro. The ability of the UN to work with a broad range of partners beyond the central government, and to include local governments and civil society, to engage citizens and non-citizens, is a further strength, which allows the UN to combine its normative mandate with respect to the promotion and protection of human rights with its operational, expert assistance and capacity-building activities, while ensuring that its programmes are nationally owned and directed.
12. The UN system has been a close partner of the Government in the process of meeting the MDGs, from nationalizing the MDGs to developing a framework of targets and indicators, and in supporting regular monitoring reports, while at the same time aligning its development assistance activities to address important gaps. Thus, the time remaining from the previous period will represent a transition or bridge between the MDGs, including supporting the Government in addressing unmet goals and the new Sustainable Development Goals (SDGs). The new UNDAF will build on this comparative advantage and continue to frame UN support for national efforts under the new SDGs. To this end, the results framework of the UNDAF is clearly defined by the overarching SDGs, and its indicator framework, goals and targets will be aligned with the forthcoming SDG indicators and integrated with the monitoring and evaluation plan.
13. As UN organizations are coming together under a common programme framework to capitalize on complementary competencies and the capacities of individual organizations, the UN system also exercises an important function in bringing government ministries and national partners together in tackling complex issues which require a comprehensive, cross-sectoral approach. This is particularly relevant in Montenegro, which has a weak capacity for inter-ministerial coordination, and it is essential for the coordination of UN programmes with the EU accession process, which also requires coordination of reform efforts across sectors and government departments.
14. Over the years the UN in Montenegro has concentrated its programmes in the following main areas: poverty alleviation and social inclusion, employment promotion, including SME development, economic governance, human rights protection and promotion, health, environmental sustainability, democratic governance, with particular attention given to children and young people, socially disadvantaged or marginalized groups, and to gender-specific dimensions. The UN's comparative advantage in these areas is validated by the independent evaluation of the current UNDAF, and the new UNDAF retains largely the same sectoral focus grouped around results/sectoral substantive areas of comparative strength.

15. The UN's programming process, as outlined below, is based on extensive and broad-ranging consultations with government and civil society; on a comprehensive country analysis and aimed at a close alignment with national development priorities and national strategic plans, such as the 2030 National Strategy for Sustainable Development and the global 2030 Agenda on Sustainable Development. These processes are supported by the UN through analytical studies and data collection. In Montenegro, the UN has played a critical role in enhancing the collection and analysis of relevant data, surveys and analytical reports<sup>3</sup> and has taken innovative initiatives for building national capacity in this regard, which is critical for evidence-based planning, policy development and monitoring and evaluation, together with supporting the preparation of surveys and analytical reports.
16. A particular feature of the UN programmes in Montenegro is the clear focus on the most vulnerable social groups and marginalized communities, ensuring at the design stage that they are involved in the development process and their rights are respected. This also contributes to a broader national ownership of and commitment to the UN's programmes. In addition to adopting a human rights-based approach as a mainstreaming programming principle, the UN in Montenegro is applying a gender-based approach to ensure that the human rights and particular needs of women and girls are taken into account when designing interventions and programmes, combined with programmes specifically addressing issues of gender equality and women's empowerment.
17. Taking into consideration Montenegro's historical, cultural, societal and linguistic connections with the other countries of the Western Balkans, and with the larger Central and South-Eastern European region, the EU accession process provides a common context of past, current and future reform challenges. The UN with its network of country, sub-regional and regional offices throughout the region is well placed to facilitate greater impact and efficient use of resources through global, regional, East–East triangular experience sharing and transfers of knowledge and know-how. In this way the UN in Montenegro can play an active role in championing regional dialogue on implementation of the SDGs, where this type of collaboration and replication of good practices could facilitate the mainstreaming of the 2030 Agenda on Sustainable Development into national policies and action plans.

#### 1.4 Methodology for the Formulation of the UNDAF 2017–2021

18. The UN in Montenegro has also been innovative in various ways, for example in developing mechanisms for accountability, social innovation, and engaging people in decision making as well as tailoring public administration to the needs of citizens. The new UNDAF for Montenegro has been based on and has benefited from a series of preparatory steps and exercises. Firstly, in 2013–2014, the UN Country Team supported extensive consultations involving more than 12,000 citizens in defining development and human rights priorities for “The Montenegro I Want”<sup>4</sup>. The

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<sup>3</sup> Comprehensively listed and available at the UN in Montenegro website.

<sup>4</sup>The Montenegro I Want, Report on Post-2015 National Consultations in Montenegro, March 2015, available on the UN in Montenegro website.

consultations process combined face-to-face meetings with an on-line communications platform to canvass ideas and opinions from civil society on a vision for the future development priorities in Montenegro. In parallel with the civil society consultation process, UN agencies have supported the Government of Montenegro in engaging in the global Post-2015 Consultations, through a number of research studies and surveys, including UNICEF's Multiple Indicator Cluster Survey.<sup>5</sup>

19. The Government of Montenegro, paired with Slovenia, and with UN support, actively participated in a 30-member Open Working Group (OWG) of the UN General Assembly as well as in international consultations on the post-2015 development agenda. A number of topics advocated by Montenegro were included in the indicator framework of targets and measures, notably as regards the link between health and environmental factors; healthy eco-systems and nature-based ecosystem services; modalities for creating a green economy and incentive mechanisms for an inclusive economy. The UN's support for the Post-2015 Consultations has been in parallel with support for the revision of the National Strategy for Sustainable Development (NSSD), aimed at bringing the National Strategy in line with the 2030 Agenda on Sustainable Development and incorporating its metrics and indicators into the national policy framework.<sup>6</sup> The following priority areas will be included in the revised NSSD: (i) introducing a green economy; (ii) preservation and valorisation of natural capital; (iii) inclusive growth; (iv) knowledge-based development; (v) management for sustainable development; and (vi) balanced regional development.
20. The process of drafting the National Strategy for Sustainable Development to 2030 (NSSD) is particularly relevant for the new UNDAF, as it will establish a strategic national, legal and institutional framework for sustainable development that will enable the integration and implementation of global sustainable development policies with particular emphasis on the 2030 Agenda on Sustainable Development. These policies will be transformed into a concrete action plan for applying principles of sustainable development throughout government programmes and policies. While the revised NSSD is expected to be approved after finalization of the present document<sup>7</sup>, the fact that the UN Country Team is closely supporting the process of preparation of the NSSD and that the Government of Montenegro is a partner in the UNDAF formulation will ensure that both documents will ultimately have indicators linked to the SDG indicator framework. The UNDAF 2017–2021 has already anticipated priorities articulated in the NSSD through the formulation of its strategic outcomes, and in the selection of key outcome indicators.
21. Following the evaluation of the current UNDAF referenced above, the UN Country Team has undertaken a Common Country Assessment<sup>8</sup> which examines the main development challenges in the areas relevant to the UN's work: democratic governance; poverty and social inclusion; gender equality; the environment; education and health. Within each sector or results area, the report reviews the main legislative and institutional reforms and government initiatives of recent years, the continuing challenges and gaps together with an assessment of the results of past and

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<sup>5</sup>2013 Montenegro Multiple Indicator Cluster Survey – Final Report, September 2014. Available at: <https://app.box.com/s/zq4l86xhf53ck6gp2rftbr3cj3jazgdj>.

<sup>6</sup>The Government of Montenegro, National Council for Sustainable Development and Climate Change, *Report of the 26th session of the Council for Sustainable Development and Climate Change*, June 2014. Available at: <http://bit.ly/1LwdFZl>.

<sup>7</sup>Adoption of the revised NSSD expected in the second quarter of 2016.

<sup>8</sup> Montenegro Country Analysis, September 2015, available on the UN in Montenegro website.

current collaboration with the UN. Each chapter contains a concluding set of forward-looking recommendations for the UN's work in the UNDAF cycle.

22. Taken together, these exercises and steps provided the background and a solid analytical base for the Strategic Prioritization Retreat (SPR), which determined the main priorities for the UN's work and major areas where the United Nations System could meaningfully contribute during the period 2017–2021. The SPR, organized under the auspices of the Joint Country Steering Committee, convened in October 2015, involving almost one hundred participants (including several ministers, senior government officials, representatives of parliament, the judiciary and independent institutions, heads and senior staff of UN organizations, both resident and regionally based). Through a combination of presentations, innovative group exercises and plenary discussions, the SPR defined the main structure and content of the UNDAF 2017–2021.
23. The Strategic Planning Retreat also clarified and agreed on the management and coordination structure, which with some adjustments builds on the structure that exists under the UNDAF 2010–2016, as well as the main elements of the monitoring and evaluation plan, as outlined below.
24. The main output of the SPR has been the formulation, validation and consensus among the participants of the Outcome statements as the backbone of the results matrix of the new UNDAF. Four newly constituted joint UN/Government Results Groups developed the accompanying indicator framework, risks and assumptions, partnerships and the resource table through individual workshops for each Results Group in November 2015 and in the discussions that followed.
25. In order to determine how the UN could best leverage its strengths and capacities in these areas of future programming, the UN Country Team engaged national stakeholders, including non-experts and citizens in a two-part visioning exercise involving them in the process of designing the new UNDAF. Different sets of issues and priorities about futures up to 2021 and 2030 that were identified in the workshops were relayed to senior decision makers in the strategic planning meeting and captured in planning documents. This was one of the biggest benefits of using foresight in the UNDAF design. Foresight and backcasting methods were used during strategic planning meetings with representatives of national institutions, such as the Government, Parliament and Ombudsperson. This process enabled participants to generate a more faceted view of the preferred and likely futures of Montenegro, and its possible development and human rights directions were distilled out.
26. The UN also launched an online platform for engaging citizens in thinking of the preferred and likely futures of Montenegro and its possible human rights and development directions. These inputs also contributed to the development of foresight exercises and to discussions in the SPR. Overall, the collaborative foresight methods were invaluable; they brought citizens' and civil society voices into policy processes in an innovative and engaging way. Foresight was a successful tool for getting people to talk to others across results areas and to identify linkages between areas of change.
27. The consultative and priority-setting process has resulted in the selection of four major results areas, each with a strategic Outcome. Each of these Outcomes corresponds to key national development and human rights priorities. They are also aimed at making the best use of the



comparative advantage of the UN system and at offering opportunities to build on synergies and complementarities between their respective mandates, operational capacities and competency areas.

28. To this end, the UNDAF 2017–2021 provides a set of envisaged results that has been agreed between the Government and the United Nations System in core areas of cooperation to enable the realization of the country’s human development potential in the selected key results areas of: Democratic Governance; Environmental Sustainability; Social Inclusion; and Economic Governance.
29. In all four results areas, the core principles of human rights, gender equality and the development of national capacity will be upheld and incorporated throughout the implementation of the Programme. The UNDAF prioritizes the application of socially inclusive strategies throughout programme implementation. The UN’s role in advocating for the national application of international norms, standards and actions on human rights and global issues imply a shift towards intensified efforts in policy advisory services.
30. The UN will take a systemic approach to further assessing and addressing the capacity needs and identifying common entry points for a joint UN approach to capacity development in the country. This approach will focus not only on individual/human resource needs, but also on the level of capacity at the institutional level and in the overall enabling environment, hence yielding more lasting benefits for the country.
31. The Results Framework, together with the integrated budgetary framework, is the cornerstone of the UNDAF 2017–2021. The total volume of financial resources over the five-year cycle of the programme is estimated at US\$55.6 million, comprised of both core and non-core resources of individual signatory organizations of the UNDAF and resources mobilized jointly.

## 1.5 Legal basis for the Montenegro UNDAF 2017–2021

Wherein the Government of Montenegro (hereinafter referred to as “the Government”) has entered into the following:

a) With United Nations Development Programme (hereinafter referred to as UNDP) a basic agreement to regulate the UNDP’s assistance to the country (Standard Basic Assistance Agreement (SBAA)), which was signed by both parties on 15 December 2006. Based on Article I, paragraph 2 of the SBAA, the UNDP’s assistance to the Government shall be made available to the Government and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UNDP organs, and subject to the availability of the necessary funds to the UNDP. In particular, decision 2005/1 of 28 January 2005 of the UNDP’s Executive Board approved the new Financial Regulations and Rules and, along with them, the new definitions of ‘execution’ and ‘implementation’ enabling the UNDP to fully implement the new Common Country Programming Procedures resulting from the UNDG’s simplification and harmonization initiative. In light of this decision, this UNDAF together, with the work plan (which shall form part of this UNDAF, and is incorporated herein by reference) concluded hereunder, constitute together the project document as referred to in the SBAA.

b) With the United Nations Children’s Fund (UNICEF), a Basic Cooperation Agreement (BCA)

concluded between the Government of Montenegro and UNICEF on 15 December 2006.

c) With the Office of the United Nations High Commissioner for Refugees (UNHCR), an Agreement between the Office of the United Nations High Commissioner for Refugees and the Government of Montenegro on 15 December 2006.

d) With the World Health Organization (WHO), a Basic Agreement concerning assistance from the World Health Organization, which was signed by the Government and the WHO on 14 February 2007.

e) With the International Labour Organization (ILO), a Memorandum of Understanding between the Government and the Social Partners of Montenegro on the Decent Work Country Programme for 2015–2017, which was signed on 8 April 2015.

f) With the United Nations Industrial Development Organization (UNIDO), the Basic Cooperation Agreement (BCA) concluded between the Government of Montenegro and UNIDO on 25 October 2010.

g) With the Food and Agriculture Organization of the United Nations (FAO), a Country Programming Framework (CPF) for the period 2015–2019 concluded between the Government of Montenegro and the FAO on 21 April 2015.

h) With the International Atomic Energy Agency (IAEA), the Revised Supplementary Agreement Concerning the Provision of Technical Assistance by the IAEA (RSA) concluded on 30 October 2006.

i) With the United Nations Economic Commission for Europe (UNECE), Terms of Reference and Rules of Procedure of the Economic Commission for Europe (fifth revised edition, E/ECE/778/Rev.5) from 2009.

j) For all other UN agencies, Assistance to the Government shall be made available and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UN System agency's governing structures.

The UNDAF will, in respect of each of the United Nations system agencies signing, be read, interpreted and implemented in accordance with and in a manner that is consistent with the basic agreement between the relevant United Nations system agency and the Host Government.

## 2 Montenegro UNDAF 2017–2021: Priority Areas and Strategic Outcomes

### 2.1 Democratic Governance

#### Strategic Outcome

***By 2021, people-centred, accountable, transparent and effective judiciary, Parliament, public administration and independent institutions ensure security, equal access to justice and quality services to all people.***

#### 2.1.1 Main continuing challenges in Democratic Governance

32. The outcome statement builds on and continues achievements under the current UNDAF's results area of governance, where the UN Country Team has supported Montenegro in various aspects of public administration reform, including decentralization, aspects of accountability and transparency and increased participation of citizens in decision making at the central and local levels. UN organizations have also supported judicial sector reforms and strengthening of the judiciary, including aspects of juvenile justice and the treatment of children in the mainstream justice system. Another major focus area for the UN has been the legal, regulatory and institutional framework for protecting and promoting human rights with particular attention given to vulnerable and disadvantaged groups, including people with disabilities, minorities and refugees.
33. UN organizations have supported on-going government public administration reform programmes that are being accelerated in step with the EU accession process, notably the 2011–2016 Public Administration Reform Strategy, currently being formulated for the 2016–2020 period and the 2015–2017 Economic Reform Programme. Particular continuing challenges noted in EU progress reports, are in implementation capacity and efficiency in the service delivery of existing laws and regulations in both central and local governments, issues of transparency and accountability, and corruption.
34. As regards the opportunities and practice of active participation of civil society in decision-making processes at both the local and central levels, this remains a continuing challenge where Montenegro has only medium-ranking scores in the various indices of international organizations and observers<sup>9</sup>. Recurrent issues highlighted in these reports refer to a low capacity of central and local governments in service delivery, legal uncertainties, politicization of the administration and the political culture overall.

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<sup>9</sup>See for example Freedom House's 2014 data and analysis, Montenegro scores 3.86 on the Democracy scale (1 = best and 7 = worst), and the country is considered a Semi-Consolidated Democracy. Freedom House ranks civil society in Montenegro at 2.75, and this score has not improved over six years. The Economist Intelligence Unit's Democracy Index for 2014 ranks Montenegro 77<sup>th</sup> out of 167 countries. However, improvements in other countries have pushed Montenegro down from the "flawed democracy" category to the "hybrid regime" category. The country's overall score (out of 10) declined from 6.15 in 2011 to 5.94 in 2014.

35. The Government of Montenegro is taking steps to address these challenges: notably the Law on Local Self-Governments sets forth a number of mechanisms and modalities for direct citizen-participation and consultative processes with civil society, while Montenegro has been a part of the voluntary international Open Government Partnership (OGP) initiative since 2011. It aims to ensure commitments of governments to promote transparency, citizen participation and the fight against corruption. While the first OGP Action Plan was not vigorously implemented, new steps are being taken to implement the second plan. Measures taken to expand e-governance portals and overcome a digital gap among citizens by providing access to the internet have also been taken, and Montenegro's position in international indices has considerably advanced in recent years. The UN has a particular proven track record and experience in facilitating citizens' participation in the information society and in supporting e-governance initiatives, as an important tool in deepening and widening democratic governance.
36. In contrast to its ranking on citizens' participation, Montenegro ranks highest among countries in the Balkans and in 40<sup>th</sup> place globally with regard to civil liberties, indicating that individual freedoms, minority, religious and political rights are broadly respected. The reporting on the implementation of the 2005 Convention on Protection and Promotion of the Diversity of Cultural Expressions was one of the prerequisites of temporary closure of EU negotiation Chapter 25 on Culture and Education, which has been provisionally closed.
37. With regard to human rights protection and the rule of law, the Government of Montenegro has also embarked on a series of reforms, partly linked to bringing the law and practice in line with the Copenhagen Criteria as an important part of the *Acquis* for EU accession. A new Judicial Reform Strategy for 2014–2018 was launched in 2014 together with new appointments to key positions in the judiciary. As a result, there is evidence of increased efficiency in the judiciary, with a reduction in the backlog of pending cases. As evidenced in EU progress reports, the legal and institutional framework for protection of human rights and fundamental freedoms is generally in place, in line with international standards, and the main body of international human rights conventions has been embedded in national legislation. One of the areas where there is a need for further alignment of national legislation with international standards concerns issues related to asylum and statelessness. A National Plan for systematic implementation of recommendations on human rights emanating from United Nations mechanisms is scheduled for 2016.
38. While Montenegro has adopted a National Action Plan for Gender Equality, based on the principles and recommendations of the Beijing Declaration and Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), progress remains slow, and Montenegro faces particular challenges to overcome decades of historically and culturally determined barriers to gender equality, women's empowerment and equal rights and opportunities. With regard to women's participation and representation in the political processes at both the national and local levels, Montenegro ranks lowest in the region, even compared to countries with similar historical and socio-political backgrounds: only four out of 17 ministers in the Government and 24% of parliamentarians are women. Women's participation in the formal labour market is also low and tends to be at lower levels of employment with large wage differentials. In addition to supporting all elements of the National Action Plan for Gender Equality and for bringing national legislation in line with international and EU standards, gender equality and women's

empowerment (GEWE) is a cross-cutting issue for the UN to mainstream across all programme activities and in advocacy and public awareness-raising activities.

39. In previous years considerable progress has been made and strong political commitment has been achieved in the reform of the country's juvenile justice system. Despite obvious and tangible progress achieved in this area, the Government of Montenegro has recognized that the reform focus should be expanded towards broader access for children to justice issues, which will ensure full protection of the rights of all children who participate in the overall, mainstream criminal, civil and administrative justice processes.
40. Further interventions relating to Child Access to Justice should be aimed at achieving equitable access to justice for all children as an integrated component of Montenegro's rule-of-law agenda. Opportunities for intervention include: promoting a shift in social norms to support equitable access to justice for children; improving child rights-related data collection and management within the Judicial Information System; further strengthening legal frameworks; ensuring the widespread application of child-friendly procedures in the judiciary; improving access to child-friendly and free legal aid; continuous specialization of professionals; capacity building of Professional Support Services and the Ombudsperson.
41. The strategic objective focuses the efforts of UN agencies in particular on issues of participation in decision making at all levels, supporting Parliament and local assemblies, independent institutions; human rights protection and promotion; access to justice and judicial sector reform; and to issues of transparency and accountability. These are key elements in a well-functioning democratic society that involve all citizens. At the same time, there is a particular focus on governance issues pertaining to particular target groups who face particular challenges in terms of human rights protection, participation and access to justice. This may include marginalized or isolated communities, ethnic minorities, and non-citizen groups such as refugees and migrant workers, children and young people, the elderly and people with disabilities. As noted elsewhere, women and girls have particular rights and needs in terms of basic social services, and face particular challenges, both in regard to political participation and representation and in their participation in labour market. Thus, it is important to apply a gender-based approach across all planned activities combined with specific interventions aimed at ensuring gender equality and women's empowerment.
42. While this strategic objective groups together activities focussing on the particular governance issues, governance is a cross-cutting dimension of all Results Groups: the human rights of rights-holders and obligations of duty-bearers and access to justice are particularly relevant to the activities implemented under the Social Inclusion Results Group, the impact of environmental policies and programmes concerning local communities and particular target groups who need to be involved in planning and implementation. This provides opportunities and requires cross-sectoral programme linkages across and between the Results Groups.

### 2.1.2 Outline of main areas of work

#### **Sustainable Development Goals**

- SDG 5: Achieve gender equality and empower all women and girls.

- SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.
- SDG 17: Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development.

#### **National Priorities**

- Public Administration Reform, including decentralization
- Judicial Sector Reform, including Equitable Access to Justice for Children
- Strengthening policies and institutions for human rights promotion and protection
- Accelerated EU accession process, particularly closing Chapters 23 and 24
- Expansion of e-government and facilitating citizen's participation in the information society

#### **National Strategic Documents**

- National Strategy for Sustainable Development to 2030
- Strategy for Public Administration reform and corresponding Action Plan
- Strategy for Reform of Judiciary 2014–2018 and Action Plan
- Action plans on Chapters 23 and 24 for EU accession
- Strategy for Information Society Development to 2020
- ICT Strategy for Judiciary
- National Report on the Human Rights Situation within the Universal Periodic Review
- Economic Reform Programme 2015–2017
- Montenegro Development Directions 2015–2018
- The Strategy for Durable Solutions of Issues regarding Refugees from the Former Yugoslavia in Montenegro, 2016–2017
- Extension of the Roma Strategy, currently covering 2012–2016

#### **UNDAF Outcome**

- By 2021, people-centred, accountable, transparent and effective judiciary, Parliament, public administration and independent institutions ensure security, equal access to justice and quality services to all people

#### **Main areas of work**

- Support to the development of the NSSD, to its implementation on a cross-sectoral basis and to its monitoring
- Supporting social innovation and citizen's participation as a standard feature of UN programmes
- Supporting human rights protection, monitoring and promotion through a multi-pronged approach involving all relevant stakeholders
- Expert advice and capacity development for Judicial Sector Reform including Equitable Access to Justice for Children
- Advisory services, capacity development and knowledge sharing for strengthening the role of Parliament and independent institutions
- Empowerment of women in political processes

- Integration and protection of refugees and building capacity for management of migration
- Implementation of Health 2020 Strategy

## 2.2 Environmental Sustainability

### Strategic Outcome

***By 2021, the people of Montenegro are benefiting from sustainable management of cultural and natural resources, combating climate change and disaster-risk reduction.***

#### 2.2.1 Main continuing challenges in ensuring Environmental Sustainability

43. The constitution defines Montenegro as a “civic, democratic and *ecological* state”, and there is a general perception in the population that the environment represents one of the most important assets for the future of the country, while there are concerns about the deterioration of the environment due to pollution and exploitation of natural resources.
44. Montenegro is a party to three Rio Conventions on climate change, desertification and biodiversity. Furthermore, Montenegro is a party to the following Environmental Conventions: Convention of Long-range Transboundary Air Pollution, Convention on Environmental Impact Assessment in a transboundary context, Convention on the Protection and Use of Transboundary Watercourses and International Lakes, Convention on the Transboundary Effects of Industrial Accidents and Convention on access to information, public participation in decision making and access to justice and in environmental matters. Montenegro’s performance in environmental protection has been mixed, as is revealed by its scores regarding MDG 7<sup>10</sup>: targets have been met or exceeded regarding the surface area of protected areas, afforestation and renewable energy production. Conversely, targets have not been met, and there are negative trends with regard to quality of surface water, greenhouse gas emissions, access to clean drinking water and sanitation, and energy consumption. Budgetary restraints have put pressure on necessary investments in environment and energy infrastructure, and on the maintenance of the existing infrastructure, while increased pressures are being created by uncontrolled construction.
45. At the same time, there is increased awareness of the need to ensure sustainable economic and social development through horizontal and cross-sectoral planning, and there are signs of increased political commitments to address these challenges with environmental concerns more regularly being integrated into national development strategies and plans. Moreover, among the main obligations for EU accession is meeting the minimum environmental and climate change adaptation and mitigation standards, which are also aligned with global standards and targets.

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<sup>10</sup>Ref: Environmental Protection Agency of Montenegro, *Indicator-based State of the Environment Report of Montenegro*, 2013. Available at: <http://bit.ly/1O8SKJl> and Montenegro Ministry of Sustainable Development and Tourism. *Report on Millennium Development Goals in Montenegro 2010–2013*, November 2013. Available at: <http://bit.ly/1Sn3yof>, page 64.

46. The objectives of ensuring a healthy environment and promoting environmental health are closely linked and intertwined, and issues of public health should be integrated into policies and programmes in the area of the environment and climate change, in line with the Europe 2030 policy framework, which is being integrated into Montenegro's national policies and strategies. In addition to supporting specific programmes and projects in the area of climate change mitigation and environmental sustainability, the UN undertakes assessments of the environmental impact of planned activities, especially with regard to what the needs and concerns are of target beneficiaries and vulnerable groups and how the planned activities may affect them. Such impact assessments, as part of the overall design of programmes, are a fundamental principle in UN programming.
47. According to the EU Report on Montenegro for 2015, the country still falls far short of meeting the requirements on environmental and climate change, although some progress has been achieved, for example in energy efficiency, in promoting "greening of the economy" and efforts to develop the potential of green jobs. The main challenges highlighted refer to implementation of the relevant legislation, to strategic planning related to final outcomes of the 2015 Paris Climate Change Conference, and to alignment of legislation with the *Acquis* and preservation of several nature reserves.
48. The overriding challenge is to strengthen capacity and develop the human resources of technicians, planners and administrators of relevant institutions at both the central and local community levels for effective policy development, planning, implementation and enforcement. The continuing decentralization process in Montenegro has delegated many responsibilities to local levels without ensuring that the concomitant trained staff and resources are available. Furthermore, responsibilities in these areas are fragmented across several ministries and institutions with a need for improvement in cross-sectoral cooperation and coordination, and sometimes competing priorities, for example between those responsible for economic development and private-sector investments and those responsible for environmental issues.
49. The Third UNECE Environmental Performance Review published in 2015 took stock of the progress made by Montenegro in the management of its environment since the country was reviewed for the second time in 2007. It assessed the implementation of the recommendation and covered issues related to legal and policy frameworks, the financing of environmental policies, greening the economy, climate change mitigation and adaptation, and integrating environmental concerns into selected sectors, in particular water and waste management.<sup>11</sup> The review made suggestions for strengthening efforts towards a comprehensive and systemic response to sustainable development challenges and will be used as a roadmap to tackle environmental challenges.
50. The Government of Montenegro in 2013 adopted a list of 57 environmental indicators to monitor trends in environmental change and drivers of change. Twenty-eight of these are based on the European Environment Agency's core set of environmental indicators. However, at present, data exists only for 36 of these indicators, and of these only 29 allow for calculation and projection of trends over longer time spans. There is a crucial need to improve the capacity for systematic data collection, and to link this to evidence-based policy making and planning. An integrated

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<sup>11</sup> [https://www.unece.org/fileadmin/DAM/env/epr/epr\\_studies/ECE\\_CEP\\_173.pdf](https://www.unece.org/fileadmin/DAM/env/epr/epr_studies/ECE_CEP_173.pdf).



environmental information system is being developed and will be managed by the Environmental Protection Agency (EPA). The capacity of this and other institutions must be strengthened and gaps in legislation filled regarding frequency and formats for reporting to the EPA by other institutions, together with the development of operational plans and procedures. This also pertains to reporting by Montenegro to the European Environment Agency, EUROSTAT and the UN Statistical Office, and in relation to the global conventions ratified by Montenegro. The UN has supported and will continue supporting Montenegro with building capacity for the collection and analysis of data as a basis for developing relevant evidence-based laws, regulations, strategies and mitigation measures. The data collected should also be used to monitor the effectiveness of adopted regulations, programmes and investments.

51. The agenda for EU accession, especially with regard to the implementation of global agreements on climate change and biodiversity protection will directly influence the negotiating position on a number of EU chapters, including those on energy, environment, agriculture and rural development, statistics, fisheries and transport.
52. Waste management, including collection, treatment, recycling, and recovery of waste for energy supply represent another complex challenge, as well as an opportunity for generating employment in a very labour-intensive sector. These issues need to be tackled through multi-stakeholder involvement, including through public-private partnerships and effective civil society/NGO participation in policy making and monitoring. A step in this direction has been made with the establishment of the National Council for Sustainable Development and Climate Change, which includes NGOs, social partners and researchers, among others.
53. Environmental degradation is not limited to “modern” sectors of urban construction, industrial enterprises and tourism, but is as much a factor in poor rural communities, as the livelihoods and basic needs of these populations – water, nutrition, housing, heating and sanitation – may lead to overexploitation of local natural resources through illegal/unregulated logging, poaching, fishing, construction and waste disposal.
54. The UN’s work will target areas of sustainable tourism and energy; management of natural and cultural resources and ecosystems; transboundary water co-operation and resilience to climate change and environmental security. In addition the UN will also focus on anchoring culture with national development strategies and in such a way ensure adequate recognition of the cultural and natural heritage<sup>12</sup> and its capacity to boost economic and social development. The UN will also support the Government of Montenegro in the implementation of international environmental and climate change conventions, and with its related reporting obligations. The UN has particular relevant experience in climate change mitigation projects through enhanced energy efficiency in historical sites and public and residential buildings, which will be combined with the generation of incomes and green jobs. A joint programme between the Government of Montenegro and the UNDP, “Sustainable Development Centre”, supports the implementation of the country’s environmental agenda, facilitates access to GEF resources and addresses diverse matters of sustainable energy, resource and ecosystem management, resilience to climate change and environmental security. The programme has contributed to the development of safety

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<sup>12</sup> Montenegro has two sites on the list of World Heritage, the *Natural and Cultural Historical Region of Kotor*, and *Durmitor National Park*.

standards and promotion of nature-based tourism in the hinterland of the coastal region. Under the new UNDAF, the relevant UN agencies will focus on the following major national priority needs: supporting the Government in the EU accession process in Chapter 27 on Environment and Climate Change, expected to be opened in 2016; addressing the various dimensions of environmental protection: water quality management and infrastructure, integrated waste management; chemicals, environmental health, management plans and biodiversity conservation for coastal and mountain ecosystems and protected areas, including monitoring and reporting. In the area of climate change the UN agencies will support and be guided by the priorities defined in the new National Climate Change Strategy to 2030 and support the Government in meeting its emission reduction targets.

55. The adoption of the 2030 Agenda on Sustainable Development and relevant Sustainable Development Goals will guide the institutional and technical support of the United Nations organizations to the National Council for Sustainable Development, Climate Change and Integrated Coastal Management in the process of the on-going revision of the National Strategy on Sustainable Development to 2030, where these goals will be translated into national targets and priorities. Special support is needed for the establishment of a platform and methods for monitoring the implementation of the NSSD<sup>13</sup> and developing and defining the methods to monitor a set of indicators also outside the defined areas/groups. The planned monitoring system in line with the 2030 Agenda on Sustainable Development is based on a cross-sectoral, whole-government approach, given the interconnected and mutually reinforcing linkages between the SDGs, and will therefore be relevant to and cover UN support for the implementation, monitoring and evaluation of the NSSD under the other Results Groups as well.
56. UN agencies have an obvious comparative advantage through their regional and global networks and, in particular, through cooperation with UNCTs in neighbouring countries, in facilitating cross-border, triangular, East-East and regional cooperation for greater resilience of local communities and ecosystems to the impact of climate change and natural disasters to which Montenegro is increasingly prone, such as floods, earthquakes and changes in seasonal weather patterns, taking into account shared waterways and climatic conditions.
57. Building capacity and public awareness at the national and local community levels and across sectors for disaster risk reduction is a major priority. The principles of a national integrated disaster risk reduction strategy and action plan will need to be translated and incorporated into sector- and institution-specific action plans, as well as local community plans. Furthermore, capacities of the relevant institutions, as well as systems for effective coordination between them need to be developed and tested from prevention through to emergency response and rehabilitation. The joint programme “Sustainable Development Centre” will continue to focus on environmental sustainability with the potential to expand and cover the broader SDG Agenda.

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<sup>13</sup> As is the case with the NSSD itself, the monitoring system will not be limited to the sectors and issues under the Environmental Sustainability results area, but will be relevant to those under other results areas as well.

## 2.2.2 Outline of Main Areas of Work

### **Sustainable Development Goals**

- SDG 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
- SDG 9: Build resilient infrastructure, promote sustainable industrialization and foster innovation
- Goal 11: Make cities and human settlements inclusive, safe, resilient and sustainable
- SDG 12: Ensure sustainable consumption and production patterns
- SDG 13: Take urgent action to combat climate change and its impacts
- SDG 14: Conserve and sustainably use the oceans, seas and marine resources for sustainable development
- SDG 15: Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss

### **National Priorities**

- Establishment of the Montenegro environmental network and NATURA 2000 network, and improvement of management plans for protected areas
- Improvement of human resources capacity at national and local levels in government institutions related to environmental protection and climate change
- Integration of nature and biodiversity protection measures in other sectoral plans and policies, and further strengthening of implementation and enforcement
- Enhancing effective water quality management and access to clean water for all
- Development of an environmentally sound national system for the management of chemical waste
- Implementation of a national plan for waste management 2015–2020
- Effective climate change mitigation through energy efficiency, RES and promotion of green business and industries
- Effective disaster risk reduction action plans developed on national, sectoral and local community levels

### **National Strategic Documents**

- National Strategy for Sustainable Development to 2030 (under development)<sup>14</sup>
- National Climate Change Strategy to 2030 and Intended National Determined Contributions (INDC)
- National Master Plan for Tourism Development to 2020
- National Strategy for Air Quality Management
- National Plan for Implementation of Stockholm Convention for the period 2014–2021<sup>15</sup>
- National Low-Carbon Development Strategy until 2030 (to be developed)
- National Biodiversity Strategy and Action Plan
- National Strategy for Development of Agriculture and Rural Areas 2015–2030

<sup>14</sup> The NSSD as a comprehensive national development strategy is not limited to the areas under the Sustainable Environment Results Group, but covers all areas of the UNDAF.

<sup>15</sup> This covers ecologically tolerant management of PCB waste.

- National Waste Management Strategy and Action Plan
- European Health Policy 2020, adapted into national policies and action plans
- National Disaster Risk Reduction Platform

#### **UNDAF Outcome**

- By 2021, the people of Montenegro are benefiting from sustainable management of cultural and natural resources, combating climate change and reducing the risk of disasters

#### **Main Areas of Work**

- Development of management plans for natural and cultural protected areas and sites that adequately address sustainable development issues
- Technical support for national and local systems for water quality management and access to clean drinking water
- Data collection and capacity building for evidence-based planning and decision making
- Strengthening chemical and radioactive waste management capacities in relevant institutions in line with international standards
- Integration of climate change mitigation measures into national policies, strategies and plans
- Technical studies and support for resource efficiency and sustainable consumption and production, including implementation of pilot schemes
- Sustainable spatial planning for efficient use of natural resources and decreased negative environmental impact
- Facilitating transboundary water cooperation in collaboration with relevant regional and sub-regional organizations and UNCTs in neighbouring countries
- Protection from ionizing radiation and radiation safety, including support for the development of regulations in line with international standards
- Support for development and implementation of carbon-neutral tourism strategies and plans
- Strengthening of the recently developed national DRR Platform and integrating disaster risk reduction principles into sectoral and local DRR strategies and action plans
- Support for the development and building of institutional capacity for environmental statistics and indicators: regular assessment and reporting process, including developing the Shared Environment Information System (SEIS)
- Support for national policies and plans for low emissions and environmentally friendly economic development

## 2.3 Social Inclusion

### **Strategic Outcome**

*By 2021, the population has improved access to quality, equitable, inclusive and mutually reinforcing systems of health, education, protection and decent work.*

### 2.3.1 Main continuing challenges in Social Inclusion

58. Montenegro continues to face challenges in relation to the issues covered by the Outcome statement: poverty, social exclusion, equal treatment and access for all to the basic social, health, educational and employment services. These issues are closely linked and intertwined as causes and effects: poverty may be the predetermining cause of social exclusion and inequality of opportunity. In turn, poverty and social exclusion do not only deprive their victims of opportunities for participation and improved living conditions, but also society as a whole and the national economy is deprived of the potential contribution to economic growth of marginalized and deprived population groups.
59. The Government of Montenegro recognizes these challenges and has placed the principles of sustainable and inclusive growth as the highest priority in the Europe 2020 vision and its Economic Development Strategies, which are in line with the EU Platform Against Poverty and Social Exclusion.
60. The issue of inequality in Montenegro has a significant gender dimension, but inequalities of opportunities, access to labour market participation, social protection and access to health and education also affect various vulnerable groups: minorities, in particular Roma; refugees and displaced persons; persons at risk of statelessness; persons with disabilities; and the LGBTIQ population, leading to their social exclusion. Children belonging to any of these groups or growing up in conditions of poverty are particularly vulnerable, but for the population as a whole there are issues of child protection, instances of child labour and violence against children, and the ensuring of inclusive and quality education for all children.
61. Government programmes to address these issues cut across sectors and must involve an integrated multidisciplinary approach: health, education, child protection and social services. Ultimately, tackling social exclusion and poverty involves questions of economic conditions and opportunities for labour market participation and income generation, and there is therefore both a need and a potential for creating synergies for greater impact by close coordination and collaboration between activities implemented under the Social Inclusion Results Group and those under Economic Governance, including through the formulation of comprehensive Joint Programmes. Tackling these issues is not possible without the commitment and involvement of: the public authorities at both the central and local levels, civil society organizations, along with efforts to raise public awareness to change historically deeply rooted perceptions and attitudes that are widespread throughout society.
62. Montenegro has made considerable progress since independence, often with support from the UN in Montenegro, in putting in place legislative, policy and institutional frameworks for the functioning of a nationwide social protection system, and has embarked on a number of significant reforms to systematically address these issues. These reforms include the introduction of a national Social Card – Social Welfare Information System, strengthening the capacity of the Ministry of Labour and Social Welfare (MLSW) in giving support to community-based social services. In turn, 15 local communities have drafted local Social Inclusion Plans targeting the elderly, people with disabilities, children and the victims of drug abuse and domestic violence, with a further six such plans under development.

63. However, the implementation capacities, monitoring and evaluation, and quality control remain insufficient at all levels and all social sector actors have limited financial resources available and lack professional and expert staff for full-scale implementation of their responsibilities as defined in legislation and systems. While noting the significant progress achieved, the 2015 EU Progress Report pointed out the urgent need for development of secondary legislation regulating the financing and costing of social services.
64. The reform process in the area of child and social protection is designed and enforced in the framework of a constructive partnership with UN agencies (UNICEF and the UNDP) and the EU (IPA 2010, IPA 2014). The reform covers the legislative framework, development of child protection standards and monitoring mechanisms, audit, evaluation of job and workflow performance, capacity building of professionals, transformation of residential institutions for children, the development of prevention mechanisms and family- and community-based services for children and families.
65. The institutional/organizational capacities of the Centres for Social Welfare (CSWs) have been considerably improved with UN support. Standards were introduced, the CSWs restructured, the network of CSWs expanded, new systematization made, case management introduced and a comprehensive training programme implemented (professional ECDL training, training for the Social Welfare Information system (SWIS), etc.). Also, through the Social Card project, a complete ICT infrastructure was built and CSWs were equipped. The SWIS has been operational since 1 January 2015.
66. The Social Card is an information system for processing, approval, record keeping, calculation and payment (around €100 million annually), case management, reporting, monitoring and auditing of social benefits/transfers, etc. in CSWs, institutions, the Institute for Social and Child Protection and the MLSW. Now in phase II, the Social Card information system has expanded to cover 90% of business operations in social protection, including all residential facilities and includes several additional databases and registries. The interoperability module with 11 other national institutions allows automatic determination of eligibility for social transfers, eliminating inclusion errors and producing significant savings. For the purpose of planning, policy making and targeting of social assistance the system's sophisticated Business Intelligence module generates an analytical database.
67. Furthermore, the newly established Institute for Social and Child Protection should play a complex role in further development of the social and child protection system including enhancing the capacity and competency of social welfare professionals. It will also perform advisory and research-related activities, the issuing of licences for professionals and other activities. In order to ensure a sustainable and fully functional social and child protection system, the reform of CSWs – social protection institutions, expansion of the services of licensed providers and strengthening of the capacities of the Institute for Social and Child Protection, etc. – should continue with the same pace and intensity.
68. Children are more likely than the general population to live in poverty, and it is currently estimated that 10% of children in Montenegro grow up in conditions of poverty. Besides income poverty, children and their families face multi-dimensional deprivation in housing conditions, health and education with long-term effects on their future participation in society and on their ability to find economic opportunities to break out of poverty. In the area of protection of child

from violence and exploitation, national legislation has been enacted in line with EU and global standards, but enforcement and support systems involving collaboration between several public sector institutional actors still are often inadequate, poorly staffed and poorly financed. While progress is being made to de-institutionalize care and support for children without parental care and children with severe disabilities, much remains to be done to develop alternatives to institutionalized care, including further recourse to the system of non-kin foster parents.

69. Another area that requires attention is the protection of children involved in hazardous work, which is estimated to concern around 6% of children from the general population, particularly in rural areas and among the socially most vulnerable families. There is a lack of collection and analysis of data on the extent and magnitude of child labour as a basis for action-oriented policies. UN agencies in Montenegro will: focus efforts with regard to child protection on support for the implementation of appropriate national legislation, including its enforcement as well as action-oriented policies; strengthen inter-sectoral and multidisciplinary support mechanisms and related institutional capacity building, and improve data collection and reporting capabilities in the relevant institutions and in civil society organizations.
70. The latest Montenegro Multiple Indicator Cluster Survey (UNICEF, 2014) shows that 68% of children aged 1–14 years in Montenegro were subjected to psychological aggression within the family during the month preceding the survey; 31% were subjected to physical punishment; and 2% were subjected to severe physical punishment. This general level of acceptance of violence within families raises concerns about the actual level of physical abuse and violence against children in Montenegro. The low level of reporting of domestic and sexual violence is evidenced in the disproportion of the number of cases of violence against children that are reported to CSWs, but are not followed up with appropriate judicial proceedings.
71. The new draft of the Law on the Family prohibits corporal punishment and the implementation will be supported with an awareness-raising campaign. However, in order to set up a functional child protection system to effectively identify, report and refer cases of violence against children, the capacity of health, social, education, judicial and law enforcement professionals should be reinforced and existing multisectoral mechanisms at the local level enhanced to effectively implement the Law on the Family, the Law on Protection from Family Violence, the Law on Social and Child Protection and related strategies and protocols.
72. At the end of 2014, 204 Montenegrin children were placed in residential institutions in Montenegro or in institutions in Serbia or Bosnia and Herzegovina. This is a significant decrease compared to 2007 (when there were over 450 children in institutions) since the availability and access to community-based childcare services is continuously increasing. However, the pace of deinstitutionalization and the development of family support services has been slower than anticipated. Although progress has been made in achieving a 35% decrease in the number of children without parental care in the institution “Mladost” in Bijela (2010–2015) and a 71% decrease in the number of children under 3 in the same institution (2010–2015), the number of children in the “Mladost” children’s home has slightly increased compared to data from 2014. While fluctuations in the number of children are to be expected, this negative trend shows the pressing need for the development of preventative services and alternatives to institutionalization and more intensive efforts in the process of implementation of the Plan of Transformation of the “Mladost” Children’s Home.

73. Gender equality and women's empowerment is one of the predominant issues regarding equality and social inclusion in Montenegro with deep-rooted historical and cultural causes. It also figures as a challenge in the EU accession process which contains six priority areas, all of which require accelerated action in the national context, including enactment of relevant legislation: 1) equal economic independence for women and men; 2) reconciliation of private and professional life; 3) equal representation in decision making; 4) eradication of all forms of gender-based violence; 5) elimination of gender stereotypes; and 6) promotion of gender equality in external and development policies.
74. Due to a complex set of social and economic conditions, women are at greater risk of being exposed to poverty than men, and concerns have been expressed about the impact which the low level of social benefits and weak support systems, as well as the large wage differentials and working conditions are having on women, particularly single mothers and their children<sup>16</sup>. While women experience large wage differentials and other forms of discrimination in the labour market, there have been positive trends in recent years in terms of reducing unemployment and larger numbers of women are active in the labour market. However, working conditions need to be improved in general and in particular for women, to achieve Decent Work for all. Some women have considerable potential in self-employment and as entrepreneurs, which needs to be supported as one driver of economic growth and employment.
75. Historically and up to the present time, women's political participation and representation has been unequal with that of men, although recently the number of women in local assemblies rose by 32%. Montenegro is now focused on establishing and strengthening the legal and institutional framework for implementation of policies to protect and promote women's political participation and representation.
76. As noted in the 2015 EU Commission Progress Report, Montenegro has made recent progress regarding gender equality and women's rights, including protection against gender-based violence. Relevant legislation has been put in place and amended during the last year so that it can be more aligned with the EU Acquis. More effort should be made in the area of collection of statistics and coordination of numerous agencies working on family violence, which affects in particular the Roma, Egyptian and Ashkali segments of the population<sup>17</sup> along with vulnerable adolescents. These efforts need to be coordinated with programmes to prevent the spread of HIV/AIDS, as studies<sup>18</sup> have demonstrated a clear link between HIV infection and cases involving victims of domestic violence.

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<sup>16</sup> Report of the UN Committee on the Elimination of Discrimination Against Women (CEDAW convention).

<sup>17</sup> See for instance: Case Study, Montenegro – Addressing Gender Issues among Vulnerable Adolescents through HIV Prevention in Montenegro.

“UNICEF has long recognized that HIV prevention must be built on a commitment to gender equality through girls' and women's empowerment. This includes issues of control over economic resources, matters of health and sexuality, as well as working to abolish human rights violations, such as gender-based and domestic violence.”

<sup>18</sup> The same study cited in the previous footnote: “Domestic violence is widespread: every second RAE (Roma, Ashkali and Egyptian) woman has been a victim of some sort of violence, and every third woman has experienced physical violence.” [http://www.unicef.org/ceecis/Montenegro\\_Gender\\_Case\\_Study\\_October\\_9\\_2010.pdf](http://www.unicef.org/ceecis/Montenegro_Gender_Case_Study_October_9_2010.pdf); and UNDP – Study on Family Violence and Violence against women in Montenegro – 7.7 % of violence against women is sexual abuse, which directly and indirectly increases the risks of HIV transmission: <http://www.me.undp.org/content/dam/montenegro/docs/publications/si/Gender/Study%20on%20Family%20Violence%20and%20Violence%20against%20Women.pdf>.



77. Montenegro has made significant progress to protect the human rights of persons with disabilities by adopting new legislation in line with the UN Convention on the Rights of Persons with Disabilities and with EU requirements and, through follow-up, detailed regulations regarding transport, access to public buildings, social and health care, and education. The main obstacles to further progress are related to insufficient financing and institutional capacity building for services that cater to the needs of persons with disabilities, including in the area of curriculum development in order to include transversal skills and competencies, teacher training and greater inclusion of children with disabilities in the general school system. More should be done in fostering collaboration between public social services, the private sector and NGOs, including associations of people with disabilities.
78. Progress is also noted in the legal framework for protection of human rights of other categories: the lesbian, gay, bisexual, transgender, intersex, queer or questioning (LGBTIQ) population, Egyptians and Roma (with the status of internally displaced), as well as people living with HIV, Hepatitis C and drug users, through the Law on the Prohibition of Discrimination and subsequent amendments, as has been noted in EU Progress Reports, although there is still a need to work towards decriminalization of sex work and elimination of the unjust application of non-criminal laws and regulations against sex workers as recommended by the UNFPA, WHO, UNAIDS and other UN agencies. Progress in legal protection for these categories has had a measurable impact on reducing various forms of hate-crimes and violence against people due to their sexual orientation, and an increase in misdemeanour charges through the judicial system.
79. There has been some progress with regard to the situation of the Roma population, particularly as regards access to health care and school enrolment of children, but dropout rates remain high, and the rate of Roma women and girls who are students remains very low. The harmful practices of forced/early marriages of girls, forced labour and begging remain largely present and are among the main causes of school dropout. As many studies show, Roma and Egyptian families are particularly vulnerable to long-term and inter-generational poverty and deprivation, as well as social stigma, which impede their capacity to demand and access relevant social services in accordance with their rights, and ultimately leads to social exclusion.
80. The number of refugees and asylum seekers remains high and the legislation and procedures to protect their rights need to be further aligned with international standards. While asylum seekers and persons granted protection in Montenegro have access to basic services such as shelter, health care, education, social assistance and employment, their integration is difficult, mostly because there are no local programmes for people originating outside of the region and free legal assistance is not always available due to language barriers. Special provisions apply for refugees and displaced persons from the republics of the former Yugoslavia, as well as ethnic Montenegrins and Serbs, refugees from Albania, which provide a pathway for being granted citizenship. However, in addition to the challenges these groups face in the regularization of their legal status, they encounter difficulties in access to rights attached to their legal status, particularly in the areas of employment and social and health care.
81. Effective protection of stateless persons and persons at risk of statelessness in Montenegro remains an issue despite some improvements in the previous period. As noted in the 2015 EU Progress report, Montenegro still lacks a separate procedure for the determination of statelessness, which negatively impacts access to rights for those affected by this problem.

Accordingly, it is important to identify and amend the relevant legislation in order to ensure access for these people to all rights pertaining to the existing national and international law and standards.

82. Although some vital health statistics have been improved in Montenegro as a result of intense and continued reform interventions, additional concerted efforts are required to address the continued and increasing issue of the high prevalence of non-communicable diseases (NCD) and to reverse the NCD-related premature mortality trend. Generally, the behaviour of the Montenegrin population is not conducive to good health, as evidenced by the fact that 92% of total deaths are due to NCDs. These risk factors are also often linked to mental health issues, which exacerbate vulnerability to substance abuse and unemployment, and particularly affect the most vulnerable population groups. It is noted that Montenegro has signed up to the WHO Framework Convention on Tobacco Control (FCTC), which entails obligations for implementing specific measures and enacting appropriate legislation in line with the convention<sup>19</sup>.
83. The health status of the poor and other vulnerable groups is particularly at risk. Available data on the high prevalence of behavioural risk factors – such as smoking, alcohol consumption, obesity and lack of physical activity – strongly suggests the need to implement multisectoral measures to build solutions addressing the high burden of NCDs beyond the health sector. The Government should be assisted in integrating NCDs in national development policies and reducing premature mortality by addressing the underlying social, economic and environmental determinants (SEEDs) of the NCD epidemic.
84. Private out-of-pocket expenditures on health continue to constitute a large share of total health expenditure. This implies that Montenegro is not achieving Universal Health Coverage (UHC), as access to health services and medicines depends to a large extent on the ability to pay. This has implications for particular risk groups, such as drug users, people living with HIV, young people pursuing unhealthy lifestyles and, more broadly, people living in poverty or at risk of social exclusion, and people in sparsely populated rural areas where health facilities may be fewer, further away and poorly equipped or staffed.
85. The high rate of antibiotic consumption in the country calls for a strong commitment to implementation of the national policy on the rational use of medicines, which would also contribute to financial sustainability of the health system and control of antibiotic resistance in the country. As available data indicates, a decline in immunization rates among children against MMR is primarily due to increasing scepticism about vaccination. It is therefore essential to invest efforts into promoting effective strategies for increasing and sustaining high immunization coverage through high-quality, routine immunization services, including better communication about the risks associated with vaccines.
86. While the HIV prevalence rate in Montenegro is relatively low compared to other countries in the region, there is now a growing rate of HIV infection, which disproportionately affects populations with higher risk of exposure to HIV and requires a combination of measures (behaviour change, communication, promotion of condoms and lubricants, HIV testing, health-seeking behaviours

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<sup>19</sup> Status of implementation of the WHO Framework Convention on Tobacco Control (FCTC) (<http://apps.who.int/fctc/implementation/database/parties/montenegro>).

and expanding antiretroviral treatment) including access to pre- and post-exposure prophylaxis (PreP and PEP).

### 2.3.2 Outline of Main Areas of Work

#### **Sustainable Development Goals**

- SDG 1: End poverty in all its forms everywhere
- SDG 3: Ensure healthy lives and promote wellbeing for all at all ages
- SDG 4: Ensure inclusive and quality education for all and promote lifelong learning
- SDG 5: Achieve gender equality and empower all women and girls
- SDG 8: Promote inclusive and sustainable economic growth, employment and decent work for all
- SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

#### **National Priorities**

- Enhancing opportunities for people of all ages to participate actively in society and to manage and adapt to changes by investing in skills and training
- Modernizing the social protection system in line with EU standards and requirements
- Improving social inclusion and social and child protection through the implementation of the reform of the social and child protection system, improving the quality of social services, with an emphasis on services at the local level, as well as inclusion of members of marginalized groups into the community, with a focus on the Roma and Egyptian population
- Ensuring access for all to quality education, including children with disabilities and equal opportunity for boys and girls
- Ensuring equal access for all, in particular for disadvantaged and vulnerable groups, to quality health care
- Reducing the high rate of mortality due to Non-communicable diseases by addressing the social determinants of NCDs, with particular focus on vulnerable and disadvantaged groups

#### **National Strategic Documents**

- National Strategy for Sustainable Development to 2030
- Montenegro Development Directions 2015–2018
- Montenegro Economic Reform Programme 2015–2017
- Employment and Social Reform programme (ESRP) 2015–2020
- Sectoral Operational Programme for the Employment, Education and Social Protection (2015–2017)
- Europe 2020 Strategy for SMART, Sustainable and Inclusive Growth
- Action Plans on Chapters 23 and 24 for EU accession
- The Strategy for Lasting Solutions for Refugees from the Former Yugoslavia in Montenegro, 2016–2017
- 2020 South-East Europe Strategy

- Master Plan for Development of Health in Montenegro 2015–2020
- Strategy for Optimization of Secondary and Tertiary Health Care Levels with Action Plan for Implementation
- National Strategy for Improving the Quality of Health and Safety of Patients
- Europe Health Policy 2020, adapted into national policies and action plans

#### **UNDAF Outcome**

By 2021, the population has improved access to quality, equitable, inclusive and mutually reinforcing systems of health, education, protection and decent work.

#### **Main Areas of Work**

The work of UN organizations under this result area covers the following broad areas of cooperation: (i) social and child protection; (ii) education; and (iii) health.

Activities are aimed at enhancing social inclusion and reducing inequalities through quality gender-responsive social, educational and health policies and equally accessible and sustainable services.

- Reducing gender inequalities and socio-cultural factors that contribute to the exclusion of socially vulnerable groups in labour market participation and in access to basic services in education, health and social protection
- Enhancing the eradication of child labour, sound wage policies including those on minimum wages and reducing gender inequalities in working conditions and remuneration
- Promotion of Decent Work Agenda
- Strengthening prevention from and response to all forms of violence against children
- Strengthening the social and child protection system to reduce inequalities and facilitate social inclusion of vulnerable children, young people and families
- Strengthening the strategic, legislative and institutional frameworks for better targeting of social assistance to the most vulnerable
- Strengthening the system for providing quality professional service, parental support and mechanisms for quality early childhood development for all children
- Establishing an effective and inclusive education system, that ensures quality education for all and promotes lifelong learning
- Assessing and reducing radon in schools and kindergartens
- Preventing and controlling non-communicable diseases, including by addressing the social, economic and environmental determinants of NCDs.
- Strengthening of the health system, its preparedness, surveillance and response to enhance prevention and ensure greater access for all to quality care and treatment
- Supporting local integration of refugees from the former Yugoslavia
- Strengthening the asylum system to meet the needs of those granted asylum at all stages
- Strengthening legal frameworks and administrative practices to eradicate statelessness in Montenegro
- Strengthening capacities of relevant institutions in Montenegro to meet the needs of migrants at all stages

## 2.4 Economic Governance

### Strategic Outcome

***By 2021, people of Montenegro are benefitting from an enabling institutional and regulatory framework for sustainable and inclusive economic growth based on innovation, entrepreneurship and competitiveness.***

#### 2.4.1 Main continuing challenges in Economic Governance

87. Since 2013 the economy of Montenegro has been returning to robust annual growth rates, recovering the negative growth that followed the financial crisis in 2008 and is supported by FDI, particularly in tourism, energy and construction and by public investment. However, continued growth is hampered by large public debt, at both the national and local government levels, the banking sector is burdened with a large volume of non-performing loans, which has led to high interest rates and reduced access to credit for the private sector and consumers. Montenegro also suffers from an underdeveloped/insufficiently maintained transportation infrastructure, a narrow export base, poor competitiveness and a mismatch between the training and education system and the needs of the labour market, leading to high levels of structural unemployment. It has been a persistent challenge for Montenegro to turn economic growth into increased employment, particularly for young people, resulting in years of “jobless growth”. Upwards of 15% of the country’s unemployed are “university graduates under the age of 30”<sup>20</sup>. There is a very large informal-sector economy, which is either black or grey, and which employs large segments in jobs that are precarious, seasonal and unregulated, with high social risks. Many of the job losses are due to the significant changes in the economic structure of Montenegro over the last 15 years with a continuous decline in the share of agriculture and industry and a corresponding increase in the services sector in overall economic activity. Between 2000 and 2014 the share of agriculture in GDP declined from 11% to 8.1%, while the share of industry decreased from 17% to 10.8%. In addition to this, there are significant regional disparities: the average unemployment rate in the coastal region was 9%, in sharp contrast with 36.1% in the North.
88. Unemployment rates, both short-term and long-term, seasonal employment, underemployment and precarious forms of employment, i.e. without regular contracts and social protection schemes, still characterize the labour market and the trend has not as yet been reversed by more robust economic growth. As noted, women, young people and the population in the economically more depressed regions of the North, and various minorities are particularly affected by these trends. Conversely, the economy is hampered by a mismatch between the needs of the labour market for well trained and skilled workers and the education and training system. Evidence of this mismatch is the large and growing number of university graduates who are unemployed.
89. The major constraints for private-sector enterprises are: an inadequate or constricting regulatory framework; limited access to credit; the high share of the informal economy, which creates unfair

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<sup>20</sup>Dusica Tomovic. “Germany Tells Montenegrins to Stay at Home”, *Balkan Insight*, June 2015. Available at: <http://bit.ly/10myKUf>

competition; mismatch between the education system and the needs of the labour market; and corruption. Women entrepreneurs face particular traditional barriers, which reduce the potential contribution to business sector growth of women entrepreneurs.

90. The informal economy is particularly large, but as noted, data and statistics on the size of the informal economy and on jobs and wages are scarce. In the years of transition and with the collapse of socialist-era industrial enterprises and before a market-based, regulated private-sector economy could grow, the informal sector has filled the void and created numerous, poorly paid, precarious and unregulated jobs. It is estimated that in 2015 informal employment represented 32.7% of overall employment and that 77% of informal workers were working in formal enterprises, i.e. without a proper contract.<sup>21</sup> It is further estimated that about two thirds of informal workers in Montenegro were undeclared, i.e. they were receiving salaries in cash without any payment of the appropriate taxes and social contributions. The other third of the total number of informal workers had partly registered salaries, i.e. taxes and contributions were paid only on part of their salaries, while they received the rest in cash without payment of taxes and contributions. The large informal-sector economy poses the dual problem that the state is deprived of the necessary tax resources for social sector spending, and that large segments of the population are unprotected against illness, old age and occupational safety and health hazards. For the economy as a whole, the informal sector undermines the competitiveness of formal enterprises, while informal sector enterprises themselves lack innovation and ability to grow.
91. Reducing the informal sector will require a multipronged approach, combining effective labour inspection and enforcement and application of existing laws and regulations together with incentives for both informal sector enterprises and their workforce to become formalized by offering better and easier access to social security coverage, business support services and access to credits, and raising public awareness overall.
92. Although the Government of Montenegro is working with the ILO and other UN organizations on labour market and employment issues on the basis of the *Decent Work Agenda* and its principles<sup>22</sup>, which is now also one of the SDGs (SDG 8), and has basic legislation in place in line with ILO conventions, the actual conditions in the labour market and in employment are still not meeting these standards.
93. Montenegro has a well-established legal and institutional basis for the functioning of social dialogue between employers and workers, and in 2014 a General Collective Agreement was signed between the Government and the social partners. A tripartite body, the Social Council, has been established with a focus on freedom of association and collective bargaining, elimination of all forms of forced labour, the effective elimination of the abuse of child labour and elimination of discrimination in respect of employment and occupation. In spite of the well-established legal and institutional basis for social dialogue, bipartite and autonomous social dialogue remains weak, especially in the private sector. Although the Social Council meets regularly and provides opinions and recommendations on work-related issues, according to the social partner members

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<sup>21</sup>C. Mihes et al., *A comparative Overview of Informal Employment in Albania, Bosnia and Herzegovina, Moldova and Montenegro (ILO Decent Work Technical Support Team and Country Office for Central and Eastern Europe)*, 2011. Available at: <http://bit.ly/1COPsKJ>

<sup>22</sup> The ILO Decent Work Agenda, launched in 1999, defines decent work as productive, adequately remunerated, freely chosen employment, which includes the freedom of association and collective bargaining.

of the Council, their opinions and recommendations are rarely taken into account and many of the relevant laws and regulations significantly influencing the business environment and the situation of workers are not on the agenda.

94. In addition to problems of unemployment, wage levels and particularly the minimum wage are often inadequate to ensure a decent standard of living for workers and their families, and there are reported cases of violation of the rights of workers to remuneration and regular payments of their contribution to social and health insurance.
95. In recent years the Government of Montenegro has adopted the Economic Reform Programme and a number of related strategic documents, as outlined below, which set out a vision of innovative pathways for creating a dynamic and job-creating economy. The UNDAF will support these strategies by focusing in particular on issues relating to youth employment and employability, women’s entrepreneurship, making the environment for doing business more attractive to SMEs and investors, empowering the competitiveness of SMEs through various forms of pooling, such as clusters, and by stimulating innovation and application of ICT and the latest technologies. The vision also involves the creation of a “green economy” and social enterprises, and building the capacity of local government for creating and managing business zones, which are particularly relevant for job creation for vulnerable populations and depressed geographical regions.
96. Planned activities in this area are not new and build on results achieved in the preceding programme period, where most of the activities that are related to economic growth and economic governance were part of interventions in environmental protection and social inclusion. Based on the Government’s strong expectations that the UN should provide its targeted expert assistance in the area of economic governance as well as on the UN’s comparative advantages, the UN assistance is aimed at the creation of an overall enabling environment for economic growth in the country through usual UN interventions like policy dialogue, support for policy development, advocacy, systems development, capacity development, knowledge sharing, triangular cooperation and similar. At the same time, strong programme linkages between results areas will be maintained, notably through application of common UN programming principles on HRBA, environmental sustainability and capacity building and gender equality.

#### 2.4.2 Outline of Main Areas of Work

<p><b>Sustainable Development Goals</b></p> <ul style="list-style-type: none"> <li>• SDG 1: End poverty in all its forms everywhere</li> <li>• SDG 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all</li> <li>• SDG 9: Build a resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation</li> <li>• SDG 12: Ensure sustainable consumption and production patterns</li> <li>• SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels</li> </ul>
<p><b>National Priorities</b></p>

- Increasing the rate of employment and decent work, particularly for women, young people and older workers
- Increasing economic competitiveness through business facilitation, technological innovation and enhanced productivity
- Development of a low-carbon economy for efficient use of resources, environmental protection and emission reduction and creation of green jobs
- Improving the business environment for national and foreign direct investments and start-ups by removing regulatory and administrative barriers and fostering wider use of ICT applications
- Strengthening the competitiveness and sustainability of the agricultural sector through investments in primary production, food processing and marketing
- Regional development programmes for the less economically advanced regions to ensure more equal socio-economic development of all municipalities and regions based on public and private investment, innovation, competitiveness and employment.
- Increasing economic competitiveness through business facilitation, technological innovation, enhanced productivity and strengthening competitiveness of SMEs through various forms of pooling

#### **National Strategic Documents**

- National Strategy for Sustainable Development to 2030
- Montenegro Development Directions 2015–2018
- Montenegro Economic Reform Programme 2015–2017
- Employment and Social Reform Programme (ESRP) 2015–2020
- Strategy for Sustainable Economic Growth in Montenegro through the Introduction of Business Clusters (2012–2016)
- Strategy for Development of Agriculture and Rural Areas 2015–2020
- Energy Development Strategy of Montenegro to 2030
- South-East Europe 2020 Strategy
- Strategy for Information Society Development to 2020
- Tourism Development Strategy
- Industrial Policy of Montenegro 2014–2020
- Strategy for Regional Development of Montenegro 2014–2020
- Strategy for Scientific Research Activity of Montenegro 2012–2016

#### **UNDAF Outcome**

- By 2021, the people of Montenegro are benefitting from an enabling institutional and regulatory framework for sustainable and inclusive economic growth based on innovation, entrepreneurship and competitiveness.

#### **Main Areas of Work**

- Business facilitation by removing regulatory and administrative barriers to attract FDI and stimulate SMEs and start-ups
- Employment promotion through support for SMEs, entrepreneurship, creation of green jobs and youth employability



- Strengthening the legal and institutional framework to increase labour market participation, employment and skills match, with special focus on the most vulnerable groups
- Reducing the informal economy and strengthening labour inspection
- Support for development of internet-based services for business registration and ease of doing business
- Low-carbon tourism development
- Support for women's entrepreneurship
- Support for innovation by establishing and strengthening linkages between business and science and academia through science and technology parks
- Increasing the competitiveness of the agricultural sector
- Enhanced capacity to build/revitalize infrastructure, *inter alia* through public-private partnerships
- Improve access to adequate and affordable housing including for those with special needs and vulnerable population groups
- Enhancing competitiveness of local SMEs through the introduction and facilitation of business clusters.
- Promoting the diversity of cultural expressions as a driver and enabler for sustainable development

## 2.5 Mainstreaming of Five UN Programming Principles

97. The five UN programming principles of the human rights-based approach (HRBA), gender equality, environmental sustainability, capacity development and Results-Based Management (RBM) will be applied across the board: the principles of sustainability, the human rights-based approach and gender equality are already explicitly and implicitly reflected in the formulation of the four Strategic Outcomes themselves, while the overall structure of the UNDAF Results Matrix is based on RBM with outcomes linked to national-level development priorities and the internationally agreed Sustainable Development Goals. The Results Matrix will be the basis for formulating joint Annual Work Plans (AWPs) of the underlying outputs, activities and inputs with indicators linked to the Outcome indicators, where the programming principles will be applied in the design of activities and definition of outputs, and subject to continuous monitoring.
98. With strong national ownership and direction over the design of the new UNDAF, and direct government oversight and participation exercised continuously through the Joint Country Steering Committee and the four Results Groups, the main thrust of the programmes to be implemented under the new UNDAF will be on building national capacities at all levels based on strategic entry points where the UN agencies have particular competencies and comparative advantages.

## 3 Institutional Arrangements for Coordination, Planning, Implementation and Operational Support

### 3.1 Programme Management and Accountability Arrangements

The programme will be nationally executed under the overall coordination of the Ministry of Foreign Affairs and EU Integration. Government ministries, local authorities, NGOs, international NGOs and UN system agencies will implement the programme activities. The UNDAF will be made operational through the development of Annual Joint Work Plan(s) (AWPs)<sup>23</sup> and/or agency-specific work plans and project documents as necessary, which describe the specific results to be achieved and will form an agreement between the UN system agencies and each implementing partner as necessary on the use of resources. To the extent possible the UN system agencies and partners will use the minimum documents necessary, namely the signed UNDAF and signed joint or agency-specific work plans and project documents to implement programme initiatives. However, as necessary and appropriate, project documents can be prepared using, *inter alia*, the relevant text from the UNDAF and joint or agency-specific work plans and/or project documents<sup>24</sup>.

99. The UNDAF will be operationalized through Annual Joint Work Plans (AWPs) for each results area that translate the UNDAF outcomes into concrete, measurable and time-bound outputs and provide clear normative–operational linkages. The Annual Work Plans of four Results Groups combined constitute the UNDAF AWP. The AWP further provides an accountability framework of the United Nations System through a set of measurable outputs for which it is fully accountable, and which includes a financing plan of identified resources from UN organizations’ core and non-core resources, together with identified funding gaps for resources to be jointly mobilized.
100. Activities and outputs in the AWPs will in the main be implemented by individual UN organizations under their direct responsibility, according to their financial and administrative procedures, while two or more agencies may work towards the same output, and all will plan activities supporting the same strategic Outcome.

#### **Harmonized Approach to Cash Transfers (HACT)**

In Montenegro, only the UNDP and UNICEF have adopted the HACT modality for cash transfers, and the following only applies to these two agencies:

All cash transfers to an Implementing Partner are based on the work plans agreed between the Implementing Partner and the UN system agencies.

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<sup>23</sup> As per the UNDG Standard Operating Procedures (SOPs) for countries adopting the “Delivering as One” approach.

<sup>24</sup> In the case of the UNDP, the Government Coordinating Authority will nominate the Government Cooperating Agency directly responsible for the Government’s participation in each UNDP-assisted work plan. The reference to “Implementing Partner(s)” shall mean “Executing Agency(s)” as used in the SBAA. Where there are multiple implementing partners identified in a work plan, a Principal Implementing Partner will be identified who will have responsibility for convening, coordinating and overall monitoring (programme and financial) of all the Implementing Partners identified in the work plan to ensure that inputs are provided and activities undertaken in a coherent manner to produce the results of the work plan.

Cash transfers for activities detailed in work plans can be made by the UN system agencies using the following modalities:

1. Cash transferred directly to the Implementing Partner:

- a) prior to the start of activities (direct cash transfer), or
- b) after activities have been completed (reimbursement)

2. Direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner;

3. Direct payments to vendors or third parties for obligations incurred by UN system agencies in support of activities agreed with Implementing Partners.

Direct cash transfers shall be requested and released for programme implementation periods not exceeding three months. Reimbursements of previously authorized expenditures shall be requested and released quarterly or after the completion of activities. The UN system agencies shall not be obligated to reimburse expenditures made by the Implementing Partner over and above the authorized amounts.

Following the completion of any activity, any balance of funds shall be refunded or programmed by mutual agreement between the Implementing Partner and the UN system agencies.

Cash transfer modalities, the size of disbursements and the scope and frequency of assurance activities may depend on the findings of a review of the public financial management capacity in the case of a Government Implementing Partner, and of an assessment of the financial management capacity of the non-UN<sup>25</sup> Implementing Partner. A qualified consultant, such as a public accounting firm, selected by the UN system agencies may conduct such an assessment, in which the Implementing Partner shall participate. The Implementing Partner may participate in the selection of the consultant.

Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may be revised in the course of programme implementation based on the findings of programme monitoring, expenditure monitoring and reporting, and audits.

101. The results framework and management structure will also allow opportunities for formulating and implementing Joint Programmes within each results area or across them. Such Joint Programmes may be focused on the specific needs of a target group or they may be geographical area-based and integrate complementary and mutually synergistic disciplines according to the needs of the target group/geographical area. Joint Programmes have their own distinct management arrangements with a steering committee, lead and managing agent based on standard UNDG Guidelines.

102. At the present, the UNCT Montenegro has planned one Joint Programme, building on and sustaining the experience and results of the Joint Programme on Youth Empowerment currently being implemented. The Joint UN Programme on Youth Empowerment is implemented by the five UN organizations (UNDP, UNICEF, UNHCR, ILO and WHO) and the IOM in partnership with the Ministry of Education/Directorate for Youth and Sports, the Ministry of Labour and Social

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<sup>25</sup> For the purposes of these clauses, “the UN” includes IFIs

Welfare and many other national institutions and organizations. The programme will focus on creating an environment that empowers and motivates young people to create and use opportunities for personal and societal growth with passion, integrity and competence in an ever-changing world. The goal will be achieved through two main areas of action: a) Supporting an enabling environment for youth development (policy and legal framework improvement and capacity building); and b) contributing to the improvement of the skills and attitudes of young people by using innovative approaches to training and learning. The Joint Programme also seeks to build partnerships and networks with a multiple stakeholder group of youth organizations, government agencies, donors, foundations and the private sector.

### 3.2 Management and coordination structure

103. Montenegro adopted the *Delivering as One* modality in 2010 with the vision of harnessing the combined resources, capacity and knowledge base of all UN organizations operating in the country into one coherent programme, focused on a limited set of strategic outcomes, with one leader of a team of mutually accountable heads of UN agencies, working with harmonized business operations, with joint resource mobilization and planning, and speaking with one voice. The management and coordination structure developed for the current UNDAF was based on the prevailing best practices and lessons learnt from the pilot phase of *Delivering as One* and adapted to the needs and requirements in the national context. At the Strategic Planning Retreat held to develop the new UNDAF Strategic Framework, this structure with its underlying principles and Terms of Reference was generally endorsed to be continued as effective and “fit for purpose” with some adjustments to the substance content of the new UNDAF.
104. The management and coordination structure is based on the principle of national ownership and direction over all development and human rights activities in the country, and it functions on the basis of the principle of mutual accountability for results between the Government of Montenegro and the United Nations Country Team. The main structures for strategic direction, decision making and oversight are therefore the joint Government/UNCT mechanisms. The main components of the management and coordination structure are:

#### Joint Country Steering Committee (JCSC)

105. The overall strategic direction for the UNDAF is exercised by the Joint Country Steering Committee, co-chaired by the Minister for Foreign Affairs and European Integration and the UN Resident Coordinator. The JCSC is composed of government ministers and the heads of all the resident UN organizations in Montenegro. The JCSC meets at least once annually: at the beginning of the year to approve the Annual Joint Work Plans and funding allocations, and to review progress of the previous year on the basis of annual progress reviews by Results Working Groups, to resolve any issues affecting the timely delivery of the programme and to make any adjustments required to achieve better results.
106. The Team for Coordination of the Integrated UN Programme (UNDAF) supports the JCSC. It is composed of staff from the Directorate for Multilateral Affairs and Regional Cooperation in the Ministry of Foreign Affairs and European Integration and from the UN Coordination Office. It consolidates the Annual Work Plans of the Pillar Working Groups/Results Groups and the annual

results-based progress reports for review by the JCSC, and acts as a secretariat for the JCSC, ensuring that activities are well coordinated and management decisions are effectively followed up.

### Results Groups (RGs)

107. Directly under the JCSC will be four joint working groups, named Results Groups (RGs), one for each results area and Strategic Outcome of the UNDAF. Each of the RGs has as co-conveners a senior government representative and a senior UN agency staff member, usually the Head of a UN organization, and is composed of senior staff from the relevant government ministries and UN agencies.
108. The Results Groups function as the main joint mechanism for supporting implementation of the UNDAF through joint work planning, continuous monitoring, resolution of obstacles, and for reporting. Specifically, the RGs prepare the integrated annual work-plans, aligning inputs and activities with planned outputs towards the strategic outcome, monitor progress by establishing an indicator framework for these outcomes and prepare annual results-based progress reports. The RGs review available resources, prioritize activities and identify funding gaps for joint resource mobilization.
109. It is at the level of the RGs that detailed discussions and decisions take place regarding the sequence, complementarity and synergy of UN agency actions, and eventually definition of the lead and supporting responsibilities among UN agencies are made.
110. The Annual Work Plans of each RG combined are consolidated into the integrated UNDAF Annual Work Plans with support of the UN Coordination Office, and likewise for the annual results-based progress reports, which are submitted to the JCSC for review and decision making.

### UN Country Team (UNCT)

111. While the JCSC and RGs are joint bodies of the Government of Montenegro and the UN for oversight and strategic direction and implementation, within the UN itself, the Country Team assumes overall responsibility for coordination and operational management of the programmes and activities of United Nations organizations. The UNCT is chaired by the Resident Coordinator and composed of the heads of all the UN agencies operational in the country, working as a team under the principles of mutual accountability set out in the UNDG Management and Accountability Framework for the Resident Coordinator System.
112. The UNCT ensures that internal operational issues between UN organizations are resolved and that the UNCT has a unified position in its interaction with national partners and in the JCSC deliberations with the Government of Montenegro's representatives. The UNCT directs and oversees subsidiary joint working groups such as the Operations Management Team, the UN Communications Group and the Monitoring and Evaluation Group.
113. The UN Coordination Office (UNCO) supports the Resident Coordinator and the UNCT. The UNCO is responsible for support for the strategic leadership role of the Resident Coordinator (RC) in relation to the Integrated UN Programme and overall UN reform in Montenegro. It supports all the designated tasks of the RC. The office will provide both administrative and coordination support for substantive programme management, which is handled by the RGs. In the event that

the work load and demands placed upon the programme coordination function are greater than can be handled adequately by the UN Coordination Office, there may be a need to establish a programme management post for a particular area and then staff it with a senior, qualified professional on a part-time or full-time basis. Such an individual could be nominated and/or provided by one of the Participating UN Organizations or recruited specifically for the role.

### Operations Management Team (OMT)

114. The Operations Management Team (OMT) is composed of senior operations/administrative staff of UN organizations. It is charged with ensuring that programme implementation is effectively supported through harmonized and simplified procedures. It follows through on the best practices and guidelines emanating from the interagency-level efforts to harmonize and simplify different procedures for financial management, reporting, procurement and recruitment of individual UN agencies. The OMT implements common services and business solutions on procurement, human resources, finance, HACT, common ICT, logistics and transportation, ensuring that UN agencies benefit from a better quality of services from suppliers and contractors and achieve cost-benefits through common services and shared premises.

### Joint Communications Team (JCT)

115. The Communications Team composed of UN staff with focal-point responsibility for communications work together to coordinate and implement a joint communications strategy and to maximize available resources for effective communications activities, ensuring that the United Nations agencies speak with “One Voice” and that there are strong linkages between operational activities and the UN’s normative and advocacy role. The JCT has one representative in each Results Group, thus ensuring efficient coordination of communication and advocacy-related activities.

### Working Group on Gender and Human Rights

116. The Working Group on Gender and Human Rights (WGGHR), composed of UN staff with focal-point responsibility for human rights and gender-related issues, works together to provide advice and support for Results Groups in advancing the human rights agenda in the country. It also works on building synergies on gender issues among UN agencies in Montenegro, in terms of both on-going activities and potential future joint activities and programmes. Furthermore, it builds capacities of UN officials and national partners on gender-based programming and gender mainstreaming. The WGGHR will appoint one representative in each Results Group in order to ensure close cooperation and coordination of activities.

### Monitoring and Evaluation Team (MET)

117. The Monitoring and Evaluation Team is composed of the co-conveners of the Results Groups and agency focal points with monitoring and evaluation responsibilities and experience and is chaired by the most senior of these. Its main function is to support the Results Groups in preparing the Annual Work Plans, ensuring that these are monitored through an indicator framework to effectively track and report on the progress of activities and outputs against the strategic outcomes. The MET also advises RGs on the integration of the five UN programming principles in

the design of project activities and in the AWP as a whole, and these can be monitored through the indicator framework.

118. The MET is overall responsible through the monitoring and reporting of the RGs for the integrated monitoring and evaluation plan.
119. In accordance with established UNDG guidelines, the MET is responsible for preparing TORs for the mandatory final evaluation of the UNDAF, scheduled in the penultimate year (2020), and for managing the evaluation process.

### Participating UN Organizations

120. The participation of UN programmes, funds and agencies in the Integrated UN Programme is differentiated by the contribution and/or role that they play. Agencies may play one or more of several roles as mutually agreed with the RC: as a substantive financial contributor; as the implementing authority of defined projects or sub-programmes; as an implementing partner or party providing technical advice or other specified inputs and services; as an occasional or *ad hoc* technical/policy adviser on normative issues; or as an advocate on a particular UN issue or convention. Some Participating UN Organizations will play a substantive leadership role in the Integrated UN Programme, in one or more Outcome areas or results areas.

## 4 Commitment of the Government of Montenegro

The Government will support the UN system agencies' efforts to raise the funds required to meet the needs of this UNDAF and will cooperate with the UN system agencies in ways including: encouraging potential donor governments to make available to the UN system agencies the funds needed to implement the unfunded components of the programme; endorsing the UN system agencies' efforts to raise funds for the programme from other sources, including the private sector, both internationally and in Montenegro; and by permitting contributions from individuals, corporations and foundations in Montenegro to support this programme which will be tax-exempt for the donor, to the maximum extent permissible under applicable law.

Cash assistance for travel, stipends, honoraria and other costs shall be set at rates commensurate with those applied in the country, but not higher than those applicable to the United Nations system (as stated in the ICSC circulars).

The Government will honour its commitments in accordance with the provisions of the cooperation and assistance agreements outlined in chapter 1.5.

The Government shall apply the provisions of the Convention on the Privileges and Immunities of the United Nations agencies to the Agencies' property, funds and assets, and to its officials and consultants. In addition the Government will accord to the Agencies and their officials and to other persons performing services on behalf of the Agencies, the privileges, immunities and facilities as set out in the cooperation and assistance agreements between the Agencies and the Government. The Government will be responsible for dealing with any claims, which may be



brought by third parties against any of the Agencies and its officials, advisers and agents. None of the Agencies, nor any of their respective officials, advisers or persons performing services on their behalf will be held responsible for any claims and liabilities resulting from operations under the cooperation and assistance agreements, except where it is mutually agreed by the Government and a particular Agency that such claims and liabilities arise from gross negligence or misconduct of that Agency, or its officials, advisers or persons performing services.

**Provisions under HACT for UNDP and UNICEF:**

A standard Fund Authorization and Certificate of Expenditures (FACE) report, reflecting the activity lines of the work plan (WP), will be used by Implementing Partners to request the release of funds, or to secure the agreement that the UNDP and UNICEF will reimburse or directly pay for planned expenditure. The Implementing Partners will use the FACE to report on the utilization of cash received. The Implementing Partner shall identify the designated official(s) authorized to provide account details, to request and certify the use of cash. The FACE will be certified by the designated official(s) of the Implementing Partner.

Cash transferred to Implementing Partners should be spent for the purpose of activities and within the timeframe as agreed in the work plans (WPs) only.

Cash received by the Government and national NGO Implementing Partners shall be used in accordance with established national regulations, policies and procedures consistent with international standards, in particular ensuring that cash is expended on activities as agreed in the work plans (WPs), and ensuring that reports on the utilization of all received cash are submitted to the UNDP and UNICEF within six months of receipt of the funds. Where any of the national regulations, policies and procedures is not consistent with international standards, the UN system agency financial and other related rules and system agency regulations, policies and procedures will apply.

In the case of international NGO/CSO and IGO Implementing Partners, cash received shall be used in accordance with international standards in particular ensuring that cash is expended on activities as agreed in the work plans (WPs), and ensuring that reports on the full utilization of all received cash are submitted to the UNDP and UNICEF within six months after receipt of the funds.

To facilitate scheduled and special audits, each Implementing Partner receiving cash from the UNDP and UNICEF will provide the UN system agency or its representative with timely access to:

- all financial records which establish the transactional record of the cash transfers provided by the UNDP and UNICEF, together with relevant documentation;

- all relevant documentation and personnel associated with the functioning of the Implementing Partner's internal control structure through which the cash transfers have passed.

The findings of each audit will be reported to the Implementing Partner and the UNDP and UNICEF. Each Implementing Partner will furthermore:

- receive and review the audit report issued by the auditors.
- provide a timely statement of the acceptance or rejection of any audit recommendation to the UNDP and UNICEF that provided cash so that the auditors include these statements in their final audit report before submitting it to the UNDP and UNICEF.



- undertake timely actions to address the accepted audit recommendations and report on the actions taken to implement accepted recommendations to the UN system agencies on a quarterly basis (or as specifically agreed).

## 5 Resources Framework and Resource Mobilization

The UN system agencies will provide support for the development and implementation of activities within the UNDAF, which may include technical support, cash assistance, supplies, commodities and equipment, procurement services, transport, funds for advocacy, research and studies, consultancies, programme development, monitoring and evaluation, training activities and staff support. Part of the UN system agencies' support may be provided to Non-Governmental and Civil Society Organizations as agreed within the framework of the individual work plans (WPs) and project documents.

Additional support may include access to UN organization-managed global information systems, the network of the UN system agencies' country offices and specialized information systems, including rosters of consultants and providers of development services, and access to the support provided by the network of UN Specialized Agencies, Funds and Programmes.

The UN system agencies shall appoint staff and consultants for programme development, programme support, technical assistance, as well as monitoring and evaluation activities.

Subject to annual reviews and progress in the implementation of the programme, the UN system agencies' funds are distributed by calendar year and in accordance with the UNDAF. These budgets will be reviewed and further detailed in the work plans (WPs) and project documents. By mutual consent between the Government and the UN system agencies, funds not earmarked by donors for the UN system agencies for specific activities may be reallocated to other programmatically equally worthwhile activities.

### **Arrangements for cash transfers or reimbursements for UNDP and UNICEF funds<sup>26</sup>**

In case of direct transfer or reimbursement, the UN agencies shall notify the implementing partner of the amount approved by the UN system agencies and shall disburse funds to the Implementing Partner within 30 days.

In case of direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner or to vendors or third parties for obligations incurred by the UN system agencies in support of activities agreed with Implementing Partners, the UN system agencies shall proceed with the payment within 30 days.

The UN system agencies shall not have any direct liability under the contractual arrangements

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<sup>26</sup> As previously noted, only the UNDP and UNICEF have adopted the HACT modality in agreement with the Government of Montenegro.

concluded between the Implementing Partner and a third-party vendor.

Where the HACT UN system agencies and other UN system agency provide cash to the same Implementing Partner, the programme monitoring, financial monitoring and auditing will be undertaken jointly or coordinated with those UN system agencies.

121. The total indicative resources for the UNDAF 2017–2021 is *estimated* to amount to US\$ 55.6 million and is presented in Annex B. These resources are mainly composed of core and non-core contributions from organizations with a large presence in the country, such as the UNDP, UNICEF, UNHCR, or from resources mobilized by specialized UN Organizations as presented in Annex B.
122. The *resources framework* (Annex B) represents the estimated budgetary requirements to implement UN Annual Work Plans over the five-year UNDAF cycle, and will be revised annually as part of the Annual Review of the Groups' progress against the planned outputs and targets, as well as being adjusted to address evolving new needs and lessons learnt during the implementation.
123. Resource mobilization to address possible funding gaps in relation to the planned budgetary framework is both a responsibility of individual UN organizations according to their planned activities and a shared and joint responsibility of the UNCT under the leadership of the Resident Coordinator, and ultimately of the UN system together with the Government. As a substantial share of the indicative resources will be made up of non-core resources, these will need to be mobilized from bilateral donors, from special centralized or regional thematic funds or funds in support of UN coherence and innovation, and from the Global Environment Facility (GEF) and similar. However, as Montenegro is in the category of upper middle-income countries and is a candidate country for EU accession, most bilateral funding windows are closed. *The main sources of financing for human rights and development work available to Montenegro will be from EU pre-accession instruments, from International Financial Institutions or diverse global funding windows.*
124. The estimated resource requirements, while only indicative, are as accurate as possible at the time of the UNDAF preparation. Resource commitments will continue to be made in the programme and project documents of UN Organizations, according to the procedures and approval mechanisms of each Organization. The UNDAF budget and work plan will be reviewed and updated annually to reflect relevant changes.

## 6 Monitoring, Reporting and Evaluation

125. The Monitoring and Evaluation Plan and calendar for the UNDAF 2017–2021 are set out in Annex C. The main focus of the Plan is on monitoring progress towards the defined strategic Outcomes through the UNDAF Results Matrix and its indicator framework. Monitoring and evaluation is a joint responsibility of the Government and the UNCT, through the Joint Country Steering Committee and through the joint Results Groups, which will undertake annual reviews on their plans, prepare annual progress reports, and make any changes necessary given the evolving national context, obstacles or delays affecting implementation, or shortfalls in available resources against targets. As outlined above, the Monitoring and Evaluation Group has a key responsibility

for the overall monitoring and evaluation plan, consolidating the annual progress reports of each of the four Results Groups, and for providing technical support and guidance to monitoring and evaluation activities.

126. In addition, the Monitoring and Evaluation plan outlines a number of complementary monitoring and review exercises at the level of the UNCT and of individual agencies: an annual performance review of the *Delivering as One* functions, mechanisms and structures as per the UNDG Standard Operating Procedures and the Annual Report of the Resident Coordinator. The plan also sets out important milestones in terms of surveys and data-collection exercises relevant for the indicator framework, as well as activities relating to capacity building at the national level for monitoring and evaluation including contribution by the UN to different Government reports on human rights-related issues. In addition, the plan provides data on the major data collection activities of national partners.
127. Data collection and analysis are key components of UN system-supported activities, which have a common focus on developing capacities at all levels for evidence-based policy making, and for producing disaggregated data (by gender, age group or other social criteria) to monitor the effects and impact of national policies and plans. The Monitoring and Evaluation Group, with focal points in all Results groups, supports these activities and ensures that such activities are linked to the monitoring and evaluation framework for the UNDAF annual work plans.
128. Therefore, at the time of writing this document, not all relevant information on monitoring and evaluation activities of individual UN organizations and which will form an integral part of annual work plans was available, but such data will progressively be introduced in order to complement the plan for joint M&E activities.
129. A comprehensive and strategic evaluation of the UNDAF will be conducted with the involvement of a broad range of stakeholders and partners to assess its contribution to national priorities and the Government's strategic plans and programmes as well as its relevance, effectiveness, efficiency and sustainability. The cost of the evaluation, estimated at US\$35,000, will be covered by contributions from UN organizations. The Outcomes and indicators elaborated in the UNDAF Results and Resources Framework are the factors against which progress will be measured. The evaluation will allow the United Nations System and national partners to incorporate learning and recommendations in the design and planning of the next UNDAF.
130. The indicator framework is based mainly on using indicators, with baselines and targets and means of verification that correspond to indicators used by the Government for monitoring and evaluation of the implementation of national strategies and plans. In some cases, as indicated in the M&E plan, it will be necessary to undertake specific survey and data collection to establish the relevant baselines and allow continuous monitoring; however such activities are fully justified given the criticality of developing national capacity for collection and monitoring of key data for evidence-based policy making.

#### **Commitment of National Implementing Partners in Monitoring and Evaluation Activities and Audits**

Implementing Partners agree to cooperate with the UN system agencies for monitoring all activities supported by cash transfers and will facilitate access to the relevant financial records and personnel responsible for the administration of cash provided by the UN system agencies.

To that effect, Implementing Partners agree to the following:

1. Periodic on-site reviews and spot checks of their financial records by the UN system agencies or their representatives, as appropriate and as described in specific clauses of their engagement documents/contracts with the UN system agencies;
2. Programmatic monitoring of activities following the UN system agencies' standards and guidance for site visits and field monitoring;
3. Special or scheduled audits. Each UN organization, in collaboration with other UN system agencies (where so desired and in consultation with the respective coordinating ministry) will establish an annual audit plan, giving priority to audits of Implementing Partners with large amounts of cash assistance provided by the UN system agencies, and those whose financial management capacity needs strengthening.

**Special Audit Provision under HACT for UNDP and UNICEF**

The audits will be commissioned by the UN system agencies and undertaken by private audit services.

# 7 Annexes

## A. UNDAF 2017–2021 Results Matrix

Results Group / Focus Area: <b>Democratic Governance</b>																					
SDGs: 5, 16, 17																					
Outcomes	Indicators, baseline, target	Means of verification	Risks and Assumptions	Partners	Indicative financial resources (US\$)																
					2017	2018	2019	2020	2021												
<p><b>By 2021, a people-centred accountable, transparent and effective judiciary, Parliament, public administration and independent institutions ensure security, equal access to justice and quality services for all people.<sup>27</sup></b></p>	<p><b>1. Worldwide Governance Indicators</b></p> <p><u>Baseline (2014):</u>            Voice and accountability 0.18            Political stability/Absence of violence 0.24            Government effectiveness 0.28            Regulatory quality 0.12            Rule of Law 0.07            Control of corruption -0.01</p> <p><u>Target (2021):</u>            Voice and accountability 0.30            Political stability/Absence of violence 0.60            Government effectiveness 0.40            Regulatory quality 0.35            Rule of Law 0.25            Control of corruption 0.15</p>	World Bank	<p><b>Risk:</b> Destabilization of the political situation in the region slows down progress in EU Accession negotiations and further democratization of the society.</p> <p>Negative economic trends affect political stability.</p>	<p>Prime Minister's Office, Ministry of Defence, Ministry of Justice, Ministry of the Interior, Ministry of Human Rights and Minorities, Ministry of Sustainable Development, Ministry of Finance, Ministry of Foreign Affairs and European Integration, Ministry for Information Society and Telecommunications.</p> <p>Also, political parties, academia, Parliament, the State Prosecutor, Centre for Training, NGOs, Ombudsperson and other human rights institutions, local authorities</p>	UNDP 1,000,000	UNDP 1,000,000	UNDP 800,000	UNDP 700,000	UNDP 700,000												
	<p><b>2. Democracy Index</b></p> <p><u>Baseline (2014):</u> 5.94 / 10  <u>Target (2021):</u> 7.0 / 10</p>				Economist Intelligence Unit	<p><b>Assumption:</b> Progress in the accession process results in further advancement of democratic governance agenda in the country.</p> <p>Reform efforts in Public Administration and Rule of Law are backed up with political will and sufficient resources to address the implementation gap.</p>	UNHCR 350,000	UNHCR TBD	UNHCR TBD	UNHCR TBD	UNHCR TBD	IOM 200,000	IOM 200,000	IOM 150,000	IOM 150,000	UNICEF 447,100	UNICEF 447,100	UNICEF 430,747	UNICEF 338,486	UNICEF 338,485	UNECE 10,000

<sup>27</sup> With a particular focus on disadvantaged groups, including ethnic minorities, vulnerable children, people with disabilities, LGBTIQ and the elderly,

**3. Percentage of UPR-accepted recommendations for Montenegro fully implemented or in the process of implementation as per UPR cycle**

Baseline (2015):

Second UPR cycle:

- fully implemented: 13% of accepted recommendations

- in the process of implementation: 82% of accepted recommendations

- implementation has not started: 5% of accepted recommendations

Disaggregated:

- Women  
fully implemented: 34%  
in process: 66%
- Children  
fully implemented: 7%  
in process: 86%  
implementation has not started: 7%
- Persons with disabilities  
in process: 100%
- Minorities and Roma  
fully implemented: 9%  
in process: 91%
  
- LGBTIQ  
fully implemented: 16%  
in process: 84%

Third UPR cycle: 0

Disaggregated:

- Women: 0
- Children: 0
- Persons with disabilities: 0
- Minorities and Roma: 0
- LGBTIQ: 0

Target (2021):

Second UPR cycle

- fully implemented: 90% of accepted recommendations

Desk review of reports by working group consisting of Government representatives, the civil sector and UN agencies

**Risk:** Competing priorities prevent adequate focus on fulfilling UPR recommendations.

**Risk:** Continuation of the political crisis in the Middle East can further exacerbate the refugee/migration crisis and increase refugee/migration flows

**Assumption:** In cooperation with all relevant stakeholders, Action Plan developed for the implementation of UPR recommendations.

- in the process of implementation:  
10% of accepted recommendations  
Disaggregated:

- Women  
fully implemented: 85%  
in process: 15%
- Children  
fully implemented: 85%  
in process: 15%
- Persons with disabilities  
fully implemented: 85%  
in process: 15%
- Minorities and Roma  
fully implemented: 85%  
in process: 15%
- LGBTIQ  
fully implemented: 85%  
in process: 15%

Third UPR cycle

- fully implemented: 85% of accepted recommendations

- in the process of implementation:  
15% of accepted recommendations

Disaggregated:

- Women  
fully implemented: 80%  
in process: 20%
- Children  
fully implemented: 80%  
in process: 20%
- Persons with disabilities  
fully implemented: 80%  
in process: 20%
- Minorities and Roma  
fully implemented: 80%  
in process: 20%
- LGBTIQ  
fully implemented: 80%  
in process: 20%

**4. Level of preparedness of Montenegro to apply the Acquis and European standards in the areas covered by Negotiation Chapters 23 and 24**

Baseline (2015):

EU Report on Montenegro

**Risk** – Insufficient coordination between institutions and numerous competing priorities in the context of EU accession overstretch the Government's

<p>Chapter 23: moderately prepared (3); Chapter 24: moderately prepared (3) <u>Target (2021):</u> Chapter 23: good level of preparation (4) Chapter 24: good level of preparation (4)</p>		<p>capacities and undermine its ability to progress as planned <b>Assumption:</b> Existence of the political will, financial resources and/or capacities and commitment to advance/complete complex reform processes related to Chapter 23</p>						
<p><b>5. Percentage of specialized professionals<sup>28</sup> who apply child-friendly justice proceedings in working with children</b></p> <p><u>Baseline (2015):</u> 30% of professionals specialized in application of child-friendly justice proceedings <u>Target (2021):</u> 100% of professionals working with children apply child-friendly justice proceedings</p>	<p>Ministry of Justice, Supreme Court and Supreme State Prosecutor's Reports</p>	<p><b>Risks:</b> Insufficient political will due to human resource factors and budgetary constraints for specialization of professionals and procedures <b>Assumption:</b> Political will in place and adequate financial means allocated for specialization of professionals and procedures</p>						
<p><b>6. Percentage of SDGs nationalized</b></p> <p><u>Baseline (2015):</u> 0 SDGs nationalized <u>Target (2021):</u> 50% of SDGs nationalized;</p>	<p>National Reports on the implementation of the NSSD</p>	<p><b>Assumption:</b> Monitoring and reporting system of National Strategy for Sustainable Development (based on SDGs) established. The Government makes use of acquired technical capacity to operationalize M&amp;E system to ensure collection of relevant, disaggregated data, quality evaluation, monitoring and reporting on SDGs</p>						

<sup>28</sup> Includes officials of the judiciary, police and social services who are involved with children in contact with the judicial system



Results Group / Focus Area: **Environmental Sustainability**

SDGs: 7,9, 11, 13, 14, 15, 17

Outcomes	Indicators, baseline, target	Means of verification	Risks and Assumptions	Partners	Indicative financial resources (US\$)					
					2017	2018	2019	2020	2021	
<b>By 2021, the people of Montenegro are benefiting from sustainable management of cultural and natural resources, combating climate change and disaster risk reduction.</b>	<b>1. Percentage of legislation related to the environment and climate change in line with EU Acquis</b>  <u>Baseline (2015):</u> 60% <u>Target (2021):</u> 100%	EU Report on Montenegro	<b>Risk:</b> Destabilization of the political situation in the region slows down progress in EU Accession negotiations	Ministry of Sustainable Development and Tourism, Environment Protection Agency, local municipalities, Ministry of Agriculture and Rural development, Ministry of the Economy, Ministry of the Interior, Centre for Eco-Toxicological Research, Business sector, National Parks public enterprise	UNDP 2,800,000	UNDP 3,850,000				
	<b>2. Percentage decrease in annual emissions of greenhouse gases</b>  <u>Baseline (1990):</u> 5,239 kilotons <u>Target (2021):</u> <u>Decrease by a minimum of 10%</u> (4,715 kilotons)	National Communication Report to UNFCCC	<b>Risk:</b> Lack of financial resources at all levels (Government, municipalities, business sector) for investing in activities leading to a decrease in GHG emissions <b>Assumption:</b> Strong political will and commitment to meet targets set in National Strategy on Climate Change and Intended Nationally Determined Contribution (INDC)		UNESCO 60,000	UNESCO 110,000	UNDP 3,900,000	UNDP 3,500,000	UNDP 2,500,000	
	<b>3. A number of specific DRR Action Plans developed, tested and operationalized with involvement of all actors and beneficiaries for specific sectors, institutions, for localities and sites tracing the effects of disasters on women, children and particular vulnerable groups</b>  <u>Baseline (2015):</u> 0 <u>Target (2021):</u> 4	Desk review, Ministry of the Interior	<b>Risk:</b> Inadequate knowledge about DRR of decision makers at the national and local levels stop or slow down the process of integration of DRR into national policies and strategies <b>Assumption:</b> Government fully committed to integrate DRR into national policy		UNEP 880,000	UNEP 880,000	UNESCO 60,000	UNEP 600,000	UNESCO 10,000	UNESCO 10,000
	<b>4. Rate of implementation of all components of national waste management action plan</b>  <u>Baseline (2015):</u> 0% <u>Target (2021):</u> 100%	Annual report of Ministry for Sustainable Development and Tourism	<b>Risk:</b> Lack of financial resources as well as lack of capacities for WMP implementation. <b>Assumption:</b> Local management authorities are		FAO 48.500	UNIDO 380,000	UNEP 600,000	UNEP 600,000	UNEP 600,000	UNEP 600,000

<sup>29</sup> IAEA provided their budget in EUR. The amount was converted to US\$ following UNDP January 2015 exchange rate – 1 € = US\$ 0.915

			interested in changing management practices and fully committed in WMP implementation						
	<p><b>5. Number of newly created ecological networks</b></p> <p><u>Baseline (2015):</u> 0 <u>Target (2021):</u> 2</p>	National register of protected areas	<p><b>Risk:</b> Lack of funds for needed scientific work <b>Assumption:</b> National capacities increased to ensure collection of relevant, disaggregated data, quality evaluation, monitoring and reporting</p>						
	<p><b>6. Percentage of coastal and marine area designated for protection and actively managed</b></p> <p><u>Baseline (2015):</u> less than 8% <u>Target (2021):</u> 10%</p>	National register of protected areas	<p><b>Risk:</b> Lack of financial support for necessary pre-proclamation studies <b>Assumption:</b> Effective use is made of technical support for national institutional capacity to ensure collection of relevant data, quality evaluation, monitoring and reporting</p>						

Outcomes	Indicators, baseline, target	Means of verification	Risks and Assumptions	Partners	Indicative financial resources (US\$)					
					2017	2018	2019	2020	2021	
<p><b>By 2021, the population has improved access to quality, equitable, inclusive and mutually reinforcing systems of health, education, protection and decent work.</b></p>	<p><b>1. Preschool enrolment rate (3-6 years)</b></p> <p><u>Baseline (2014/15):</u> 53.5% <u>Target (2020/21):</u> 80%</p>	<p>MONSTAT, <i>Statistical Yearbook</i></p>	<p><b>Risk:</b> Continuation of economic crisis and consequential decrease of investment in education; a lack of resources, human and financial across sectors, as well as the awareness of the importance of preschool education, to implement the expansion strategy according to the set timeline and in a quality manner. <b>Assumption:</b> Sustained commitment of the MoEd to implement the new Strategy for Early Childhood and Preschool Education reflected in systemic action, monitoring and budget allocation.</p>	<p>Ministry of Labour and Social Welfare together with recently established Directorate for Social and Child Protection, Ministry of Health, Ministry of Education (including relevant institutions), Ministry of Human and</p>	<p>UNDP 1,000,000</p> <p>UNHCR 600,000</p> <p>UNICEF 1,636,602</p> <p>IOM 50,000</p>	<p>UNDP 1,000,000</p> <p>UNHCR TBD</p> <p>UNICEF 1,636,602</p> <p>IOM 50,000</p> <p>ILO 113,500</p> <p>WHO 300,000</p> <p>UNOPS 50,000</p> <p>IAEA 13,114</p>	<p>UNDP 1,000,000</p> <p>UNHCR TBD</p> <p>UNICEF 1,539,319</p> <p>IOM 50,000</p> <p>ILO 113,500</p> <p>WHO 300,000</p> <p>UNOPS 250,000</p>	<p>UNDP 1,000,000</p> <p>UNHCR TBD</p> <p>UNICEF 1,323,829</p> <p>IOM 50,000</p> <p>ILO 113,500</p> <p>WHO 300,000</p> <p>UNOPS 250,000</p>	<p>UNDP 1,000,000</p> <p>UNHCR TBD</p> <p>UNICEF 1,323,829</p> <p>IOM 50,000</p> <p>ILO 113,500</p> <p>WHO 300,000</p> <p>UNOPS 250,000</p>	<p>UNDP 1,000,000</p> <p>UNHCR TBD</p> <p>UNICEF 1,323,829</p> <p>IOM 50,000</p> <p>ILO 113,500</p> <p>WHO 300,000</p> <p>UNOPS 250,000</p>
	<p><b>2. No. of cases of domestic violence against women and violence against children registered (as a measure of the responsiveness of the system)</b></p> <p><u>Baseline 1 (2014):</u> 310 cases of children victims registered by the CSWs <u>Target 1 (2021):</u> 500 cases of children victims registered by the CSWs</p> <p><u>Baseline 2 (2014):</u> 1,347 cases of domestic violence against women registered by the police <u>Target 2 (2021):</u></p>	<p>Ministry of Labour and Social Welfare, <i>Annual report, Integrated Social Welfare Information System</i></p> <p>Police Directorate, <i>Administrative record</i></p>	<p><b>Risks:</b> Existing social norms contribute to underreporting of cases of violence. Data on reported cases of children victims is not disaggregated by sex and interventions are not gender-sensitive. Trust in institutions remains low and therefore reporting of cases of violence stay at the same level or decreases. <b>Assumptions:</b> On-going public dialogue on the problem of family violence, including violence against children, contributes to reducing tolerance towards violence (changes in social norms). Strengthened</p>	<p>Minority Rights, Ministry of Finance, Ministry of Justice, Ministry of Culture, Ministry of Sustainable Development and Tourism, Directorate for Youth and Sports, municipalities and local communities</p>						

<p>1,720 cases of domestic violence against women registered by the police</p> <p><b>3. Youth unemployment rate (15–24 years)</b></p> <p><u>Baseline (2014):</u> 35.8% (men 36%, women 35.4%)</p> <p><u>Target (2021):</u> 30% (less than 32% men, less than 32% women)</p>	<p>MONSTAT</p>	<p>multisectoral response towards family violence, and systems better equipped to detect, register and address cases of family violence.</p> <p><b>Risks:</b> Lack of integrated approach to implementation of employment policies; poor intersectoral cooperation; jobless growth as a feature of economic development.</p> <p><b>Assumptions:</b> Government fully committed to creating sustainable employment opportunities; the mismatch between education and labour market reduced</p>
<p><b>4. PISA score</b></p> <p><u>Baseline (2012):</u> Reading – 506, Maths – 410, Science – 410</p> <p><u>Target (2021):</u> Reading – 607, Maths – 492, Science – 492</p>	<p>OECD, <i>PISA Surveys</i></p>	<p><b>Risks:</b> Lacking human and financial capacities, for quality and timely planning and implementation of measures aimed at improving the quality of educational services.</p> <p><b>Assumptions:</b> Sustained commitment of the MoEd and all related central educational institutions to improve students' developmental and educational outcomes through systemic efforts.</p>
<p><b>5. No. of people accessing standardized family and community services and cash transfers</b></p> <p><b>(a) services</b></p> <p><u>Baseline (2015)</u> 900; age: &lt;18 – 520, 18+ – 480; male – 390, female – 510;</p> <p><u>Target (2021)</u> 2,000; age: &lt;18 – 650, 18+ – 1,350; male – 850, female – 1,250;</p> <p><b>(b) de-institutionalization</b></p>	<p>Ministry of Labour and Social Welfare, <i>Integrated Social Welfare Information System</i></p>	<p><b>Risks:</b> Unsustainable financing of family and community services at local and national levels; responsibilities for financing social services not clearly defined by the law</p> <p><b>Assumptions:</b> Adequate human and financial resources for planning and development of social services; normative framework fully implemented in practice;</p>

<p><u>Baseline (2014)</u> 132; age: 0-3 – 8, 3+ – 124; boys – 74, girls – 58; children with no disability – 73, children with disability – 59; <u>Target (2021)</u> 95; age: 0-3 – 0, 3+ – 95, boys – 50, girls – 45; children with no disability – 60, children with disability – 35;</p> <p><b>(c) transfer accuracy targeting</b> <u>Baseline (2012)</u>: 86% <u>Target (2021)</u>: 90%</p>	<p>Ministry of Labour and Social Welfare, <i>Annual Report, Social Protection Database</i></p> <p>World Bank <i>ASPIRE database</i></p>	<p>further development of the Integrated Social Welfare Information System will continue</p>				
<p><b>6. Reduction in NCD risk factors<sup>30</sup></b></p> <p><b>(a) per capita alcohol consumption, recorded and unrecorded</b> <u>Baseline (2012)</u>: 12 litres of pure alcohol <u>Target (2021)</u>: 10 litres per capita</p> <p><b>(b) tobacco use among adolescents</b> <u>Baseline (2012)</u>: 7.3% <u>Target (2021)</u>: 5%</p> <p><b>(c) Age-standardized prevalence of raised blood pressure among persons aged 18+ years</b> <u>Baseline (2016)</u>: TBC (Jan 2016) <u>Target (2021)</u>: 5% reduction</p> <p><b>(d) Age-standardized prevalence of overweight and obesity in people aged 18+ years</b> <u>Baseline (2016)</u>: TBC (Dec 2016) <u>Target (2021)</u>: 5% reduction</p> <p><b>(e) Age-standardized intake of salt (sodium chloride) per day in persons aged 18+ years</b></p>	<p>WHO Health for All database, Institute of Public Health of Montenegro report, National Health Survey Montenegro</p>	<p><b>Risks:</b> Budget constraints <b>Assumptions:</b> Adequate level of political commitment and budgetary support for policy implementation and improvement of quality and coverage of health services, especially for vulnerable groups and under-served areas; new multisectoral coordination mechanisms established and functioning.</p>				

<sup>30</sup> For the purpose of monitoring progress in UNDAF implementation additional indicators will be used: Age-standardized overall premature mortality (30–70) rate for non-communicable diseases disaggregated by sex; Percentage of children vaccinated against measles (1 dose by second birthday), polio (3 doses by first birthday) and rubella (1 dose by second birthday); Private households' out-of-pocket payments on health as % of total health expenditure; Antibiotic consumption

<u>Baseline (2016):</u> TBC (Q4 2016)									
<u>Target (2021):</u> 15% reduction <sup>31</sup>									

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<sup>31</sup> The Ministry of Health, in line with WHO recommendations, reports on 4 additional indicators (1. Age standardised overall premature mortality (30-70) rate for non-communicable diseases; 2. Percentage of children vaccinated against measles (1 dose by second birthday), polio (3 doses by first birthday) and rubella (1 dose by second birthday); 3. Private households' out-of pocket payments on health as % of total health expenditure; 4. Antibiotic consumption).

Outcomes	Indicators, baseline, target	Means of verification	Risks and Assumptions	Partners	Indicative financial resources (US\$)				
					2017	2018	2019	2020	2021
<p><b>By 2021, the people of Montenegro are benefitting from an enabling institutional and regulatory framework for sustainable and inclusive economic growth based on innovation, entrepreneurship and competitiveness.</b></p>	<p><b>1. Human Development Index and its derivatives</b></p> <p><b>(a) Human Development Index</b>  <u>Baseline (2014):</u>  value 0.789;  rank 51/187;  high development  <u>Target (2021):</u>  very high development</p> <p><b>(b) Inequality Adjusted Human Development Index</b>  <u>Baseline (2014):</u>  value 0.728; (loss of 9.2% of HDI) <i>average loss due to inequality for the very high HDI countries is 12.1%</i>  <u>Target (2021):</u>  Loss in inequality-adjusted HDI to HDI &lt; the average loss for very high HDI countries</p> <p><b>(b) Gender Inequality Index</b>  <u>Baseline (2014):</u>  value 0.171;  rank 37/155  <u>Target (2021):</u>  value &lt;0.171</p>	Human Development Report	<p><b>Risks:</b> Lack of people-centred development policies in place; economic downturn influences standard of living</p> <p><b>Assumption:</b> The Government dedicated to creation of an environment in which people can develop their full potential and lead productive and creative lives</p>	<p>Ministry of Finance, Ministry of Labour and Social Welfare, Ministry of Science, Ministry of Transport, Ministry of Culture, Ministry of Sustainable Development and Tourism, Ministry of the Economy, Ministry of Agriculture, Office of the Deputy Prime Minister for Regional Development, as well as Office of the Deputy Prime Minister for Economic Policy and Financial Stability, universities, the EU</p>	UNDP 328,947	UNDP 460,526	UNDP 361,842	UNDP 307,018	UNDP 219,298
	<p><b>Risks:</b> Lack of resources for infrastructure that enable innovative activities and development of a sound innovation environment; the presence of market failures that hamper innovation activity (risk aversion); lack of a business environment for innovation</p> <p><b>Assumption:</b> Overall economic development of the country is</p>		UNICEF 311,443		UNICEF 293,309	UNICEF 229,842	UNICEF 229,842	UNESCO 60,000	UNESCO 10,000
	<p><b>2. Global Innovation Index</b></p> <p><u>Baseline (2014):</u> 41 out of 141  <u>Target (2021):</u> top-40 within the global ranking</p>	Report by World Intellectual Property Organization (WIPO), Johnson Cornell University and INSEAD Business School			ILO 223,500	ILO 223,500	ILO 223,500	ILO 223,500	ILO 223,500
					UNOPS 500,000	UNOPS 1,000,000	UNOPS 1,000,000	UNOPS 1,000,000	UNOPS 1,000,000

		<p>good, which is critical to the positive development of SMEs' innovation and competitiveness capacities; the Government fully committed to improvement of infrastructure (science parks, centres of excellence, etc.); the Government dedicated to improvement of five pillars that enable innovative activities: (1) Institutions; (2) Human capital and research; (3) Infrastructure; (4) Market sophistication; and (5) Business sophistication.</p>						
<p><b>3. Employment rate</b></p> <p><u>Baseline (2015):</u>  Employment rate – 43.2%  – male (48.9%), female (37.8%)  – south (50%), central (49.2%), north (27.5%)  – young people, 15–24 (18.8%)  <u>Target (2021):</u>  Employment rate – 48%  – male (53%), female (43%)  – south (53%), central (52%), north (35%)  – young people, 15–24 (29%)</p>	<p>Labour market survey, Statistical Office of Montenegro</p>	<p><b>Risks:</b> Further delaying the onset and/or delays in the implementation of investment projects will jeopardize overall economic stability and hence employment; A lack of an integrated approach to implementation of employment policies  <b>Assumptions:</b> The Government fully committed to creating sustainable employment opportunities; the mismatch between education and labour market reduced</p>						
<p><b>4. World Bank Doing Business Report</b></p> <p><u>Baseline (2016):</u> 46 out of 189  <u>Target (2021):</u> top-20 in global ranking</p>	<p>World Bank – Doing Business Report</p>	<p><b>Risks:</b> Lack of integrated approach for improvement of 10 Doing Business topics;  <b>Assumption:</b> Regulation affecting business stays same or is lowered</p>						
<p><b>5. Resource productivity GDP/DMC (domestic material consumption)</b></p> <p><u>Baseline (2014):</u> 0.39 EUR/kg  <u>Target (2021):</u> at least 0.60 EUR/kg</p>	<p>Statistical Office of Montenegro</p>	<p><b>Assumption:</b> The Government fully committed to creating an enabling environment for sustainable use of natural resources</p>						
<p><b>6. GDP per capita in PPP as % of EU average</b></p>	<p>Statistical Office of Montenegro / EUROSTAT</p>	<p><b>Risks:</b> High government debt could influence an increase in</p>						



<p><u>Baseline (2014):</u> 39%</p> <p><u>Target (2021):</u> 50% of EU average</p>	<p>citizens' tax liabilities and lower disposable income.</p> <p><b>Assumptions:</b> Growth rates in main export sectors (especially tourism<sup>32</sup> and energy<sup>33</sup>) achieve growth rates envisaged by the Government, on-going investment projects continued.</p>						
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<sup>32</sup> Source: Tourism Development Strategy of Montenegro to 2020. The WTTC until 2018 forecasts further growth of GDP from tourism of 5.7% a year – compared to an average of 2.8% in the EU – putting Montenegro among the top five of 176 comparable countries.

<sup>33</sup> Source: Energy Development Strategy of Montenegro to 2030. Energy demand, particularly electricity, is an important prerequisite of any strategy. In the period from 2008 to 2020, final energy consumption will grow at a rate of 2.2% per year. Total gross inland consumption from 1.9% per year. Growth rates are lower than the GDP growth rate (3.65%/year).

## B.1 UNDAF 2017–2021 Medium-term Common Budgetary Framework<sup>34</sup>

<b>Results Area</b>	<b>Democratic Governance</b>	<b>Social Inclusion</b>	<b>Environmental Sustainability</b>	<b>Economic Governance</b>	
Outcome	By 2021, a people-centred accountable, transparent and effective judiciary, Parliament, public administration and independent institutions ensure security, equal access to justice and quality services for all people.	By 2021, the population has improved access to quality, equitable, inclusive and mutually reinforcing systems of health, education, protection and decent work.	By 2021, the people of Montenegro are benefiting from sustainable management of cultural and natural resources, combating climate change and disaster risk reduction.	By 2021, the people of Montenegro are benefitting from an enabling institutional and regulatory framework for sustainable and inclusive economic growth based on innovation, entrepreneurship and competitiveness.	
UN Organisation	<i>Estimated delivery, in US\$</i>				<b>Total, per Organisation</b>
FAO*			\$48,500.00		\$48,500.00
IAEA* <sup>35</sup>		\$19,672.13	\$113,114.75		\$132,786.89
ILO		\$567,500.00		\$1,117,500.00	\$1,685,000.00
IOM	\$850,000.00	\$250,000.00			\$1,100,000.00
UNCTAD				\$550,000.00	\$550,000.00
UNDP	\$4,200,000.00	\$5,000,000.00	\$16,550,000.00	\$1,677,631.00	\$27,427,631.00
UNECE	\$50,000.00		\$500,000.00	\$200,000.00	\$750,000.00
UNEP*			\$2,360,000.00		\$2,360,000.00
UNESCO			\$250,000.00	\$150,000.00	\$400,000.00
UNHCR*	\$350,000.00	\$600,000.00			\$950,000.00
UNICEF	\$2,021,918.00	\$7,460,181.00		\$1,375,879.00	\$10,857,978.00
UNIDO			\$600,000.00	\$800,000.00	\$1,400,000.00
UNOPS		\$810,000.00	\$1,050,000.00	\$4,500,000.00	\$6,360,000.00
WHO		\$1,500,000.00	\$162,500.00		\$1,662,500.00
<b>UN System</b>	<b>\$7,471,918.00</b>	<b>\$16,207,353.13</b>	<b>\$21,634,114.75</b>	<b>\$10,371,010.00</b>	<b>\$55,684,395.89</b>

\*Missing budgets will be known at a later stage.

<sup>34</sup> Indicative budgets will only become financial commitments through the UN Annual Work Plans. Core resources are subject to the approval of the UN governing body for each respective organization and availability (global funding trends).

<sup>35</sup> IAEA provided their budget in EUR. The amount was converted to US\$ following the UN January 2015 exchange rate - 1 € = US\$ 0.915

B.2 UNDAF 2017–2021 Medium-term Common Budgetary Framework, per type of resources (in thousands)

Results Area UN Organisation	Democratic Governance				Social Inclusion				Environmental Sustainability				Economic Governance			
	core	non-core	funding gap	total	core	non-core	funding gap	total	core	non-core	funding gap	total	core	non-core	funding gap	total
FAO*	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$49	\$0	\$49	\$0	\$0	\$0	\$0
IAEA*	\$0	\$0	\$0	\$0	\$20	\$0	\$0	\$20	\$113	\$0	\$0	\$113	\$0	\$0	\$0	\$0
ILO	\$0	\$0	\$0	\$0	\$218	\$0	\$350	\$568	\$0	\$0	\$0	\$0	\$218	\$0	\$900	\$1,118
IOM	\$0	\$850	\$0	\$850	\$0	\$250	\$0	\$250	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
UNCTAD	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$50	\$500	\$550
UNDP	\$200	\$1,200	\$2,800	\$4,200	\$200	\$1,150	\$3,650	\$5,000	\$200	\$5,430	\$10,920	\$16,550	\$190	\$0	\$1,488	\$1,678
UNECE	\$0	\$50	\$0	\$50	\$0	\$0	\$0	\$0	\$0	\$500	\$0	\$500	\$0	\$200	\$0	\$200
UNEP*	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$660	\$1,700	\$2,360	\$0	\$0	\$0	\$0
UNESCO	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$25	\$25	\$200	\$250	\$25	\$25	\$100	\$150
UNHCR*	\$350	\$0	\$0	\$350	\$600	\$0	\$0	\$600	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
UNICEF	\$704	\$0	\$1,318	\$2,022	\$2,346	\$470	\$4,644	\$7,460	\$0	\$0	\$0	\$0	\$469	\$435	\$471	\$1,376
UNIDO	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$600	\$600	\$0	\$0	\$800	\$800
UNOPS	\$0	\$0	\$0	\$0	\$210	\$0	\$600	\$810	\$250	\$0	\$800	\$1,050	\$450	\$0	\$4,050	\$4,500
WHO	\$0	\$0	\$0	\$0	\$1,175	\$325	\$0	\$1,500	\$125	\$38	\$0	\$163	\$0	\$0	\$0	\$0
<b>UN System</b>	<b>\$1,254</b>	<b>\$2,100</b>	<b>\$4,118</b>	<b>\$7,472</b>	<b>\$4,768</b>	<b>\$2,195</b>	<b>\$9,244</b>	<b>\$16,207</b>	<b>\$713</b>	<b>\$6,701</b>	<b>\$14,220</b>	<b>\$21,634</b>	<b>\$1,352</b>	<b>\$710</b>	<b>\$8,309</b>	<b>\$10,371</b>

<i>Financial overview, in 000 US\$</i>	core	non-core	funding gap	total
UN System in Montenegro	\$8,087	\$11,706	\$35,891	\$55,684

## C. UN Monitoring and Evaluation Plan

	2017	2018	2019	2020	2021
<b>Surveys/Studies</b>	<p>Analysis of the local government fiscal and para-fiscal burden with recommendations for regulatory changes (ILO)</p> <p>National survey carried out on the extent of underreporting of wages and setting of minimum wages (ILO)</p> <p>National child labour survey (MONSTAT with ILO)</p> <p>Internal UN Montenegro Survey on DaO 2017</p> <p>Survey on e-governance as input for the NHDR 2017</p> <p>Women's participation in agriculture production in the municipalities of Mojkovac and Pluzine</p> <p>Update of GHG inventory from tourism sector (additional years - 2014/2015)</p>	<p>Internal UN Montenegro Survey on DaO 2018</p> <p>Mercury assessment for Montenegro</p>	<p>Internal UN Montenegro Survey on DaO 2019</p>	<p>Internal UN Montenegro Survey on DaO 2020</p> <p>Update GHG Inventory from tourism sector (additional years: 2016/2017)</p> <p>Final Low-carbon tourism survey</p>	<p>Internal UN Montenegro Survey on DaO 2021</p>

	Mid-Term Low-carbon tourism survey				
<b>Evaluations</b>	<p>Independent evaluation of the Decent Work Country Programme of Montenegro (ILO)</p> <p>Towards Carbon-Neutral Tourism Project. Mid-Term Evaluation</p>	<p>Independent final evaluation of the project Minamata Initial Assessment for Montenegro</p>	<p>Gender programme evaluation (UNDP)</p> <p>Towards Carbon-Neutral Tourism Project Terminal Evaluation</p>	<p>Independent final evaluation of the UNDAF 2017–2021</p> <p>Independent final evaluation of Country Programme Document 2017–2021 (UNDP)</p> <p>Independent final evaluation of Country Programme Document 2017–2021 (UNICEF)</p> <p>Independent final evaluation of the project Comprehensive Environmentally Sound Management of PCBs in Montenegro</p>	
<b>Reviews</b>	<p>Results Groups Annual Reviews</p> <p>UN Organizations' Annual Reviews</p> <p>Relevant monitoring visits to sites</p> <p>Intergovernmental Sectoral Committees' reports (UNECE)</p> <p>Annual report on technical cooperation (UNECE)</p>	<p>Results Groups Annual Reviews</p> <p>UN Organizations' Annual Reviews</p> <p>Relevant monitoring visits to sites</p> <p>Intergovernmental Sectoral Committees' reports (UNECE)</p> <p>Annual report on technical cooperation (UNECE)</p>	<p>Results Groups Annual Reviews</p> <p>UN Organizations' Annual Reviews</p> <p>Relevant monitoring visits to sites</p> <p>Intergovernmental Sectoral Committees' reports (UNECE)</p> <p>Annual report on technical cooperation (UNECE)</p>	<p>Results Groups Annual Reviews</p> <p>UN Organizations' Annual Reviews</p> <p>Relevant monitoring visits to sites</p> <p>Intergovernmental Sectoral Committees' reports (UNECE)</p> <p>Annual report on technical cooperation (UNECE)</p>	<p>Results Groups Annual Reviews</p> <p>UN Organizations' Annual Reviews</p> <p>Relevant monitoring visits to sites</p> <p>Intergovernmental Sectoral Committees' reports (UNECE)</p> <p>Annual report on technical cooperation (UNECE)</p>

	2016 RC Annual Report	2017 RC Annual Report	2018 RC Annual Report	2019 RC Annual Report	2020 RC Annual Report
<b>Monitoring Systems</b>	<p>Contribution to nationalization of SDGs, setting baselines and SDG monitoring system</p> <p>Contribution to desk review/progress report of the Government on the implementation of the 2nd UPR cycle recommendations</p>	<p>Contribution to Report of the Working Group on the Universal Periodic Report for Montenegro (3rd UPR cycle)</p>			
<b>UNDAF Monitoring Activities</b>	<p>UN Progress Report</p> <p>UNDAF annual progress review</p>	<p>UN Progress Report</p> <p>UNDAF annual progress review</p>	<p>UN Progress Report</p> <p>UNDAF annual progress review</p>	<p>UN Progress Report</p> <p>UNDAF annual progress review</p>	<p>UN Progress Report</p> <p>UNDAF annual progress review</p>
<b>M&amp;E Capacity Development</b>	<p>Internal UN training on Gender Mainstreaming</p> <p>Internal UN training on HRBA</p>		<p>Internal UN training on Gender Mainstreaming</p> <p>Internal UN training on HRBA</p>		
<b>Partners' major data collection activities</b>	<p>Universal periodic review 3rd cycle – National report of Montenegro on the Human Rights Situation</p> <p>Periodic Report on the Implementation of the International Convention on the Elimination of All</p>	<p>Periodic Report on the Implementation of the International Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment (CAT)</p>	<p>Periodic Report on the Implementation of the International Covenant on Economic, Social and Cultural Rights (ICESCR)</p>	<p>Periodic Report on the Implementation of the International Covenant on Civil and Political Rights (ICCPR)</p>	<p>2021 Census</p> <p>Periodic Report on the Implementation of the International Convention for the Protection of all Persons from Enforced Disappearances (CED)</p>

	Forms of Racial Discrimination (ICERD)				
<b>Publications</b>	National Human Development Report on E-governance  Global Human Development Report 2017	Global Human Development Report 2018  The Second Biennial Update Report	Global Human Development Report 2019	Global Human Development Report 2020  The Third National Communication	Global Human Development Report 2021

\* The estimated amount for mentioned monitoring and review exercises that would be carried out by the UNCT Montenegro and individual organizations is US\$300,000. As mentioned in Chapter 5, the data on M&E activities will progressively be introduced in order to complement the joint M&E Plan. This includes funding for the UNDAF evaluation, estimated at US\$35,000, which will be covered through contributions from UN organizations.

## D. Sustainable Development Goals

### **Sustainable Development Goals**

Goal 1. End poverty in all its forms everywhere

Goal 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture

Goal 3. Ensure healthy lives and promote wellbeing for all at all ages

Goal 4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all

Goal 5. Achieve gender equality and empower all women and girls

Goal 6. Ensure availability and sustainable management of water and sanitation for all

Goal 7. Ensure access to affordable, reliable, sustainable and modern energy for all

Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all

Goal 9. Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation

Goal 10. Reduce inequality within and between countries

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

Goal 12. Ensure sustainable consumption and production patterns

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

Goal 14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development

Goal 15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, halt and reverse land degradation and halt biodiversity loss

Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

Goal 17. Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development

\* Acknowledging that the United Nations Framework Convention on Climate Change is the primary international, intergovernmental forum for negotiating the global response to climate change.