

# Joint Programme Document

## A. COVER PAGE

- 1. Fund Name:** Joint SDG Fund
- 2. MPTFO Project Reference Number**
- 3. Joint programme title:** Activate! Integrated Social Protection and Employment to Accelerate Progress for Young People in Montenegro
- 4. Short title:** Activate! Youth in Montenegro
- 5. Country and region:** Montenegro, Europe and Central Asia
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**9. Short description:**

The JP aims to enhance the capacities of the social protection system to better serve people in need. It focuses on youth, children, migrants and refugees, and addresses root causes of human trafficking, while supporting decent work and employability/skills development. Innovation is used as a key change strategy: the programme applies advanced methodologies (foresight, human-centered design, policy simulation tools, etc.) in order to improve targeting, expand coverage, and address adequacy of social protection, but also activate Montenegro's youth who are currently not in education, employment or training (NEET) and other vulnerable and marginalized groups through enhanced labour activation.

The expectation is that, by 2022, transformative policy tools will be developed, which have the potential to be replicated across policy areas and scaled up by the Government. These tools will simulate policy impact to ensure effective social protection which, provided there is political commitment, could result in reducing poverty rate by 3 percentage points. More people, and youth in particular, will be reached through labour activation services: these services will be co-designed with the target beneficiaries and will therefore address their unique needs. Consequently, previously inactive youth will become contributors to the state budget, instead of recipients of social assistance.

To conclude, by the end of the JP, we will have reformed, well-equipped, integrated social protection and employment systems, able to reach those who are left behind and offering client-oriented, fit-for-purpose services. This will enable vulnerable and marginalized groups to overcome the challenges of poverty, inequality, unemployment and migration. The proposal builds on the Mainstreaming, Acceleration and Policy Support (MAPS) process which identified synergies between the EU accession and SDG agenda. Finally, the JP will build on the ongoing social protection system assessment (using the Inter-agency Social Protection Assessments Core Diagnostic Instrument, CODI), and is fully aligned with the national institutional reform process.

- 10. Keywords:** social protection, employment, youth, innovation, policy making, simulation, scenario development, policy impact, efficiencies

### 11. Overview of budget

<b>Joint SDG Fund contribution</b>	<b>USD 1,970,000.00</b>
Co-funding 1 ILO	USD 53,000.00
Co-funding 2 UNDP	USD 200,000.00
Co-funding 3 UNHCR	USD 180,000.00
Co-funding 4 UNICEF	USD 136,000.00
Co-funding 5 IOM	USD 150,000.00
<b>TOTAL</b>	<b>USD 2,689,00.00</b>

### 12. Timeframe:

Start date	End date	Duration (in months)
1 <sup>st</sup> December 2019	30 <sup>th</sup> November 2021	24 months

### 13. Gender Marker: 2

### 14. Target groups (including groups left behind or at risk of being left behind)

List of marginalized and vulnerable groups	Direct influence	Indirect influence
Women	X	
Children	X	
Girls	X	
Youth	X	
Persons with disabilities	X	
Older persons		X
Minorities (incl. ethnic, religious, linguistic...)	X	
Human rights defenders (incl. NGOs, journalists, union leaders, whistleblowers...)		X
Migrants	X	
Refugees & asylum seekers	X	
Internally displaced persons	X	
Stateless persons	X	
LGBTI persons (sexual orientation and gender identity)		X
Victims of (slavery, torture, trafficking, sexual exploitation and abuse...)	X	

### 15. Human Rights Mechanisms related to the Joint Programme

CESCR 2014, CCPR 2014, CEDAW 2017, CRPD 2017, CRC 2018, UPR 2018, IE OP 2018, CERD 2018

### 16. PUNO and Partners:

#### 16.1 PUNO

- Convening agency:
  - UNICEF
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  - ILO
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## 16.2 Partners

- UN agencies
  - WHO [*providing technical assistance*]
    - Mina Brajovic, Head of the Office, ([brajovicm@who.int](mailto:brajovicm@who.int))
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  - Employment Agency of Montenegro
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  - Ministry of Interior
    - Milanka Bakovic, Director General for Citizenship and Personal Identification Cards ([milanka.bakovic@mup.gov.me](mailto:milanka.bakovic@mup.gov.me))
  - Ministry of Education
    - *to be determined at later stage*
  - Ministry of Health
    - Sladjana Pavlovic, Director General for International Cooperation ([sladjana.pavlovic@mzd.gov.me](mailto:sladjana.pavlovic@mzd.gov.me))
  - MONSTAT
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  - Ministry of Sports and Youth
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  - Ministry of Finance
    - *to be determined at later stage*
  - Centres for Social Work
    - *Ministry of Labour and Social Welfare will serve as the main interlocutor in cooperation with Centres for Social Work.*
  - Office of National Coordinator for Fight against Trafficking in Human Beings
    - Željko Spalevic, Director, ([antitrafiking@t-com.me](mailto:antitrafiking@t-com.me))
- Civil society organizations:

- To be defined at the inception stage
- Private sector:
  - To be defined at the inception stage
- Other partners:
  - Media

**SIGNATURE PAGE**

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## B. STRATEGIC FRAMEWORK

### 1. Call for Concept Notes: 1/2019

### 2. Relevant Joint SDG Fund Outcomes

- Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

### 3. Overview of the Joint Programme Results

#### 3.1 Outcomes

- **Outcome 1:** Social policies are informed by evidence, tested, and tailored to needs of vulnerable and marginalized groups (including girls and boys), and impact-oriented toward reducing poverty and social welfare dependency
- **Outcome 2:** Human-centered services for increased participation, empowerment and employment of vulnerable and marginalized groups, focusing on young men and women, are piloted, evaluated, and rolled out

#### 3.2 Outputs

- **Output 1.1** New tool supports analysis of poverty-related data and simulation of policy impact
- **Output 2.1** Human-centered, integrated service delivery at community-level, focusing on youth, to increase their participation in education, employment or training, including reintegration assistance, to reduce dependence on social assistance, are rolled-out.

### 4. SDG Targets directly addressed by the Joint Programme

#### Goal 1 End poverty in all its forms everywhere.

1. By 2030, eradicate extreme poverty for all people everywhere
2. By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions
- 1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable
- 1.b. Create sound policy frameworks at the national, regional and international levels, based on pro-poor and gender-sensitive development strategies, to support accelerated investment in poverty eradication actions

#### Goal 3 Ensure healthy lives and promote well-being for all at all ages

- 3.4 By 2030, reduce by one third premature mortality from non-communicable diseases through prevention and treatment and promote mental health and well-being

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

- 4.4 By 2030 substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship.

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

- 8.6 By 2020, substantially reduce the proportion of youth not in employment, education, or training

## Goal 10 Reduce inequality within and among countries

10.2 By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other

### 3.2 Expected SDG impact

In 2019 and 2020, there is a unique window of opportunity to integrate SDG acceleration – specifically Goals 1, 3, 4, 5, 8 and 10. An important entry-point will be a first-of-its-kind comprehensive SP system assessment using Core Diagnostic Instrument (CODI). The key objective is to break the vicious cycle of inter-generational poverty by turning it into a virtuous cycle. The mutual reinforcements between the SDG targets are obvious: A better targeted social protection system with expanded coverage will ensure that those who are most marginalized receive adequate support, while those who are able to work, can find decent employment and thus lift themselves out of poverty and contribute to society and a better funded social protection system (double win).

## 5. Relevant objective/s from the national SDG framework

National Strategy for Sustainable Development 2030 (NSSD):

- 4.1 Improvement of state of human resources and strengthening of social inclusion
- 4.2 Support to values, norms and behavior patterns significant for sustainability of the society
- 4.2.5 Stimulate employability and social inclusion

## 6. Brief overview of the Theory of Change of the Joint programme

### 5.1 Summary:

Without joint effort to forecast policy impact and accelerate on-the-ground citizen engagement, in parallel to large-scale public administration and social welfare system reform ongoing through the EU accession processes, a unique window of opportunity to accelerate poverty reduction and increase social inclusion could be missed. This Theory of Change (ToC) relies fully on the in-depth and engendered analysis of existing data and it's a live theory that will be iteratively reviewed and adjusted during implementation, based on feedback gained.

### 5.2 List of main ToC assumptions to be monitored:

- Government partners remain committed to the implementation of reform activities, irrespective of potential changes in senior management positions, due to forthcoming elections in 2020.
- During the period of JP implementation, economic growth and fiscal consolidation will not negatively impact commitments to social policy reform.
- Public sector service providers are ready to innovate the process of outreach and engagement with all beneficiaries they support.
- The labor market will be conducive to the employment of young women and men, especially those from vulnerable groups.

## 7. Trans-boundary and/or regional issues

The potential for regional exchange and peer learning is high in the Western Balkans region. Countries are at different stages in the EU accession process, but they share a common history which provides for similar challenges which are often overcome through regional programmes. In addition, language barriers are minimal which allows for more direct exchanges.

With regard to Outcome 1 – which focuses on evidence-based and impact-oriented social policies - knowledge sharing and exchange of experience will be facilitated with the UN Joint Programme funded by the SDG Fund Secretariat in Albania. The intervention in

Albania strives to support community-level integrated service provision in order to better serve people in need. Given the key focus of both JPs on: integrated social protection system, linkages between cash assistance and social services, pathways out of poverty, and the reforms needed to join the EU family, there is room to engage in regular knowledge exchange sessions with UNCT in Albania.

With regard to Outcome 2 – which focuses on improved employment service design and delivery for young people – peer-exchanges and mutual learning sessions are being organized by ILO in Western Balkans countries. The peer-exchanges are modelled on the European Union’s Mutual Learning Programme (MLP) for public employment services and bring together the staff of employment agencies to discuss agreed upon topics and receive high-level technical guidance and expertise on improving of the work of labour market institutions and enhancing the inclusiveness of labour markets.

The peer learning events combine: (i) practice-sharing (i.e. discussion of a practice, programme, service delivery model in detail), (ii) peer review, with participating Public Employment Service (PES) representatives agreeing to receive comments and feedback from PES of peer countries; and (iii) peer assist, with participants open to discuss challenges emerging from the implementation of a practice/programme/service delivery model and to receive specific advice from peer PES practitioners. National reports are thoroughly reviewed by peers and by technical experts in order to derive the key elements for the learning vent but also identify the opportunities for scaling up and addressing challenges, where they exist. As part of this engagement in Central and Eastern Europe, one of the peer-learning events took place in 28 October-2 November 2018 on the topic of “Policy instruments to address the challenges of youth not in education, nor employment, or training (NEET) in CEE” and other peer-learning events will be organised during the period 2020-2021.



## C. JOINT PROGRAMME DESCRIPTION

### 1. Baseline and Situation Analysis

#### 1.1 Problem statement

After regaining independence in 2006, Montenegro is on a steady path of Euro-Atlantic integration. It became a NATO Member in 2017 and hopes to join the EU over the next decade. The on-going reform processes require sustained support for institution building and capacity development, evidence-based policy making and improved monitoring and evaluation.

#### **Policy, legal and institutional framework:**

**Social Protection** - Montenegro has a comprehensive, recently reformed social protection system, comprising of non-contributory social assistance (including family material support, child allowance, personal disability benefit, carer's allowance and foster family benefit) and contributory social insurance (including elderly, survivor and disability pensions, health insurance and unemployment insurance).

The Law on Social and Child Protection (LSCP, 2013) is the main legal framework for social services and social assistance in the country, with the Ministry of Labour and Social Welfare (MLSW) the main institution in charge. On social protection, the Government's ambition is to bring about "improvement of life quality and strengthening of an individual and the family for independent and productive life". The Law prescribes eligibility criteria and scope of social cash transfers, as well as conditions for provision of services, including minimum quality standards, accreditation and licensing of service providers and professionals.

Social assistance and services are provided by Centres for Social Welfare (CSW), residential institutions (for institutional care for children and adults), and municipal governments. There are 13 CSWs which cater to the needs of people living in 24 municipalities. Although the LSCP introduces decentralization, local self-governments are not obliged to finance the social protection system at the local level and are usually not able to do so due to lack of funding.

Regarding social and child protection, the main goals of the **Strategy for the Development of the Social and Child Protection System** for the period 2018-2022 are:

1. Improved legislation on social and child protection;
2. Improved quality of the social and child protection system (licensing, accreditations of training programmes, ethics, continued capacity development, supervision);
3. Improved social and child protection services (services at the local level, support to the family, promoting non-kinship foster care, innovation in service provision).

In addition, the Government adopted the **Strategy for the Realization of Child Rights** (2019-2023) in 2018.

Some forms of social assistance are the responsibility of the Ministry of Agriculture and Rural Development (MARD) (one-off cash benefits for the elderly and payments in lieu of contributions to the pension system) and Ministry of Education (free text books, free meals for children attending pre-school education which come from families who receive social assistance). Municipalities decide on some forms of social services and social assistance (including one-off financial support).

**Social Inclusion** - there are several policies, legal and institutional frameworks that promote the social inclusion of particularly vulnerable groups including:

- **Ex-Yugoslav refugees, stateless persons/persons at risk of statelessness:** A number of strategic documents secure effective access to rights for Ex-Yugoslav

refugees and persons at risk of statelessness, including **The Strategy for Durable Solutions of Issues Regarding Displaced and Internally Displaced Persons in Montenegro, with Special Emphasis on the Konik Area 2017-2019** and the **Strategy for Social Inclusion of Roma and Egyptians in Montenegro 2016-2020**, along with its respective Action plans. The issue of statelessness is particularly addressed through the **2015 amendments to the Law on Non-Contentious Proceedings**, that introduced judicial procedure for birth registration of persons born outside of the health system and the **2018 Law on Foreigners**, that established the statelessness determination procedure.

- **Returns:** Efficient and sustainable integration of returnees into Montenegrin society, respecting returnees' rights is the aim of the **National Strategy for Reintegration of Nationals Readmitted as per Readmission Agreements 2016-2020**. In 2016 Montenegrin authorities received requests for readmission of 965 nationals, in 2017 for 756 persons and in 2018 for 619 persons. An inter-ministerial working group monitors the Strategy's implementation, chaired by Ministry of Interior (MoI).
- **Victims of Trafficking:** As part of the EU accession requirements Montenegro developed a **Strategy for Combatting Trafficking in Human Beings 2019-2024** aimed at strengthening the fight against human trafficking through better identification of victims of trafficking (VoTs); harmonization of laws with EU legal frameworks and improving the quality, diversity, adequacy and availability of protection and support to victims of trafficking.

**Employment** - Persistently low employment – especially of young people - and low activity rates (particular of women) characterise the labour market. Youth with only primary education can take up to 61 months to complete the school-to-work transition. In 2017, 21.4 % of youth (15-29 years)<sup>1</sup> were not in education, employment or training (NEET). A 2016 ILO report revealed that 20% of youth are affected by poverty, with those in poorer households most likely to have the lowest education level. In fact, nearly all female youth with primary or lower education fall within the classification of NEET (and, within the NEETs, most are inactive non-students rather than unemployed). Yet, as the educational level of young men and women increases, they are likely to remain economically active. Some manage to find employment – hence the lower NEET rate among the higher educated youth – while others will remain in unemployment. Youth are frequently in insecure employment - 60% working in the informal economy, 32% without pension insurance, and 22% without health insurance. Youth living in rural areas are more likely to be engaged in informal employment than youth in urban areas (67.5 and 56.0 per cent, respectively) and male workers are more often in informal employment compared to female workers (61.7 and 56.8 per cent, respectively). The large majority of youth (88%) work in services (in the case of female youth 95%). Female students are more likely than males to focus on social sciences, business and law, humanities and arts, education and health and welfare. Male students show a greater tendency to specialize in engineering, manufacturing and construction and science, mathematics and computing<sup>2</sup>. Young women (12.3% vs 10.6 for men) are more likely to take up work for which they are overqualified<sup>3</sup>, which may indicate a propensity towards accepting any job, even with lower pay. Women continue to face specific barriers when joining the workforce and while the wage gap is higher in the private sector, women in the public sector are more educated and have better jobs than men but earn less due to a pronounced gender pay gap. Financial and non-financial support to single parents is insufficient despite an increased number of facilities<sup>4</sup>.

Given the diversity of the NEET population tailor-made solutions are required to implement an effective activation strategy. The Employment Agency (EA) of Montenegro plays a

<sup>1</sup> Labour Force Survey, MONSTAT, 2018.

<sup>2</sup> ILO, Labour market transitions of young women and men in Montenegro, 2016

<sup>3</sup> ILO, Labour market transitions of young women and men in Montenegro, 2016

<sup>4</sup> Progress report for Montenegro, European Commission, 2019.

crucial role in the 'activation' agenda by supporting beneficiaries of social assistance to gain productive employment. In 2017, EA offered mainly adult education and training programmes (key skills, professional qualifications, on-the-job training and self-employment) and public works (for teaching and personal assistants as well as more traditional types of public works). These programmes covered a very small share of registered unemployed - around 5 per cent and on a declining trend compared to prior years. In the period 2013-2016, EA also implemented a number of pilot schemes (on the informal economy, for seasonal work, for secondary education graduates) in addition to training and public works.

### Social protection needs, key programmes, coverage and coverage gaps

Despite approximately 2% of GDP being spent on social assistance (World Bank 2013; ASPIRE database), social assistance is contributing to poverty reduction in the country by mere 7 percentage points<sup>5</sup>.

Recent reviews highlight that social protection programmes need to be better tailored to meet the needs of specific groups, including children, people of working age and the elderly. Social protection should also promote employment of those who are excluded from the labour market – especially as 48% of work-able social assistance beneficiaries have the potential to be working (World Bank 2013)<sup>6</sup>. Barriers that different groups, including women and Roma, face in accessing employment should be effectively addressed (EC 2018).

Below tables contain for information on benefits and budgetary allocations (as per LSCP).

Benefit	Amount	Means tested
<b>Basic material benefits in social protection</b>		
1. Financial support	Ranging from 63.50 euros for an individual to 120.70 euros for a family with five and more members	YES
2. Personal disability allowance	178.19 euros per month	NO
3. Care and support allowance	65.35 euros per month	NO
4. Health protection	Provided to the beneficiary of: financial support, personal disability allowance, care and support allowance and accommodation services	NO
5. Funeral costs	315 euros	NO
6. Nonrecurring financial assistance	The amount is established by the Centre for Social Work	NO
7. Parental or guardian's allowance of the personal disability beneficiary	193 euros per month	NO
<b>Fundamental material benefits in child protection</b>		
1. Benefit for a new-born child	130.88 euros	NO
2. Child allowance	Ranging from 23.68 euros for a beneficiary of financial support to 39.57 euros for a child without parental care	YES
3. Costs of nutrition in pre-school institutions	In accordance with the law regulating pre-school upbringing and education	NO

<sup>5</sup> Survey on income and living conditions (SILC), MONSTAT, 2018.

<sup>6</sup> Defined as those individuals of working age (15-64) who are not in full-time education or training, and who are not disabled.

4. Assistance for up-bringing and education of children and young people with special educational needs	Comprises: a) costs of accommodation into an institution and b) transportation costs	NO
5. Reimbursement of salary compensation and salary compensation for maternity or parental leave	Ranging from 30% of the average income of the employee during work which preceded the acquiring of the right to maternal or parental leave to 100%	NO
6. The maternity leave pay		NO
7. Reimbursement of salary compensation and salary compensation for part time work		NO

**Table 1: Social assistance benefits as per the Law on Social and Child Protection**

Type of benefit	Amount per year	Number of users <sup>7</sup>
Means tested benefits (family and child allowance)	19.800.000 EUR	46.439
Categorical benefits (linked to disability)	29.100.000 EUR	20.006
Reimbursement of salary linked to maternity/paternity leave	16.120.000 EUR	5.764
Nutrition and residential/foster care for children	4.970.000 EUR	1.294
Other benefits	11.000.000 EUR	n/a
<b>TOTAL</b>	<b>80.990.000 EUR</b>	

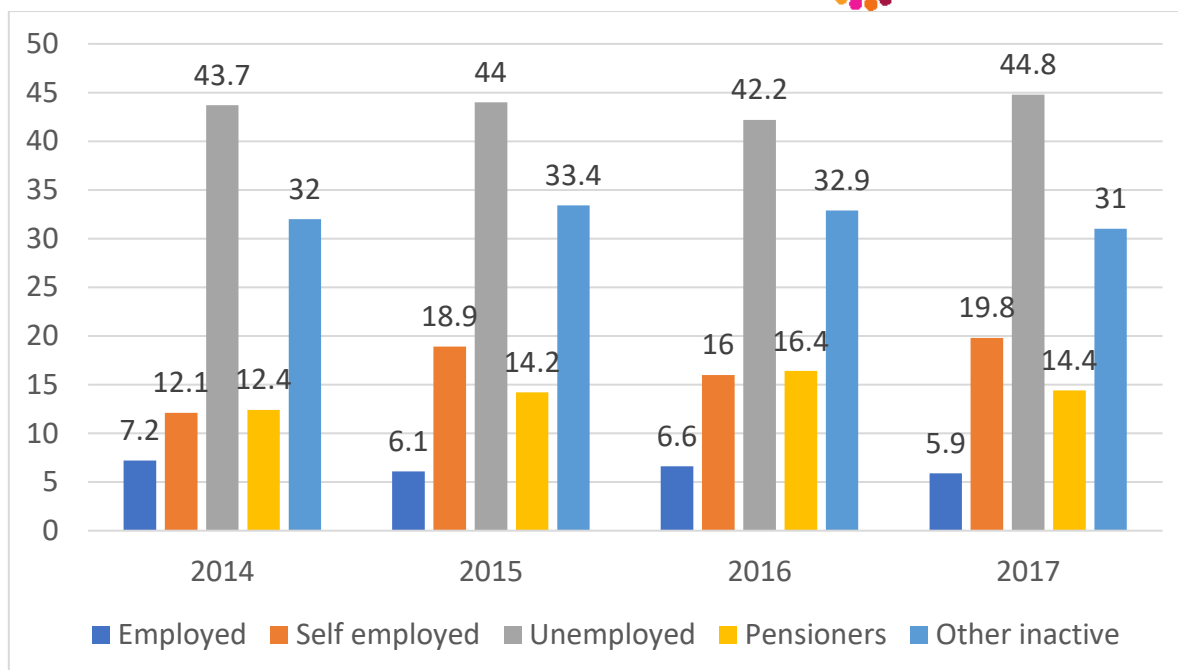
**Table 2: Annual allocation and number of users of social assistance**

Despite significant investments poverty remains a serious challenge. Poverty, using the relative line set at 60% of the national median equivalised disposable income, stood at 23.6% in 2017. Poverty is strongly related to status in the labour market, with the highest poverty rates being for people who are unemployed (44.8% in 2017) and those who remain inactive (31%). These figures are in the context of persistently high, though declining, unemployment rates (18% in 2014, 16% in 2017 and 15.2% in 2018), with the most unemployed people having been unemployed for more than a year<sup>8</sup>.

The most recent data indicate that some 150.000 people (24% of total population) in Montenegro are at risk of poverty. Child poverty is also a concern, with 32% of children living in income-poor households, 8 percentage points higher than the national relative poverty rate.

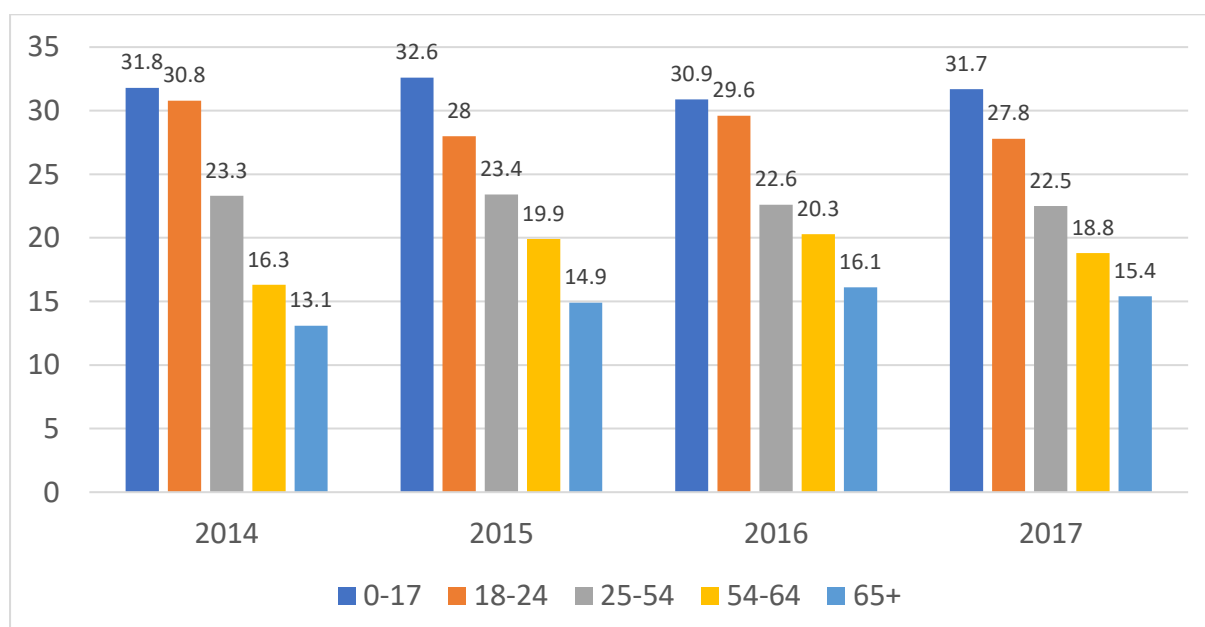
<sup>7</sup> MLSW, Administrative data, 2018.

<sup>8</sup> Activation and Smart Safety Nets in Montenegro: Constraints in Beneficiary Profile, Benefit Design and Institutional Capacity, World Bank, 2013.



**Chart 1: At risk of poverty rate, by activity status**

At the same time, out of 14 types of benefits specified by the LSCP, only 2 are means tested. Those cash transfers do not effectively reach to families and children who live below the poverty line. In 2018, 31.287 family members benefited from family allowance whereas 15.152 children received child allowance<sup>9</sup>. Although nearly every third child grows up in poverty, only 10% of children receive child allowance<sup>10</sup>. Therefore, based on rough calculations, that would mean that up to 100.000 people vulnerable to poverty are not covered by the national means-tested assistance programmes.



**Chart 2: At risk of poverty rate, by age**

Therefore, the distribution of current social cash transfers favors so called categorical benefits (e.g. personal disability allowance, care and support allowance, war veterans,

<sup>9</sup> MLSW, Administrative data, 2018.

<sup>10</sup> Based on Social Welfare Information System, in 2018 14.900 were receiving child allowance. According to the 2011 Census, 145.126 children 0-17 live in Montenegro. Child poverty rate stood at 32% in 2017.

etc.) versus means tested benefits (family and child allowance). This refers to the amounts which are directed to these payments on a yearly basis (see Table 2). Hence, the Government should consider redistribution scenarios of the existing envelope that would better target and expand coverage of families/children at risk of poverty in order to prevent intergenerational poverty transmission.

Young people 18-24 years remain more vulnerable to poverty (28%) than average. Poverty among the nearly 13,000 ex-Yugoslav refugees is high – 48 per cent are poor Roma and Egyptian; and some 1,000 people remain without stable legal status, fundamentally excluded from social protection systems<sup>11</sup>. Other groups in precarious conditions requiring better, more coordinated support are victims of forced begging, victims of sex trafficking (underaged females, usually)<sup>12</sup>, child beggars and people who are returned to Montenegro based on readmission agreements. The Government has available data on the number of persons for whose return the consent was provided to third countries but does not have data on number of persons who actually returned under the readmission agreements. The returnees thus become invisible to the social protection system. The Reintegration Strategy for Persons Returned under the Readmission Agreement was developed for the period 2016-2020, and one of the main issues will be the lack of data on number of returnees, gender and age structure, or municipalities in to which they actually returned.

Economic and social insecurity has negative consequences, including self-harm and behavioral disorders, which affect 20 per cent of youth (WHO). Unemployment has been recognized as a social risk factor in the development of psychiatric illness. Results of several studies and meta-analyses indicated negative effects of unemployment on psychological wellbeing. Moreover, epidemiological research has found a higher risk for common mental disorders (e.g. major depression, anxiety disorders and alcohol abuse/dependence) in unemployed individuals. Additionally, it was documented that long-term unemployment is associated with greater incidence of suicide. Research also suggests that poverty may have direct effects on adolescent mental health as well. Poverty can also impact the quality of life and social cohesion. Adolescents from low socio-economic environments are noted to be at greater risk of teen suicide. Poverty therefore has cumulative effects. Chronic exposure to poverty increases adolescents' risks for mental disorders such as depression, behavioral risks such as substance use.

**Accelerating SDGs:** Current systems are reactive and offer 'one-size-fits-all' approaches. Vulnerable groups have little or no access to appropriately-differentiated services whereas means-tested benefits are not reaching all families/children in need. The culture of evidence-based policy-making needs strengthening, as does evaluation of SP programmes' impact (the latter is currently non-existent). Further efforts are required to enhance social inclusion, including for vulnerable and marginalized groups such as Roma, long-term unemployed, people with disabilities (EC Enlargement Report 2018), those with mental health problems, at-risk of exploitation, violence or abuse, as well as ex-Yugoslav refugees, migrants, returnees, and stateless people.

In 2019 and 2020, there is a unique window of opportunity to integrate SDG acceleration – specifically Goals 1, 3, 4, 5, 8 and 10. An important entry-point will be a first-of-its-kind comprehensive SP system assessment using Core Diagnostic Instrument (CODI). The key objective is to break the vicious cycle of inter-generational poverty by turning it into a virtuous cycle.

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<sup>11</sup> MLSW/UNHCR study: "Overcoming Vulnerabilities, Achieving Sustainability – Socioeconomic Vulnerabilities of Former Yugoslav Refugees and the Way Forward (2018)

<sup>12</sup> According to the 2019 Trafficking in Persons Report, the Government identified four potential victims of forced begging in 2018, compared to one officially recognized and one potential sex trafficking victim in 2017. All victims were underage females in 2017 and 2018. Police also identified 22 child beggars (107 in 2017).

**A better targeted social protection system will ensure that those who are most marginalized receive adequate support while those who are able to work can find decent employment and thus lift themselves out of poverty and contribute to society and a better funded social protection system (double win).**

## **1.2 Target groups**

The JP targets the most vulnerable and marginalized people<sup>13</sup> focusing on youth (including NEETs<sup>14</sup>), Roma<sup>15</sup>, people with disabilities, people facing mental health challenges, persons at risk of violence, abuse, exploitation or exclusion (e.g., due to 'invisibility' in the current system), ex-Yugoslav refugees, asylum seekers, stateless/persons at risk of statelessness, migrants, returnees, people living in poverty and others. Particular attention is paid to cross-cutting needs of women and children within the above categories, e.g. the capacity of children to access cash transfers and improved protection services, thus contributing to alleviation of long-term and inter-generational poverty. Since this JP does not target a homogenous group, there is a need to analyze subgroups and tailor services and programmes to their distinctive circumstances.

**Target groups and proposed programme approaches have been selected based on key data and the most pertinent recommendations of human rights mechanisms (see annex).**

**Beneficiary consultations:** Despite their different positions in the society, these groups share similar goals and aspirations. This is confirmed during consultations<sup>16</sup> with potential beneficiaries and civil society organizations, organized to test JP's objectives and assumptions. Many participants expressed intention to further work on developing their skills<sup>17</sup> and capacities, to increase their employment prospects. Most of them want to remain in Montenegro and have a stable income. Some participants expressed their willingness to improve Montenegrin language as it had proved to be one of the main obstacles to their employment. During the workshop, most participants stated that being independent and living a decent and quality life within their families were their long-term goals<sup>18</sup>. CSOs which represent the interests of the most marginalized groups strive to contribute to an inclusive society where everybody would have equal opportunities to achieve their full potential.

As for the obstacles they face in access to services and exercising their rights, beneficiaries have mostly identified slow and unaligned procedures and unagile institutional response, as well as poor coordination and communication among the service providers/institutions. They also report feeling powerless vis-a-vis institutions and disempowered to demand the services and rights they hold. Lack of user-centred service design was also mentioned. They have identified that resources exist but are not coordinated and joined-up in terms of design and provision of holistic, comprehensive, individual or family-centred services. This is clearly supportive of the JP approach, which is exploring how the existing resources can be used in a more efficient and effective way, to achieve optimal results.

Therefore, the goals and JP's proposed solutions were confirmed as relevant and much needed by beneficiaries. The relationship between duty bearers and right holders is not enabling and power balanced efforts to reach out to right-holders and empower them should be improved. CSOs recognized that building alliances among CSOs, and among civil

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<sup>13</sup> World Bank Group; The Vienna Institute for International Economic Studies. Western Balkans Labor Market Trends (2019).

<sup>14</sup> ILO. A Statistical Profile of young NEETs in CEE countries (2018).

<sup>15</sup> UNDP. Regional Roma Survey: Country fact sheets (2017)

<sup>16</sup> Beneficiary consultations held on September 18, 2019 with the participation of representatives of the Government of Montenegro.

<sup>17</sup> Beneficiaries report lack of adequate skills to be among the main reasons preventing people from achieving their full potential.

<sup>18</sup> This is in line with the stated objectives of the social protection in Montenegro.

society and public sector should be a priority, in order to maximize impact and avoid overlapping.

Due to a variety of reasons, **women** are more exposed to social and economic inequalities. Women only own 4% of houses, 8% of land, and 14% of holiday houses in Montenegro<sup>19</sup>. Without property, their chances for self-employment and economic empowerment are minimal due to the inability to provide guarantees for repaying loans /mortgages. Thus, women remain dependent on others (mainly husbands), fall easily below the poverty line in case of internal or external shocks, and are discouraged to separate from partners in case of domestic violence (or for any other reason). More than half of unemployed women in rural areas have never tried to find a job. About 1/3 of women are housewives and perform tasks related to household maintenance, 5,7% went to school or studied, 10,3% said that the chances of getting a job are very small, and 10% were retired. Most rural women have no pension insurance, due to a lack of earnings or cash, or because they work on their own property or never held a job. Upwards of 6% of women do not have health insurance as they do not have regular contracts (36,7%). In addition to being paid less for the same work, women predominantly occupy lower paid positions.

While being aware that the JP mainly targets young men and women and their access to employment services, we cannot disregard the fact the gender inequality in the labour market discourages young women to actively seek employment, or to actively pursue advancement opportunities, rather than relying on their male partner to handle breadwinning duties and themselves gradually withdrawing from the labour market in order to commit to caring duties, thus falling in the trap of limiting gender roles.

A number of ILO studies confirm this. Namely, when asked if a woman has similar education and experience to a man, does she have a better opportunity, the same opportunity or worse opportunity to find a good job in the city or area where you live, majority of respondents (out of whom 51% of women) declared that women have worse opportunity to find a job, while 21% of women (i.e. every fifth) would prefer to stay at home rather than going to work<sup>20</sup>. This figure is significant and reflects the reality elaborated above. A recent study<sup>21</sup> revealed high prevalence of economic violence towards women: women don't control the resources they earn, the decisions on their spending is made by their partners. However, despite the high prevalence, economic violence as such is not perceived as a problem, but as a cultural, traditional pattern which is taken for granted and even desirable, in order for the families to be stable and prosperous. When faced with the fact that female youth are more likely than young men to finish with a tertiary level degree (29.5 per cent compared to 17.1 per cent)<sup>22</sup>, this is a clear indication that a huge human capital does not fulfill their potential, which inevitably slows sustainable development.

**Children in Montenegro** (roughly 14,500) are more likely than the rest of the population to live in poverty. The poverty rate among children is significantly higher than among adults (32% compared to 24%<sup>23</sup>) and it is concentrated in the north and rural areas predominantly. If not properly addressed, child poverty can lead to inter-generational poverty and lasting damages not only to the child's development but also to society as a whole.

**Young people not in education, employment or training (NEETs)** are of particular concern: there were approximately 28,900 young NEET in 2017, corresponding to 21.4%

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<sup>19</sup> UNDP, Women entrepreneurship in Montenegro, 2012

<sup>20</sup> ILO, Voices of women and men, 2017

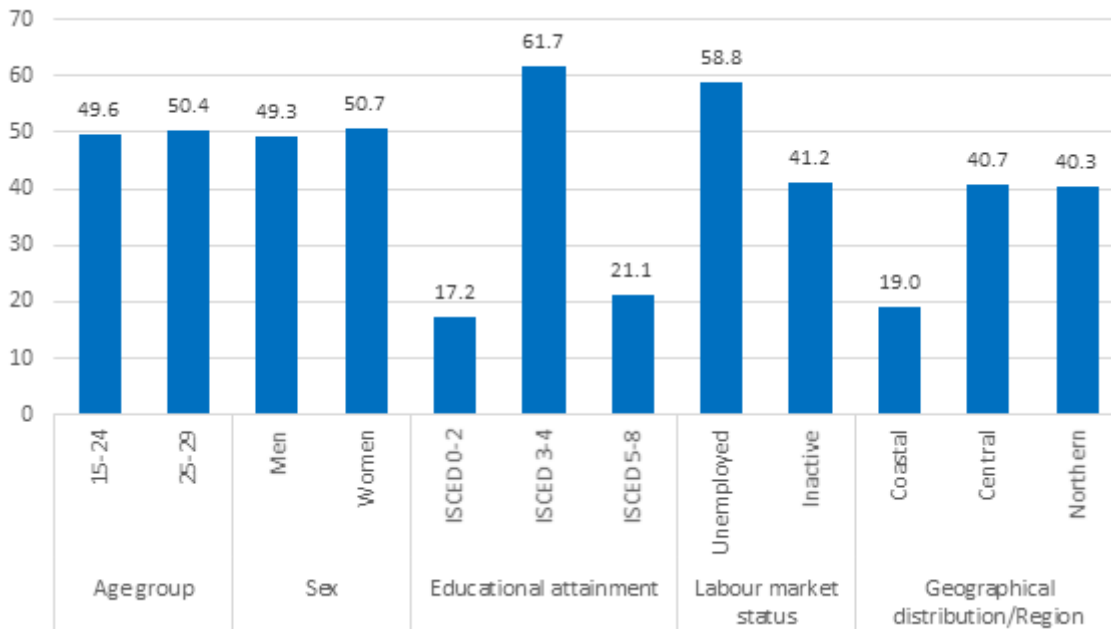
<sup>21</sup> NGO IKRE, Analysis of the data collected through the survey on ending violence against women in Rozaje, 2019

<sup>22</sup> ILO, Labour market transitions of young women and men in Montenegro, 2016

<sup>23</sup> Statistics on Income and Living Conditions (SILC), MONSTAT, 2018.



of the total of youth population<sup>24</sup>. Among them 58.8% were unemployed and remained inactive. The long-term unemployed represents 41.5% of NEETs, followed by a 17.3% of the short-term unemployed and 15.8% of youth with family and care responsibilities. There is a predominance of young women (50.7 per cent) and of the young people with secondary education (61.7 per cent).



**Chart 5: Key characteristics of young NEETs in Montenegro, 2017 (% within category)**  
**SOURCE: ILO, A Statistical Profile of young NEETs in CEE countries (2018)**

The JP also targets other disadvantaged groups depending on local circumstances e.g. the long term unemployed, minorities, the displaced as well as those facing stigma or discriminatory attitudes, for example people with disabilities.<sup>25</sup> Long-term unemployment constitutes a high percentage (72.7%) of the entire unemployed cohort. The longer a person remains away from employment, the harder it is to return to the labour market and the greater the level of de-skilling.

Inter-generational poverty that comes along with long-term unemployment and various sorts of deprivation particularly affects Roma and Egyptian families. Labour force participation among marginalized Roma<sup>26</sup> fell between 2011 and 2017 and is now the lowest in the Western Balkans. In 2017, just 5 percent of marginalised Roma women aged 15-64 participated in the labour market, versus 32 percent of their male counterparts.<sup>27</sup>

**Former Yugoslav Refugees in Montenegro** (some 13,000 persons) belong to the category of vulnerable groups, among whom Roma are found to be the most vulnerable

<sup>24</sup> Labour Force Survey, MONSTAT.

<sup>25</sup> The following categories of jobseekers are considered risk groups in the labour market: young and older unemployed persons (ages 15-29 and 50-74); immigrants having problems entering the labour market; ex-prisoners who have not reinserted into the workforce; women returning to the workforce; single parents; physically or disabled persons with reduced work capacity or mental health problems; unemployed people with alcohol/drugs misuse; unemployed people with poor skills levels.

<sup>26</sup> The term Roma is used here in accordance with the wider «Roma» umbrella term under the EU Framework for National Roma Integration Strategies. The term «marginalised» Roma refers to Roma populations living in areas with higher densities (or concentration) of Roma population than the national average.

Regional Survey on the Socio-Economic Position of Roma, UNDP, World Bank and EU, 2017

<sup>27</sup> UNDP. Regional Roma Survey: Country fact sheets/Montenegro (2017).

ones<sup>28</sup>. Both Roma and non-Roma refugees face obstacles in finding jobs: employment opportunities are rather limited due to mainly low professional qualifications and scarce working experience. Poverty rate of this population is several times higher than that of the residents and linked the lack of civil status documents, as many as 1,000 persons<sup>29</sup> remain excluded from social protection system.

**People living with disabilities**<sup>30</sup> face high barriers to integration, including labour inclusion. Many children with disabilities remain invisible and do not benefit from appropriate services, e.g. early detection and intervention, inclusive education, etc. Consequently, they are not able to acquire quality education and skills which would allow them access to employment. The authorities have been implementing active labour market programmes to boost employment of persons with disabilities, but more comprehensive attempts are needed. The proportion of women with disabilities in active labour market programs, according to the records of the Employment agency of Montenegro, is about 50%. People with disability still face physical barriers in accessing public institutions.<sup>31</sup>

**Returnees:** The Government of Montenegro has recently given consent for return of estimated 1100 Montenegrin citizens<sup>32</sup>. Majority of them were from Podgorica, Bijelo Polje, Berane and Rožaje but there is no record of how many returned and where, since most readmitted nationals return to Montenegro without prior announcement by the country of destination. Returnees are a heterogeneous group with different needs requiring tailored social interventions. The fact that their return is involuntary presents a risk of violating their human rights in the process of readmission, therefore special attention is to be paid to vulnerable groups, such as: juveniles, disabled and severely ill persons, victims of trafficking, members of separated families, families with minor children, Roma population etc., whose special rights in the area of education, culture, official usage of language were prescribed by the Constitution of Montenegro. Thus far, major obstacles were observed in further education or employment of these groups. These include the lack of education, personal documents or language skills (especially in the case of children of returnees who did not grow up in Montenegro and did not learn the language). In addition, living in unsafe and non-standard locations and discrimination by local population and employers prevents Roma population from full integration through education or employment.

Potential victims of trafficking identified in Montenegro by the police authorities were primarily women and girls from Montenegro, neighboring Balkan countries, and, to a lesser extent, other countries in Eastern Europe. Traffickers exploit victims in hospitality facilities. Children, particularly Roma, are subjected to forced begging. Roma girls from Montenegro reportedly have been sold into marriages in Roma communities in Montenegro and, to a lesser extent, in Albania, Germany, and Kosovo, and forced into domestic servitude. However, identification of victims of trafficking in human beings still remains a challenge given the low number of identified cases. Hence, there is a need for further improvement of mechanisms of identification of victims of trafficking in human beings, which would lead to crime investigations and eventually verdicts.

Finally, the JP will also influence civil servants and public officials who have a role in decision making and service provision, in line with national legislation and international human rights instruments. Specifically, staff working in: the Ministry of Labor and Social Welfare, Employment agency and all its local branches, Centres for Social Work, Ministry

<sup>28</sup> MLSW/UNHCR study: "Overcoming Vulnerabilities, Achieving Sustainability – Socioeconomic Vulnerabilities of Former Yugoslav Refugees and the Way Forward (2018)

<sup>29</sup> People without the legal status are, of course, in a completely disadvantaged position, since they cannot access basic rights (e.g. social or health protection) let alone economic rights such as decent work. "I do not possess any citizenship and have no documents which would enable me access to rights. I am forced to engage in grey economy." - one of the participants of beneficiary consultations said. September 2019.

<sup>30</sup> The largest number of persons with disabilities are disabled workers, low-skilled workers, mainly over 50 years of age who are not actively seeking employment but are directed towards exercising their right to a pension.

<sup>31</sup> This was mentioned during beneficiary consultations. September 2019.

<sup>32</sup> Under bilateral readmission agreements with third countries between January 2017 and July 2019.

of Interior, legal aid providers, Office of National Coordinator for Fight against Trafficking in Human Beings and NGOs who will act as implementing partners will benefit from the JP and its programmatic interventions.

### 1.3 SDG targets

The JP has two results pillars:

- 1) Social policies are informed by evidence, tested, and tailored to needs of vulnerable and marginalized groups and impact-oriented in terms of reducing poverty and dependency.
- 2) Integrated people-centered services and programmes for increased participation, empowerment and/or employment of young people piloted, tested, and rolled out.

SDG Targets	Baseline 2017	Target 2022	Method
1.2 By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions	Poverty rate: 23.6% Poverty rate children (0-18): 31.7%	Poverty rate: 20.6% Poverty rate children (0-18): 28.7	SILC, MONSTAT
1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable	Approximately 2/3 of the poor not covered by the means tested social assistance  Only 10% of children receive child allowance	Social protection system revised with 50% increase in coverage with means tested cash assistance  15% of children receive child allowance (50% increase)	SILC, MONSTAT  Social Welfare Information System (SWIS)  SWIS

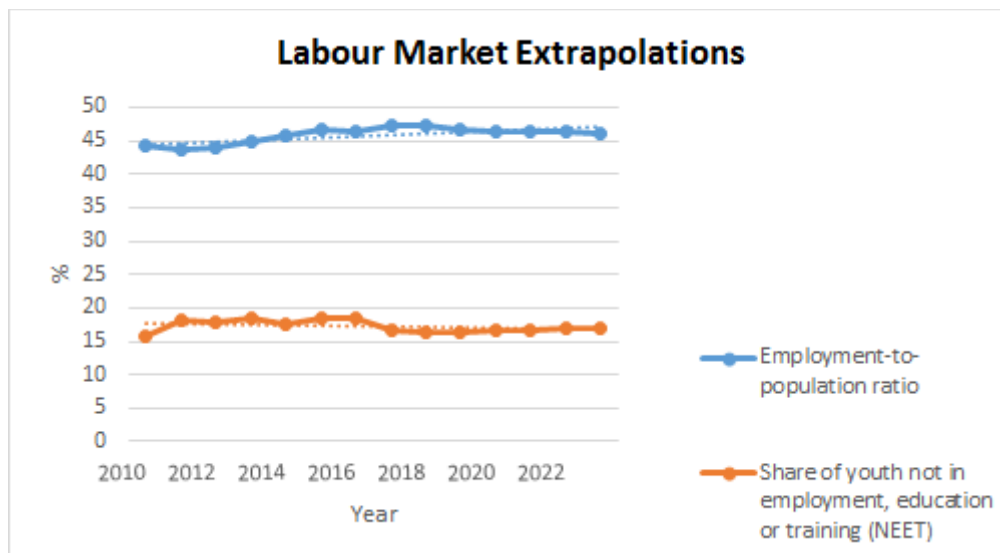
**Table 3: Relevant SDG targets for Result 1**

SDG Targets	Baseline (2017)	Target 2022	Method
5.2 eliminate all forms of violence against all women and girls in public and private spheres, including trafficking and sexual and other types of exploitation	Number of identified female VoTs and potential VoTs: 4  Number of trafficking related investigations initiated: 1	12 women/girls VOTs identified  5 trafficking related investigations initiated	Report on the implementation of the Strategy for Combatting Trafficking in Human Beings 2019-2024
8.6 by 2020 substantially reduce the proportion of youth not in employment, education or training	NEET rate: 21.4 % (20.3% male and 22.6% female)	NEET rate: 19.4%	Labour Force Survey

10.7 facilitate orderly, safe, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies	Number of reintegration programs being implemented by relevant institutions: 0  Number of readmitted nationals provided tailored reintegration assistance: 0	15 reintegration programs  30, out of which at least 30% women	Report on the implementation of the Strategy for Reintegration of Nationals Returned as per Readmission Agreements 2016-2020
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**Table 4: Relevant SDG targets for Result 2**

**Current extrapolation of trends or expected progress until 2022:** The graph below presents the projections of the employment-to-population ratio and the share of youth not in employment, education or training (NEET), estimated using a series of models, which establish statistical relationships between observed labour market indicators and explanatory variables. **It is expected that the share of young NEETs will be reduced by 2 percentage points by 2020.**



**Chart 6: Labour market extrapolations**

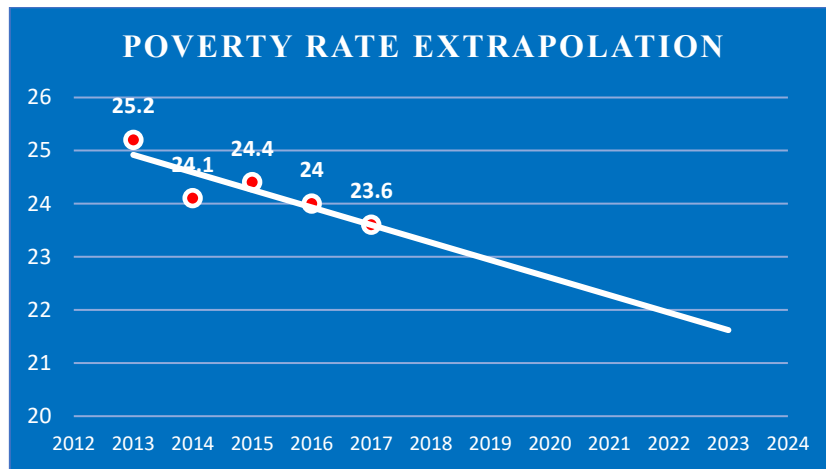
The risk of poverty rate in Montenegro (SILC methodology) was at 23.6% in 2017.

Year	Poverty rate %
2013	25.2
2014	24.1
2015	24.4
2016	24
2017	23.6

**Table 5: Data on poverty rates for the period 2013-2017**

It is evident that the poverty rate in Montenegro has remained relatively stable over time - no major decrease took place in recent years. According to official MONSTAT data, some 23.6% or nearly 150,000 citizens are 'at-risk of poverty'. **If the current pace of poverty reduction continues without the interventions described in the JP, the linear**

**extrapolation shows that the poverty rate would persist with estimated 22% in 2022.**



**Chart 5: Poverty rate extrapolation**

Currently, social protection system transfers contribute to poverty reduction with some 7.8 percentile points. In other words, the poverty rate without intervention through cash transfers would amount to 31.4%. **Out of EUR 80 million dedicated annually for social protection cash transfers, in 2018 only about EUR 16.5 million were dedicated to means-tested transfers.** Broadly speaking, approximately EUR 12 million are transferred to some 10,000 families with 31,000 members and EUR 4.5 million of child allowance are transferred to about 15,000 children. By definition (as per the LSCP) the means tested transfers are targeting those populations which are unemployed, have no property, or any other means of sustaining a living. In other words, only for the means-tested transfers it could be said that they contribute directly to poverty reduction.

**This shows that social protection assistance is currently insufficient targeted as only about 20% of the annual allocation is specifically targeting the poor.** The rest is allocated to other social categories (persons with disability, war veterans, etc.) and other transfers (including maternity leave compensation). Given that these transfers are not means-tested, there is no sufficient evidence that these transfers are contributing to poverty reduction.

This leads to the following assumptions:

- If Montenegro does not alter its current social policies, poverty rates will remain more or less at the current levels. As 20% of poor children do not receive social assistance, this will also have significant negative impacts on human capital development – which is a key challenge outlined in Montenegro’s Economic Reform Programmes under the EU action process.
- However, if other targeting options are explored, this JP can support further reform of the system and its ability to reach poor and vulnerable through social protection transfer schemes. The targeting options could, inter alia, include: universal child allowance (e.g. 0-1, 0-6), reconsidering eligibility criteria for means tested benefits (e.g. in-work poor), support for poor children with 3+ children, or other at risk of poverty as per the SILC 2018 data. Thus, the cash transfers would help to accelerate poverty reduction beyond the current 7.8 percentile points. As a result, considering the available fiscal space, annual budget allocations to social protection would lead to more substantial change in the lives of Montenegrin citizens at risk of poverty.

Based on these assumptions, the JP will undertake further analyses of the social protection cash transfers, run simulation exercises and seize opportunities to expand the coverage of means tested social transfers by 50% for children and 36% for family allowance. At the

same time the JP aims to provide evidence and support to reform other cash transfers that are currently not sufficiently contributing to poverty alleviation. Simulations will also look at the link between cash transfers and outcomes such as nutrition, care and basic consumption needs of families and children. **Provided that there is political will and commitment to implement these reforms, due to revised targeting to extend the coverage the total number of beneficiaries of means tested transfers could be increased by about 40% in total, leading to a potential reduction of the national poverty rate by about 3 percentage points.**

In addition, the JP will also address trafficking in human beings at various levels. According to the US Department of State's Trafficking in Persons Report 2018<sup>33</sup> (TIP Report), the Government of Montenegro does not fully meet the minimum standards for elimination of trafficking but is making significant efforts in this direction. Namely, these efforts included drafting and adopting a national anti-trafficking strategy for 2019-2024 and a national action plan for 2019. The Government established a multi-disciplinary task force to proactively investigate TIP cases and changed case referral procedures to decrease the chances of trafficking cases prosecuted under other offenses. However, the Government did not demonstrate increasing efforts compared to the previous reporting period; it did not convict any traffickers under its trafficking law for the fifth consecutive year and did not initiate any prosecutions. Therefore, Montenegro remained on Tier 2 Watch List<sup>34</sup> for the third consecutive year. One of the recommendations of the TIP Report is to increase proactive screening of potential victims, especially for women in prostitution, migrants, seasonal workers, and children engaged in begging.

Year	2012	2013	2014	2015	2016	2017	2018
No. of VoTs	9	1	2	3	3	4	8

**Table 6: The total number of identified potential Victims of Trafficking (VoT)**

Out of VoTs identified 6 were male, 24 female and 13 juveniles and 17 adults. Only 15 investigations were conducted in relation to human trafficking since 2012.

In line with the above the JP is expected to improve identification, protection, assistance and reintegration to victims by strengthening the capacity of professionals, improving cooperation between relevant professionals and civil society organizations, as well as by strengthening the National Referral Mechanism. The social protection system, including NGOs as service providers, will be more sensitized and trained on VoTs and their needs, in particular the needs of women and children.

**To conclude, looking forward to 2022, we expect to have a reformed, well-equipped, integrated social protection and employment systems, which is able to reach those who are left behind and to offer human-centered, fit-for-purpose services that enable vulnerable persons to overcome the challenges of poverty, inequality, unemployment and migration.**

The area of social protection and employment was identified as one of three national key SDG accelerators, hence the opportunity to assist the Government with this JP to meet both agendas: the EU accession and Agenda 2030 – thus leaving no one behind. The Government needs to finalize reform processes in the area of social protection and employment in order to reach European standards in two years' time. In this regard, the UN system in Montenegro will offer support through cutting edge technical expertise, e.g. policy simulation or studies of universal approach to social protection and linked to that the possibilities to expand fiscal space. **The mutual reinforcements between the SDG targets are obvious: A better targeted social protection system with expanded coverage will ensure that those who are most marginalized receive adequate support, while those who are able to work, can find decent employment and thus**

<sup>33</sup> <https://www.state.gov/wp-content/uploads/2019/06/2019-Trafficking-in-Persons-Report.pdf>

<sup>34</sup> Ibid

**lift themselves out of poverty and contribute to society and a better funded social protection system.**

The proposed action aims at improving the performance of the system through better targeting the most marginalized and vulnerable groups and by activating young men and women as Montenegro’s untapped potential. There are number of opportunities for systemic accelerated change to be achieved:

- There is strong potential for ‘joined up’ change due to large-scale public administration reform on-going under EU accession and SDG acceleration efforts
- There is strong momentum for reforming the SP system as the Government has committed itself to closing the EU Chapter 19 on Social Policy and Employment within the next few years; Government is also co-funding important reform initiatives supported by the UN
- The general elections planned in 2020 will add to this momentum and provide a unique window to drive new, more evidence-based policies and contribute to a change in people’s lives
- The UNCT and the UNDAF Social Inclusion Results Group (as the largest UNDAF RG) are well-placed to support the Government in the reform of the SP system

Finally, the JP aims to enhance the capacities of the key stakeholders of the national social welfare system to better serve people in need. It strives to render policy making evidence-based and policies cost-effective, while ensuring service provision is well-targeted and user-centered. The intervention is built on EU accession momentum and could catalyse acceleration of progress towards multiple SDGs, while also improving targeting in the social protection system and contributing to poverty alleviation.

**1.4 Stakeholder mapping**

The JP builds on strengths of UNDP, UNICEF and ILO as advisers to the Government of Montenegro on social protection and labor activation. UNHCR and IOM lend their outreach capacity among vulnerable and marginalized groups who are among the most left behind in Montenegro, such as persons at risk of violence, abuse, exploitation or exclusion, ex-Yugoslav refugees, migrants, returnees, victims of trafficking or stateless people, etc., while WHO contributes with technical expertise on mental health barriers to employment.

The UNCT and UNDAF Social Inclusion Results Group (SIRG) rely on the existing network of partners to support the implementation of JP - specifically with the Ministry of Labour and Social Welfare, General Secretariat Policy Planning Unit, Employment Agency and other key Ministries (Education, Interior, Youth and Sports, Human and Minority Rights-Department for Gender Equality, Health). Local service providers will also be engaged, such as local employment bureaus and Centres for social welfare.

Apart from the overall partnership in programme coordination and implementation, institutional partners’ capacities will be improved, both on forecasting the impact of policy options and user-centered service design and delivery. Partnerships among institutional service providers and users, local grassroots groups and associations will be a guiding principle for efficient service delivery, which will be an additional value in terms of stakeholder engagement, local and national networks and sustainable impact.

The network of partners includes civil society organizations (CSOs) as well. A long and effective partnership with CSOs such as Red Cross, various youth organizations/associations, local NGOs working with Roma communities, trade unions, employers’ federations, as well as NGOs licensed to provide shelter to victims of trafficking is an important asset of this JP. CSO partners will be involved in the outreach and the implementation of programme activities.

The programme will also enable their capacity building in human-centered design (HCD) and other user-centered methodologies for service design and delivery. They will also be

supported in building strong alliances among the CSOs networks, and between CSOs and public sector which was singled out as a priority during beneficiary consultations. This will enable CSOs to be readier to take a step forward in providing sustainable solutions for beneficiaries.

Furthermore, partnership will be ensured with non-traditional actors including the private sector as well as academia, innovation labs and HCD outlets, think-tanks (local and international) to bring world-class expertise to the design and implementation of the JP interventions.

Ultimately, direct engagement with youth and other beneficiary groups themselves, through HCD approach and U-report, will ensure that innovative and transformative practices, methods and ideas are ground-sourced, relevant and co-created with young people and other target groups. This approach will directly respond to the challenges beneficiaries identified, i.e. inadequate services and lack of user-centered approach in the process of service design and delivery.

As previously noted, due to the complementary goals of the proposed JP and the World Bank agenda in Montenegro, comprehensive coordination with the WB is envisaged throughout JP implementation.

Finally, co-funding secured by the individual PUNOs and complementarities of the different (current and forthcoming) programmes will further contribute to the achievement of results set in the JP. UN Agencies at RO or HQ level will ensure quality assurance throughout the process. Regular exchange of information with UNSDG Regional Director and relevant thematic groups will be assured through sharing regular briefs around milestones moments.

The above mentioned (world-class technical inputs from renewed experts and other governments, and engagement of beneficiaries), combined with the UN internal capacities, could mitigate the potential risks stemming from limited capacities of the public administration.

Strategic engagement with partners will include the World Bank which in Montenegro is focusing on the Jobs and Growth agenda. The overarching objective of the World Bank Group’s (WBG) new Country Partnership Framework covering the period FY16–20 is to support Montenegro on the path toward more sustainable and inclusive growth. The new framework selectively supports Montenegro’s development agenda, with a particular focus on creating employment and economic opportunities and restoring fiscal balance in order to accelerate long-term inclusive growth. The Bank dominantly operates on a loan-based modality, e.g. in FY 2018, the value of loans amounted to 150 mil. USD.

<b>Partner institution/organisation</b>	<b>Partner mandate/mission</b>	<b>Partner role in the project, i.e. activity</b>	<b>Project Activity reference</b>
Ministry of Labour and Social Welfare, Centres for social work (CSWs)	-Line ministry, tasked with policy making in the area of social and child protection, and labour market and employment  -Provides services to children and families in line with the Law on Social and Child Protection,	-Overall partnership role in the project -Main partner related to the Result 1 – assesment, scenarios development, policy interventions, -Participation in the activities related to NEET profiling - Participation in capacity building activities in order to (re)design user-centred services for beneficiaries;	Activities: 1.1, 1.2, 1.3, 1.4, 2.1, 2.2, 2.3, and 2.5



	-Renders legal and material (financial) assistance to beneficiaries	-Participation in capacity building activities in order to facilitate reintegration of readmitted nationals and provision of social protection services; - Participation in capacity building activities in order to enhance assistance to victims of trafficking (VoTs) and their referrals; -Participation in mapping of returnees in need of social protection and their specific needs	
Ministry of Finance	-Line ministry providing budget circulars and submitting Draft Law on Budget to the Parliament	-Overall direction of spending in the social protection sphere	Outcome 1
Ministry of Interior, Ministry of Labour and Social Welfare, Centres for Social Care, Legal Aid Providers	MoI: Renders decision on the legal status of JP beneficiaries (ex-Yugoslav refugees, stateless persons/persons at risk of statelessness);  Centres for Social Care have an important role in ensuring adequate birth registration of children, including children born to mothers without identity documentation  Legal Aid providers – provide legal services needed for the regularization of legal status, including support in obtaining documentation (birth/citizenship certificates, ID cards, passports) from Montenegro or countries of origin necessary for the regularization of legal status	MoI: Renders decision on the legal status of JP beneficiaries (ex-Yugoslav refugees, stateless persons/persons at risk of statelessness);  Centres for Social Care have an important role in ensuring adequate birth registration of children, including children born to mothers without identity documentation  Legal Aid providers – provide legal services needed for the regularization of legal status, including support in obtaining documentation (birth/citizenship certificates, ID cards, passports) from Montenegro or countries of origin necessary for the regularization of legal status	Activity: 2.2
Employment Agency of Montenegro (EAM)	-Works in employment domain and functions in the public interest, providing services to all beneficiaries free of charge and under the same conditions	-Participation in the activities related to NEET profiling -EAM is a key partner for introduction HCD and implementation of activation measures -Participation in capacity building activities in order to facilitate	Activities: 2.1, 2.2, 2.3, and 2.4.

		<p>reintegration of readmitted nationals;</p> <ul style="list-style-type: none"> <li>-Participation in development of skills for young returnees in order to enhance their employability;</li> <li>-multi-sectoral cooperation with other stakeholders and provision of information on labour market demands, contributing to social inclusion of young returnees.</li> </ul>	
<p>Ministry of Interior, Directorate for Civil Affairs and Personal Documents, Department for Foreigners, Migration and Readmission</p>	<ul style="list-style-type: none"> <li>-Supervises migration and readmission related affairs</li> <li>-Implements the Strategy for Reintegration of Persons Returned as per Readmission Agreements 2016-2020</li> </ul>	<ul style="list-style-type: none"> <li>-Follows up on all project activities which tackle readmitted nationals;</li> <li>-Takes an active role in enhancing multi-sectoral coordination and referral mechanisms for vulnerable groups</li> </ul>	<p>Activities: 2.2, 2.3, and 2.4.</p>
<p>Ministry of Interior, Directorate for Refugees' Care</p>	<ul style="list-style-type: none"> <li>-Assists in fulfilling rights of Montenegrin citizens who return to the country as per readmission agreements;</li> <li>-Implements the Strategy for Reintegration of Persons Returned under Readmission Agreements 2016-2020</li> </ul>	<ul style="list-style-type: none"> <li>-Follows up on all project activities which tackle readmitted nationals;</li> <li>-Takes an active role in enhancing multi-sectoral coordination and referral mechanisms for vulnerable groups</li> </ul>	<p>Activities: 2.2, 2.3, and 2.4.</p>
<p>Office of National Coordinator for Fight against Trafficking in Human Beings</p>	<ul style="list-style-type: none"> <li>-Coordinates the work of governmental, non-governmental institutions and international organizations as to create more efficient mechanisms to fight human trafficking</li> </ul>	<ul style="list-style-type: none"> <li>-Follows up on the project activities which tackle trafficking;</li> <li>-Takes an active role in enhancing multi-sectoral coordination and referral mechanisms for vulnerable groups</li> </ul>	<p>Activity 2.5</p>
<p>Operational Team for Combating Trafficking in Human Beings (Task Force)</p>	<ul style="list-style-type: none"> <li>-Coordinates activities with other stakeholders working on prevention of human trafficking;</li> <li>-Works on identification of VoTs;</li> <li>-Tasked to cooperate with international organizations and police in the region</li> </ul>	<ul style="list-style-type: none"> <li>-Follows up on the project activities which tackle trafficking and participates in the development of training curriculum for identification of VoTs;</li> <li>-Takes an active role in enhancing multi-sectoral coordination and referral mechanisms for vulnerable groups</li> </ul>	<p>Activity 2.5</p>
<p>NGOs licensed to provide social and child protection in terms of shelter provision</p>	<ul style="list-style-type: none"> <li>-Work in the area of improvement of social and child protection;</li> <li>-In possession of licence to provide shelter/accommodation</li> </ul>	<ul style="list-style-type: none"> <li>-Participation in capacity building activities in order to enhance victims' of trafficking referrals and assistance</li> </ul>	<p>Activity 2.5.</p>

NGO Pedagogical Centre of Montenegro	NGO working to improve the education system in Montenegro Abundant experience in working with vulnerable groups	Delivery of non-formal education programmes for vulnerable and marginalized youth	Activity 2.4
Ministry of Sports and Youth	-Line ministry creating policies in relation to youth	Overall support for inclusion and empowerment of vulnerable youth	Outcome 2
Media	-Reports to the public on project related activities	-To be engaged in trafficking awareness raising campaign -To be engaged in other relevant communication endeavours	Activity 2.5.
Montenegro Statistics Office (MONSTAT)	Key national producer of official statistical data	-to provide data concerning disaggregation of poverty related data -participate in data processing	Activities: 1.1, 1.2, 1.3, 1.4,

**Table 7: Partners and Stakeholders**

## 2. Programme Strategy

### 2.1. Overall strategy

The JP seizes a **'once-in-a-decade' window of opportunity to accelerate poverty reduction and social inclusion strategies** at policy and service design/delivery levels in the context of a large-scale public administration reform supported by EU Accession and SDG implementation efforts. The JP will demonstrate transformative impact by:

- Contributing to **accelerated systems-level change** by better enabling the Government to design effective policies and services prioritizing those at risk of being left behind.
- Applying **multi-level innovation** as a key change strategy. Policy-level innovation (forecasting) combined with Human Centred Design (HCD) approaches to service delivery for youth at local level, especially from disadvantaged communities.
- Integrating **latest disaggregated data and evidence** including on children, young people, young NEETS and other vulnerable groups and building on findings from a comprehensive social protection system assessment (CODI) undertaken in 2019/2020.
- **Fostering partnerships** with non-traditional actors, including the private sector, academia, think tanks and civil society to scale up initiatives particularly in relation skills-building and employment for youth.

Montenegro has a modern and moderately resourced social protection system. However, in the five years since its adoption in 2013, the relevant Law on Social and Child Protection has been amended three times (every year except 2014 and 2018) and amendments were not always backed by fiscal impact analysis. There is thus a pressing need to support the MLSW to reassess its traditional ways of working, ensuring better use of already-constrained resources.

At the **policy/system level** there is currently no capacity for simulating policy impact on the beneficiaries of the social protection system in Montenegro. Ex-ante and ex-post evaluations of social protection programmes have not been widely practiced. The JP will propose a tool that supports policy-forecasting to simulate the likely impact of SP interventions, focusing on poverty reduction. This is a substantive, outcome-level result, enabling the Government to better serve 24 per cent of the population affected by poverty. Once the tool is introduced, sustainability will be ensured through enhanced capacities of key staff and possible replication in other policy areas - with support from the General Secretariat's Policy Planning Unit which provides oversight on the Government's policy planning and monitoring processes.

At **service/local level**, there are currently no targeted efforts to tailor support to the most vulnerable groups. The JP will operationalize the LNOB approach by targeting the most vulnerable and marginalized groups focusing on youth, including NEETs, Roma, people with disabilities, people facing mental health challenges, or at risk of violence, abuse, exploitation or exclusion (e.g. due to their 'invisibility' in the current system), ex-Yugoslav refugees, migrants, VoTs, returnees, or stateless people, acknowledging specific needs of female and male youth, and unique socio-cultural barriers they may face. Through this JP, these groups will benefit from activities, agreed through participatory HCD approaches, that address underlying drivers of inequality, including those related to legal status.

**Accelerating progress on achieving the selected SDG targets:** As part of the Montenegro's SDG acceleration process, UN and the government have identified strong **complementarity between the EU accession process and the 2030 Agenda** in three "chapters" of the *EU Acquis Communautaire* (the body of EU law). The area of social protection and employment was identified as one of the three national key SDG accelerators, hence the opportunity to assist the Government with this JP to meet both agendas: the EU accession and Agenda 2030 – thus leaving no one behind. If adequate technical expertise is provided to the Government by 2021, when negotiations are expected to complete on social policy and employment, the accession momentum could catalyze the acceleration of progress towards multiple SDGs, particularly in SP system's targeting and poverty alleviation.

**UN's added value:** The UNCT is well-placed to support the Government in the reform of the SP system. The JP will be coordinated by the **UNDAF Social Inclusion Results Group (SIRG)** co-chaired by the MLSW, which will facilitate regular consultations with government counterparts. SIRG is well positioned to provide integrated policy support through its strong partnership with the MLSW. The JP builds on the **combined strengths of SIRG members:** UNDP, UNICEF and ILO as advisers to the Government of Montenegro on social protection, social inclusion, gender equality, labour activation and employment. UNHCR and IOM enrich its outreach capacity among vulnerable and marginalized groups who are among the most left behind in Montenegro, such as persons at risk of violence, abuse, exploitation or exclusion, ex-Yugoslav refugees, migrants, VoTs, returnees, or stateless people. WHO contributes with technical expertise on mental health barriers to employment and social inclusion. In addition to this, strong UN commitment to and expertise in mainstreaming gender perspective in its programming will ensure that women will benefit from the programme interventions equally as men, and that specific barriers they face will be taken into account in order to better design targeted measures. Moreover, UN system has track record of using innovative tools such as foresight and human-centered design for policy and programming processes. For instance, foresight was used in the development of current UNDAF, specifically for consultations with citizens and people of Montenegro. '[Designing UNDAF](#), Montenegro used foresight to create a light touch, forward-looking process that engaged unusual stakeholders (citizens and non-experts). In order to include diverse voices in its new five-year strategic plan, UN Montenegro developed an "enhanced survey tool", a participatory instrument and organised foresight workshops with different groups of citizens including youth, experts from academia, NGOs, employment and student associations Citizens were invited to engage in an online foresight game where they had to identify SDG issues. Within four days, 700 people had replied, while offline workshops offered space for citizens and youth to identify different sets of issues and think about futures up to 2021 and 2030. The [outcomes](#) of these sessions were relayed to senior decision-makers and captured in [planning documents](#). Representatives of government also explored preferred and likely futures of Montenegro and its possible development and human rights directions. Foresight and back-casting were used during strategic planning meetings with representatives of national institutions,

such as the Government, Parliament and Ombudsperson’s office. Foresight was a successful tool for getting people to talk to others (across areas) and identify linkages between areas of change. After positive experience from this UNDAF process, UN Montenegro used foresight in strategic planning of the national [youth strategy](#) (2017-2021)”<sup>35</sup>.

The most recent use of human-centered design was through regional programme on employment, where HCD was deployed with the purpose of defining obstacles young users have while accessing employment services and programmes.

## 2.2 Theory of Change

**Summary:** Without joint effort to forecast policy impact and accelerate on-the-ground citizen engagement, in parallel to large-scale public administration and social welfare system reform ongoing through the EU accession processes, a unique window of opportunity to accelerate poverty reduction and increase social inclusion could be missed. This Theory of Change (ToC) relies fully on the in-depth and engendered analysis of existing data and it’s a live theory that will be iteratively reviewed and adjusted during implementation, based on feedback gained. It rests on three key hypotheses:

***If*** national SP policies are better informed by updated evidence on poverty, especially related to marginalized groups ***and*** the impact of these policies can be modelled and predicted before they are submitted for adoption ***then*** the SP system can more effectively alleviate poverty and accelerate sustainable human development within existing fiscal space.

***If*** the most vulnerable youth have increased access to SP services or can co-design programmes/services targeted to their needs ***and*** are equipped with relevant skills ***then*** they will be more resilient, able to lead more productive lives and better fulfill their potential, thus reducing dependency on social assistance and helping to break intergenerational cycles of poverty.

***Finally, if*** Montenegro’s SP system can more effectively alleviate poverty and reduce social exclusion, and ***if*** more young people in Montenegro lead productive lives and fulfill their potential, ***then*** progress towards more sustainable human development will accelerate.

**Detailed explanation:** Without joint effort to forecast policy impact and accelerate on-the-ground citizen engagement, in parallel to large-scale public administration and social welfare system reform ongoing through the EU accession processes, a unique window of opportunity to accelerate poverty reduction and increase social inclusion could be missed.

The key change strategy of this JP is innovation. While the two outcomes reflect two different levels of results, they both aim to address the most pressing problems in human capital development, specifically referring to SDG Goal 1: No poverty, Goal 5: Gender equality, Goal 8: Decent work, Goal 10: Reduced inequalities. The first outcome pertains to a system-level change, hoping to advance policy making toward more effective and targeted measures, whereas the second outcome aims to enhance labor activation measures for the most vulnerable groups in Montenegrin society.

The Theory of Change (ToC) relies fully on the in-depth and engendered analysis of existing data, showcasing the causes preventing young men and women from accessing employment programs and services, as well as structural issues preventing poverty reduction. From the available statistics and research, it is not difficult to conclude that

<sup>35</sup> <https://undg.org/wp-content/uploads/2016/10/Final-DOCO-foresight-paper.pdf>, page 13/14

young women face specific barriers as opposed to young men, which is why the policies and programs targeting them will need to be mindful of these differences.

The ToC is a live theory that will be iteratively reviewed and adjusted for the full programme document, and during the JP itself, based on feedback gained through planned participatory monitoring techniques. Particularly due to the human-centered approach in Result 2., inputs from government counterparts and young people from vulnerable groups will be considered. Also, in 2019 views of direct beneficiaries of social protection measures, specifically labour activation, will be further integrated to proposed measures as part of the planned SP system assessment (CODI). Young men`s and women`s views will also be solicited through existing interactive platforms such as U-REPORT Western Balkans.

**ToC hypotheses:** The ToC is premised on two principles, outlined after consultations between MLSW and UNCT partners.

**Firstly,** assuming Government continues to be committed to reform of the social protection and employment system and demonstrates political leadership as well as ensures accountability within the public administration to act upon the latest poverty/social exclusion data, the first ToC statement follows:

**If** civil servants are capacitated to analyse poverty and other relevant data, while being aware of its gender perspective

and **if** they are willing and held accountable to systematically apply newly acquired knowledge to ensure that SP policies are better informed by updated evidence on poverty, especially related to marginalized groups (rural, urban and regional divide, gender, disability, ethnicity, citizenship status) and the impact of these policies can be modelled and predicted (through effectively designed micro-simulations and foresight tools) before they are submitted for adoption,

**then**

gender inequality in the labour market will be reduced and young women will be empowered to access activation programmes and remain employed and the SP system can more effectively use available public resources to target the hardest to reach, alleviate poverty and accelerate sustainable human development within existing fiscal space.

**Secondly,** knowing all young people have significant potential to participate in and contribute to their communities and society at large and assuming that, given services that respond to their needs and opportunities to develop their skills, they will enact positive change in their lives and the lives of others, the second ToC statement follows:

**If** most vulnerable young men and women have increased access to SP services,

**If** they can co-design programmes/services targeted to their needs,

**If** NEETs are well profiled (e.g. gender and other personal characteristics) to discern specific barriers they face in their access to employment, and

**If** they are equipped with relevant 21<sup>st</sup> century skills (including socio-emotional/self-care skills tailored to unique needs)

**then**

they will be more resilient, able to lead more productive lives and fulfil their potential, thus reducing dependency on social assistance and helping to break intergenerational cycles of poverty.

In addition, **if** the JP harnesses the power of mobile phones and digital technology and **if** it offers support services around mental health **then** vulnerable men and women including

those living in remote rural areas will be empowered to complete transition from school to work.

**If** ex-Yugoslav refugees and persons at risk of statelessness are supported in acquiring documentation for the regularization of their legal status, **then** they will have access to a plethora of rights, including access to SP system and will be able to lead more productive lives and better fulfill their potential, breaking a vicious cycle of legal invisibility.

**If** young men and women are better informed on the perils of trafficking and its indicators **then** they will become more resilient to becoming victims;

**If** the overall social protection system becomes more sensitized and aware of the needs of VoTs and returnees

**Then**

They receive tailored reintegration assistance, enabling long term and sustainable integration into the society.

**Finally**, if Montenegro’s SP system can more effectively alleviate poverty and reduce social exclusion, and if more young people in Montenegro lead productive lives and fulfil their potential, then progress towards more sustainable human development will accelerate.

**Additional hypotheses:**

- This JP will be able to reach vulnerable young men and women and secure their active participation in the services co-design process.
- The newly created digital tool for mental health support will be widely used by targeted young men and women.
- The digital mental health intervention will enable more young men and women to access treatment and support thus overcoming existing barriers to receiving conventional mental health services, including discrimination, stigma and geographic distance.

**Underlying assumptions:**

- Government partners remain committed to the implementation of reform activities, irrespective of potential changes in senior management positions, due to forthcoming elections in 2020.
- During the period of JP implementation, economic growth and fiscal consolidation will not negatively impact commitments to social policy reform.
- Public sector service providers are ready to innovate the process of outreach and engagement with all beneficiaries they support.
- The labor market will be conducive to the employment of young women and men, especially those from vulnerable groups.

**2.3 Expected results and impact**

The JP aims to enhance the capacities of the key stakeholders of the national social welfare system to better serve people in need, regardless of their citizenship status. It strives to render policy making evidence-based and policies cost-effective, while ensuring service provision is well-targeted and user-centered.

In order to reach vulnerable and marginalized groups, the JP focuses on the most pressing problems of the current social protection system, including targeting, coverage, and adequacy of social assistance and effectiveness of services. The assumption is that the current social protection system offers enough fiscal space for scaling up of both cash transfers and services for the most marginalized groups. However, there are flaws in the current systems which are reactive and offer ‘one-size-fits-all’ approaches with frequent

exclusion errors. At the policy level the culture of evidence-based policy-making needs strengthening, as does the evaluation of impact of social protection measures (the latter is currently non-existent). At the level of local service provision, those who design and deliver services have very little interaction with beneficiaries, especially the vulnerable and excluded. Consequently, vulnerable groups have little or no access to appropriately-differentiated services. The JP aims to address these bottlenecks.

**Objective:** By 2022, Montenegro has improved capacity to design impact-oriented, evidence-informed social protection policies and deliver integrated human-centered services that reduce poverty and social exclusion of the most vulnerable and marginalized, focusing on young men and women, thus accelerating sustainable human development.

**Outcome 1:** Social policies are informed by evidence, tested, and tailored to needs of vulnerable and marginalized groups (including girls and boys), and impact-oriented toward reducing poverty and social welfare dependency

**Output:** New tool supports analysis of poverty-related data and simulation of policy impact.

This output will be achieved through the following activities:

Activity	Lead PUNO	Key national partner(s)
1.1 Provide deeper analysis of poverty data to identify furthest behind	UNDP UNICEF	the Ministry of Labor and Social Welfare as the key stakeholder; the Government’s General Secretariat unit on policy planning to leverage their existing knowledge and expertise in support of scalability and sustainability; MONSTAT.
1.2 Operationalize recommendations from CODI to increase effectiveness, efficiency, capacity to address poverty within fiscal space	UNICEF	
1.3 Develop poverty reduction scenarios to target furthest behind	UNDP	
1.4 Accelerate implementation of optimum scenario(s)	UNDP	

**Table 8: Activities under Outcome 1**

In Montenegro, there is currently no capacity for simulating policy impact and ex-ante, and ex-post evaluations of social protection programmes are not practiced. At times, laws are enacted without clear targets or fiscal impact assessments. The JP aims to invest in the development of capacities of key Ministry staff for policy impact analyses, forecasting or other cutting-edge policy making tools. The JP will also tap into the network civil servants who engage in strategic policy making, to ensure cross-fertilization. **This is a substantive, outcome-level result, enabling the Government to better serve 24 per cent of the population affected by poverty and allocate 2% of the annual GDP for social protection in a more cost-effective and efficient way.**

**Outcome 2:** Human-centered services for increased participation, empowerment and employment of vulnerable and marginalized groups, focusing on young men and women, are piloted, evaluated, and rolled out.

**Output:** Human-centered, integrated service delivery at community-level, focusing on youth, to increase their participation in education, employment or training to reduce dependence on social assistance, are rolled-out.

This output will be achieved through the following activities:

Activity	Lead PUNO	Key national partner(s)
2.1 Profile NEETs, registered beneficiaries of SP, those without access to SP system, to	ILO	MLSW, the Employment Agency



refine targeting and design an activation programme		
2.2. Support “first-time” access to SP system/employment for refugees/persons at-risk of statelessness/readmitted nationals by supporting regularization of legal status and social inclusion and enhancing multi-sectoral coordination and referral mechanisms for vulnerable groups	UNHCR IOM	MLSW Ministry of Interior
2.3 Increase access to human-centered, effective social support services for targeted groups, including labour market activation	ILO IOM UNDP	MLSW, the Employment Agency, Centres for Social Work
2.4 Strengthen resilience through “21 <sup>st</sup> century” skills development, including socio-emotional/self-care skills tailored to unique needs (e.g., mobile-based delivery)	IOM UNICEF W technical input from WHO	MLSW, the Employment Agency, CSOs Ministry of Health
2.5 Enhance identification of victims of trafficking and raise awareness on the dangers of trafficking, targeting youth with a focus on marginalized groups	IOM	Ministry of Interior

**Table 9: Activities under Outcome 2**

Human-centered design (HCD) will support young men and women to co-create services and contribute to strengthening government-citizen feedback. Impact of innovative approaches to youth empowerment and transition from SP to employment will be reviewed using participatory M&E tools including real-time feedback. HCD was piloted by UNCT Montenegro but is not used by government at scale. To support pre-conditions of access to SP systems and services, obstacles to access to decent work will be alleviated through preliminary regularization of legal status of ex-Yugoslav refugees and people at risk of statelessness. A specific group in need of support are families and children returning to Montenegro based on readmission agreements. Because of their precarious situation and the need to integrate, enhanced multi-sectoral coordination is required to ensure timely and effective services.

An anti-trafficking campaign will be launched within the JP implementation targeting young men and women aimed at prevention of trafficking. Raising awareness on dangers of exploitation, identification of potential VoTs and indicators is expected not only to increase identification of victims, but also to increase resilience of youth to this phenomenon.

**Quick wins:** activating 72 long term unemployed youth (among which at least 35 women), providing key skills to 7550 marginalized youth, allowing 1000 refugees to access SP system, building a digital tool for mental health support for hard-to-reach adolescents and youth.

In a nutshell, the JP will produce two new specific deliverables by the end of 2021:

- a policy forecasting tool and a cohort of civil servants with strengthened capacities for assessing policy impact on beneficiaries;
- guidelines and a pool of trained professionals for co-design of labor activation measures, focusing on young men and women and vulnerable groups.

By the end of the JP, both will be embedded in Government processes, after an iterative process of piloting, testing, user feedback and monitoring. Consequently, the most vulnerable women, men, boys and girls will benefit from:

- Laws designed to reduce poverty and increase social inclusion,
- Cash transfers that are well-targeted, adequate and cover all those who are in need of social assistance,
- Labor activation and other related services which respond to the specific needs of users,
- Innovative skills and resilience building programmes,
- Inclusion into the social protection system of those previously invisible.

Consequently, those who are most in need will be protected by the social protection system and have the skills and support that enable them to lead independent, productive lives.

**Results expected by 2022:** The Government uses new tools, based on evidence, to deliver integrated policies that successfully link social protection and employment. The USD 2.6 million JP intervention would ensure that annual allocation to social protection of USD 88-110 million is used more effectively. This would allow a transformational change – expanding coverage and its ability to reach poor and marginalized populations with services meeting their needs.

More people are reached through social assistance transfers and labor activation services (specifically youth who might also be receiving social transfers). Youth thereby become contributors to the state budget, instead of recipients. It enables beneficiaries of social protection to have productive, dignified lives and, most importantly, breaks the intergenerational cycle of poverty. The intervention would expand the coverage of children by social transfers by 50% and, combined with labour activation measures and other interventions in social protection could potentially reduce the national poverty rate by 3 percentage points.

The Government aims to finalize reform processes in the area of social protection and employment to reach European accession standards. The strong Government commitment for policy reforms together with UN systems support will accelerate transformative results that would normally take much more time. The area of social protection and employment was identified as one of the three [national](#) key SDG accelerators, hence the opportunity to create synergies by assisting the Government with this JP to meet both agendas: the EU accession and Agenda 2030 – thus leaving no one behind.

## 2.4 Financing

The JP's transformational impact and value for money is linked to:

- Synergies between the Agenda 2030 and EU accession process, a major driver of reforms in Montenegro
- Accelerating system-level change
- Integrating latest disaggregated data
- Applying multi-level innovation,
- Strong ownership by the Ministry of Labor and Social Welfare, and
- Well-functioning UNDAF coordination structures.

The UN and government partners have been working for two years on mapping areas of acceleration where joined up efforts could contribute to both EU and SDG agendas (Mainstreaming, Acceleration and Policy Support, MAPS). Strong synergies exist in three chapters of the EU body of law, with Social Policy and Employment being one of them (Chapter 19)<sup>36</sup>. The JP would be part and parcel of the Economic Reform Programme and closing benchmarks of Chapter 19. The Government and UN partners therefore agree that social protection is a key area for acceleration: apart from this JP, a number of linked-up interventions were identified that would be subject to resource mobilization in the next 12

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<sup>36</sup> Unravelling Connections, UN System in Montenegro and the Government of Montenegro, <http://bit.ly/30D9VPz>

months. In other words, key partners in line ministries and the UN system are working toward the same goal of integrating social protection and employment. There is strong momentum for reforming the SP system as the Government has committed itself to closing Chapter 19 on Social Policy and Employment within the next few years. EU's financing arrangements for pre-accession countries will be used which will lead to additional resource generation for this area.

In terms of 'value for money', the intervention is seen as a one-off transformative initiative. It rests on the premise that the current social protection system offers enough space for scaling up of both services and cash transfers for the most marginalized groups. Therefore, continuing with the same type of initiatives where the focus is on capacity development will perpetuate the status quo. Consequently, the JP uses innovation as a key change strategy to overhaul the manner in which policies are drafted and services designed. It aims to render the social protection system more efficient and cost-effective, while also putting the needs of various user groups first. After the 2 years, the JP will effect permanent change and boost of the social protection system through: improved targeting, coverage, and adequacy of social protection, innovative services for labor activation, integration and multi-sector coordination, and more robust outreach towards children, women and men in need.

In other words, there is a need for a smarter, data-informed allocation within the current envelope of approximately 80 million EUR (some 2% of the GDP) that is allocated to social protection annually.

The return on investment of this JP will be realized through:

- more efficient targeting at a lower cost and better coverage of beneficiaries who are at risk of being left behind. This is particularly important as the current social protection system reduces poverty by mere 7,8 percentage points. New policies, together with better targeting, expanded coverage and activation would contribute to alleviating poverty.
- Increased activation and employment of NEETs which will reduce social assistance dependency and decreases the state burden by 6000 Euro/year, per each activated person.

As a result, the country will benefit from improved social protection and the prevention of long-term unemployment, enabling additional income generation, cost-savings and efficient use of public funds. The JP with investment of 1.97 mil. USD would support a smart reform of key segments of national social protection and employment systems, influence better allocation of 2% of GDP annually and create a bigger tax-payer base in Montenegro that could widen the fiscal space and allow further increase in social protection financing. A minimum 36.39% of the total budget (i.e. 978.537.5 USD out of the total of 2,689,000 USD) is allocated to gender equality or women's empowerment. This amount (978.537 USD) represents half of the total cost of the activities under Outcome 2/Output 2.1., since the targets set under Results framework for these activities have been gender-disaggregated in order to include 50% of women as beneficiaries.

Moreover, the Government is also co-funding important reform initiatives supported by the UN agencies. The UN regularly consults with the World Bank on issues such as poverty, social protection, social inclusion and labour market issues, seeking synergies and identifying financing gaps that would be subject to funding (including from the EU, Government and bilateral donors).

To ensure long-term financial sustainability the JP focuses on targeting, expanded coverage, and adequacy of social protection. The assumption is that the current social protection system offers enough space for scaling up of both cash transfers and services for the most marginalized groups. The JP will produce two new tools:

- a policy forecasting tool, and
- guidelines and a pool of trained professionals for co-design of activation measures, focusing on youth.

By 2022, both mechanisms will be embedded in Government processes, after an iterative process of piloting, testing, user feedback and monitoring. Apart from the MLSW, the General Secretariat Policy Planning Unit will be a key partner in this work. There is a strong potential for forecasting tool to be used in other policy areas, since this office ensures horizontal coherence and quality of national strategies.

On the demand side, scale will be achieved through Human Centred Design (HCD) and U-report. HCD is applied to cater to the needs of young people currently not in education, employment or training throughout JP implementation. HCD can be scaled, i.e. used to design services offered by the Employment Agency which adequately respond to the needs of other unemployed persons. U-report will be used to garner unique insights from young people on issues of activation, decent work and equal opportunities.

Thus, the JP effectively links the supply and demand side.

An important element of scale is in the identified synergies between the two key reform agendas: EU accession and Agenda 2030. The UN and government partners have been working for two years on mapping areas of acceleration where joined up efforts could contribute to both agendas (MAPS). Strong synergies exist in three EU acquis chapters, with Social Policy and Employment being one of them (Ch. 19). The JP builds on the existing EU accession momentum and aims to catalyse acceleration of progress towards multiple SDGs, while also improving targeting in the social protection system and contributing to poverty alleviation. The JP will thus contribute to the Economic Reform Programme and support the Government in meeting the closing benchmarks of Chapter 19 of the EU Acquis Communautaire.

## **2.5 Partnerships and stakeholder engagement**

The JP Steering Committee (SC) will be responsible for policy advocacy and mainstreaming, horizontal coordination, as well as joint planning, implementation, monitoring and learning. The SC will ensure coherence and efficiency. The RCO and SIRG will support coordination; the RC will chair the SC with the Minister of Labor and Social Welfare, as the main Government counterpart. Other counterparts will include the General Secretariat Policy Planning Unit, Employment Agency and key Ministries (Education, Interior, Youth and Sports, Ministry of Human and Minority Rights-Department for Gender Equality), NGOs with track record in social protection (see section 1.4), representatives of young people, women's associations and PUNOs.

The UNCT will engage with the Government's General Secretariat Policy Planning Unit to leverage their role in providing guidance and oversight to policy planning and monitoring processes of Government ministries. This will support scalability and sustainability across multiple sectors and government bodies. Given the focus on data, the national statistics office, MONSTAT, will be engaged.

The UNCT Montenegro - particularly through UNDP, ILO, and UNICEF - is a key partner for the Government on SP and labour market/employment issues. Using the established Social Inclusion Results Group coordination structure, the UNCT is well positioned to provide integrated policy support especially to the MLSW. All three agencies have provided long term technical support to the Ministry and training to staff in local Centres for Social Work, including UNDP in the major upgrading of the social welfare information system for better targeting and case management. The system enables increased efficiency and accountability of SP measures thus setting the base for better data analysis to improve policy making. Strategic research pieces - including a SP system assessment [CODI], a multidimensional child poverty study and a set of common recommendations laid out in

the 2018 Study on the Socio-economic vulnerability of ex-Yugoslav refugees (UNHCR and MLSW) will provide crucial insights.

Support to national and local capacity development will be addressed systematically through:

- cutting edge technical support to raise the profile of policy-making staff in the MLSW and equip them with a policy simulation/forecasting tool fit for 21st century challenges
- experiential learning through HCD which will bring together service users and service providers to co-produce innovative approaches and programmes/services to support skills-development, including placing NEETs in education, employment, or training. In cooperation with civil society, UNCT has supported, and continue to support service provision for particularly vulnerable populations including children and young people living in poverty or underserved areas, women victims of violence, Roma, ex-Yugoslav refugees, refugees and persons at risk of statelessness.

Through its existing networks, the UNCT Montenegro will seek engagement with private sector and civil society partners, particularly in relation to vocational/skills-building for youth. The UNCT, especially ILO, engage with trade unions, employer federations and labour market actors as part of ongoing UNDAF cooperation.

Strategic engagement with partners will include the World Bank which in Montenegro is focusing on the Jobs and Growth agenda. This includes support in drafting labour law, reform of the pension system and public administration reform. Throughout the implementation of the JP we will exchange information and strive towards maximizing synergies between programmes in this sector. Another strategic partner is the European Union which has been heavily investing in the reform of the social and child protection system over the last decade and can contribute to further scaling up key initiatives under the JP. The EU may also be a valuable partner concerning technical expertise on policy simulation and foresight and lessons learned on innovative social protection programmes in the sub-region. The UNCT will also foster cooperation with think tanks and academic networks in Montenegro and the Western Balkans.

Key target groups of the JP will have a direct involvement in the co-design of services through the HCD approach which will ensure direct interaction between youth, especially from disadvantaged communities, and government service providers. HCD, while not new in itself (implemented by UNCT Montenegro previously) has not yet been used at this scale, or in this way, by the Government. In addition, U-Report, a national/sub-regional digital platform to seek views and amplify voices of youth, will be used to engage seek feedback from target group. Over 3000 U-reporters are currently registered in Montenegro: real time feedback and inputs on policies and services can be generated through this tool. The programme will use U-Report to encourage buy-in for HCD around employment initiatives and to explore the reasons why young people remain inactive. A youth representative (of youth club or network of organisations) will serve on the SC.

CSO partners will be involved in the outreach and the implementation of programme activities. The programme will also enable their capacity building in HCD and other user-centred methodologies for service design and delivery.

The programme coordination structure will ensure regular consultations with donors in the country, through annual events and information sharing, as well as their participation in the related programme activities.

### **3. Programme implementation**

#### **3.1 Governance and implementation arrangements**

The management and coordination arrangements will follow the guidelines in the UNCT Guidance Note on Joint Programmes, based on Delivering as One approach.

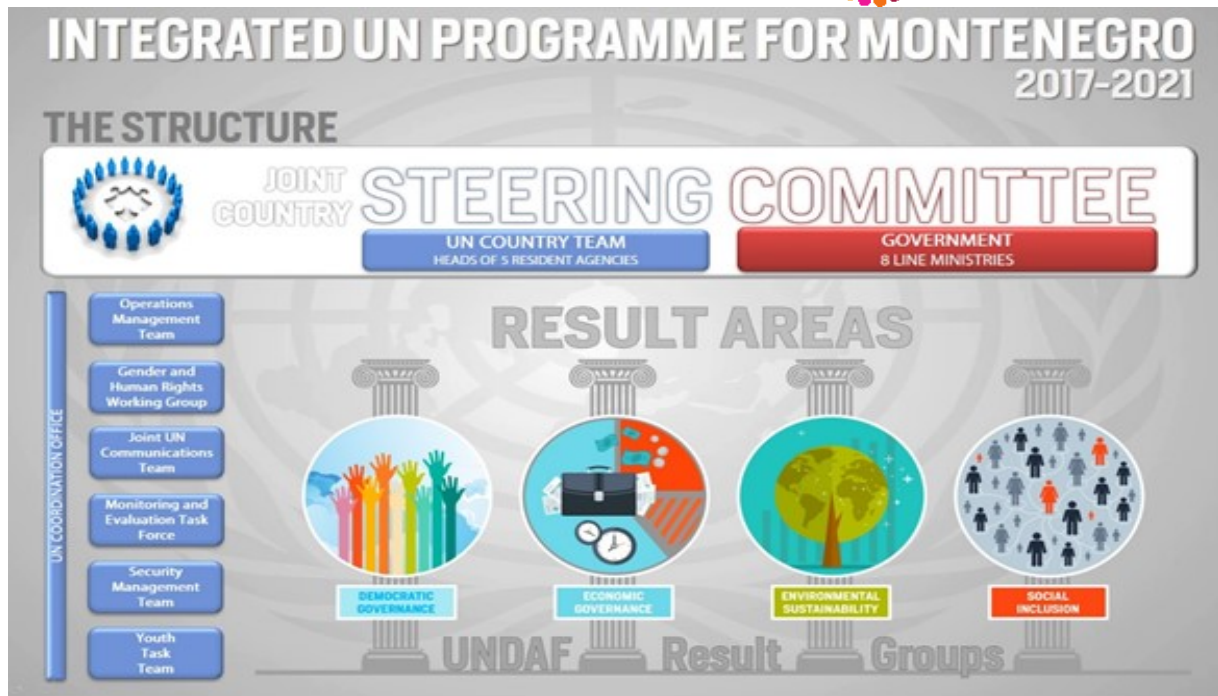
The agencies participating in the Joint Programme will include UNDP, UNHCR, IOM, UNICEF and ILO, while WHO will provide specific technical expertise. The participating UN agencies will have the ultimate responsibilities for achievement of results of the joint activities conducted through the Programme, with several coordination and accountability mechanisms:

- The Resident Coordinator will support overall coordination and provide guidance on the implementation of the JP, including liaison with senior government officials. The RC Office will provide adequate support in other key areas, e.g. HRBA/LNOB, communications, monitoring or reporting.
- JP Steering Committee (SC) will be established to ensure coordination and information sharing with key external stakeholders and partners. The Steering Committee (SC) will be responsible for policy advocacy and mainstreaming, horizontal coordination, as well as joint planning, implementation, monitoring and learning. The RCO and SIRG will support the SC in this role: the RC will chair the SC with the Minister of Labour and Social Welfare, as the main Government counterpart. Other counterparts will include the General Secretariat Policy Planning Unit, Employment Agency and key Ministries (Education, Interior, Youth and Sports, Ministry of Human and Minority Rights-Department for Gender Equality), NGOs with track record in social protection (see section 1.4), representatives of young people, women`s associations and PUNOs.
- Since UNICEF is co-convening the Social Inclusion results group, UNICEF will act as the Convening Agency of the Joint Programme responsible for the strategic and programmatic leadership and ensuring coherent and coordinated approach of the participating UN agencies. This will allow for coherence of advocacy efforts, particularly at the political level, as well as coherence and efficiency.
- Each PUNO will designate a project manager/coordinator and additional staff in line with their internal setup. Managers/coordinators will be expected to exchange information and coordinate technical inputs. Project management team will ensure internal coordination with the co-convenor of the Social Inclusion Results Group. The JP will be reflected in the Social Inclusion Results framework.

To allow for greater clarity in programme management, detailed Terms of Reference will be developed in the inception phase.

By way of background, UN Montenegro has been operating as a Delivering as One (DaO) country team since 2010, with almost full compliance with DaO Standard Operating Procedures (SOPs). Following the current Integrated UN Programme (UNDAF) structure (2017-2021), there are four programmatic pillars: Democratic Governance, Social Inclusion, Economic Governance, and Environmental Sustainability. Each results area is managed by a results group comprising representatives of both UN agencies and relevant public sector institutions.

The UNDAF is governed by the Joint Country Steering Committee (JCSC), composed of the heads of UN agencies and eight line ministers, and co-chaired by the Minister of Foreign Affairs and the UN Resident Coordinator. The body oversees and approves the Integrated UN Programme and guides the UN in its “Delivering as One” commitment, ensuring Government ownership over the UNDAF process The



The programmatic framework and DaO structure combined reflects UN and Government intensive cooperation and Programme co-design and joint monitoring of results achieved. In a number of occasions, the Government of Montenegro reiterated its strong support for the Delivering as One approach. This indicates strong participation and coherence among the UN Agency, as well as the existence of comprehensive and robust programme support and monitoring framework. Furthermore, the UN comparative advantage was highlighted in the independent evaluation of the previous UNDAF which, among other areas, covered poverty alleviation and social inclusion including for young people, socially-disadvantaged and marginalized groups.

The current UNDAF retains largely the same sectoral focus, with social inclusion as a key result area. Under the UNDAF, the UN has generated data for evidence-informed policy making, including on: school-to-work transition, country profile of NEETs, system-wide assessments of social work and social protection (taking place in 2019), improved livelihoods of Roma population, ex-Yugoslav refugees, refugees and stateless persons on labour market and the Social Welfare Information System (SWIS).

Through its existing networks, the UNCT Montenegro will seek engagement with private sector and civil society partners, particularly in relation to vocational/skills-building for youth. The UNCT, especially ILO, engage with trade unions, employer federations and labour market actors as part of ongoing UNDAF cooperation.

### 3.2 Monitoring, reporting, and evaluation

Reporting on the Joint SDG Fund will be results-oriented, and evidence based. Each PUNO will provide the Convening/Lead Agent with the following narrative reports prepared in accordance with instructions and templates developed by the Joint SDG Fund Secretariat:

- *Annual narrative progress reports*, to be provided no later than. one (1) month (31 January) after the end of the calendar year, and must include the result matrix, updated risk log, and anticipated expenditures and results for the next 12-month funding period;
- *Mid-term progress review report* to be submitted halfway through the implementation of Joint Programme<sup>37</sup>; and

<sup>37</sup> This will be the basis for release of funding for the second year of implementation.

- *Final consolidated narrative report*, after the completion of the joint programme, to be provided no later than two (2) months after the operational closure of the activities of the joint programme.

The Convening/Lead Agent will compile the narrative reports of PUNOs and submit a consolidated report to the Joint SDG Fund Secretariat, through the Resident Coordinator.

The Resident Coordinator will be required to monitor the implementation of the joint programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. As a minimum, joint programmes will prepare, and submit to the Joint SDG Fund Secretariat, 6-month monitoring updates. Additional insights (such as policy papers, value for money analysis, case studies, infographics, blogs) might need to be provided, per request of the Joint SDG Fund Secretariat. Joint programme will allocate resources for monitoring and evaluation in the budget.

Data for all indicators of the results framework will be shared with the Fund Secretariat on a regular basis, in order to allow the Fund Secretariat to aggregate results at the global level and integrate findings into reporting on progress of the Joint SDG Fund.

PUNOs will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported by the Fund, including in kind contributions and/or South-South Cooperation initiatives, in the reporting done throughout the year.

PUNOs at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

- Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period; and
- A final financial report, after the completion of the activities financed by the Joint SDG Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the project activities.

In addition, regular updates on financial delivery might need to be provided, per request of the Fund Secretariat. In Montenegro, UN INFO will also be used to track progress of the JP. UN INFO is a new planning, monitoring and reporting system, developed in order to track how the UN system at the country level supports governments to deliver on the Sustainable Development Goals and the 2030 Agenda. It is structured against the UNDAF/UNCFSD and the UN Joint Annual Workplans. Its membership consists of UN representatives, including heads of agencies, members of the Results Groups, M&E and programme personnel.

After completion of the joint programme, a final, *independent and gender-responsive*<sup>38</sup> *evaluation* will be organized by the Resident Coordinator. The cost needs to be budgeted, and in case there are no remaining funds at the end of the joint programme, it will be the responsibility of PUNOs to pay for the final, independent evaluation from their own resources. Therefore, the joint programme will be subjected to a joint final independent evaluation. It will be managed jointly by PUNOs as per established process for independent evaluations, including the use of a joint evaluation steering group and dedicated evaluation managers not involved in the implementation of the joint programme. The evaluations will follow the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, using the guidance on Joint Evaluation and relevant UNDG guidance on

<sup>38</sup> [How to manage a gender responsive evaluation, Evaluation handbook](#), UN Women, 2015



evaluations. The management and implementation of the joint evaluation will have due regard to the evaluation policies of PUNOs to ensure the requirements of those policies are met and the evaluation is conducted with use of appropriate guidance from PUNOs on joint evaluation. The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst government, development partners, civil society, and other stakeholders. A joint management response will be produced upon completion of the evaluation process and made publicly available on the evaluation platforms or similar of PUNOs. UNDP will commission and coordinate this evaluation, as indicated in the proposed budget.

### **3.3 Accountability, financial management, and public disclosure**

The Joint Programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channeled for the Joint Programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

Each Participating UN Organization (PUNO) shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Such funds will be administered by each UN Agency, Fund, and Programme in accordance with its own regulations, rules, directives and procedures. Each PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.

Indirect costs of the Participating Organizations recovered through programme support costs will be 7%. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

Funding by the Joint SDG Fund will be provided on annual basis, upon successful performance of the joint programme.

Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund.

PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

Each PUNO will take appropriate measures to publicize the Joint SDG Fund and give due credit to the other PUNOs. All related publicity material, official notices, reports and publications, provided to the press or Fund beneficiaries, will acknowledge the role of the host Government, donors, PUNOs, the Administrative Agent, and any other relevant entities. In particular, the Administrative Agent will include and ensure due recognition of the role of each Participating Organization and partners in all external communications related to the Joint SDG Fund.

### **3.4 Legal context**

Agency name: UN Refugee Agency (UNHCR)

Agreement title: Host Country Agreement

Agreement date: 15 December 2006

Agency name: International Organization for Migration (IOM)

Agreement title: Cooperation Agreement between the Government of Montenegro and the International Organization for Migration

Agreement date: 22 February 2008

Agency name: United Nations Development Programme (UNDP)

Agreement title: Standard Basic Assistance Agreement (SBAA)  
Agreement date: 15 December 2006

Agency name: United Nations Children's Fund (UNICEF)  
Agreement title: Basic Cooperation Agreement  
Agreement date: 15 December 2006

Agency name: International Labour Organization (ILO)  
Agreement title: Memorandum of Understanding on the Decent Work Country Programme  
for 2019-2021  
Agreement date: 8 March 2019

## D. ANNEXES

### Annex 1. List of related initiatives

Name of initiative/project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
Promoting Inclusive Labour Market Solutions in the Western Balkans (ILMS II); Montenegro component		Human Centre Design work; IT application for Social and Employment Information Systems  ILO Inclusiveness Facility for PES/EAM	ILO and UNDP		Austrian Development Agency	Ms Katarina Crnjanski-Vlajcic Email: <a href="mailto:budapest@ilo.org">budapest@ilo.org</a> <a href="mailto:Miodrag_Dragisic_Social_inclusion_Team_Leader@miodrag.dragisic@undp.org">Miodrag_Dragisic_Social_inclusion_Team_Leader@miodrag.dragisic@undp.org</a>
Dialogue for the Future (DFF)	Empowerment of youth, women, media, teachers, CSOs, local institutions for a constructive dialogue and joint actions for social cohesion.	Social cohesion includes equal access to rights and services by all groups, as well as participation in community development.	UNDP	UNICEF, UNESCO, Ministry of Foreign Affairs, Ministry of Sports and Youth, Ministry of Education, Ministry of Culture, Ministry of Human and Minority Rights	Peacebuilding Fund	Jelena Miljanic  National Joint Programme Coordinator  Jelena.miljanic@undp.org
Integrated Social Welfare Information System (Social Card)		Social card database to enable identification of beneficiaries for Labor activation measures	UNDP			Miodrag Dragisic, Social inclusion, Team Leader <a href="mailto:miodrag.dragisic@undp.org">miodrag.dragisic@undp.org</a>
Reform of the National Disability Determination System		Development of unique nationwide criteria for disability determination would lead to reform of 'categorical' cash transfers under social assistance	UNDP			Miodrag Dragisic, Social inclusion, Team Leader <a href="mailto:miodrag.dragisic@undp.org">miodrag.dragisic@undp.org</a>

Strengthening the operational capacities of the EAM to deliver the active policy on employment of Montenegro through digitalisation	ILO was requested by EAM and the MLSW to support a NEW information management system and new activation programmes that would respond directly to the demands made by the EU in the ERPs	Activation strategy of Montenegro Efficiency of employment services towards most vulnerable	ILO	EAM; MLSW	372,035€ EUD + ILO+ Government	Ms. Daniela Zampini Email: zampini@ilo.org
Adolescent development and participation	Empowerment of adolescents through innovative skills building workshops, digital platforms for amplifying youth voices	Development of programmes for 21 <sup>st</sup> century skills, both through formal and non-formal education	UNICEF	Ministry of Sports and Youth, Ministry of Education, Youth Innovation Lab, NGO DigitalizujMe	ING	Nikola Vulic, Adolescent Development Officer, <a href="mailto:nvulic@unicef.org">nvulic@unicef.org</a>
2017 Joint Field Verification, UNHCR – Ministry of Interior	UNHCR and MoI outreached 2,318 persons, out of which 1,944 persons were identified to have problems with the civic documentation	Directly linked to UNHCR’s activity in supporting persons obtain the documentation needed for the regularization of their legal status	UNHCR	Ministry of Interior		<a href="mailto:Rasovic@unhcr.org">Rasovic@unhcr.org</a>
“Enhancing Cooperation on Readmission in the Western Balkans”	-To strengthen project beneficiaries’ capacities to <b>cooperate on readmission</b> with migrants’ countries of origin (CoO) and the EU, through a series of training workshops on cooperation on readmission improving knowledge transfer and knowledge management; -To facilitate cooperation on readmission with selected CoOs.	-Complementarity with the capacity building activities on reintegration of readmitted nationals	IOM	Ministry of Interior of Albania (border police units responsible for return, readmission and reintegration issues); Ministry of Security (Service for Foreigners’ Affairs) and Ministry for Human Rights and Refugees of Bosnia and Herzegovina; Ministry of Interior and Ministry of Labour and Social Welfare of Montenegro; Ministry of Interior	300,000.00 USD Funded by IOM Development Fund (IDF)	Donatella Bradic, E-mail: dbradic@iom.int

				of Serbia and Ministry of Interior of the Republic of North Macedonia; Migration, Asylum, Refugees Regional Initiative (MARRI)		
<p>“Technical Assistance to Combatting Trafficking in Persons”</p>	<p>-To contribute towards strengthened capacity of the Government of Montenegro to prevent, protect and refer cases of human trafficking.</p>	<p>-Complementarity with the capacity building activities on identification of victims of trafficking</p>	<p>IOM</p>	<p>Ministry of Interior; Ministry of Labour and Social Welfare; Police Directorate, Criminal Police (Department for the Suppression of Human Trafficking, Smuggling and Illegal Migration), Border Police, Public Order Police (Section for Fight against Trafficking in Human Beings); Administration for Inspection Affairs; Institute for Social and Child Protection; Operational Team for Combating Trafficking in Human Beings (Task Force); State Prosecutor’s Office, Supreme Prosecutor’s Office and following ministries: Ministry of Justice, Ministry of Health, Ministry of Education, Ministry of Human and Minority</p>	<p>150,000.00 USD,</p> <p>Funded by: U.S. Department of State’s Office to Monitor and Combat Trafficking in Persons (J/TIP)</p>	<p>Dusica Zivkovic, E-mail: <a href="mailto:dzivkovic@iom.int">dzivkovic@iom.int</a></p>

				Rights; CSOs active in the field of combating trafficking in human beings and private sector		
“Enhancing Counter Smuggling and Trafficking Capacities of National Institutions in Montenegro”	-To contribute to improved rates in identification and investigation of smuggling of migrants/trafficking in human beings cases in Montenegro.	-Complementarity with the capacity building activities on identification of victims of trafficking	IOM	Montenegrin Ministry of Interior (Special Anti-Trafficking and Smuggling Investigation Unit, Criminal Police, Border Police, Public Order Police, National Office for Fight Against Trafficking in Human Beings) and Supreme Prosecutor’s Office	100,000.00 USD Funded by IOM Development Fund (IDF)	Dusica Zivkovic <a href="mailto:dzivkovic@iom.int">dzivkovic@iom.int</a>
Promotion and Protection of Human Rights of Roma, Egyptians and other vulnerable Groups	To increase the capacity of economically and socially vulnerable groups to participate more fully in society. The project will provide durable housing solutions for 10 Roma families and thus facilitate their inclusion into the Montenegrin society (approximately 60 Persons).	- Complementarity in terms of the project’s focus on the most marginalized section of Montenegro’s society	HELP	The project component in Montenegro is being implemented in cooperation with the Municipality of Nikšić	1,212,249.31 €	<a href="mailto:helphelp@t-com.me">helphelp@t-com.me</a>

<p>Various projects in relation to: social activities and youth</p>	<p>Activities under the strand of social support:            - Home care            - Psycho-social support            - Anti-trafficking            Youth work: work with and for young men and women, activities in primary and secondary schools, First Aid workshops, work focused on promotion of humanitarian values – tolerance, personal and cultural identity and diversity respect, gender balance, fight against discrimination</p>	<p>- Complementarity in terms of the project’s focus on the most marginalized section of Montenegro’s society</p>	<p>Red Cross of Montenegro</p>	<p>Red Cross collaborates with key national stakeholders, and the UN System in Montenegro.</p>	<p>n/a</p>	<p><a href="mailto:ckcg@t-com.me">ckcg@t-com.me</a></p>
<p>Project “Further Development of the Local Employment initiatives in Montenegro”</p>	<p>To enhance the development of the local employment initiatives with the aim of improving the labour market and increasing employability.</p>	<p>Building the capacity of local stakeholders to engage in partnerships for employment promotion and human resources development at the local level.</p>	<p>Archidata S.r.l.  Federazione Trentina della Cooperazione Societa Cooperativa</p>	<p>Ministry of Labour and Social Welfare</p>	<p>The project is implemented within the Sectoral Operational Programme for Employment, Education and Social Policies 2015-2017 Montenegro (IPA II)</p>	<p>Meri Lorencic  mob: +386 (0) 31 701 689  email: merilorencic@yahoo.com</p>

## Annex 2. Overall Results Framework

### 2.1. Targets for Joint SDG Fund Results Framework

**Joint SDG Fund Outcome 1:** Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

Indicators	Targets	
	2020	2021
1.1: integrated multi-sectoral policies have accelerated SDG progress in terms of scope <sup>39</sup>	0	1
1.2: integrated multi-sectoral policies have accelerated SDG progress in terms of scale <sup>40</sup>	n/a	n/a

<sup>39</sup>Scope=substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.

<sup>40</sup>Scale=geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries.

**Joint SDG Fund Output 3:** Integrated policy solutions for accelerating SDG progress implemented

Indicators	Targets	
	2020	2021
3.1: # of innovative solutions that were tested <sup>41</sup> (disaggregated by % successful-unsuccessful)	3	3
3.2: # of integrated policy solutions that have been implemented with the national partners in lead	1	2
3.3: # and share of countries where national capacities to implement integrated, cross-sectoral SDG accelerators has been strengthened	n/a	1

**Joint SDG Fund Operational Performance Indicators**

- Level of coherence of UN in implementing programme country<sup>42</sup>
- Reduced transaction costs for the participating UN agencies in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question
- Annual % of financial delivery
- Joint programme operationally closed within original end date
- Joint programme financially closed 18 months after their operational closure
- Joint programme facilitated engagement with diverse stakeholders (e.g. parliamentarians, civil society, IFIs, bilateral/multilateral actor, private sector)
- Joint programme included addressing inequalities (QCPR) and the principle of “Leaving No One Behind”
- Joint programme featured gender results at the outcome level
- Joint programme undertook or drew upon relevant human rights analysis, and have developed or implemented a strategy to address human rights issues
- Joint programme planned for and can demonstrate positive results/effects for youth
- Joint programme considered the needs of persons with disabilities
- Joint programme made use of risk analysis in programme planning
- Joint programme conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change

<sup>41</sup>Each Joint programme in the Implementation phase will test at least 2 approaches.

<sup>42</sup> Annual survey will provide qualitative information towards this indicator.



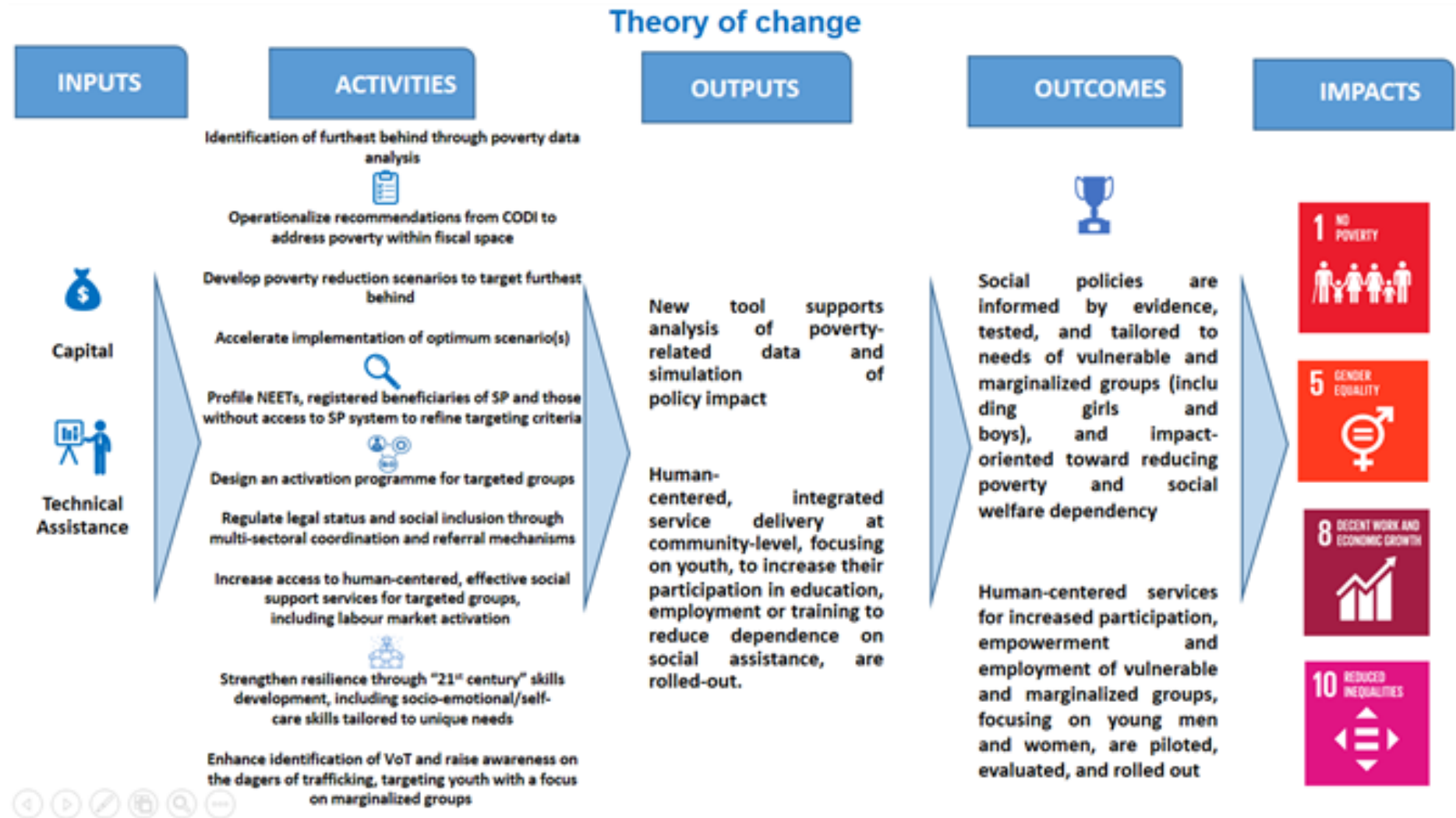
## 2.2. Joint programme Results framework

Result / Indicators	Baseline	2020 Target	2021 Target	Means of Verification	Responsible partner
<b>Outcome 1:</b> Social policies are informed by evidence, tested, and tailored to needs of vulnerable and marginalized groups (including girls and boys), and impact-oriented toward reducing poverty and social welfare dependency					
New policies for social protection/inclusion are informed by the latest poverty data	No	No	Yes	MLSW Annual report	MLSW
<b>Output 1.1</b> New tool supports analysis of poverty-related data and simulation of policy impact					
Availability of a tool to ex-ante simulate policy impact	No	No	Yes	MLSW Annual report	MLSW
Number of poverty reduction scenarios developed for the consideration of the Government	0	0	3	MLSW Annual report	MLSW
<b>Outcome 2:</b> Human-centered services for increased participation, empowerment and employment of vulnerable and marginalized groups, focusing on young men and women, are piloted, evaluated, and rolled out					
Employment agency applies gender sensitive and innovative services and tools for increased youth participation in the labor market	No	No	Yes	Project progress report EA report Joint Steering Committee report	MLSW
Reduction in the number of NEETs in Montenegro	28.900	n/a	28.322	MONSTAT, LFS	MLSW EA
<b>Output 2.1</b> Human-centered, integrated service delivery at community-level, focusing on youth, to increase their participation in education, employment or training, including reintegration assistance, to reduce dependence on social assistance, are rolled-out.					
Number of service providers applying HCD in service (re)design	0	0	5 (EA local branches) 2 (CSWs)	Project progress report; MLSW Annual report; EA annual report; Report on the implementation of the Strategy for Reintegration of Readmitted Nationals 2016-2020	Employment Agency, MLSW Centres for Social Work MoI

Number of people benefiting from piloted human-centered and integrated services, disaggregated by gender and municipality	0	n/a (IOM)	100, out of which at least 50% women (UNDP) 30, out of which at least 30% women (IOM)	Project progress report; Report on the implementation of the Strategy for Reintegration of Readmitted Nationals 2016-2020	MoI, MLSW, Employment Agency
Number of identified victims of trafficking, disaggregated by gender	8 (2018)	n/a (IOM)	12, out of which 8 women/girls (IOM)	Project progress report; Report on the implementation of the Strategy for Combatting Human Trafficking 2019-2024	MOI
Number of ex-Yugoslav refugees with unresolved status and stateless persons/persons at risk of statelessness benefiting from assistance in resolving their legal status	0	500, out of which 50% are women/girls	500, out of which 50% are women/girls	Ministry of Interior database on the legal status regularization	Ministry of Interior, Free legal aid service providers
Number of persons reached by the anti-trafficking related awareness campaign, disaggregated by gender	0	n/a	300, out of which at least 50% women/girls (IOM)	Project progress report, Report on the implementation of the Strategy for Combatting Human Trafficking 2019-2024	MOI, media, outsourced IT company
Availability of an assessment of welfare/inactivity traps	No	Yes	Yes	Published ILO report	Employment Agency, MLSW
Number of young long-term unemployed transitioned from welfare to work	0	0	72 young long-term unemployed (at least 35 of which women)	EAM Report ERP report	Employment Agency, MLSW
Number of vulnerable young men and women benefitting from the skills building programme at municipal level	0	700, out of which at least 40% women/girls	1500, out of which at least 40% women/girls	Project progress report	Ministry of Education, NGO partners

Number of municipalities where skills building programmes for vulnerable youth are provided	0	4	8 (out of 24 municipalities)	Project progress report	Ministry of Education, NGO partners
Availability of a mobile-based tool for mental health support, targeting vulnerable young men and women	No	No	Yes	Project progress report, Ministry of Health Annual report	Ministry of Health

### Annex 3. Theory of Change graphic



## Annex 4. Gender marker matrix

Indicator		Score	Findings and Explanation	Evidence or Means of Verification
N°	Formulation			
1.1	Context analysis integrate gender analysis	2	<p>The context analysis of the JP contains in-depth Gender analysis, including underlying causes of gender inequality and discrimination in line with SDG priorities including SDG 5 In addition, wherever available, sex-disaggregated and gender sensitive data were presented.</p> <p>It has not been possible at this stage to conduct targeted gender analysis of those furthest behind, needed to qualify for 3.</p>	Situation analysis and target group chapters of the JP.
1.2	Gender Equality mainstreamed in proposed outputs	2	Gender equality and the empowerment of women <u>are visibly mainstreamed across all output</u> areas in line with SDG priorities including SDG 5.	Annex 2 of the JP
1.3	Programme output indicators measure changes on gender equality	2	50% of the output indicators (6 out of 12) <u>measure changes in gender equality</u> and the empowerment of women in line with SDG targets including SDG 5.	Annex 2 of the JP
2.1	PUNO collaborate and engage with Government on gender equality and the empowerment of women	2	<p>Both of the following criteria have been met:</p> <p>a) PUNO have consulted with at least two government agencies that fosters gender equality within the current proposed project</p> <p>b) The National Women’s Machinery participates in program consultations: context analysis, strategic prioritization, implementation, M&amp;E.</p> <p>This is because both the Government gender machinery (Ministry for Human and Minority Rights-Department for Gender Equality), but also the Ministry of Labour and social welfare and the Employment Agency who are also mandated to mainstream gender equality and women`s empowerment in their daily work, have been consulted in the programme design phase.</p>	The ProDoc is inclusive of recommendations and solutions provided by the beneficiaries in the preparation phase

2.2	PUNO collaborate and engages with women's/gender equality CSOs	<p>Just as above, both of these requirements have been met:</p> <p>a) The PUNO have collaborated at least with two GEWE CSO and women's rights advocates on elaborating the project.</p> <p>b) GEWE CSO participates in project consultations: context analysis, strategic prioritization, implementation, M&amp;E.</p> <p>A number of women CSOs have participated in programme consultations and development (Montenegrin Women`s Lobby, SOS Telephone for Women and Children victims of violence, but also other organisations representing young women entrepreneurs, parents` association etc.</p>	The ProDoc is inclusive of recommendations and solutions provided by the beneficiaries in the preparation phase
3.1	Program proposes a gender-responsive budget	A minimum 36.39% of the total budget (i.e. 978.537.5 USD out of the total of 2,689,000 USD) is allocated to gender equality or women's empowerment. This amount (978.537 USD) represents half of the total cost of the activities under Outcome 2/Output 2.1., since the targets set under Results framework for these activities have been gender-disaggregated in order to include 50% of women as beneficiaries.	JP budget with Workplan
<b>Total scoring</b>		<b>2</b>	

## Annex 5. Communication plan

### 1) Overall narrative of the joint programme

In order to make the programme understandable for all stakeholders - which is major precondition for its successful implementation - it is of particular importance to make the overall narrative clear and simple as much as possible. Therefore, the narrative will communicate the very essence of the initiative in a plain and simplified way.

## **ACTIVATE!**

### **Activating the potential of marginalized youth in Montenegro**

The Activate! programme aims to support the country in poverty reduction by using innovations to reach out and engage those left behind. In order to reach those far behind and help them achieve their full potentials, the programme delivers the latest scientific methods in social protection policy making and also in mobilizing young people who are on the margins of society. Therefore, the programme introduces innovative approach in two major areas:

- a. Innovative policy making on social protection** based on cutting-edge method called 'policy forecasting' which will enable better targeted social protection system able to reach and better support those who are left behind
- b. Innovative practices aimed at greater engagement and social inclusion of vulnerable youth**, with focus on those who are left out of education, employment and training cycles (NEET). This segment is based on development of so-called human-centred services, participatory in-depth method for increased participation, empowerment and/or employment of young people.

Two clusters of interventions aim to help Montenegro build well-equipped, integrated social protection and employment systems, able to reach those who are left behind and to offer client-oriented services so that vulnerable persons are able to cope with the challenges of poverty, inequality, unemployment and migration.

Resulting in, inter alia, better social protection, prevention of long-term unemployment, enabling additional income generation, cost-savings and efficient use of public funds, the programme Activate! directly supports Government to better serve 24% of the population affected by poverty and to allocate 2% of the annual GDP for social protection in a more cost-effective way.

By influencing such impact, the programme helps the country in direct achievement of Sustainable Development Goals #1, #5, #8, #10.

### 2) Strategic approach to key audiences

In order to efficiently support programme implementation, strategic outreach of the Activate! programme will be developed along major programme goals and with full consideration of the nature of key programme interventions and objectives. Communications plan will help programmatic component to ensure smooth transformation from current towards the desired state. Therefore, strategic communications of the programme will be structured around two major avenues, along with overall communication component.

## **Communications Avenue #1:**

**Communications support to policy forecast development and implementation**, aligned with programme goal: *Social policies in Montenegro are informed by evidence, tested, and tailored to the needs of vulnerable groups and impact-oriented in terms of reducing poverty and dependency on social welfare.*

This component will focus on communication support, mostly advocacy, towards actors which will be directly implementing policy forecasting, as the primary stakeholders, but also towards partners in the initiative as well as donors as the secondary stakeholders. This component will have two communications objectives.

- Comms Objective #1: Advocacy towards institutions influenced understanding and embracement of policy forecasting method
- Comms Objective #2: Institutions successfully streamlined novelties in social protection policies (with communications support)

Primary stakeholder within this component will be the Ministry of Labour and Social Welfare, while the group of secondary stakeholders towards which communications support will be provided will include: General Secretariat Policy Planning Unit, Employment Agency and key Ministries (Education, Interior, Youth and Sports, Human and Minority Rights- Department for Gender Equality), NGOs with track record in social protection and youth empowerment, representatives of young people, women CSOs and PUNOs. The approach to both groups of stakeholders will be mostly direct advocacy, specifically tailored for respective actors/groups based on previously determined tactics and tools.

## **Communications Avenue #2:**

**Communications support to positioning of cutting edge-services and mobilizing NEET around them**, aligned with programme goal: *Human-centred services for increased participation, empowerment and/or employment of young people in Montenegro are piloted, tested, and rolled out.*

This component will focus on communications support in outreach towards variety of actors, using advocacy, promotion and participatory interaction, via three communications objectives:

- Comms Objective #3: Human-centered services, owned by institutions, successfully positioned and promoted
- Comms Objective #4: NEET mobilized via offline and online modules, both for testing and implementing phases
- Comms Objective #5: Government-citizen interaction and NEET participation increased, with communications support

Primary stakeholders within this component will be institutions which will design and own human-centered services such as Employment Bureau and Ministry of Labour and Social Welfare as well as the first line beneficiaries – NEET, youth organisations. The group of secondary stakeholders, in terms of communications support, will include: Government, local municipalities, NGOs – youth organisations, women organisations, etc. The approach will be rather diverse depending on the objective and stakeholder, and will be specifically tailored accordingly.



*Note: This is basic structure of two major communications avenues, while each of the five communications objectives will be further developed by the Joint Communications Team in terms of final formulation of the objectives and further elaboration, and upon access to more concrete programmatic inputs on planned interventions.*

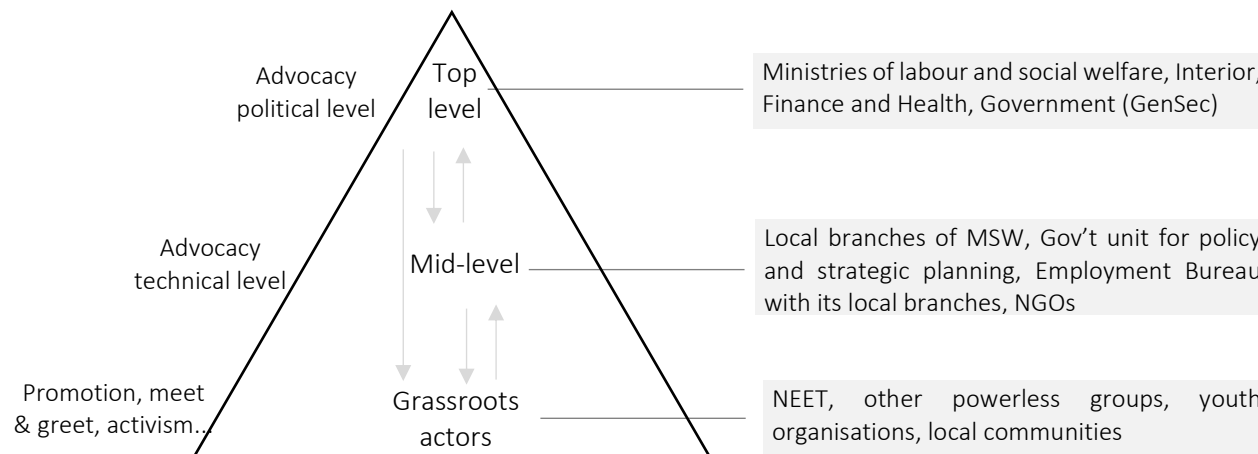


## Stakeholders and approach

In order to achieve different objectives, the programme will deploy different strategic approach to different stakeholders.

- **Ministry of labour and social welfare** – Advocacy will be one of the key activities to be implemented with this stakeholder to influence overall understanding and uptake of the new social policy making instrument(s). Advocacy will be mostly conducted on a political level.
- **Employment Bureau** – This stakeholder will be approached mostly through advocacy on technical level, both towards the Bureau and the network of local branches, in order to help them understand, motivate them to joint and also to help them own the know-how.

- **Ministries of Finance, Interior and Health and Government General Secretariat - unit for policy and strategic planning** – Strategic approach to these groups of stakeholders will be advocacy on political level.
- **Experts on innovative practices** – Direct communication, aiming to efficiently engage their expertise and knowledge transfer.
- **NEET & other vulnerable and marginalized groups** – Due to the expected diversity of the group, different strategic approaches will be tailored for different purposes – informing, mobilising, training and networking. Strategic communications approach to this group will be designed and structured on the basis of results of mapping and profiling of this population, which is planned to be conducted in one stage of the programme. Approaches will expectedly include offline and online promotion, meet and greet, online and offline participatory modules, media promotion, events, etc.
- **Partnering NGOs** – Strategic approach towards partnering NGOs will also be tailored according to specific roles of each of them which is yet will is to be determined.



*Stakeholders and strategic approaches*

**The overall communication component** will include development of universal communications components of the Activate! programme, including:

- Branding of the Activate! programme, along with branding guidelines synchronised with Joint SDG Fund branding guidelines, to be applied consistently in all stages and areas of intervention. All stakeholders.

- Key messages on the Activate! programme, concerning the overall narrative of the programme, while particular messages for concrete communications objectives will be developed separately, within the communications plans for each objective. Message bearers which will be identified within further phases of strategy development.
- Communicating results and programme positioning for further upscale (later stages), aimed at showcasing what works in order to influence possible upscale nationally and replication regionally. Key stakeholders – Government and relevant national institutions, regional governments and UN country teams, donor Joint SDG Fund.
- Communicating progress on SDGs in a separate stream (later stages), to demonstrate achievements on concrete targets. Stakeholders – MFA, donor Joint SDG Fund, UN HQ – Sustainable Development Group.

### 3) Objectives of strategic communication plan

In order to develop fully structured plan for each of five communications objectives, which will include timeline, tools, channels and tactics along with measurable indicators, it is necessary to gain more concrete programmatic inputs on the attended interventions and clear roles of different actors, which are still to be defined in the upcoming phases.

### 4) Main activities

In order to develop fully structured plan for each of five communications objectives, which will include timeline, tools, channels and tactics along with measurable indicators, it is necessary to gain more concrete programmatic inputs on the attended interventions and clear roles of different actors, which are still to be defined in the upcoming phases.

## **Annex 6. Learning and Sharing Plan**

Learning and sharing will be an important aspect of the JP. The aim is to ensure that the experiences in project implementation and lessons and insights gained are optimally used. The process of delivering JP outputs, especially those referring to innovation, will be fully documented so that they can be replicated and adapted elsewhere. The project will also foster collaboration and communication between representatives of the Ministry of Labour and Social Welfare, Centres for social work; Employment Agency of Montenegro, and other allies, as well as policy makers in Montenegro on how to enhance the capacities of the social protection system to better serve people in need. At the same time the project staff, supported by PUNOs will seek opportunities to influence the policy dialogue at the national level.

Technical staff from government agencies, CSO partners and UN agencies will be convened in communities of practice, with the aim of harnessing the knowledge and learning of all actors during the programme implementation. The community/s of practice will be a free, impartial space where professionals and practitioners will be able to share their knowledge and experience. Such a community or communities, in case of sub topics, will be managed through moderated email groups, building familiarity and trust, gaining in knowledge that helps them contribute more effectively – individually and collectively – to the programme results and beyond. The content produced and captured in this forum will be conveyed to decision makers as well, so as to connect

practitioners' insights and learning to the management of respective institutions, since there is often a disconnect between practitioners insights, needs and recommendations and management decisions.

The face-to-face and email moderation of community/ies of practice will be complemented by online shared drive, where all learning and knowledge related documentation will be posted and shared.

Storytelling has also proved to have numerous added values. It is a vehicle to communicate human aspects as well as factual content, and thus allows breaking communication obstacles usually present in communicating complex interventions and programmes. This programme is rich with opportunities for storytelling, both in the needs design phase (better understanding of beneficiaries' experiences and realities) and implementation phase (capturing impact and change in people's lives). Story telling can thus be used both internally and externally.

Blog posts will be one of the external tools for storytelling. Programme progress, human interest stories, impact stories, lessons learned will be captured in up to 600 words blog posts, to be shared on national and global networks and platforms. Institutional partners as well as CSO partners and beneficiaries themselves will be encouraged to write blog posts or inputs for those, so as to capture genuine learning and impact of the programme.

Learning and knowledge will be shared through infographics as well, and other visual tools which will capture the learning in a digestive way.

Annual conferences and face-to-face meetings and exchanges will be the tools to discuss; validate and document the lessons learned and achievements under the project. The lessons learned will be part of the regular reporting and will be incorporated into an electronic database for future sharing and dissemination.

It is also important that local partners in the country are made aware of the project activities and results, and this will be ensured through developing and implementing a media strategy using different printed, audio and visual means. Various UN Agencies' website and knowledge sharing platforms will provide information on the joint programme, updates on the progress and results.

These activities will build on and complement the existing strategies and activities of the UN Agencies, in Montenegro.

The programme design itself involves learning and knowledge tools and methods. For example, it will use scenario development which is a learning activity per se. Intrinsic value and core asset of HCD is learning. The programme will also aim to test learning and knowledge tools such as challenge sessions, mind mapping, thinking hats, etc.

Challenge sessions might also be of relevance to this programme. Since professionals, individuals and groups often get stuck in usual, predictive modes of thinking, and do not attempt to think beyond them, it would be very useful to organize sessions which would challenge the usual patterns of thinking. This could be done internally, by the group itself posing challenge statements or treating accepted wisdom/views as though they were not true. Another way of doing the exercise could be by bringing in external brains, people who would challenge the accepted truths/views, such as "sceptics", "devil advocates" and similar.

The objective of the learning and sharing plan is to raise awareness among relevant stakeholders and the general public in the Montenegro on the activities being carried out by the joint programme to improve employment and social policy, improvements in the institutional settings and the achieved outcomes in Montenegro. The relevance and importance of the employment and social policies for the national development agenda will be highlighted.

Main activities:

1. Inform about the progress being made in reaching joint programme outcomes;
2. Promote target outcomes and results of the 'Activate! Integrated Social Protection and Employment to Accelerate Progress for Young People in Montenegro' programme
3. Disseminate the lessons learned
4. Scenario development
5. Community/ies of practice
6. Challenge sessions
7. Storytelling
8. Blog posts
9. Infographics
10. Online shared drive
11. Email groups

## Annex 7. Budget and Work Plan

### 7.1 Budget per UNSDG categories

4.1 Budget per UNDG categories												
UNDG BUDGET CATEGORIES	ILO		UNDP		UNHCR		UNICEF		IOM		TOTAL	
	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)
1. Staff and other personnel	50,000	53,000	50,000	200,000	83,000	180,000	35,000	136,000	25,000	150,000	243,000	719,000
2. Supplies, Commodities, Materials	2,400		5,000		19,580		3,000		1,100		31,080	
3. Equipment, Vehicles, and Furniture (including Depreciation)	2,500		10,000		2,000		4,800		1,170		20,470	
4. Contractual services	30,000		384,600		119,000		333,000		20,000		886,600	
5. Travel	12,000		21,000		4,000		14,800		2,300		54,100	
6. Transfers and Grants to Counterparts	310,500		40,000		0		130,000		0		480,500	
7. General Operating and other Direct Costs	2,400		10,000		0		34,972		78,000		125,372	
<b>Total Direct Costs</b>	<b>409,800</b>		<b>520,600</b>		<b>227,580</b>		<b>555,572</b>		<b>127,570</b>		<b>1,841,122</b>	
8. Indirect Support Costs (Max. 7%)	28,686	36,442	15,931	38,890	8,930	128,879						
<b>TOTAL Costs</b>	<b>438,486</b>	<b>53,000</b>	<b>557,042</b>	<b>200,000</b>	<b>243,511</b>	<b>180,000</b>	<b>594,462</b>	<b>136,000</b>	<b>136,500</b>	<b>150,000</b>	<b>1,970,000</b>	<b>719,000</b>
<i>1st year</i>			200,000		121,755		270,000				591,755	0
<i>2nd year</i>			357,042		121,755		324,920				803,717	0

## 7.2 Budget per SDG targets

4.2 Budget per SDG Targets		
SDG TARGETS	%	USD
1	26	691,000
8	19	503,000
4	12	330,000
10	40	1,075,000
3	3	90,000
5	0	0
TOTAL	100	2,689,000

### 7.3 Work plan

Outcome 1																		
Output	Annual target/s		List of activities	Time frame				PLANNED BUDGET			PUNO/s Involved	Implementing partner/s Involved						
	2020	2021		Q1	Q2	Q3	Q4	Q1	Q2	Q3			Q4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)	Total Cost (USD)	
Output 1.1 New tool supports analysis of poverty-related data and simulation of policy impact	n/a	Tool to ex-ante simulate policy impact available three poverty reduction scenarios developed for the consideration of the Government	1.1 Provide deeper analysis of poverty data to identify furthest behind	x	x	x						UNDP&UNICEF: Modelling policy options to alleviate poverty, develop scenarios; UNDP: develop poverty reduction scenarios/sub-scenarios based on the recommendations provided; UNDP: Enable policy makers to implement optimal scenario. Type of expenditures: Expertise, research, modelling, technical support for implementation, capacity building of Ministry of Labour and Social Welfare, advocacy UNICEF: support in implementing recommendations stemming from comprehensive assessment of SP system; national conference on child poverty reduction to present findings of CODI/recommendations; engagement of a PFM consultant to identify innovative sources of financing for expanded social protection). Costs include capacity development, technical assistance, workshops, design of new SOPs, supporting legislative reform	387,425.00	196,000.00	583,425.00	UNDP UNICEF	MLSW	
			1.2 Operationalize recommendations from CODI to increase effectiveness, efficiency, capacity to address poverty within fiscal space				x	x	x	x								
			1.3 Develop poverty reduction scenarios to target furthest behind						x	x	x							
			1.4 Accelerate implementation of optimum scenario(s)								x							x



Outcome 2																					
Output	Annual target/s		List of activities	Time frame								PLANNED BUDGET				UN	Implementing partner/s involved				
	2020	2021		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)	Total Cost (USD)						
Output 2.1 Human-centered, integrated service delivery at community-level, focusing on youth, to increase their participation in education, employment or training to reduce dependence on social assistance, are rolled-out.	An assessment of welfare/inactivity traps available	An assessment of welfare/inactivity traps available 73 young long-term unemployed (at least 35 of which women) transitioned from welfare to work	2.1 Profile NEETs, registered beneficiaries of SP, those without access to SP system, to refine targeting and design an activation programme												ILO: prepare a profile of young NEETs in Montenegro (including improvement of data) (Activity 2.1);  UNHCR: Engagement of at least 3 legal advisers, support in obtaining personal documentation from Montenegro or countries of origin, any administrative fee related to documentation, including from consular representations of countries of origin, administrative procedures for civil registration; covering of fees for the legal status provision, travel and field work in affected communities. UNHCR will advocate for the establishment of all the necessary procedures for civil registration that are accessible to all beneficiaries and will organize an information campaign on the importance of civic documentation to affected communities, including RE population. (Activity 2.2)	428,075.00	53,000.00	481,075.00			
	500 ex-Yugoslav refugees with unresolved status and stateless persons/persons at risk of statelessness benefiting from assistance in resolving their legal status, out of which 50% are women/girls	500 ex-Yugoslav refugees with unresolved status and stateless persons/persons at risk of statelessness benefiting from assistance in resolving their legal status, out of which 50% are women/girls	2.2 Support "first-time" access to SP system/employment for refugees/persons at-risk of statelessness/readmitted nationals by regulating legal status and social inclusion and enhancing multi-sectoral coordination and referral mechanisms for vulnerable groups		X	X	X	X	X	X	X						320,825.00	180,000.00	500,825.00	UNDP ILO IOM UNHCR	MLSW; EAM; MONSTAT  Mol
	n/a	5 EA local branches and 2 Centres for Social Work apply HCD in service (re)design 120 people, out of which at least 40% are women benefit from piloted human-centered and integrated services	2.3 Increase access to human-centered, effective social support services for targeted groups, including labour market activation		X	X	X	X	X	X	X					UNDP: Deploying HCD tools for service (re)design, piloting (re)designed services, capacity building for scale-up and sustainability; co-design, participatory, evidence-based activities for service and programmes with target groups and service providers (Activity 2.3); ILO: Deliver 72 activation packages to LTUs in HH beneficiaries of social protection schemes that are registered at EAM (Activity 2.3) IOM: Representatives of SWC/Enrollment	255,000.00	100,000.00	355,000.00		
	700 vulnerable young men and women benefiting from the skills building programme at municipal level, out of which at least 40% women/girls 8 (out of 24 municipalities) where skills building programmes for vulnerable youth are provided A mobile-based tool for mental health support, targeting vulnerable young men and women available	1500 vulnerable young men and women benefiting from the skills building programme at municipal level, out of which at least 40% women/girls 8 (out of 24 municipalities) where skills building programmes for vulnerable youth are provided A mobile-based tool for mental health support, targeting vulnerable young men and women available	2.4 Strengthen resilience through "21st century" skills development, including socio-emotional/self-care skills tailored to unique needs (e.g., mobile-based delivery)		X	X	X	X	X	X	X					IOM: A number of readmitted nationals benefit from tailored reintegration assistance	380,000.00	40,000.00	420,000.00	UNICEF IOM	
	n/a	12 identified victims of trafficking, out of which 8 are women/girls 300 persons reached by the anti-trafficking related awareness campaign, out of which at least 50% women/girls	2.5 Enhance identification of victims of trafficking and raise awareness on the dangers of trafficking, targeting youth with a focus on marginalized groups						X	X	X					IOM: Representatives of SWC, NGOs trained on identification of VoTs; raising awareness campaign on dangers of trafficking conducted targeting young men and women	50,175.00	150,000.00	200,175.00		
Joint programme management			List of activities	Time frame								PLANNED BUDGET				PUNO/s Involved	Implementing partner/s involved				
				Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)	Total Cost (USD)						
Output 3.1: Monitoring and evaluation			Independent evaluation conducted								X	X	A summative independent evaluation will be commissioned toward the end of the programme, as per UNEG norms and standards.	50,000.00	0.00	50,000.00	UNDP				
Output 3.2: Joint communications activities			One event organised to communicate the vision of the JP, build the partnership network and achieve outreach and advocacy goals		X	X	X	X	X	X	X	X	Each PUNO will rely on internal communications structures to conduct awareness/advocacy/external communications activities.  In addition, the capacities of the UN's Joint Communications Team will be employed to ensure coordination and consistency of messaging.	98,500.00	0.00	98,500.00	UNDP UNICEF ILO IOM UNHCR				

## Annex 8. Risk Management Plan

The risk management approach will be systematic and structured, following internal decision-making structure of this specific JP and support of the Resident Coordinator. In the table below, potential risks have already been identified and scored as to their assessed level, likelihood and impact, with each of them having agreed-upon mitigation measure and responsible lead agency. Risk log revision will be an integral part of regular programme monitoring process, which will enable the team to timely document and evaluate the risks during programme implementation, and either avoid it altogether when possible, and when not, be prepared to properly address it. Measures will also be put in place to make sure that human rights approach is properly mainstreamed, such as:

- a. participation of relevant population groups in planning the specific initiatives, data collection and analysis;
- b. disaggregation of data to compare population groups and to understand the situations of specific groups and
- c. transparent and accountable handling of the programme findings.

Risks	Risk Level: (Likelihood x Impact)	Likelihood: Certain - 5 Likely - 4 Possible - 3 Unlikely - 2 Rare - 1	Impact: Essential - 5 Major - 4 Moderate - 3 Minor - 2 Insignificant - 1	Mitigating measures	Responsible Org./Person
Contextual risks					
National elections are expected to take place in 2020. The UNCT recognizes this presents a potential challenge to policy-level progress.	15	3	5	a) Detailed and regular engagement at the Deputy Minister level, as their mandates run for 5 years, to minimize volatility due to election cycles, b) Engaging members of Parliamentary Working Committees who focus on SP, human rights, education, and youth.	RC UNDP UNICEF
Changes in the migratory flows resulting in larger or smaller volume, changes in structure and age/gender.	15	3	4	To change consequences of the risk by modifying envisaged activities as per current needs/interests	IOM
Programmatic risks					
The JP aims to leave no one behind. However, risks stem from the fact that these are hardest to reach groups, who sometimes feel disenfranchised, may distrust the SP system, be invisible to it, or live in remote areas.	8	2	4	a) UNCT will rely on CSOs and local partners who have established links with marginalized and vulnerable groups, b) Mobile delivery of support will be applied for services around mental health, issues around stigma and geographical barriers (rural, remote areas) and c) HCD will be a critical tool to catalyze and encourage participation of vulnerable groups, serving as a vehicle	ILO

				to build trust and a shared sense of achievement.	
Some of the JP's target groups might be challenging in terms of labor activation.	12	3	4	a) The JP will employ NEET-profiling to uncover specific barriers to employment, b) Co-production of innovative services for employability and labor activation with the target population.	ILO
Institutional risks					
Introduction of a policy forecasting tool might be hampered by low capacities in the MLSW	9	3	3	a) Securing world-class technical input from renowned experts or other governments which rely on policy impact simulations, b) Designing a user-friendly tool which harnesses the power of digital technologies, c) Training a critical mass of civil servants across the public administration to tackle potential turnover, d) Engagement of the General Secretariat policy planning unit is a key step as they are at the heart of Government's longer-term policy making. UNCT already has a working relationship with this unit.	UNDP UNICEF
Support for the regularization of legal status of ex-Yu refugees/persons at risk of statelessness or stateless persons may be hampered by a shift in MoI strategic approach to legal status provision	8	2	4	A) maintain programmatic approach, already agreed with the MoI, in categorizing the legal status of persons of concern based on their needs related to legal status and the consequent use of legal pathways	
Partners are not available to attend meetings/trainings	6	2	3	To adjust the timeframe of activities as per the beneficiaries' availability	IOM
Fiduciary risks					
The achievement of JP's substantive, system level results might be hindered by an already constrained fiscal space.	6	3	2	a) Demonstrating the ability of the policy forecasting tool to support creation of cost-effective policies by trained policy makers. This will lead to proposing affordable but impactful	UNDP UNICEF ILO IOM

				<p>policies, informed by poverty and social exclusion data,</p> <p>b) Working together with the MLSW and other key partners on annual budget planning to leverage national budget's support for both policy and service level results, uptake and sustainability,</p> <p>c) Proactively and regularly coordinating with the World Bank in Montenegro, to leverage multiple opportunities to support the country's optimal development.</p>	
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**Annex 9 - Human rights mechanisms which have issued recommendations relevant to the joint programme**

**CESCR 2014**

Social assistance/security - The Committee calls upon the State party to: (a) Strengthen efforts to combat poverty and social exclusion, particularly in the northern region, and allocate sufficient resources for their implementation[...]; (b) Develop an evaluation mechanism to assess the impact of measures taken and to identify any shortcomings; (c) Include, in its next periodic report, disaggregated and comparative data and indicators on the number of persons living in poverty and extreme poverty, and on concrete progress made in reducing poverty.

Employment/decent work - The Committee recommends that the State party intensify its efforts to reduce the unemployment rate through an effective employment policy that includes requalification, local employment initiatives, the granting of loans to promote entrepreneurship, and placement initiatives.

Anti-discrimination - The Committee recommends that the State party intensify its efforts to promote equality and combat discrimination against members of national and ethnic minorities, refugees and displaced persons, including persons of Roma, Ashkali and Egyptian origin, persons with disabilities, and other marginalized persons and groups, particularly in relation to their access to employment, social security, housing, health care and education.

**CEDAW 2017**

Employment/decent work: The Committee recommends that the State party create more opportunities for women to gain access to formal employment, including by adopting and implementing policies, with time-bound targets and indicators, to reverse discriminatory gender stereotypes in order to eliminate occupational segregation and achieve the substantive equality of women

and men in the labour market, including in traditionally male fields, through intensified technical and vocational training for women in those areas.

Vulnerable and marginalized groups - The Committee recommends that the State party: (a) Adopt targeted measures, including temporary special measures, to combat intersecting forms of discrimination against Roma, Ashkali and Egyptian women and girls, including in education, employment and health care; (b) Develop specific poverty alleviation and social inclusion programmes for Roma, Ashkali and Egyptian women; (c) Continue to strengthen its efforts to improve the situation in the refugee camps in Konik and take measures towards integrating persons living in the camps into the community.

**CRPD 2017** - The Committee recommends that the State party: (a) Regularly monitor the living costs of persons with disabilities and adjust disability benefits accordingly;

**CRC 2018** - Legislation, Institutional, Policy Framework: The Committee recommends that the State party [...] b) Allocate sufficient human, technical and financial resources for the effective implementation of existing legislative measures, including the Law on Social and Child Protection

**Child poverty:** The Committee recalls its previous recommendations (see CRC/C/MNE/CO/1, para. 58), and recommends that the State party: (a) Hold targeted consultations with families and children, including those in disadvantaged or vulnerable situations and with children's rights civil society organizations, with a view to strengthening strategies and measures for reducing child poverty and social exclusion; (b) Intensify efforts to provide appropriate assistance to parents and legal guardians in the performance of their child-rearing responsibilities, in particular those living in poverty and female-headed households, including by strengthening the system of family benefits, child allowances and other services.

**Trafficking:** The Committee recommends that the State party [...] (b) Strengthen its awareness-raising and education programmes, including campaigns, and encourage community-based programmes aimed at preventing and responding to cases of trafficking in and sexual exploitation of children, with a particular focus on Roma, Ashkali and Egyptian children and asylum-seeking and refugee children.

**Birth registration:** The Committee recommends that the State party ensure that all children are registered at birth, with a special focus on Roma, Ashkali and Egyptian children, children who were abandoned after birth and children born to refugees, including by addressing any possible obstacles to the implementation of related legislation. Birth registration/legal status: The Committee recommends that the State party ensure that all children are registered at birth, with a special focus on Roma, Ashkali and Egyptian children, children who were abandoned after birth and children born to refugees, including by addressing any possible obstacles to the implementation of related legislation.

**UPR 2018**

**Social Policy / labour and decent work:** (already implemented or in the process of implementation) - Enhance measures aimed at preventing discrimination, intensify efforts on fighting poverty and social isolation of vulnerable groups of the population, including women, children and national minorities (Uzbekistan);

**Social assistance/security:** Initiate the application of innovative approaches and technological innovations for the efficient, accountable and transparent delivery of public services (Azerbaijan).

**Youth:** Continue the implementation of measures with a view to enhancing the culture of youth participation in decision-making at the community and the society levels, based on the National Youth Strategy 2017–2021 (Romania).

**Trafficking:** Continue the efforts to combat human trafficking, especially of women and girls belonging to minorities, and take the necessary measures to ensure the protection and assistance of all victims of human trafficking (Algeria).

**Vulnerable and marginalized groups:** Strengthen its efforts to promote equality and fight discrimination against members of national and ethnic minorities, refugees and displaced persons, including persons of Roma, Ashkali and Egyptian origin, persons with disabilities, and other marginalized persons and groups, particularly in relation to their access to employment, social security, housing, health care and education (Ecuador).

**IE OP 2018** - The Independent Expert calls upon the Government to strengthen its efforts to combat poverty and social exclusion, particularly in the Northern region, and to develop an evaluation mechanism to assess the impact of the measures taken.

**CERD 2018** - The Committee recommends that, [...] the State party updates the Committee with reliable and comprehensive disaggregated data on the socioeconomic situation of persons belonging to ethnic and minority groups living on its territory and migrants, refugees, asylum seekers and internally displaced persons.

**CCPR 2014** - The State party should pursue its efforts to facilitate access by displaced persons and refugees to the procedure for obtaining permanent residence status and to ensure equal access to social and economic opportunities in the State party.

In addition, article 35 of the **1951 Convention relating to the Status of Refugees**, requires a supervisory role of UNHCR in the implementation of the Convention, namely providing protection to refugees and facilitating their socio-economic integration in the country of asylum. The **1954 Convention relating to the Status of Stateless Persons** equally provides UNHCR with a leadership role in addressing statelessness.