

Youth Partnership

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COUNTRY SHEET ON YOUTH POLICY IN MONTENEGRO



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1. Context and principles of national youth policy

1.1 Context of national youth policy

Young people used to have an important role in the former Yugoslavia, in which the communist system provided important youth programmes and conditions for the participation of youth representative bodies in decision making processes. The period during and after the war in the nineties, in newly formed states, was marked by a youth policy vacuum. Young people in the region were bearing consequences of the post-conflict period and important socio-economic crisis. Important date for the re-establishment of the youth policy in Montenegro was 16 October 2006, when the five year long strategy - **National Youth Action Plan** (National Youth Action Plan = NYAP) was adopted by the government. The plan was developed through a two year participative, evidence based approach, in partnership between the government and civil society sector. NYAP has envisaged social measures in nine areas (culture, education, employment, family, health, human rights, information and mobility, leisure time and participation). In order to monitor and evaluate NYAP implementation, a **National Steering Committee on Youth** was established the same year.

In the framework of two and a half year long project **Youth Social Revitalization** (Youth Social Revitalization = YSR), the **Directorate of Youth and Sports** (former Ministry of Culture, Sports and Media/Ministry of Education and Sports) in partnership with the **International Organization for Migration** (International Organization for Migration = IOM), have made a series of efforts aimed at improving the situation when it comes to creating conditions for youth policy implementation both at national and local level. The YSR Project was aimed at building capacities of national authorities in charge for youth policy, as well as all other stakeholders, and promoting and strengthening youth participation. The Youth Office, which was established within this project and whose staff will be systematized in the new workplace division, has continued to work after the project and formed a professional, sustainable human resources basis for youth policy implementation. From 2009 to 2012, the Youth Office continuously worked on the implementation of annual action plans, dissemination, awareness raising, capacity building, support to youth participation, support to local youth policy development, cross-sectoral cooperation, cooperation with NGOs, funding NGO and local self-government projects, regional and international cooperation, legal and policy framework.

Based on national priorities and the reality of youth, as well as identified challenges in the field of implementation of youth policy, there are certain policy, legal, and practical steps that will be especially in focus in the forthcoming period: the Law on Youth is currently being developed and is expected to be finalized by the end of 2013; the new Youth Strategy will be developed in the following two years. These strategic documents will be harmonized with the EU acquis as Montenegro has started negotiations with the EU in 2012.

The new national Youth Strategy will be developed on the basis of evaluation results of the previous one (NYAP 2006-2011), and will be evidence based. Research on the needs and situation of young people in Montenegro will start during 2013, so that the process of drafting the strategy will be possible in 2014. The new Law on Youth and Youth Strategy will, among other issues, cover measures for improving and setting up solid basis for the areas of youth research and cross-sectoral cooperation, as well as youth work, youth information, youth participation and non formal education for young people.

1.2. Principles of national youth policy

According to the National Youth Action Plan (2006-2011), young people belong to the age group between 15 and 29. They represent 21, 4% (132 702) of the citizens of Montenegro.

Directorate for Youth and Sports, in charge for youth policy on the national level, has the mandate to develop and coordinate implementation of youth policy and legislation, coordinate cross-sectoral cooperation, support local youth policy development, develop cooperation with NGOs, international partners. Other relevant governmental institutions (line ministries, agencies, bureaus) have been developing and implementing sectoral policies related to youth, cooperating with and reporting to the Directorate for Youth and Sports.

National Youth Steering Committee had a five year long mandate to monitor, evaluate and advise for the improvement of National Youth Policy. Its mandate and composition will be redefined by the Law on Youth.

In terms of administrative division, Montenegro has 21 municipalities and has no regions. Through funding local youth policy development projects, the Directorate and national and international NGO partners supported the establishment of Local Youth Councils (3), Local Youth Offices (3) and development of Local Youth Policy Plans (11).

Political organisation of youth policy and share of competences will be further regulated by the Law on Youth, which is expected to be adopted by the end of 2013.

2. Statistics on young people

The number and percentage of young people by gender in global population, women per 100 men is 102.5. The number of young people in global population (620 029) is 132 702 ([Monstat](#) 2011), which is in 21, 4%.

3. Actors and Structures

3.1 Public authorities

3.1.1 National public authorities

[Ministry of Education](#) is supervising the Directorate for Youth and Sports, in charge of youth policy development and implementation. Minister *Slavoljub Stijepović* has a four-year mandate, starting in December 2012.

[Directorate for Youth and Sport](#) is responsible for tasks related to: the promotion and implementation of national youth policies and strategies and action plans and programmes for youth, collaboration with youth organizations and associations in organizing international events of young people in Montenegro, assistance and cooperation with organizations and youth associations and their promotion, enabling youth organizations from Montenegro to participate in meetings and events for young people abroad, fostering international cooperation related to youth, encouraging the development of youth policy and youth offices at the national and local level ; The director has not been nominated yet since the new government was established in December 2012. According to the proposal of the new systematization of work places, there will be four working positions in the Youth Sector, whereas the Directorate also uses various opportunities for engaging interns/trainees.

Other national public bodies who are directly involved in youth policies

[National Youth Steering Committee](#) (National Youth Steering Committee = NYSC) is a co-management body consisted of members from NGO sector, ministries and other governmental institutions. The Committee was established by the Government, on 2 July 2007, in order to monitor, evaluate and advise for the improvement of National Youth Policy, and work on cross-sectoral cooperation. NYSC has been initializing conferences for the creation of Annual Youth Action Plans, and delivering other initiatives of significance for youth policy (such as establishing National Youth Council), as well as enhancing international cooperation. This body composition and mandate will be redefined by the Law on Youth.

Prime minister cabinet initiates programmes such as traineeship, e-petitions etc.

[Office for the cooperation with NGOs](#) is an important stakeholder for youth NGOs.

The Faculty of Philosophy (University of Montenegro) and **NGO Forum MNE** are currently working on establishing Master studies in youth work, in the framework of the TEMPUS IV Project "Introducing academic programmes in community youth work through the development of regional cooperation". At the moment, final preparations are taking place, and the course is expected to start in 2013. The Memorandum of understanding on TEMPUS IV Project has been signed with the Directorate for Youth and Sports.

Parliament commission in charge of youth issues

Parliament commission in charge of youth issues is **Committee for Education, Science, Culture and Sport**, whose chair is Mrs [Branka Tanasijević](#). Committee for Education, Science, Culture and Sport examines the proposals of laws and other regulations, general acts and other issues related to the formal education and upbringing, science and scientific and research activities, culture, arts, international cooperation in these areas, sports and physical culture. The Committee will examine the proposal of the Law on Youth.

3.1.2 Regional public authorities with competencies in the youth field

N/A

3.1.3 Local public authorities with competencies in the youth field

In terms of administrative division, Montenegro has 21 municipalities and has no regions. Local self-governments (secretariats, youth offices) are responsible to develop youth policy and provide conditions for its implementation. Accordingly, great majority of municipalities appointed officials to deal with youth issues. **Local Youth Action Plans** (Local Youth Action Plans = LYAPs) were adopted or are in the process of adoption in twelve municipalities. **Offices for Youth** are opened in three municipalities whereas in two municipalities in the southern region **Offices for Drug Prevention and Youth** are also dealing with mainstream youth policy, in three municipalities there are **Local Youth Councils**, while in one there is a **Steering Committee on Youth**. One municipality has [Secretarial for Social Policy and Youth](#).

LYAPs are created by the local self-government, on the basis of all relevant national and international documents and strategies, in cooperation with non-governmental and international organisations. LYAPs define strategic aims and activity plans in following areas: education, employment, participation, health, mobility, information, human rights, family, leisure time, security and culture. Political organisation of youth policy and share of competences at the local level as well, will be further defined by the Law on Youth, which is expected to be adopted by the end of 2013.

3.2 Youth welfare services (comprising public and/or nonpublic actors)

Structure and major organisations of (voluntary) social welfare and social services for young people

Youth social welfare services are exercised in the field of social protection, protection of children and youth with disabilities, juvenile delinquency, protection of human rights, drug prevention and employment. In these terms, there are institutions such as **Centers for Social Welfare and [Resource Center for Children and Youth](#)** aimed at educating and rehabilitating children, youth and adults. In the field of employment among other programmes and services targeting young people, [Employment Agency of Montenegro](#) started developing [Centers for Information and Professional Counseling](#) (Centers for Information and Professional Counseling = CIPS) in 2007. So far there have been six

centers established. These Centers offer various programmes for supporting youth employment initiatives.

In 2012, the National Employment Agency and University of Montenegro opened a [Career Center](#) at the University.

Regarding the protection of children and youth with disabilities, there is a network of six **Daily Care Centers**. In the next period, the opening of day centers is expected in other municipalities in cooperation with local governments and NGOs.

Offices for Risky Behavior and Drug Prevention are established in all municipalities in order to implement various leisure time activities for children and young people, which strengthen their life skills, information, creativity and risky behavior resiliency.

3.3 Non-public actors/structures & youth services with competencies in the youth field

Large number of activities and programmes with and for young people in Montenegro, in the last decade, were carried out by international and local non-governmental organizations. The role of NGOs is very important when it comes to providing expertise for a certain number of municipalities especially when it comes to the creation of strategic documents such as Local Youth Action Plans, the establishment and functioning of the Offices for Youth, the establishment of other mechanisms for youth participation. NGOs, [Forum MNE](#) and *Proactive* were the most active ones when it comes to developing strategic documents on national and local level. These NGOs derived from international organizations *Catholic Relief Service* and *Proni-Forum Syd* and were the initiators of the process of creating the National Youth Action Plan (2006). Since 2006 to present, they have been providing support and expertise to local authorities when it comes to the development of Local Youth Action Plans. *Forum MNE* is a partner on the TEMPUS IV project "Introducing academic programmes in community youth work through the development of regional cooperation". Through this project, master studies in youth work are expected to start in 2013 on the Faculty of Philosophy (University of Montenegro). The project aims to establish academic studies in community youth work. Since 2009, *Forum MNE* has been associate member of the [European Youth Information and Counseling Agency](#) (European Youth Information and Counseling Agency = ERYICA). All network members conduct their outreach programmes and counseling of youth, based on standards prescribed by the Agency through the Charter on Youth Information and Counseling. In 2012, Forum MNE became a full member of ERYICA.

NGO [Center for Youth Affirmation](#) became associate member of [European Youth Card Association](#) (European Youth Card Association = EYCA) in 2012. Directorate for Youth and sports is financially supporting the abovementioned memberships.

National Youth Council – [Montenegrin Youth Forum](#) was created in June 2012 and has been ever since involved in all important policy making processes and consultations.

So far, the Directorate/Ministry in charge of youth policy has nurtured a continuous dialogue and consultations with youth organisations. Mechanisms of their involvement were National Youth Action Plan development, Annual Action Plans development, National Youth Steering Committee membership, Law on Youth Working Group membership, EU Youth Report Consultations. Directorate for Youth and Sports, National Lottery Fund and different ministries has been providing financial support to NGOs in order to implement youth programmes.

3.3.1 Youth Councils

Directorate for Youth and Sport, together with National Steering Committee, was financially and politically supporting the creation of National Youth Council (NYC) – [Montenegrin Youth Forum](#) (Montenegrin Youth Forum = MYF) through: allocation of funds for its creation, joint organization of events, providing information (both directly via round tables, conferences, trainings and via websites and involvement in all activities related to youth policy and youth participation, where they can directly present their work to relevant stakeholders (representatives of ministries, municipalities, international and national organizations, youth organizations etc.). MYF is involved in the creation of the Law on Youth. The models of partnership and support to the Council will be defined by the Law on Youth. MYF was created in June 2012 and is composed of: non-governmental organizations (youth led and youth oriented) and alliances of NGOs, youth wings of political parties, youth sections in trade unions, student parliaments, students' and pupils' organizations. MYF main objectives are to promote and increase the participation of youth and youth organizations in society and in decision-making processes and to influence policies affecting young people and youth organizations at the local and national level;

MYF main role is to advocate and lobby for the interests and needs of young people and to create policies and give expert opinions in the field of youth policy, to cooperate with state and local self-governments, to network and cooperate with local, national and international organizations, in terms of programme with the same or similar goals and values;

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Local Youth Councils

The Directorate for Youth and Sport is cooperating with municipalities on the creation of Local Youth Action Plans, and supporting the process in terms of financing and providing information to the establishment of Local Youth Councils. The Council is a representative body of youth on local level with the aim to advocate and lobby for the interests and needs of young people on the municipal level. So far, they have been established in three municipalities (Cetinje, Bijelo Polje and Pljevlja). Youth participation mechanisms, both on local and national level, will be defined by the Law on Youth which is planned to be finished by the end of 2013.

3.3.2 Youth NGOs

Montenegrin Youth Forum was founded in June 2012 and has had one assembly since then.

Therefore, there are many potential member organizations that are not currently part of it. The most important are: student parliaments, Montenegrin High School Students Association, [Center for Youth Affirmation](#) (euro26 cardholder), [National Scout Organization](#) and [Red Cross Youth](#).

3.4 National network(s) for knowledge on youth linking all actors in the field (policy makers, researchers, young people and their organisations, NGOs)?

The research area of youth policy needs additional development, systemic and systematic approach. Still, certain steps in the field have been taken, through the creation of National and Local Youth Policy Plans, which are based on youth needs and situation research. Also, through activities of Directorate for Youth and Sports and its partner *International Organisation for Migration* (International Organisation for Migration = IOM), research on youth participation in Montenegro and youth entrepreneurship feasibility study were realized. A member of National Youth Steering Committee has conducted couple of researches in the youth policy area. In 2013, the evaluation of current National Youth Policy Paper will take place. The evaluation results with comprehensive research will be the basis for the development of the new National Youth Policy Paper, which will hence include strategic measures in the youth research area.

Apart from conducting some of the researches in partnership with other research actors, Directorate for Youth and Sports cooperates with all researchers and organisations conducting youth related research. The most important researches, reports, strategic documents and information on youth can be found on the Directorate's website www.infomladi.me. The information on all important actors in the youth sector will be available on the website www.or.infomladi.me where youth researchers, youth workers, youth officials will have the opportunity to post their own researches and other relevant information for those active in youth policy field.

4. Legislation

National legislation on youth

Young people in Montenegro are provided with care in the field of social protection in accordance with the Law on Social and Child Protection and family care in compliance with the Family Law of Montenegro. In addition to this, other laws and strategy documents adopted in this field tackle specific areas, namely: Law against Discrimination, Law on the Prohibition of Discrimination against the Disabled Persons, Law on Travel Privileges of Persons with Disabilities, Law on Social Protection and Children Welfare, Law on Juvenile Justice, Law on Education of Children with Special Educational Needs, Law on Higher Education, Law on Voluntary Work, Law on National Vocational Qualifications. There are several laws that treat participation of young people in a broader sense. General Law on Education treats participation of students, Law on Local Self-Governments treats participation of citizens at local level, while Law on NGOs treats right to association, with special reference to the right of young people from the age of 14 to establish an NGO, which is highly important clause, enabling high school student to formalize their emerging participation initiatives.

General Law on Youth, which will define youth policy and its implementation, support to youth organisation, youth participation, etc, is planned to be finished by the end of 2013 and submitted to the government for adoption in the last quarter of 2013. During 2012, a working group was established, composed of governmental and nongovernmental actors/youth organizations. The working group analyzed European and regional experiences, as well as national situation, and based on that, created a draft law, which will be submitted to the wide consultation process, after which it will be finalized and adopted. The work on the Law has been participatory from the very beginning, when, according to the law, two NGO representatives were involved in the working group in charge for drafting the law. The draft law, after being adopted by the government, will be subject to public consultations, where all stakeholders will be consulted on the content.

Local legislation on youth

Local authorities have been in the process of creating Local Youth Action Plans (local youth policy and action papers) since 2006, during which all relevant national and international documents and strategies are taken into consideration, such as the EU Youth strategy. Local Youth Action Plans define strategic aims and activity plans in following areas: culture, education, employment, family, health, human rights, information, mobility, participation, leisure time and security, which were accordingly harmonized with relevant national and international documents. Local Youth Action Plans were adopted or are in the process of adoption in twelve municipalities; in three northern municipalities Offices for Youth are opened. In two municipalities in the southern region there are Offices for Drug Prevention and Youth which are also dealing with mainstream youth policy, in three municipalities there are Local Youth Councils, whereas in one there is a Steering Committee on Youth.

Participation of citizens at the local level is defined through the Law on Local Self-Government, adopted in 2003. Youth participation on local level is further stressed through decisions of the Union of Municipalities of Montenegro on the models of citizens' participation in public affairs.

5. National Policy Programmes on youth

National programmes on youth.

Action plans i.e. official strategies

[National Youth Action Plan](#) (National Youth Action Plan = NYAP), the main governmental five yearlong strategic document, was adopted on 12 October 2006, by the Government of Montenegro. NYAP 2006-2011 was designed through extensive cooperation, coordination and consultations with relevant governmental institutions, non-governmental organisations and young people. Main partners to Ministry of Education in the process were international organisations (Catholic Relief Service and Proni-Forum Syd).

NYAP has envisaged social measures in nine areas (culture, education, employment, family, health, human rights, information and mobility, leisure time and participation). Directorate for Youth and Sports is particularly in charge of participation, leisure time, information and non-formal education for young people and youth work, as other ministries do not have these areas in the main scope of their work. Ministries of culture, labour and social welfare, human rights and health are supposed to include young people's interests in their respective policies, and to deliver, implement and report on the taken measures in their respective domains.

Still, the necessary level of effective involvement of governmental institutions was not achieved during the process of NYAP development. However, this challenge was treated during the process of NYAP implementation, and involved mechanisms such as appointment of focal points for NYAP in line ministries, communication with them, reporting on the sectorial measures and activities related to youth.

Directorate for Youth and Sports conducts annual reporting, involving ministries, municipalities and NGOs, on the implementation of annual action plans. The annual reports on the implementation of the NYAP can be found on: <http://www.infomladi.me/index.php?IDSP=19949&jezik=lat>

Programmes and actions for specific target groups

Other relevant programmes and strategies on youth: Strategy of Voluntary Work Strategy for Social and Child protection (2008-2012), Strategy for Persons with Disabilities (2006-2016), Strategy for protection against domestic violence (2011-2015), programme for traineeship of graduates (2012/2013).

6. Budget / Public expenditure allocated to youth

National level

Directorate for Youth and Sports has been annually financially supporting youth organisations, through Annual open Calls for Projects, and thus financed more than 70 projects with 280.000€ in the last 3 years.

Some youth work projects are funded through other governmental funds, such as annual **National Lottery Fund**. Government is regularly financially supporting sports activities and young sports talents. Directorate for Youth and Sports is granting financial awards to young prospective athletes. The government is, on annual basis, financing work of sports organizations, clubs and federations, through several Open Calls for Projects. Two of the Calls are managed by Directorate for Youth and Sports (sports clubs and federations), while the other one is National Lottery Fund, which finances sports and healthy lifestyles activities of sports clubs and other non-governmental organizations. These Open Calls involve several millions € government investment in sports each year.

In accordance with the Law on scientific research activity, the **Ministry of Science** stimulates scientific productivity and enhances quality of scientific research activity through national yearly awards for best performers in science and innovation. In 2010, the Ministry of Science established a programme of small grants for enhancing promotion of science and innovation in schools and wider public, through which a number of initiatives, mainly from the civil sector, were supported.

The **Ministry of Culture** publishes annual Calls for projects, through which cultural projects are financed. Special section in the Call is Youth Cultural Projects, which supports projects implemented by youth organisations or non- formal youth groups, which is a unique opportunity for young people who do not belong to formal organisations to receive support to their ideas and projects. Other ministries have programmes and funds for youth, but data on exact amount is neither available, nor systematised.

In 2012, a Law on traineeship for graduates was adopted. The Law envisages financing of traineeship up to 5000 graduates with 10 million € budget.

The **Directorate for Small and Medium-Sized Enterprises Development** implemented a project: Youth in business, aimed at the promotion of youth innovation and creativity. The sub-project, “Competition of the Best Idea” was also implemented, within which 21 ideas were awarded, while 10 were financially supported through credit line in total amount of 300.000 €.

7. European Dimension of youth policy

7.1 Council of Europe.

Does your country contribute to the European Youth Foundation?

Montenegro contributes to the European Youth Foundation and to the Partial Agreement on the Mobility through the Youth Card.

7.2 European Union.

7.2.1 Implementation of the Youth in Action programme

Based on available data, Montenegro is progressively using Youth in Action Programme (Youth in Action = YiA). Still, further activities should be undertaken in order to improve approval rate, based on analysis of reasons for quite high rejection rate, as well as improving cooperation between Directorate and YiA contact point in Montenegro, underpinned by national cooperation and coordination for Erasmus for All implementation.

NGO [ADP – Zid](#) as Contact Point for YiA Programme, conducts numerous activities with the aim of promotion of the programme, such as: promotion of EVS on faculties, organizing trainings and providing consultations and need assessment research for NGOs.

Directorate for Youth and Sports also promotes the programme through web site www.infomladi.me and other dissemination tools to all partners in NGO sector and young people who contact this institution. The Directorate has also participated as a partner on several YiA projects.

7.2.2 Follow up of the EU Youth Strategy (2010 – 2018) on the national level

National Youth Action Plan was adopted in 2006, which was prior to EU Youth strategy adoption. However, the EU Youth Strategy complies with NYAP priorities and other measures government takes towards young people, such as employment or education programmes. National activities in youth policy field in 2010 and 2011 were to a great extent, focused on youth participation, in line with the EU Youth Strategy. Furthermore, new National Youth Action Plan and the Law on Youth will be aligned with the EU Youth Strategy and other relevant youth policies.

Montenegro has already been participating in various OMC events, such as presidency youth conferences during the Presidency of the Council of the EU and evaluation of the EU Youth Strategy. Montenegro is also participating in EU-CoE Youth partnership programme, through European Pool of Youth Researchers and network of Youth Policy Correspondents. Furthermore, Montenegro participates in the European Youth Policy Indicators Expert Group.

8. Further sources of information on youth policy in Sweden

Please list relevant websites and print publications (not older than two years)

Although in Montenegrin, information and brochures on youth participation for decision makers and young people can be downloaded from the following address:

<http://www.infomladi.me/index.php?IDSP=20183&jezik=lat>

www.infomladi.me - website about youth policy, youth work, youth information. www.or.infomladi.me - portal for youth organisations, institutions, youth workers, for sharing of ideas, practice, information and networking.

www.mapa.infomladi.me - youth map of places, organizations and institutions of interest for young people in Montenegro.