

Youth Partnership

Partnership between the European Commission
and the Council of Europe in the field of youth



CONTRIBUTION OF NON-PROGRAMME COUNTRIES TO EU YOUTH WIKI

CHAPTER I: MONTENEGRO YOUTH POLICY GOVERNANCE

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At the proposal of the European Commission, the EU-CoE youth partnership network of country correspondents in EKCYP (European Knowledge Centre on Youth Policy) is contributing to EU Youth Wiki with knowledge and information on a number of Erasmus + non-programme countries from South East Europe and Eastern Europe and Caucasus. The contributors use the guidelines of EU Youth Wiki when drafting their country contributions, but due to limited resources and support, present lighter versions of the required information. This chapter is part of piloting the EU Youth Wiki “Light” contributions for Montenegro.

1.1. TARGET POPULATION OF YOUTH POLICY

The [Law on Youth](#) (Article 2) defines the lower and higher legal age limit for youth, stating: “Youth, as defined by this Law, are persons between 15 and 30 years of age.”¹

The majority of the existing policy measures implemented by the Ministry of Labour and Social Welfare address the youth unemployment targeting the population of university graduates according to [the Law on vocational training of persons with acquired higher education](#) (Official Gazette of Montenegro, No. 38/2012),² due to the fact that Montenegro is faced with internal and external migrations caused by economic insecurity and instability.

Migrants from Montenegro are mostly young people from northern municipalities. Regarding internal migrations, all of the northern municipalities have negative migration balances. Deterioration in the area of human capital is related to the migration of educated citizens, the so-called brain drain.

The direction of Montenegro’s development should in this regard follow the efforts of European Union Member States, which have a clear policy that it should not be allowed that young people’s resources are neglected and that they need to be put into use in order to develop the society.

1.2. NATIONAL YOUTH LAW

The Montenegrin Government, at its 117th session held on 25 June 2015, adopted the proposal of the Youth Law and pointed out that:

“For the first time, Montenegro shall have a law that shall ensure the implementation of joint policy in the youth area, and improvement of social position of youth in all areas, as well as to provide conditions for supporting youth in organising themselves and in their social activities, including their participation in decision making, development and fulfilment of personal and social potentials.”

1. In accordance with this definition, we can get an approximate number of young people in Montenegro from 2011 census data based on the Montenegrin Statistical Office (MONSTAT), which states that out of the total number of people living in Montenegro (620,029), there were 132,702 of young people aged 15 to 29, which makes 21.4% of the total population of Montenegro. This number did not include persons that were 30 years of age at that time. If we take into account the gender of young people, in 2011 there were 68,198 young males and 64,504 young females living in Montenegro. Out of the total number of young people (up to 29 years of age), 87,714 of them lived in urban environments, and 44,988 lived in rural environments.

2. The law on vocational training of persons with acquired higher education, "Official Gazette of Montenegro, No. 38/2012" of 19 July.2012. (Zakon o stručnom osposobljavanju lica sa stečenim visokim obrazovanjem ("Službeni list Crne Gore, broj 38/2012" od 19.7.2012. godine).

The Law on Youth was drafted and adopted during the period of development of the new strategic document in the field of youth. Namely, the [Ministry of Education](#), in co-operation with the [Directorate for Youth and Sports](#), non-governmental organisations and independent experts, prepared the draft version of the law which underwent the public consultation involving the youth, citizens, scientific and expert organisations, non-governmental and other interested organisations and communities.

The Parliament of Montenegro adopted the [Law on Youth](#) on 28 June 2016 representing a comprehensive and binding official document addressing the needs and rights of young people and regulating how youth issues are addressed in Montenegro. Implementation of the Law started on 19 July 2016 (Official Gazette of Montenegro No. 42/2016).³

The Law regulates youth policy development, implementation and monitoring at the national and local level. The scope of the Law (Article 1) covers the issues of interest to youth activities in Montenegro, activities relating to youth policy, youth work, institutional care about youth, forms of organisation and financing, and participation of youth at the local and state level, as well as other issues of importance for young people.

The Law states that all young people are equal when it comes to their rights, notwithstanding their nationality, race, gender, language, religion, social origin and property status, membership of political, trade union and other organisations, disability, health condition, physical appearance, sexual orientation, gender identity and other personal characteristics and properties (Article 9).

It is also stated that there is a need and an obligation that young people actively contribute to building and nurturing of social values and development of society through different forms of volunteer activities, express inter-generational solidarity and work on creating the conditions for equal participation in all aspects of social life of young people with disabilities, members of national minorities and other persons and social groups at risk from discriminatory treatment (Article 10, Responsibility and solidarity).

Furthermore, the Law stipulates that the National Youth Strategy and municipal youth strategies are developed and adopted in order to plan, implement and improve the situation of youth based on their real needs, and regular monitoring and evaluation of policy implementation, with active involvement of young people in this process.

The youth policy is implemented by the Government of Montenegro, state administration bodies and other administration bodies competent for areas of relevance to young people, municipalities, the Capitol and the Old Royal Capitol, non-governmental organisations, and other entities participating in planning, implementation and improvement of youth policy (Article 3, paragraph 2).

However, the Law on Youth is currently under revision.

3. Youth Law, "Official Gazette of Montenegro, No. 42/2016" from 07 November 2016. (Zakon o mladima, "Službeni list Crne Gore, broj 42/2016" od 11.7.2016. godine).

Furthermore, the General Law on Education (Official Gazette of Montenegro No. 64/2002, 49/2007, 45/2010, 40/2011, 39/2013)⁴ defines general aspects of youth participation and organisation stipulating that “free” activities of students are realised through student unions, sections, clubs, associations and other forms. Student co-operatives may be organised by schools.

The Law on Higher Education (Official Gazette of Montenegro No. 44/2014, 52/2014)⁵ determines the rights and obligations of students and work of student parliaments and student organisations. The Law also states that student members participate in the Senate of the University (expert body).

1.3. NATIONAL YOUTH STRATEGY

The most important strategic document in the area of youth policy in Montenegro up until now has been the National Youth Action Plan (Nacionalni plan akcije za mlade – NPAM), which was being implemented in the period 2006-2011. The process of drafting of that document has been characterised as one that provided rarely before seen levels of youth participation. However, the formal evaluation of effects of NPAM was only done a few years after the implementation period ended in 2011 – to be exact, it was done in 2015.

Besides the results achieved, NPAM’s evaluation also highlighted the still-present marginalisation of youth issues, which are most definitely an interdepartmental issue, as well as the extremely limited influence NPAM as a strategic document had in the sense of prioritisation and mainstreaming of youth issues. The analysis⁶ showed that a significant influence has been made in raising youth issues at the local level, and partly also on capacity building and ensuring support for youth organisations and organisations working for youth. All of the results and recommendations that resulted from this evaluation were taken into account during planning and drafting of the new strategic framework, both for the Youth Law and for the new Youth Strategy presented herein.

The new Youth Strategy 2017-2021 and Action Plan for 2017 were adopted by the Government of Montenegro on 29 September 2016. The new strategy clearly positions youth as an issue of relevance to Montenegro and through a holistic approach, it envisages interdepartmental and multi-sectoral co-operation of youth policy actors. The strategy positions young people not only as subjects of youth policy, but also as actors that are responsible for its planning, realisation, monitoring and evaluation.

The scope of the Youth Strategy 2017-2021 is regulated by the [Law on Youth](#) (Article 12), stating that it defines the competencies of youth policy entities, long-term goals, measures and activities, as well as financial, administrative and other measures for their implementation.

The goal of Youth Strategy is to ensure that Montenegro receives the necessary support and resources, so that young people can have all the requirements to develop their competencies, values and

4. Law on primary education, "Official Gazette of Montenegro", no. 64/2002, 49/2007, "Official Gazette of Montenegro", no. 45/2010, 40/2011, and 39/2013. (Zakon o osnovnom obrazovanju i vaspitanju Crne Gore („Sl. List RCG“, br 64/2002, 49/2007, „Sl. List CG“, br. 45/2010, 40/2011, i 39/2013).

5. Higher education law, "Official Gazette of Montenegro", no. 44 on 21 October 2014, 52/14. (Zakon o visokom obrazovanju,"Sl. List Crne Gore", br. 44 od 21. Oktobra 2014, 52/14).

6. Recommendations for making youth strategy resulting from consultations with young people and evaluation of the National Youth Action Plan 2006-2011 (2015 Ajsa Hadzibegovic, Civic Alliance). Available at: <http://www.gamn.org/images/docs/cg/Evaluacija-NPAM-i-Konsultacije-sa-mladima.pdf>.

characteristics necessary for quality of life and holistic social, emotional, psychological and physical development.

When speaking about basic principles and values of the new Youth Policy, in accordance with international recommendations, the main goal is that it should be based on rights, inclusive, participative, gender sensitive, holistic, based on knowledge and evidence, with ensured resources, and accountable to the target group.

An integral part of the Strategy is the annual Action Plan for 2017, which contains the basic measures and sub-measures which should lead to the achievement of key outcomes with the identification of responsible parties for their implementation. This plan provides for a gradual introduction of international indicators for comprehensive monitoring of the situation of young people in the official statistical system of Montenegro.

1.4. YOUTH POLICY DECISION MAKING

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

In addition to the evaluation of the previous strategy, this process also included setting up the work group for drafting the strategic document itself, as well as conducting a survey among youth and organisations and institutions working with and for youth of Montenegro regarding their needs. This process included a desk study of policies relevant to young people, as well as a set of direct consultations that were conducted through the use of interviews, focus groups, an interactive tool for future planning,⁷ a mobile app for consulting with young people, conferences, workshops and planning forums, etc.

The Youth Strategy (and related annual Action Plan) is adopted by the Government of Montenegro based on the proposal of the administrative body competent for youth (Directorate for Youth and Sports) for a five-year period (Article 12). According to the Law on Youth, the Directorate adopts the annual plan for implementation of the National Youth Strategy and conducts the situation analysis at least once in a five years (Article 13).

The youth policy is implemented by the Government of Montenegro; state administration bodies and other administration bodies competent for areas of relevance to young people; municipalities, the Capitol and the Old Royal Capitol; non-governmental organisations; and other entities participating in planning, implementation and improvement of youth policy (Article 3, paragraph 2).

Strategy defines six key priorities (target outcomes) where young people in Montenegro are concerned, namely:

7. The innovative instrument for planning has been developed by the UN System in Montenegro based on 'Foresight' – the concept of advanced future planning, which has been used as an interactive tool for involving different actors in future planning. It is based on the principles of interactive games and results in defining the future that citizens desire, in this case for young people, and especially the challenges and possibilities it carries, activities that different actors need to undertake and values on which it should be based. More details at: <http://bit.ly/1Iybdip>.

- A. Young people achieve economic and social security by increasing access to the labour market and gaining employment.
- B. Young people are provided with access to quality education.
- C. Young people are active, motivated and proactive actors in decision-making processes, community development and the creation and implementation of policies.
- D. Young are in good health, safe, and provided with access to adequate support systems for the transition to adulthood and self-realisation.
- E. Young people have access to quality cultural events as both creators and consumers.

1.5. CROSS-SECTORAL APPROACH WITH OTHER MINISTRIES

The National Youth Steering Committee (NYSC) was established by the government as a body that monitors and evaluates implementation of the National Youth Action Plan (2006-2011). The NYSC was appointed by the Ministry of Education and Science (Decision No. 01-3481) on 2 July 2007, according to the Decision of the government. The mission of NYSC was to monitor and direct, implement, and promote the National Youth Action Plan.⁸ In order to assure the successful implementation of NYAP, the NYSC is conducting external communications, advocacy and collaboration with a wider circle of implementers in all sectors. The NYSC is undertaking research and creates reports on youth-related matters.

However, the evaluation of the National Youth Action Plan 2006-2011⁹ showed that the co-operation between relevant ministries related to youth policy implementation was not satisfactory, which is why the process of development of the new strategic framework has been based on the horizontal co-operation and co-ordination of relevant ministries and institutions and NGOs (through participation in the Working group for drafting the Strategy for Youth).

The principle of cross-sectoral co-operation was introduced through establishment of the inter-ministerial working group aiming to ensure a professional and efficient advisory cross-departmental and cross-sectoral collaboration of representatives of the Ministry of Education, Directorate of Youth and Sport, Ministry of Labour and Social Welfare, Ministry of Culture, Ministry of Science, Ministry of Sustainable Development and Tourism, the Ministry of Foreign Affairs and European Integration, and representatives of the civil sector.

The New Youth Strategy (2017-2021) emphasises that youth should be established as a transversal issue, and that a holistic approach to youth policy implementation should be applied through inter-sectoral and inter-ministerial collaboration which should be established and co-ordinated by the Directorate of Youth and Sport through co-operation with different stakeholders, providing a strategic framework for the development of legislation and policies affecting youth.

8. Directorate of Youth and Sports (DYS), Montenegro National report: First co-operation cycle of the EU Youth Strategy 2010-2012, Podgorica.

9. Recommendations for making youth strategy resulting from consultations with young people and evaluation of the National Youth Action Plan 2006-2011 (2015 Ajsa Hadzibegovic, Civic Alliance). Available at: <http://www.gamn.org/images/docs/cg/Evaluacija-NPAM-i-Konsultacije-sa-mladima.pdf>.

The strategy also states that there is no professional and advisory cross-sectoral body or mechanism established in order to stimulate and promote the development of youth policy in Montenegro, and therefore, the improvement of both horizontal and vertical inter-sectoral co-operation is highly prioritised.

One way to achieve this is the establishment of a functional Youth Steering Committee as a professional and advisory cross-sectoral body aiming to stimulate and promote the development of youth policy, monitor the work of ministries and other governmental bodies in the implementation, monitoring and evaluation of youth-related policies within their jurisdiction.

In line with the Law on Youth (Article 16), this advisory body should provide opinions and recommendations, follow the development of youth organisations and youth and provide recommendations for improving their work and support systems; make recommendations for the development of youth policies at local, national and international level; and monitor and respond to social issues of importance to young people.

Finally, the improvement of inter-agency co-operation is needed in order to consolidate activities and efforts of all government departments. In this sense, establishment of a functional operational intergovernmental working team is envisaged with the aim of monitoring the implementation of the youth strategy, implementation of joint annual action plans and the design and implementation of priority projects concerning youth.

1.6. EVIDENCE-BASED YOUTH POLICY

Political commitment to evidence-based youth policy is clearly stated through the newly established Law on Youth, which stipulates that “Youth policy is created, implemented, and promoted on the basis of real needs of young people, empirical and practical knowledge on the situation of young people, research and regular monitoring and evaluation of the situation of youth, with their active involvement in this process” (Article 3). Furthermore, the law states that “Youth policy is based on the principles of voluntariness, partnerships, skills, professional work and scientific knowledge” (Article 7).

Apart from conducting some of the research in partnership with other research actors, the Directorate for Youth and Sports co-operates with all researchers and organisations conducting youth-related research.

In this regard, production of the new strategic document was based on the analysis and evaluation of the previous strategy. All results and recommendations arising from the evaluation are taken into account during the planning and preparation of a new strategic framework, the Law on Youth, as well as a new youth strategy which clearly emphasises the need for systematic research on youth issues.

However, evaluation of the previous youth policy implementation reveals that relevant data and knowledge regarding the situation of young people, as well as the monitoring and impact analysis of youth policy, is often not properly conducted while the results are not systematically disseminated and available.

Content of the new strategy is based on data and information on the situation of young people in Montenegro, as well as the results of consultation with all stakeholders and the young people themselves, which were held in several workshops, focus groups and conferences. Through this

participatory process, over 1 200 young people and 140 organisations and institutions (that is, stakeholders in the youth field) were involved.

The study included the so-called “Desk” research of the policies affecting young people, followed by an analysis of available data and the results of research concerning young people and areas of particular importance to young people, and then a series of direct consultations that were carried out in the form of interviews, focus groups, mobile applications for consulting young people, conferences, workshops and forums.

Importantly, the evaluation shows that neither institutionalised mechanisms nor the budgetary allocations are developed in order to provide explicit support to an evidence-based approach to youth policy making and implementation in Montenegro. In this regard, the research area of youth policy needs to be additionally developed and systematically planned.¹⁰ Still, certain steps in the field have been taken, through creation of National and Local Youth Policy Plans, which are/were based on youth needs and situation research. Also, through co-operation of the Directorate for Youth and Sports with its partner UN Agencies in Montenegro (IOM, ILO, UNDP and UNICEF), a number of analysis and policy studies have been conducted in areas of youth participation and employment (employability).

From the statistical point of view, young people in Montenegro are quite “invisible”: relatively little effort has been invested up until now into addressing young people’s needs, problems, interests and goals through research.

In order to improve the systematic monitoring of the situation of youth in all spheres of life and create the necessary measures and policies for its improvement accordingly, it is necessary to improve the statistics and the knowledge on youth at the national and local level. In this regard, the framework for monitoring and evaluation of the youth strategy is attached to the new strategy document.

Within this framework, a comprehensive system (based on 52 indicators) has been developed in order to monitor the situation of youth, which should be gradually aligned with EU and UN standards and indicators. It is necessary that the Statistical Office of Montenegro, [MONSTAT](#), issues annual reports in accordance with the indicators of youth policy, accompanied by Eurostat, and that the Directorate of Youth and Sport, the academic community and other stakeholders initiate research in the field of youth and provide relevant information to decision makers for the development of youth policy.

1.7. FUNDING YOUTH POLICY

Funds for implementation of the Youth Strategy are obtained from the Montenegrin National Budget and other sources in accordance with the law (Article 28). Financing of the programmes and projects through which the activities of the Youth Strategy and municipal strategies are being implemented is being provided by the Directorate and the competent municipal bodies (Article 29).

The Directorate finances or co-finances programmes and projects based on the annual implementation plan for the Youth Strategy, specifically for promotion, development and improvement of youth policy at national and local level; support for the development of youth work, informing of young

10. Directorate of Youth and Sports (DYS), Montenegro National report: First co-operation cycle of the EU Youth Strategy 2010-2012, Podgorica.

people, non-formal education of young people; support for the participation of young people in decision making; support for the initiatives, projects and programmes of youth organisations, organisations for young people, associations and central association. Financing and co-financing of programmes and projects is being performed based on the public tender announced by the Directorate, as a rule, once a year (Article 30).

A proposal for financing or co-financing of a programme or project, registered youth organisations, organisations for young people, associations, and other forms of organising of young people is being prepared by the Commission for Review and Assessment of Submitted Programmes and Projects, appointed by the director of the Directorate for Youth and Sports.

The director of the Directorate of Youth and Sports, based on the Commission's proposals, makes the decision on which programmes and projects are going to be financed. The director's decision is final.

The ministry prescribes the principles, procedures and criteria for allocating funds to youth organisations, organisations for young people, associations, and other forms of organising of young people, as well as control over implementation of programmes and projects.

The current budget for the implementation of youth policy at national and local level is insufficient. There is no possibility for financing projects and programmes of youth organisations in accordance with the youth policy. Therefore, ensuring sustainable and continuous funding of the newly adopted strategic framework of youth policy, and the accompanying annual action plan, is of the greatest importance in order to provide adequate implementation of the activities envisaged by the strategy.

According to the strategy, one of the current obstacles to the efficient use of available resources (including EU funds) is insufficient capacity of the Directorate for Youth and Sports to collect funds from foreign donors, local partners and other sources. Also, it is necessary to strengthen the capacity of the Directorate for Youth and Sports for the co-ordination of cross-sectoral projects.

1.8. CROSS-BORDER CO-OPERATION IN THE YOUTH FIELD

Montenegro has entered the long process of European integration, and hopes to become a member of the EU at the earliest opportunity. While EU member states are not bound by the obligation to adopt *acquis communautaire* in the area of youth, there is nevertheless the expectation that the good practices of the EU, European co-operation, and international development, including the standards of the Council of Europe,¹¹ will be taken on board in the development of the local youth sectors in

11. While no one universal standard for youth policy exists, there is consensus on some principles, and these have most recently been expressed in the Baku Commitment on Youth Policies. This consensus has emerged over 30 years of European and global co-operation in the multilateral institutions and on the basis of extensive studies of the practice of youth policy development, evaluation and research. Key reference documents include: Peter Lauritzen and the European Youth Forum: 11 Indicators of a National Youth Policy; Lasse Siurala: A European Framework for Youth Policy: http://www.youthpolicy.org/wp-content/uploads/library/2006_European_Framework_Youth_Policy_Eng.pdf; Howard Williamson: Supporting young people in Europe Vols. 1 & 2 http://www.youthpolicy.org/wp-content/uploads/library/2002_supporting_young_people_Europe_Vol1_Eng.pdf and http://www.youthpolicy.org/wp-content/uploads/library/2008_supporting_young_people_Europe_Vol2_Eng.pdf.

candidate countries. It is therefore only a matter of time until the youth sector will come under scrutiny, and over the long term a changed approach in the youth sector is inevitable.

If the Montenegrin youth sector takes the opportunity of the conditionality of integration seriously, amending its approach voluntarily in line with the European and global standards it has been exploring during the strategy development process, it has the opportunity to profile itself as a front runner in the region in matters of youth policy.

Furthermore, European and global standards for youth policy have been developed on the basis of tried and tested practice from around the world regarding how to implement effective youth policies. It is, therefore, in the interest of the Montenegrin authorities and the youth sector to consider such standards while preparing for implementation, including and especially in the development of relevant accountability structures and evaluation and monitoring mechanisms.¹²

However, the new youth strategy reveals that there is no precise data on the utilisation of the European and other international youth programmes to which Montenegro acceded. Therefore, it is necessary to determine the data on the utilisation of the programme, and increase the promotion of the existing international funds and programmes targeting youth, such as Erasmus +, EURO <26 and others.

In order to conduct the youth policy in accordance with current international standards, and to increase the effectiveness of the opportunities provided by international co-operation, the limited human resources of the Directorate of Youth and Sports should be further increased. It should work proactively to establish bilateral and regional co-operation and co-operation with international institutions in Montenegro, as well as participation in the work of international bodies in the field of youth policy. Its management should take active participation in the activities of the Regional Office for Youth Co-operation (RYCO).

The Montenegrin Government, however, took an active role in the process of establishing the Regional Office for Youth Co-operation (RYCO), which officially became a part of the Berlin process, by signing the “Joint Declaration on the Establishment of the Regional Office for the Western Balkan youth co-operation” at the Vienna Summit on 27 August 2015 (together with the Prime Ministers of Albania, Bosnia and Herzegovina, Kosovo,¹³ “the Former Yugoslav Republic of Macedonia” and Serbia), with the aim of strengthening co-operation in the region.

1.9. CURRENT DEBATES AND REFORMS

General youth policy governance reform in Montenegro implies the joint effort of the governmental, non-governmental and international organizations to establish a normative legal framework for the successful implementation of the Law on Youth.

12. “Report on the Contemporary International Standards and Situation in the area of Youth Policy and Their Importance for the Development of Youth Policy in Montenegro”, UN System in Montenegro, Yael Ohana, Frankly Speaking, 2016.

13. UNSCR 1244.

In this regard, UN System in Montenegro is supporting government in the process of preparing the by-laws on Law on Youth, under the [Joint UN Youth Programme](#) objective “Supporting enabling environment for youth development” (research, policy and legislation work).¹⁴

The process is implemented in close co-operation with the Ministry of Education, Directorate for Youth and Sports, and the Governmental Working Group in charge of the preparation of the by-laws, and includes analysis of the Law on Youth and youth policy context in Montenegro as well as the preparation of recommendations related to the further improvement of the youth policy legal framework in Montenegro.

The process should be finalised by the end of October 2016 resulting in drafting the Rulebook for financing projects of youth organisations related to the implementation of the Youth strategy annual action plans, based on Article 30 of the Law on Youth.

Adoption of by-laws is expected to improve the legal framework in the youth field by regulating measures and activities undertaken by the Government of Montenegro and local authorities in order to improve the social situation of young people and create conditions for meeting the needs of young people in all areas of interest to young people. It should also create the conditions for setting up the structures to monitor the success of the implementation of the Youth Act and regulations, and create tools adapted to young people in order to involve them in monitoring of the implementation of the law.

Further debates are related to the need to strengthen the capacity of the Directorate of Youth and Sport for the implementation and monitoring of youth policy as well as for quality control in the implementation of youth policy in the public sector. The evaluation of the implementation of the National Youth Action Plan (2006-2011)¹⁵ identified that the Directorate of Youth and Sport cannot achieve significant results in responding to the demands arising from the youth policy without strengthening their institutional capacities, supporting development of a comprehensive range of services based on the young people’s needs, and strengthening capacities of municipalities and local youth offices.

Also, it is very important to keep in mind that within Montenegro’s context not all of the areas of youth development are at the same level of organisation. While for example in the areas of formal education, health and employment there are developed systems of programmes and services, on the other hand in the areas of young people’s participation, youth information or leisure time there are no developed systems of interventions, programmes or services put in place. These areas, as well as the areas of non-formal education and youth work, are without adequate infrastructure, institutional and human capacities, standards and quality assurance systems.

14. The UN system in Montenegro is jointly implementing a Programme on Youth Empowerment (Joint UN Youth Programme), with a focus on the underdeveloped north of the country. The joint programme is managed by the UN Co-ordination Office on behalf of the UN Country Team.

15. Recommendations for making youth strategy resulting from consultations with young people and evaluation of the National Youth Action Plan 2006-2011 (2015 Ajsa Hadzibegovic, Civic Alliance). Available at: <http://www.gamn.org/images/docs/cg/Evaluacija-NPAM-i-Konsultacije-sa-mladima.pdf>.