



## Abbreviations

---

CIPS	Center for professional information and counselling
CoE	Council of Europe
DYS	Directorate for Youth and Sports
DSME	Directorate for Small and Medium Enterprises
E AoM	Employment Agency of Montenegro
EC	European Commission
EKCYP	European Knowledge Center for Youth Policy
EU	European Union
EYF	European Youth Forum
IANYD	Inter-Agency Network on Youth and Development
IOM	International Organization for Migrations
LYAP	Local Youth Action Plan
LYC	Local Youth Council
MNE	Montenegro
MoE	Ministry of Education
MoLSW	Ministry of Labour and Social Welfare
MONSTAT	Montenegrin Statistics Bureau
NFE	Non-formal education
NHDR	National Human Development Report
NYAP	National Youth Action Plan
NYC	National Youth Council
NYSC	National Youth Steering Committee
OMC	Open Method of Coordination
PEYR	Pool of European Youth Researchers
SWAP	System Wide Action Plan for Youth
UNDP	United Nations Development Programme
UoM	University of Montenegro
VET	Vocational Education and Training
VET Centre	Centre for Vocational Education
WPAY	World Programme of Action for Youth
ZAMTES	National Agency for International Cooperation
YSR project	Youth Social Revitalisation project

## Table of Contents

---

<b>Introduction</b> . . . . .	<b>5</b>
Methodology and limitations of analysis . . . . .	7
<b>Desired state: Policy, legal and institutional framework analysis</b> . . . . .	<b>9</b>
The EU and the UN policy framework for youth participation and employment . . . . .	11
Corner stones of the European youth policy . . . . .	13
The UN Youth agenda . . . . .	17
Policy, legal and institutional framework for youth participation and employment in Montenegro . . . . .	21
<b>State of affairs: Situation analysis</b> . . . . .	<b>25</b>
Country alignment and implementation capacity for youth policy . . . . .	27
Country alignment and implementing capacity for youth participation . . . . .	31
Main challenges and areas of improvement . . . . .	35
Country alignment and implementing capacity for youth employment . . . . .	39
Main challenges and areas of improvement . . . . .	43
<b>Gap identification and possible interventions</b> . . . . .	<b>49</b>
<b>Conclusion</b> . . . . .	<b>55</b>
<b>References</b> . . . . .	<b>59</b>
<b>Annex I</b> Review of the policy documents relevant in areas of youth participation and employment in the EU/CoE and the UN	
<b>Annex II</b> Policy, legal and institutional framework in area of youth participation and employment in Montenegro	

## Introduction

---

*“Youth should be given a chance to take an active part in the decision-making of local, national and global levels”  
United Nations Secretary-General Ban Ki-moon*

Some decades ago, student unrest across Europe activated political attention to young people and established some of the early pan-European arrangements for youth involvement and exchange. Initially, both European institutions, the European Commission (EC)<sup>1</sup> and the Council of Europe (CoE)<sup>2</sup>, adopted quite different emphases in their position on ‘youth’, largely reflecting their own different priorities: the Commission promoted programmes that would support learning and qualifications enhancing European economic competitiveness, while the Council promoted training on topics that connected closely to its priorities around human rights and democracy. Since the turn of the millennium, new processes and practices have come on stream, and the concept of “**youth policy**” – a cross-sectoral, integrated approach to addressing the needs of young people has taken its place within the wider policy context. Overall, European measures and initiatives towards youth have a twofold objective: first, to provide the evidence and sustainability of political commitment to youth policy, and second, to ensure the integration of young people in an enlarging Europe through promoting their employability, participation, and tolerance (Denstad, 2009). The partnership arrangements between the EU and the CoE in the youth field reflect the convergence of commitment to this agenda, as well as sharing of expertise and resources, where possible, to achieve these ends.

Among five principles highlighted in the European Governance White Paper (2001), participation refers to “ensuring that young people are consulted and more involved in the decisions which concern them and, in general, the life of their communities”. To solve problems which concern youth, it is vitally important to involve the young people in policy development and implementation. As they are experts on their life situation the special experiences of youth contribute significantly to achieve political, economical and social progress in their home countries (Golombek, 2002). Mainstreaming **youth participation**, thus, leads to incorporating the voices of young people into decision making processes and implies major changes in attitudes both of youth and adults, in policies and social structures. The rights and obligations afforded to young people, however, is critical if Europe is to achieve its primary political objective of the most competitive and dynamic knowledge-based economy in the world.

Acknowledging the “transitional” nature of the youth life stage, the outcome of policies addressing it should be to enable young people to become active citizens socially as well as in work life. Contemporary debate, however, revolves around the balance between creating greater opportunities for autonomy and individual responsibility, and ensuring more possibility of access to support and public services. “**Appropriate youth policy responses**” – as *packages of opportunity and experience* - should be seen as a process of creating possibilities for young people to

---

1 The European Union (EU) is a political and economic community with 28 member states (originally founded in 1957). It is based on the idea of a single market with freedom of movement of people, goods, services and capital. The Maastricht Treaty from 1993 establishes the base of the current legal framework.

2 Council of Europe (founded in 1949) is a pan-European intergovernmental organization with 47 member countries. It aims to protect human rights, pluralist democracy and the rule of law and to promote awareness and encourage the development of Europe’s cultural identity and diversity.

---

achieve their full potential, stressing that youth policy should primarily see young people as a resource. The *policies that stimulate autonomy and wellbeing*<sup>3</sup> promote human development and have the added value of making young people aware, more resilient and better protected from potential risks.

Thus, the fragmentation of welfare states has led to an undermining of state support for young people, as recognized in the decrease of financial resources for youth services, youth organizations, youth training, school systems and criminal justice systems. The reality in Europe shows that some countries do very little for young people (*a policy of neglect*), some may be reducing or diminishing their active focus on youth (*a policy of default*), while most of them frame policies purposefully on their behalf (*a policy of intent*), focusing endeavors whether on regulation of unacceptable, deviant or anti-social behavior, or on positive participation and engagement of young people. Williamson (2002) argues that even if an intentional policy framework for young people prevails, one has to consider the extent to which it emphasizes the control and prevention of negative issues as opposed to the encouragement and promotion of more positive features of young people's lives.

In this context, the **UN system in Montenegro** in partnership with the Ministry of education, is implementing joint programme *Supporting economic integration of young people in Montenegro with a focus on underdeveloped North*. The joint programme puts together the expertise and the strengths of UN agencies in the country, as well as governmental and nongovernmental resources, and aims at improving current socio-economic situation of the youth in Montenegro, with particular emphasis on vulnerable youth in the North of the country. Main objective of joint programme is the economic empowerment and integration of youth into the Montenegrin society and supporting youth to actively participate in decision-making processes that are of their concern. The Project document emphasizes that well-planned and strategic intervention is needed in order to keep young people in their communities, to prevent them from migrating to other parts of the country and/or abroad and to motivate them to be more proactive and willing to improve quality of their lives in their own communities. Therefore, the purpose of Policy, legal and institutional gap analysis is to provide a good foundation for well-informed and evidence based programmatic interventions aimed at tackling the major issues that the youth faces in the northern part of Montenegro which will take place in the second phase of the joint project. Main objectives of the gap analysis are to provide in-depth insight into existing policy, legal and institutional gaps in the area of youth unemployment and participation in Montenegro in view of achieving goals set in the (supra) national and international EU/UN strategic documents; to provide baseline set of data relevant for programming, monitoring and evaluating progress in this area in coming years; and to complement general research on youth in Montenegro.

Methodology and limitations of analysis

---

<sup>3</sup> Wellbeing involves different aspects of young people's everyday lives – their physical, psychological and social comfort and satisfaction, or their lack thereof. As a result, well-being is often associated with health and prevention of risk-taking.

---

## Methodology and limitations of analysis

**Gap analysis** represents an assessment tool used to detect the deviation or gap between what exists versus what is needed or desired. Accordingly, the study is composed of two parts, first representing description of "desired state", and second reflecting on current "state of affairs" - situation analysis. The first part of the study is based on secondary data, review of the EU/UN policy framework, and strategic, legal and institutional framework for youth participation and employment in Montenegro. The second part of analysis is based on both primary data gained in the field research, and secondary data gained through literature review. The study relies on two frameworks of analysis: first, representing the EU Aquis relevant for youth policy in general and particular policy domains (participation and employment), and second representing the EU Youth Strategy as a frame for youth policy development and implementation up to 2018. Furthermore, gap analysis corresponds to the new medium-term youth strategies of both the EU and the CoE which aim at promoting better knowledge and understanding of young people in Europe, as well as supporting a knowledge-based youth policy<sup>4</sup>.

Field research was based on **qualitative research methods** (interviews and content analysis). There were 16 *semi structured interviews* undertaken in total, out of which 7 *at the national level in Podgorica* with representatives of relevant governmental institutions and agencies (Directorate of Youth and Sports, the Ministry of Labour and Social Welfare, the Investment Development Fund of Montenegro, Directorate for Small and Medium Enterprises, Employers' Union, the Ministry of Education, Vocational Education Centre); 6 *at the local level in the northern region* (the Municipality of Kolasin, the Municipality of Mojkovac, the Municipality of Bijelo Polje, the Municipality of Berane, Regional development agency Bjelasica, Komovi, Prokletje, and Club of the young farmers, village Bor near Berane<sup>5</sup>); while 3 *more interviews* were submitted in written form due to limited availability of the interviewed (NGO Centre for Training and Education in Podgorica, NGO Forum MNE, and the Municipality of Pljevlja). Overall, all interviews have provided valuable data complementing knowledge gained in the desk research.

Main **limitations of the study**, however, refer to qualitative methods applied, and collection of qualitative data through intense contact with a "field" and professional situations which was "richer" but less precise, aiming to study people, things and events in their natural setting (Punch, 1998). Accordingly, the level of generalization of the conclusions which can be derived from the data is limited and partial. Furthermore, literature review and content analysis were limited in scope due to availability of sources (especially due to lack of monitoring reports and evaluation studies both at the national and local level). Finally, timeframe given represented serious constrain having in mind complexity of the topic, so this study can be understood as a starting point and potentially valuable platform for further investigation in this field.

---

<sup>4</sup> *Youth research* has an important support function in youth policy. Research helps youth policy makers and youth workers to understand youth phenomena, youth trends and the living conditions of young people. Research is also helpful in establishing indicators, providing statistics and running evaluation studies, thus promoting evidence based youth policies. Furthermore, criticism helps youth policy to reflect and develop its strategies.

<sup>5</sup> The Young farmer clubs were established in several villages in the North of Montenegro, in the frameworks of FAO project "Development Assistance to Farmers in Remote Areas of Montenegro"

**Desired state: Policy, legal and  
institutional framework analysis**

## The EU and the UN policy framework for youth participation and employment<sup>6</sup>

---

Development of **the European “youth policy” agenda** was complex and incoherent over the decades (Williamson, 2002). Nevertheless, there was a youth policy dimension even in the constitutional Treaty of the European Union, reflecting the concern with mobility of labor within a ‘common market’<sup>7</sup>, and providing a “*mainstream position*” to it within the EU policy context. Although such policy has been limited to a concern with *education, vocational training and employment*, further developments refer to the new areas and programmes, starting from *mobility and exchange programmes*<sup>8</sup> aimed for young Europeans in general rather than just young workers. Nevertheless, common European youth policy occurs as being difficult to realize. The question appears of which face a supra-national youth policy should have in order to make a national youth policy which is also acceptable for the governments of the (future) Member States. Since the circumstances and social conditions of young people across Europe are constantly and rapidly changing, youth policy needs to be developed and adapted accordingly with no intent that “one size will fit all”, but with an intention to establish the idea of youth policy on the policy map and to provide an indicative framework for its content, structure and process.

**The European youth policy** today represents policy that applies across national boundaries, having been formally agreed and adopted by the member states of a body that operates at a transnational level (Chisholm, 2011). Even if it *does not have the status of law or of a binding directive*, both the ‘social condition’ of young people, and the social, economic and political objectives of the different countries often converge to produce a shared agenda, while at the same time they remain to develop specific policy agendas. The purpose of “*youth policy*” in the European context today is to create conditions for learning, opportunity and experience which ensure and enable young people to develop the knowledge, skills and competences to be actors of democracy and to integrate into society, in particular playing active part in both civil society and the labor market.

At the same time, the concept of **national policies** has been strongly advocated and developed aiming at improving the situation of young people in the EU/CoE member states. The European institutions are pursuing different mechanisms for encouraging their member states to undertake measures to develop cross-sectoral holistic policies that perceive young people as a resource and which actively involve young people and non-governmental youth organizations in decision making on issues that affect them. Nevertheless, while the national governments have become increasingly conscious of the need for various support and development of strategies for young people, their own vision for youth policy and their resource capacity to implement it has been very differently conceived across Europe.

---

<sup>6</sup> ANNEX I Table 5 provides overview of main relevant policy documents at the European level and the UN context.

<sup>7</sup> Article 50 of the Treaty of Rome provided that ‘member states shall, within the framework of a joint programme, encourage the exchange of young workers’, and exchange programmes for this purpose were first introduced in the 1960s.

<sup>8</sup> In 1988 the first ‘Youth for Europe’ programme has been introduced by the European Commission.

---

## Corner stones of the European youth policy

---

Both youth policy domains **participation and employment** have been highly prioritized at the European youth policy agenda, while policy responses created to address them varied. In 2001, the European Commission issued **The White Paper**<sup>11</sup> entitled **“A New Impetus for European Youth”**<sup>12</sup> representing a new framework for European cooperation and the first step in setting up a coherent youth policy framework in the European Union. Through the White Paper, the European Commission recognized that the area of youth policy is very diverse and primarily a responsibility of the respective member states. The policy document identifies four areas where the EU member states were invited to co-ordinate their policies in the youth field: *participation, information, volunteering, and greater understanding of youth*. The document was prompted by the worry that there was a *“democratic deficit” in the EU* and that young people were among those most affected (Davies, 2009).

**The European Youth Pact**<sup>13</sup> (2005), has introduced a strong youth element in the re-launched Lisbon process. At the level of *politics and policy*, the European Youth Pact, as an integral part of the Lisbon Strategy<sup>14</sup>, and one of the instruments for promoting growth and jobs, illustrates that young people and youth issues remain high on the European policy agenda. Within the document, a range of policy measures were introduced to address the following three strands: *employment, integration and social advancement; education, training and mobility; and reconciliation of family life and working life*. It re-emphasizes the need to consult young people and their organizations on the implementation and follow-up of the Pact at the national level, and that national youth councils shall be among the actors consulted. It also draws attention to the fact that a number of different policy areas should have an *integrated youth dimension* (Denstad, 2009).

To highlight the importance of maintaining a close dialogue with young people within the framework of the EU, the Council of Youth Ministers adopted a Resolution (2005), which invited both the Commission and the member states to develop a **“Structured dialogue”** with young people and their organizations, researchers in the youth field and policy makers, as a mechanism for ensuring a comprehensive dialogue with young people at all levels within the EU (Denstad, 2009). Here, a new impulse was given to educational, employment and inclusion policies with the prospect of improving the implementation of the European Youth Pact.

---

11 Commission White Papers are documents containing proposals for action to be taken by the European Union in a specific area. Each presents a detailed and well-argued policy for discussion and for decision and can lead to an action programme for the Union in the area concerned

12 Commission of the European Communities, A new impetus for European Youth, Brussels, 2001.

13 Council of European Union (2005): European Youth Pact, 6609/1/05 REV 1, Brussels. The European Youth Pact was integrated into the Lisbon Treaty when the treaty was revised in 2005, and focuses in particular on the social dimension of youth policy (education and training, youth employment and family life).

14 The Lisbon Strategy, also known as the Lisbon Agenda or Lisbon Process, is an action and development plan for the European Union. Its aim is to make the EU “the most dynamic and competitive knowledge-based economy in the world capable of sustainable economic growth with more and better jobs and greater social cohesion, and respect for the environment by 2010”. It was set out by the European Council in Lisbon in March 2000.

---

In 2009, the Commission presented a Communication entitled “**An EU Strategy for Youth – Investing and Empowering – A renewed open method of coordination to address youth challenges and opportunities (2010-2018)**”<sup>15</sup>. Following, the Council of Youth Ministers adopted a Resolution on a renewed framework for European cooperation in the youth field (2010-2018)<sup>16</sup>, based on the Commission’s Communication. The EU’s vision for young people is based on two approaches: *investing in youth*, which means “putting in place greater resources to develop policy areas that affect young people in their daily life and improve their well-being”, and *empowering youth*, which refers to “promoting the potential of young people for the renewal of society and to contribute to EU values and goals.” **The EU Youth Strategy**<sup>17</sup> is based on a renewed open method of coordination, acknowledging that young people have a crucial role to play in meeting the many socio-economic, demographic, cultural, environmental and technological challenges and opportunities facing the EU. It calls for greater cooperation between youth policies and relevant policy areas, and promotes the *social and professional integration of young people* as an essential component to reach the objectives of Europe’s Lisbon strategy for growth and jobs, promoting at the same time personal fulfillment, social cohesion and active citizenship. It is action-based, and focuses on eight policy areas or ‘fields of action’, among other: Employment and Entrepreneurship, and Participation.

The aim of **Field of Action 2 – Employment and Entrepreneurship** - is that: “Young people’s integration into the labour market, either as employees or as entrepreneurs, should be supported. The transition from education and training or from unemployment or inactivity, to employment should be facilitated and supported. Opportunities to reconcile working life with family life should be also improved. In the post-2010 Lisbon Strategy a youth perspective needs to be ensured, and work carried out in line with the overall objectives of the European Youth Pact needs to be continued”.

It emphasizes that young people’s transition periods from education to employment have become significantly longer and complex. Unemployment among young people is on average at least twice as high as for the overall workforce, while the current economic crisis puts further pressure on the labour market opportunities for the young. They frequently work in low-quality, temporary jobs and are poorly paid. Youth unemployment is often a result of lack of skills or skills mismatch. It also stresses that guidance and counseling systems on qualification pathways and future job opportunities are needed. Promoting labour market access and quality employment has been a key priority of the Lisbon Strategy for Growth and Jobs and the European Youth Pact. Strategy therefore advocates that this momentum is to be maintained while the impact of the financial and economic crisis on labour markets adds urgency to addressing. It also stresses importance of providing opportunities for both the short and long-term youth employment, and

---

15 Commission of the European Communities, Communication from the Commission to the European Parliament, The Council, the European Economic and Social Committee and the Committee of the Regions, An EU Strategy for Youth – Investing and Empowering, A renewed open method of coordination to address youth challenges and opportunities, Brussels, 27.4.2009, COM(2009) 200 final.

16 COM(2009) 200 final.

17 The EU Youth Strategy was endorsed by the Council through the Council Resolution of 27 November 2009 on a renewed framework for European cooperation in the youth field (2010-2018). This followed the release of the Commission Communication “An EU Strategy for Youth – Investing and Empowering”, COM (2009) 200 final, 27 April 2009.

---

the free movement of labour especially relevant for young people at the start of their careers. The aim of **Field of Action 5 – Participation** – is that: “Young people’s participation in representative democracy and civil society at all levels and in society at large should be supported.” It stresses that full participation of young people in civic and political life is an increasing challenge, in light of the gap between youth and the institutions. Comparative analysis<sup>18</sup> shows that *participation* is a key area of the youth policies of all Member States. While many activities have been carried out, yet there exists a high level of variation. Activities include: the development of structures for involving young people in decision making, learning how to participate in both the formal and informal educational spheres, improving the transmission of information through websites and social media, giving political support to youth councils and youth groups that work in youth issues, increasing the opportunities for e-democracy and consultation procedures through the Internet, and applying innovative methods to promote the profile of young people who participate. In the same frame, the Member States were called to implement policies which foster the integration and advancement of all on the labour market. Implementation of current common objectives for participation and information shows that there is still room for improvement, particularly regarding support of youth organizations, participation in representative democracy or ‘learning to participate’. Comparative analysis also emphasizes that policy-makers must adapt to communicating in ways receptive to young people particularly in order to attract unorganized or disadvantaged youth.

Furthermore, The EU Youth Strategy envisages that in period up to 2018 European cooperation in the youth field should be **evidence based, pertinent and concrete**. It should produce clear and visible results which should be presented, reviewed and disseminated on a regular basis and in a structured manner, thereby establishing a basis for continuous evaluation and development. Having *indicators* in all the eight ‘fields of action’ in the strategy will better enable an examination as to whether the overall objectives are being met. Considering high unemployment rates among young people in the EU (40-60%), and the long-term risks related to it, *bringing down the youth unemployment rate* is a key concern of both EC and Member State strategies and a natural indicator for a dashboard targeting young people in area of Employment - Entrepreneurship. On the other hand, in policy areas which concern young people’s participation and involvement in society there are not yet indicators agreed at EU level<sup>19</sup>.

Finally, **the Europe 2020** strategy (the successor to the Lisbon Strategy of 2000), proposes seven flagship initiatives that will improve growth and employment. The overall goal of **Youth on the Move** flagship is “to unleash the potential of young people to achieve smart, sustainable and inclusive growth in the European Union” (EC, 2010). It promotes strategic initiatives in education and employment of young people, entrepreneurship through mobility programs for young

---

18 Ferrer-Fons Mariona: Comparative review of national reports submitted by member states in the field of action “youth participation”.

19 Five participation indicators defined by the expert group are: Young people’s participation in political or community/ environmentally-oriented NGOs; Participation of young people in local, regional, national or European parliamentary elections; Young people 18-30 who got elected into the European Parliament; Young people who use internet for interaction with public authorities; Young people using internet for accessing or posting opinions on websites for discussing civic and political issues.

---

professionals, recognition of non-formal and formal education, and development of new youth policies encouraging apprenticeships, internships and other types of work experience. A new European package for youth employment - **The European Youth Guarantee**, builds on Youth on the Move flagship, established through the Youth Opportunities Initiative, ushering in a more pro-active role in youth employment.<sup>20</sup> Among other things, it promotes youth guarantee scheme, which will guarantee that all young people (which remained 3 - 6 months to complete their education) must provide work, internships, volunteering or further training and experience.

---

The United Nations youth agenda is guided by the **World Programme of Action for Youth**

<sup>20</sup> Measures within EU Youth Guarantee package have been described in ANNEX I, Table 1.

## The UN Youth Agenda

---

(WPAY), adopted by the General Assembly in 1995. The WPAY provides a policy framework and practical guidelines for national action and international support to improve the situation of young people around the world, covering fifteen youth priority areas identified by the international community and presented in terms of principal issues, specific objectives and the actions proposed to be taken by various actors to achieve those objectives<sup>21</sup>. The WPAY focuses in particular on measures to strengthen national capacities in the field of youth and to increase the quality and quantity of opportunities available to young people for full, effective and constructive participation in society. Implementation of the WPAY requires the full enjoyment by young people of all human rights and fundamental freedoms, and also requires that Governments take effective action against violations of these rights and freedoms and promote non-discrimination, tolerance, respect for diversity, with full respect for various religious and ethical values, cultural backgrounds and philosophical convictions of their young people, equality of opportunity, solidarity, security and participation of all young women and men.

**Implementation of the World Programme of Action for youth, Report of the Secretary-General**<sup>22</sup> provides an overview of national experiences, lessons learned and good practices on how to address the problems affecting youth. The Report stresses that relationship between *inclusive and responsive policies and participation* implies:

- Ensuring young people's commitment to tolerance, diversity and democracy through political dialogue on key issues;
- Increasing access to participation in economic and social issues at all levels of society; ensuring participation of marginalized groups (young women, youth in rural areas, indigenous youth and youth with disabilities);
- Engaging youth in political matters, electoral participation; and low interest in public affairs.

Another value of the Report is that it represents a **proposed set of indicators** for the WPAY (UN DOC: E/CN.5/2013/8), while following are related to area of *Employment*: Youth unemployment rate; Ratio of youth to adult unemployment rates; Youth labour force participation rate; Youth neither in education nor employment; Working poor youth; Youth employment-to-population ratio; Youth in vulnerable employment. Measures suggested in the report for improvement of youth employment refer to better access to education and training; advancing rural development and the need to provide youth with entrepreneurial skills and opportunities; and support inactive youth not enrolled in education. Recommendations on **how to assess progress in these areas** furthermore refer to development and strengthening youth research and monitoring and evaluation systems in collaboration with relevant stakeholders.

---

<sup>21</sup> The priority areas are: Education, Employment, Hunger and poverty, Health, Environment, Substance abuse, Juvenile justice, Leisure-time activities, Girls and young women, Participation, Globalization, ICT, HIV/AIDS, Armed Conflicts, Intergenerational issues.

<sup>22</sup> Commission for Social Development, Follow-up to the World Summit for Social Development and the twenty-fourth special session of the General Assembly: review of relevant United Nations plans and programmes of action pertaining to the situation of social groups. UN DOC: E/CN.5/2013/7 [http://www.youthpolicy.org/basics/2012\\_WPAY\\_Implementation\\_Report.pdf](http://www.youthpolicy.org/basics/2012_WPAY_Implementation_Report.pdf)

---

The **UN World Youth Report**<sup>23</sup> stresses *growing gaps* in decent work for young people. The current employment scenario for young people, worsened by the global economic crisis, poses an urgent challenge with long-term implications for both young people and society as a whole, since young people themselves are crucial stakeholders in the pursuit of decent and productive work for all. Yet, too frequently, their voices go unheard and their positive and negative experiences and viewpoints unshared, particularly with decision-makers. With less experience and fewer skills than many adults, young people often encounter particular difficulty accessing work. In 2010, the global youth unemployment rate was 12.6 per cent, dramatically overshadowing the global adult unemployment rate of 4.8 per cent. Even after finding work, young workers continue to confront job instability, few opportunities for skills development and advancement, and joblessness which can further affect their future livelihood and income prospects. In this regard, in one of the pillars of The Secretary-General's Five Year Action Agenda (2012)<sup>24</sup> - *Working with and for women and young people*, the 4<sup>th</sup> sub pillar indicates urgency to "Address the needs of the largest generation of young people the world has ever known by deepening the youth focus of existing programmes on employment, entrepreneurship, political inclusion, citizenship and protection of rights, and education including reproductive health".

In the same line, **the UNDP** views youth as a positive force for transformative social change and aims to help enhance youth political participation, adhering to the principle that youth political participation needs to be meaningful and effective. **The UNDP Youth Strategy**<sup>25</sup> is aligned with the UNDP mandate as it aims to build partnerships with young people to actively contribute to the sustainable development of the societies in which they live. While supporting adequate policies and programming with regards to the specific needs of young people, UNDP places a strong emphasis on *cross-sectoral approaches and cross-cutting issues including youth information and access to technology and social media, and capacity and leadership development*.

As an active member of the United Nations Inter-Agency Network on Youth and Development (IANYD), UNDP collaborates with members of the network to pursue coordinated and comprehensive youth policy development and programming, particularly within the context of **The UN System Wide Action Plan (SWAP)**<sup>26</sup> on Youth as part of the UN Secretary-General's Action Plan. In this regard, UNDP is respectful of the mandates of other UN agencies working on youth policy and programming and seeks synergies and complementarities. In line with commitments under the SWAP, UNDP has proposed a lead role in implementation of all measures related to

---

<sup>23</sup> The World Youth Report is available at [UNWorldYouthReport.org](http://UNWorldYouthReport.org)

<sup>24</sup> [http://www.un.org/sg/priorities/sg\\_agenda\\_2012.pdf](http://www.un.org/sg/priorities/sg_agenda_2012.pdf)

<sup>25</sup> The UNDP strategy for empowering youth for sustainable development is guided by key guiding principles embedded in international youth and development frameworks and conventions including the World Programme of Action on Youth (A/RES/50/81), Outcome document of the High Level United Nations Conference on Sustainable Development (Rio+20): The Future We Want (A/RES/66/288), United Nations Volunteers Programme (A/RES/31/131), Convention on the Rights of the Child, African Youth Charter, Convention on the Elimination of All Forms of Discrimination Against Women, UNDP's Civil Society Strategy, the UNDP Gender Equality Strategy and the UNDP Strategy of Response to Transformative Change Championed by Youth in the Arab Region.

<sup>26</sup> The Inter-Agency Network on Youth Development conducted an on-line survey in July-August 2012, to seek the inputs of youth and other relevant stakeholders for the development of a System-wide Action Plan on Youth. Draft SWAP endorsed by the IANYD in Geneva, January 2013 elaborates on proposed areas of collaboration among UN entities in the context of the priority issues identified by the Secretary General in his Five-year Action Agenda: employment, entrepreneurship, political inclusion, citizenship and protection of rights and education, including education on sexual and reproductive health.

---

*political participation*, one of the five priority areas of the document. UNDP will also assume a supporting role towards the achievement of all other priority areas with particular emphasis on **entrepreneurship and civic engagement**. Furthermore, UNDP will collaborate closely with relevant stakeholders to further initiatives that support capacity building of young volunteers and professionals, particularly in the transition of youth from school to work.

## Policy, legal and institutional framework for youth participation and employment in Montenegro<sup>27</sup>

---

Transitional processes after the conflict in Yugoslavia during 1990s brought various social and political challenges in ex-Yugoslavian countries, including Montenegro. While young people had an important role in (ex) Yugoslavia, the collapse of the communist system and its corresponding youth programs created a **policy vacuum** regarding young people in newly formed states. Consequently, young people in the region became marginalized – socially, economically and politically. While realising that youth capacities are crucial for building more stable and cohesive societies and while being influenced by different national and international stakeholders, decision makers in these countries re-established youth policy mechanisms by adopting relevant policy documents and establishing bodies responsible for youth related issues.

Accordingly, development of **The National Youth Action Plan** in Montenegro (NYAP, 2006 - 2011), represented a multifunctional common framework of the existing and new, previously missing, social measures in all areas important for the healthy development of youth and their active social participation. According to the NYAP, young people between 15 and 29 years of age make up 23, 2% of the citizens of Montenegro<sup>28</sup>. Based on this, the percentage of young people with the right to vote in the overall voting population is significantly higher. Therefore youth should represent, taking into consideration its size, if not the most important, then one of the most important segments in creating general social reality. Youth should have a special influence in the areas directly dealing with their lives, and also dealing with the overall social reality, considering that they should be creating their own future.

The NYAP recognizes **social participation** of young people in Montenegro as one of priority areas, and defines it as: “the form of participation which means positive activity by an individual or a group which is directed toward a common aim and which influences the wider process of social change, for a better society: peace, equality, and justice. Youth activism in the community helps develop young people and create citizens who are ready, skilled and aware of their responsibility, strength and power to influence society”. Strategic goals created in this area refer to increased number and improvement of ways for youth participation in the decision making processes; increased youth awareness and understanding about civil society values; and achieved higher level of cooperation and understanding between NGOs, Government and citizens. In the same line, **Strategy of Government Cooperation with NGOs** (Action plan 2019-2011) addresses issue of participation through some of its general objectives, such as: Improvement of normative-legal framework for the establishment and operation of NGOs; and improving the institutional framework for cooperation with NGOs.

**Legal framework for youth participation** in Montenegro is composed of several laws that treat participation of young people in a broader sense. **General Law on Education** (Off.Gazette, No. 45/11), treats participation of students stipulating that “free” activities of students are realized through: students’ unions, sections, clubs, associations and other forms. Student cooperatives may be organized by schools. **Law on Higher Education** (Off.Gazette, No. 60/03) determines the rights and obligations of students and work of student parliaments and student organizations.

---

<sup>27</sup> ANNEX I Table 5 provides comprehensive overview of existing policies, legal and institutional framework.

<sup>28</sup> The latest data from the State Statistics Bureau Monstat (Census 2011), show that in the analyzed group (15-35 years old) there are 185634 citizens of Montenegro (94509 male and 91125 female Montenegrins).

---

The Law also states that students' members participate in The Senate of the University (expert body). Furthermore, **Law on Local Self-Governments** (Off. Gazette, No. 38/12), treats participation of citizens at local level, while **Law on NGOs** (Off. Gazette, No. 39/11), 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. There are also **laws on Social protection and Children Welfare** (Off. Gazette, No. 27/2013) and **Draft Law on Juvenile Justice. General Law on Youth**, which is in process of creation, will more precisely define youth participation mechanisms and right of young people to be fully and effectively involved in the youth policy development and implementation, both on national and local levels. The Law will also treat National Youth Council and youth participation supporting mechanisms, such as youth centers, youth work and youth information.

Thus, damaging effects of unemployment and exclusion from professional and social life are reflected through a lack of information and skills, low self-esteem, marginalization, impoverishment and excessive migrations of young people, especially in the northern region. The crisis of youth unemployment also deprives young people of the opportunity to secure independent housing necessary for the establishment of autonomy, and families. Their transitional phase to "adulthood" has been therefore extended in line with the European and global trends. However, emphasizing **youth employment** as one of priority areas, NYAP suggests following strategic goals in order to address these challenges: align demand and supply needs on the labour market; support inventive programmes aligned to the strategic directions of economic development; equal conditions for work and employment of youth.

The Government of Montenegro together with the relevant ministries has adopted **a number of strategies and laws** to comply with the European legal framework in area of youth employment, especially emphasizing development of lifelong entrepreneurial learning, and vocational training as well as stronger ties between education, and business<sup>29</sup>. Overall, these strategies and laws emphasize the importance of enhancing learning at the workplace; increase of graduation rate and employment after qualification obtaining; improvement of innovations, regional development and entrepreneurship; faster and more flexible response to the changes in labour world and labour market, as well as faster prediction of those changes; developing different types of adult training; strengthening partnership between adult training and labour world; enhancing and improving competences during career. Apart from NYAP, **strategies addressing youth employment** are: National Employment and Human Resources Development Strategy (2012-2015); Strategy for Lifelong Entrepreneurial Learning (2008 – 2013); National Strategy for Lifelong Career Orientation (2011 -2015); Vocational Education Development Strategy (2010 – 2014); North Montenegro Vocational Education Development Strategy (2011-2014); Strategy for development of small and medium enterprises (2011-2015); Strategy of Government Cooperation with NGOs (Action plan 2009-2011); Strategy for development of voluntarism in Montenegro (2010 – 2014); and Local Plans of Action for Youth (Bijelo Polje, Berane, Kolašin, Pljevlja, Nikšić, Kotor, Budva).

---

<sup>29</sup> Comprehensive review of aforementioned strategies, legal and institutional framework is given in Annex II, while reflection on implementation capacities and alignment with the EU standards is given in the next chapter.

---

Policy domain of youth employment is treated as one of main priorities in several **laws in Montenegro**. The **Law on Employment and Unemployment Insurance** (Off. Gazette, No. 14/2010, 45/2012), regulates information on the possibilities and conditions of employment, employment mediation, professional orientation, financing salaries of trainees; supporting self-employment, subsidies for self-employment, education and training, vocational rehabilitation for less employable persons, public work, scholarships, etc. **The Law on professional rehabilitation and employment of persons with disability** (Off. Gazette, No. 49/08) treats this target group specifically. Furthermore, the **Law on National Qualification Framework** (Off. Gazette, No. 80/210) has been adopted, while VET education has been regulated by the **Law on Adult Education** (Off. Gazette, No. 20/2011), and **Law on National Vocational Qualifications** (Off. Gazette, No. 80/2008). The most recent law targeting youth employment is the **Law on Vocational Training of Persons with Acquired Higher Education Degree** (Off. Gazette No. 38/12), which provides legal conditions for traineeships for young university graduates. For the first year of its implementation, more than 4.000 trainees gained their first work experience, enabled by 10 million euro governmental investment.

**State of affairs -  
Situation analysis**

## Country alignment and implementing capacity for youth policy in Montenegro

---

The EU legislation relevant to youth policy, participation and employment of young people is in the process of harmonization with national policies and legislation in the negotiation phase of EU membership, through Chapter 26 (Education and Culture), and Chapter 19 (Social Policy and Employment). The Screening Report of the European Commission - Chapter 26 (Education and Culture)<sup>30</sup>, among other, offers conclusions on the degree of strategic, institutional and legal alignment in the field of youth policy, stating that Montenegro's *youth policy* is already largely in line with the common objectives established at the EU level following the Commission's White Paper on Youth<sup>31</sup>.

**Alignment with the EU Aquis in youth policy field** is realized through National Youth Action Plan (NYAP, 2006-2011), as well as work on Youth Law, improving implementation structures and building institutional capacities. The Ministry of Education is responsible for youth policy in Montenegro, while the National Youth Steering Committee (NYSC) was established in 2007, with the mandate of monitoring, evaluation and improvement of national youth policy (NYAP). The NYAP has been developed through a two year participative, evidence based approach, in partnership of government and civil sector. This strategy has defined aims, measures and activities in 9 priority areas: employment, education, health, human rights, participation, culture, leisure time, family, information and mobility.

**Implementation of NYAP** has been done through participative process, which included the creation of multiannual action plans through annual conferences with youth NGOs and other stakeholders, who selected priority areas and activities which were then financed through annual open calls for projects for NGOs and municipalities. In 2009 Ministry of Culture, Sports and Media and International Organization for Migration (IOM) started implementation of the project *Youth Social Revitalization* (YSR) aimed at building capacities of national authorities in charge for youth policy, as well as all the other stakeholders, and promoting and strengthening youth participation. In the frameworks of the project, Youth office was established, whose staff continues to work after the project and forms a professional, sustainable human resources base for youth policy implementation. Through The YSR project intensive development of the local youth policy has begun, so that by 2012, 12 municipalities working on or having developed local youth policy plans, 21 local youth officers have been appointed, 5 Youth offices have been established, as well as 5 Youth Councils/Steering Committees on Youth. Main instruments of NYAP implementation at the national and local level are: information provision (media, web, e-mail, events), capacity building and networking, cross-sectoral cooperation, consultations, funding, international cooperation, horizontal and vertical relationship and partnership building. In 2012 the National Youth Council (NYC) has been established, and work on Law on Youth has started.

---

<sup>30</sup> The aquis on education and culture consists mainly of a cooperation framework, using programmes and the open method of coordination (OMC) to move towards convergence of national policies and attainment of shared objectives. In the field of education, training and youth, Member States need to have the legal, administrative and financial framework as well as the necessary implementing capacity in place to ensure sound management, including financial management, of decentralized EU programmes.

<sup>31</sup> Tabela 1 below presents relevant aquis, as well as policy, legal and institutional framework for youth policy in MNE.

---

The Youth law, will define method of adoption, implementation and evaluation of youth policy at national and local level, inter-sectoral cooperation, youth participation in decision-making, youth work, youth information, non-formal education of young people, youth organizations, funding for youth initiatives etc. Initial step in the process were already taken during 2011, such as analysis of regional and European youth related laws and regulations. Moreover, National report on youth policy in Montenegro was done through EU-CoE Youth partnership framework, which is of crucial help for the national analysis required for the law making. The working group has been established, composed of governmental and nongovernmental actors/youth organizations. It analyzes European and regional experiences, as well as national situation, and based on that, creates a draft law, which will be submitted to the wide consultation process, after which it will be finalized and adopted. A comprehensive Law on Youth policy is envisaged to the end of 2013. The future adoption of the Law on Youth is intended to lay a solid foundation for further developments in this field. The objectives of stimulating active youth participation in society and the cross-sector policy approach are meant to reinforce other education policy objectives such as critical thinking and self-determination. New National Youth Policy Plan and Youth Law are envisaged to be aligned with EU Youth Strategy and EU Acquis.

**Cross-sectoral approach to youth policy** has been secured through an institutional mechanism created before the EU Youth Strategy came into force in January 2010. NYSC was established by the Government, as a body that monitors and evaluates implementation of the NYAP. National Youth Steering Committee (NYSC) was appointed by Ministry of Education and Science (Decision no. 01-3481), on 02 July 2007, according to the Decision of the Government. The mission of NYSC is to monitor and direct, implement, and promote the NYAP (2006 – 2011). NYSC monitors its activities and supports the work of the governmental institution in charge for youth policy (such as Directorate for Youth and Sports, DYS), related to its youth policy activities. NYSC is initializing annual conferences for Annual Youth Action Plans, and delivers other initiatives of significance for youth policy (such as establishing National Youth Council), as well as enhancing regional and European cooperation. In order to successful implementation NYAP, NYSC is conducting external communications, advocacy and collaboration with a wider circle of implementers in all sectors. NYSC is conducting number of researches and reports on the youth related matters. Furthermore, national activities in youth policy field in 2010 and 2011 were also to a high extent focused on youth participation, in line with EU Youth Strategy.

The EU Youth Strategy has influenced youth priorities in Montenegro at **the local level** as well by reinforcing existing ones. Local authorities have been in the process of creating Local Youth Action Plans (LYAP - local youth policy and action papers), which is a process in which all relevant national and international documents and strategies are taken into consideration. LYAPs define strategic aims and activity plans in following areas: education, employment, participation, health, mobility, information, human rights, family, leisure time, security and culture, which were accordingly harmonized with relevant national and international documents, among which is EU Youth Strategy.

Apart from significant achievements, EC Report on Chapter 26 stresses following **areas of improvement**: the participation of young citizens in public life at local level (young people from

---

the age of 14 may establish an association, thus enabling pupils to formalize their participatory initiatives at local and national levels); cross-sector and international cooperation; improvement of education facilities for children with special needs. Furthermore, in order to make best use of the pre-accession period in terms of preparing for the full application of the **acquis** under Chapter 26, Montenegro will need to establish the relevant structures for the management of the decentralized parts of the Erasmus for All Programme as well as for the monitoring and control of their implementation. Montenegro is also willing to achieve the set of goals and objectives agreed upon by the EU as part of the broader Europe 2020 strategy. To this end, it needs to continue to develop its indicators and benchmarks. Moreover, and most importantly, as a small country, Montenegro faces an administrative challenge in following, implementing and participating in the EU's comprehensive policy framework. While alignment with the **acquis** and EU guidelines has been achieved to a substantial degree, implementation will pose a particular challenge to the administration of a small country. In this regard, Montenegro needs to define priorities for building up implementing capacities.

Another challenging area is support and promotion of **cross-disciplinary research relating to young people** and their living conditions in line with the Council resolution on active inclusion, having regard to the socio-economic environment and the opportunities and obstacles this poses for the social inclusion and employability of young people. Nevertheless, institutionalized cooperation between the public institutions responsible for youth and the (youth) research community was established after the EU Youth Strategy came into force in January 2010. Certain steps in the field have been taken both at the national and local level through activities of DYS and its partner IOM, a research on youth participation in Montenegro and youth entrepreneurship feasibility study were realized. Thus, the research area of youth policy needs additional development, systemic and systematic approach. It is important to note that Montenegro participates in the *EU policy cooperation framework* in the field of youth through various OMC events and processes, such as presidency youth conferences and evaluation of EU Youth Strategy, and it also participates in the EU-CoE Youth Partnership programme, through European Knowledge Center for Youth Policy (EKCY), Pool of European Youth Researchers (PEYR), and European Youth Policy Indicators Expert Group.

## Country alignment and implementing capacity for youth participation

**Table 1:** Policy, legal and institutional framework for harmonization of youth policy in Montenegro with EU Aquis

Youth policy	
Relevant acquis	<ul style="list-style-type: none"> <li>European Commission White Paper – New Impetus for European Youth</li> <li>EU Youth Strategy (2010-18) (Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions on EU Strategy for Youth – Investing and Empowering - A renewed open method of coordination to address youth challenges and opportunities)</li> <li>Youth Pact (Communication from the Commission to the Council on European Policies Concerning Youth - Addressing the Concerns of Young People in Europe – Implementing the European Youth Pact and Promoting Active Citizenship)</li> <li>Council Resolution of 27 November 2009 on a renewed framework for European cooperation in the youth field (2010-2018)</li> <li>Council Recommendation of 20 November 2008 on the mobility of young volunteers across the EU</li> </ul>
Institutional framework – main actors	<ul style="list-style-type: none"> <li>Ministry of Education and Directorate for Youth and Sports – public administrative bodies – develop and implement youth policy and legislation, coordinates cross-sectoral cooperation, local youth policy, cooperation with NGOs, international partners</li> <li>National Youth Steering Committee – was assigned to monitor, evaluate and advise for improvement of National Youth Policy, its mandate is finished with first cycle of National Youth Action Plan, and its further role to be redefined through the Law on Youth</li> <li>Local self governments (secretariats, youth offices) – develop and implement local youth policy</li> <li>Other relevant governmental institutions (other ministries, agencies, bureaus) – develop and implement sectoral policies related to youth, cooperate with and report to Ministry of Education</li> <li>Non-governmental organisations – Youth NGOs, NGOs working with young people, National Youth Council</li> </ul>
Main legal and policy framework	<ul style="list-style-type: none"> <li>National Youth Action Plan 2006-2011 – the strategy was developed based on evidence, in a participatory manner – wide consultations, cross-sectorally, covered nine areas (education, employment, participation, health, human rights, family, information and mobility, culture, leisure time)</li> <li>Law on Youth – in the process of creation, to be finalized by the end of 2013 – the law will regulate development and implementation of youth policy on national and local level, institutional framework, youth participation, youth work, youth information, youth organisations, national youth council.</li> <li>New National Youth Strategy – to be developed during 2014 after adoption of Law on Youth and research on needs and situation of young people in Montenegro</li> <li>Local Youth Action Plans – developed and implemented by local self-governments</li> </ul>

As already mentioned, various measures and steps had been taken before the EU Youth Strategy came into force in January 2010 **to develop mechanisms for dialogue with youth and youth participation at the national and the local level.** NYAP prioritizes participation and develops mechanisms for its implementation in participative manner. There are also two structures on national level that enhance youth participation and that are by the nature a mechanism for youth participation. National Youth Steering Committee (NYSC), and the National Youth Council (NYC), which brings together youth organizations and other youth structures at local and national level and represent and create conditions for the active participation of young people through youth development policy, international cooperation and participation in national structures dealing with youth issues.

Additional measures/initiatives have been taken by DYS after the EU Youth Strategy came into force **to encourage use of already existing, or development of, guidelines on youth participation, information and consultation in order to ensure the quality of these activities.** In the framework of a project “Youth Social Revitalization” (2009-2011) in partnership with IOM, DYS launched a website [www.infomladi.me](http://www.infomladi.me) aiming to inform youth, NGO, institutions, municipalities on the activities organized for youth and by youth, conducted a Campaign on Youth participation (2010), created website/internet platform for communication of youth workers and municipalities’ youth officers ([or.infomladi.me](http://or.infomladi.me)), created youth map web site ([mapa.infomladi.me](http://mapa.infomladi.me)), organized round tables and conferences on youth participation with NGO’s and municipalities in all three Montenegrin regions, conducted a research on youth participation in Montenegro (2011). Data and recommendations from this research were used for the creation of two manuals on youth participation, more specifically on mechanisms, strategies, structures and level of participation, designed for young people and decision makers. These manuals were spread both in electronic and printed version and were created within UNESCO funded project “Towards Sustainable Youth Participation”, implemented by DYS in 2011. Regarding Youth Information, DYS has also organized national youth information conference, financially supported Montenegrin ERYICA member organization, developed its own information tools, organized trainings in youth information, financed various youth information activities.

Furthermore, some measures/initiatives were taken after the EU Youth Strategy came into force **to support politically and financially youth organizations, as well as local and national youth councils and promote recognition of their important role in democracy.** As mentioned above, the DYS, together with NYSC, financially and politically supported the creation of NYC 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.). NYC is also involved in the creation of Law on Youth. DYS has incited Local youth councils (LYC) creation in various manners: financing the creation and/or their activities, visiting local authorities and advocating for the creation of LYAPs and LYCs as a representative body of youth, providing information to LYCs and involvement in all activities related to youth policy and youth participation, where they can directly present their work to rel-

---

evant stakeholders. DYS financially supported youth organizations, through Annual open Calls for Projects, and thus financed more than 70 projects with 280.000€ from 2009 to 2011. From 2012, due to the new Law on NGOs, this mechanism was cut, since governmental institutions are forbidden to give open calls for funding projects from their respective field of action. According to the new Law on NGOs, there will be only one centralized fund for NGO projects. DYS is furthermore implementing most of its activities in partnership with NGOs and is recognized as open, transparent, proactive, partnership oriented body.

**To promote the participation of more and a greater diversity of young people in representative democracy, in youth organizations and other civil-society organizations,** measures/initiatives were taken after the EU Youth Strategy came into force in January 2010 through financing youth organizations projects, while DYS maintains strong criteria when it comes to target groups diversity as well as youth participation in the project. Moreover, "Democracy Workshops Project" implemented by NGO Forum MNE and Parliament of Montenegro, and financed by ERSTE Foundation, aims to educate children in Montenegro, age 8-14 years (3rd to 9th grade of elementary school), about parliamentary democracy, constitution, rule of law, human rights, government, legislation and the role of media.

**To make effective use of information and communication technologies to broaden and deepen participation of young people** measures/initiatives were taken after the EU Youth Strategy came into force. In the framework of an YSR project (2009-2011), in partnership with IOM, as already mentioned several activities have been undertaken, and three website/internet platforms have been created. In addition, being important prerequisite for participation, DYS supported several *youth information* projects and youth information workers trainings, as well as national activities in the framework of European campaign on the youth right to information - *Information Right Now!* Moreover, in partnership with UNDP, Government of Montenegro developed E-petitions platform ([www.epeticije.gov.me](http://www.epeticije.gov.me)) - "Citizens Voice", aiming to enable citizens, including young people, to create online petitions which are proceeded to government if supported by 6.000 citizens.

**To support various forms of "learning to participate" from early age through formal education and non-formal learning** measures had already been taken before the EU Youth Strategy came into force in January 2010. School subject "*Civic education*" has been introduced in formal education system in Montenegro, as well as subject *Media Literacy*. These subjects are covering the topic of participation in a high degree. Strategy for development of Civic education was created (2007-2010), as well as measures such as teachers training. Various projects of NGOs, which enhance learning to participate among students at all educational levels, have been funded by various governmental funds for NGOs. For example, DYS has financed participation projects for University and high school students in last 3 years, while one of the main criteria for all projects financially supported by DYS was youth participation. Moreover, DYS has implemented number of trainings, conferences and round tables for organized youth on the topic of youth participation.

---

**To further develop opportunities for debate between public institutions and young people** measures/initiatives were taken after the EU Youth Strategy came into force. As previously mentioned, in partnership with NYSC, DYS is supporting, both financially and politically, the establishment of National Youth Council (NYC) - Montenegrin Youth Forum<sup>32</sup> which should enable greater and continuous youth participation in decision making processes. The DYS is putting its efforts to enhance the debate on local level as well, through cooperation with municipalities on the creation of LYAP, and support in financing and informing, to the establishment of LYCs. Youth participation mechanisms, both on local and national level, will be defined through Youth Law. DYS also realized conferences with youth NGOs, NGOs working with youth, scouts, youth wings of political parties, student organizations, local youth councils, co-organized conferences with NYSC and European Youth Forum (EYF). By regular communication, cooperation and involvement of all youth organizations and structures, Directorate is maintaining quality relationship with the organizations, and enabling their participation in its activities, plans and measures.

---

32 Montenegrin Youth Forum info: <http://www.infomladi.me/index.php?IDSP=19865&jezik=eng>

## Main challenges and areas of improvement

---

**National Human Development Report** (NHDR, 2013) shows that at the levels of community and society, Montenegrins do not believe in their own and collective abilities to influence decision making and only insignificant numbers of individuals participate in non-governmental organization, associations, clubs and other forms of civil society. The youth is the most active group and 12% of the youth survey respondents are members and actively participate in student organizations, while 13% are not members but actively participate.

Similarly, the results of **KAP survey** (2013) show that 54% of youth in Montenegro thinks that it is *not possible to influence processes in the community/country*, and that they *cannot influence decision making processes* (66%). At the same time, majority of youth population (69%) is *not familiar* with meanings and means of participation, nor with organizations and institutions in charge of youth issues, while 40% of them think that youth *should not be active in politics*. Paradoxically, 91% of youth believes that the world would be better place to live in if everyone would get involved into community development. When asked what should be done to involve young people more, they say it is *motivation, giving them chance to get involved in community development, and taking into account their opinion*.

**IOM research on youth participation** (2011) stresses that young people in Montenegro are *not recognized as a resource* to be invested in, and they are **not prioritized** on the public policy agenda. Consequently, development and implementation of national youth policy suffers from a lack of political commitment, systematic and coordinated approach, as well as sustainable funding. This becomes even more relevant having in mind high cost of young people's exclusion from the social process and the labour market on one hand, and rapid social and economic change which urges efficient and effective policy responses towards young people on the other. In the same line, primary data gained in the gap analysis (2013) reflect similar tendency pointing out that the risk of widening currently existing **policy gap** becomes bigger due to expiration of NYAP (2006-2011), and postponed evaluation process: *"As for young people, it seems that they are not on the agenda of the Government of Montenegro, since there is no NYAP as a strategic framework that deals specifically with this group. At the same time, the government failure to appoint a Director for Youth and Sport shows an unwillingness and perhaps indifference to approach youth issues in a strategic and planned way. On the other hand, while the previous NYAP was in force, and this is also the case with a number of local youth action plans, most of the planned activities and the initiatives were not implemented, partly due to lack of knowledge in this field of work, and mostly because funds for their implementation were not allocated, as well as because local Youth Offices were not established. Regarding northern region, the lack or presence but lack of enforcement, of local youth action plans also puts a question mark when it comes to the commitment of local governments to respond to the needs of young people, in a strategic and coordinated manner"*.

Furthermore, participants from **youth NGOs** stressed that existing strategies and *policies generally do not have a vision* that should be a guideline to the desired change in society. It has been emphasized that the strategies and policies in the areas of youth participation and youth employment are not based on real needs and priorities of young people, and the main cause of this is a lack of involvement of young people and those working with youth (teachers, youth

---

workers, etc.) in policy making. It is pointed out that the current strategies are *“ambitious when it comes to the quantitative indicators, which include a large numbers of young people attending a particular activity,”* but the question remains *“what is young people’s place in the process and what do they gain by implementing strategies/policies when they are not really involved in the whole process.”*

The weakness of existing strategies is also *qualitative definition of indicators*, which makes the results not precisely measurable and describing the general state of affairs. Often, existing programs are *“inconsistent with current laws and policies, and lack concrete steps that clearly reflect the change because existing ones are not sufficient to achieve a given result.”* Suggested steps to overcome these barriers refer to creating realistic goals and steps within the Montenegrin public policies addressing youth, with greater reliance on their own resources, using experiences from the region and the EU: *“It is necessary to create Montenegrin model based on the real needs of young people, and not to lose a sense of reality while striving to achieve the EU standards .. it is needed to look at the real capacity of implementers in human and material resources ...”*

Apart from strategic, main *legal challenges* refer to *not binding nature* of the national and local youth policy: *“NYAP and LYAP are not binding and, despite the fact that implementing agencies are clearly defined, institutions are not obliged to implement them, at the national and local level.”* Primary data confirm that the process of the designing Law on Youth is of particular importance, since lack of legal framework has significantly hindered the implementation and development of youth policies at both local and national levels. The law will help in standardizing processes and defining categories that have not been covered by the current policy and legal framework, such as youth participation, youth work, youth information and non formal education. The importance of involving and consulting local authorities, youth and all relevant stakeholders in the design of Law on Youth, as well as sensibilisation of government for youth policy through the promotion of draft law and public debate, has been further emphasized.

Being quite modest, current **institutional capacities** for development and implementation of youth policy in Montenegro represent another challenge especially when it comes to awareness about the value and role of youth policy in general, and importance of youth participation, and evidence based approach to policy making in particular. Evident lack of management and coordination, as well as cross sectorial communication and cooperation represent serious obstacles to youth policy implementation, especially at the national level. Consequently, fragile and newly developed structures at the local level, including the northern region, suffer from lack of support, coordination and guidance. Thus, most municipalities in the northern region has developed LYPAs, and they usually have them integrated with the development plans to facilitate financing. It was pointed out that it is of crucial importance to support and advocate at the local level for development of LYPAs, as well as establishing youth participation mechanisms where there are none, in order to ensure a good and continuous communication between local self-governments, local partners and young people. In municipalities where LYAP and these structures exist, it is necessary to build their capacities, provide better information, visibility and understanding of their importance and role, as well as to provide financial support to their work, promote the importance of Law on Youth and inform local authorities and youth organizations

---

on how to law will help in improving the design and implementation of youth policy at local level. It was stressed, however, that youth NGOs do not use the existing mechanisms for participation (e.g. “empty chair in local parliament”), and that it would be useful to promote the idea of participation in decision-making using modern technologies that are closer to young people. **Implementation of LYAPs** in majority of municipalities in the northern region is based on small projects, due to insufficient budget allocations. Still, capacities for project management and fundraising (especially cross-border cooperation) are very diverse and often insufficient, so that capacity building in this area is necessary. It is stated that in almost all the municipalities in the northern region young people are poorly informed, isolated and discouraged, mostly passive and waiting for help from the “outside” instead of identifying and using their own resources and potentials of the environment they live in. On the other hand, local governments (e.g., in Kolasin, Mojkovac etc.) have expressed interest in putting into operation the existing resources and abandoned buildings to create a youth camps, info centers, or even a regional youth center. In order to put existing capacities and resources in force, it would be very important to initiate networking activities of local stakeholders (Youth offices, youth NGOs, relevant services and youth) in order to facilitate the implementation of local strategies and create a sense of ownership.

Raising the **motivation of young people from the north** (and youth in general) to participate in social life could be realized through activities for the development of life skills based on non-formal education (NFE) and learning through experience. Good practice examples of these activities are mentioned in all towns in the northern region. NFE methodology can support young people to gain self-confidence and new skills, get to know the culture of the region they live in, and promote it through the tourism sector activities (existing projects of cultural routes, or training for cultural guides are an example of good practice.) Such initiatives would contribute to reducing migration and creation of employment opportunities for youth, so opportunities for their implementation and sustainability should definitely be explored. Another important model of youth participation in social life in the north is youth amateur theater groups that operate independently or in cultural centers in several municipalities needing substantial support and recognition. It was also stated that the improvement of opportunities for mobility and youth volunteering in the north through regional and cross border exchanges would contribute significantly to the improvement of self-esteem, enhancing motivation and appreciation of the environment in which they live (through regional and cross-border exchanges, EVS, etc.).

As a resource for overcoming the current situation, capacities of youth NGOs were especially underlined, which could contribute to: lobbying for promoting of NFE activities, recognition of non-formal education in formal education system, recognition and creating quality standards in NFE programs and lifelong learning, participation in designing and conducting youth research; publication of results, development of human resources through education and training; creating projects that respond to the real needs of young people, including members of the youth with disabilities and RAE in programs, participation in working groups etc.

Another challenging issue mentioned at both national and local level was **sustainable funding of youth policy implementation**. It was pointed out that the mechanism for allocating funds

---

for implementation of NYAP was transparent and based on priorities of NYAP, as well as created through a participatory process, but that the capacities of youth organizations and local governments to use the funds were limited by a lack of knowledge, skills in writing projects, as well as lack of structures for implementation of youth policy. It is also important to note that the youth policy annual government budget allocation in the last 5 years was inadequate and should be increased especially due to complexity of structure for the implementation of youth policy. Special support should be provided to the newly established national umbrella youth organization NYC - Montenegro Youth Forum. It is also important to increase the level of awareness and knowledge of the partner and representative role that this organization should have for young people. It was stressed that the new Law on NGOs and the centralization of funds are impediments to funding of youth organizations, which results in necessity to work on raising awareness related to the prioritization of funding and support for the youth sector at the national level.

## Country alignment and implementing capacity for youth employment

---

EU Acquis basis for alignment in this area are the **White Paper on Youth** (2001), the **European Youth Pact** (2005), and **EU Youth Employment Package**, adopted in december 2012. EU Youth Employment Package incorporates a set of measures which aim at creating conditions for work mobility of young people, quality apprenticeships and traineeships, as well as support to young people in transition from education system to labor market (Quality Framework for Traineeships, Youth Guarantee, Quality framework for traineeships, European Alliance for Apprenticeships).

Montenegrin strategic and legal framework aligned to the Acquis consists of **National Strategy for Employment and Human Resources Development 2012-2015**, **Law on professional training of university graduates** (Off. Gazette No. 38/12), **Law on voluntary work** (Off. Gazette No. 26/2010); **Regulation on conditions, mechanisms, criteria and scope of active employment measures implementation**; **Labor law** (Off. Gazette No. 49/2008);

**Law on Employment and Unemployment Insurance** (Off. Gazette No.14/2010 and 45/2012). **National Strategy for Employment and Human Resources Development** defines priorities of increasing employment and reducing unemployment, through the following goals: to increase the effectiveness of active labor market policy with special emphasis on the integration of long-term unemployed, unemployed youth and women. One of the aims of National Employment strategy is support for self-employment, encouraging entrepreneurship, especially in the under-developed areas of Montenegro.

**Law on Employment and Unemployment Insurance** (Off. Gazette No.14/2010 and 45/2012), stipulates the following:

1. In accordance with **Article 32 of the Law**, named **Information on the possibilities and conditions of employment**, a person seeking employment, the employer and other entities are provided with information on reported vacancies, requirements for employment, opportunities for professional orientation, mediation in employment, and other measures prescribed by the law. Within centers for professional information and counselling (CIPS), a set of services in the field of career orientation are provided (career information, career counseling and personnel selection). Users of these services are school youth, students, unemployed, employees and employers. Within the project "Labour Market Reform and Workforce Development," a methodology for strategic planning of local employment / Human Resource Development was developed, and four local Employment Strategies and Action Plans were designed ( Bijelo Polje, Berane, Mojkovac, Pljevlja).
2. In accordance with **Article 34 of the Law**, **Individual employment plan** is an agreement between the employment service and unemployed person on the activities of an unemployed person within a job search process and participation in active employment measures. Individual plan for employment is regularly adapted to the new information and changing circumstances in the labor market.
3. **Article 36 of the Law** stipulates the financing of salaries of apprentices/trainees who are employed for the first time within a certain level of education, which opens the possibility that employers, after completing the apprenticeship/traineeship and the acquisition of certain skills, keep young people in the workplace.

- 
4. **Article 37 of the Law** provides that an unemployed person can achieve financial and technical assistance should he/she self-employs through establishment of a form of business organization.

The document National Strategy for Employment and Human Resources for the period of 2007-2011 is aimed at increasing the level and quality of employment in Montenegro. One of the priorities is reducing youth unemployment. Also, the new National Employment and Human Resources Development Strategy 2012-2015 foresees measures and activities that takes into account the specific situation of young people, and within the first priority, among other things, defines *“Increasing the efficiency of activation policies - with particular emphasis on the integration of long-term unemployed and young unemployed persons in the labor market”*, while within the second priority it defines *“Improving the quality of education at all levels, as well as strengthening ties between education and labor market”*. The Law on employment and the degree to which unemployment insurance is defined by active policy employment and measures for its implementation are following: information on the possibilities and conditions of employment, employment mediation, professional orientation, financing salaries of trainees; supporting self-employment, subsidies for self-employment, education and training, vocational rehabilitation for less employable persons, public work, scholarships, and other measures aimed at increasing employment and reducing unemployment. Furthermore, based on the EU Agenda 2020, the Government of Montenegro has developed a National Development Plan, which includes measures of youth employment.

Furthermore, **to promote cross-border professional and vocational opportunities for young people** following measures/initiatives were taken after the EU Youth Strategy came into force. DYS and Ministry of Education (MoE) are exercising various information activities in this area, such as web site and online information about cross-border professional and vocational opportunities, as well as brochure on educational, cultural and professional mobility. National Agency for International Cooperation (ZAMTES)<sup>33</sup> is organizing wide range of activities aimed at youth mobility, such as educational exchanges, bi-lateral agreements, information, etc. University of Montenegro (UoM) mostly focuses on promotion of educational mobility, however, more and more emphasis is put on bringing practice into the teaching and providing support to career development.

Measures **to develop career guidance and counseling services** had already been taken before the EU Youth Strategy came into force – Employment Agency of Montenegro started developing Centres for career information and counselling (CIPS). The first CIPS was established in 2007 in Podgorica. In 2008, two more CIPS were opened, in Bar and in Herceg Novi. In the first half of 2011, the two new centers were founded, in Niksic and Bijelo Polje and in October of 2011 two more centers were opened in Mojkovac and Berane, while the one in Pljevlja was opened in 2012. EAoM and University of Montenegro, in cooperation with NGO Forum MNE, opened a Career Center at the University of Montenegro, aimed at university student population. In addition to the expanding network of CIPS, access to services, program activities of the centers are being

<sup>33</sup> More details at: [www.zamtes.gov.me/en](http://www.zamtes.gov.me/en)

---

continuously improved. In partnership with relevant stakeholders, MoE has prepared National Strategy for Lifelong Career Orientation (2011-2015). The aim of the Strategy is to identify priorities, measures and activities to provide quality service career orientation to young people and adults, which will help them to develop career in accordance with abilities, interests and labor market needs.

**To promote quality internships and apprenticeships to facilitate the entry to, and progress within, the labor market** several measures/initiatives were taken after the EU Youth Strategy came into force in January 2010. Government Program for subsidizing salaries during first employment of young graduates with university education (internship) has been implemented since 1992, but during 2011 the new concept of internships was developed, which become operational from January 2013. The concept enables university graduates to do a 9 month internships in the public and private sector. The concept envisages signing away incomes from salary taxes, in order to ensure that interns receive a salary of 50% of average net earnings for the previous year. For purposes of applying this concept, government has invested 10 million Euros for 2013, which will ensure that the engagement of trainees will not require costs to the employers, and will contribute to the overall productivity of the economy.

In order to promote quality practice in 2011, The Human Resources Agency, in cooperation with Career Team, organized *‘Internship fair’*, which enables final-year students, to do a 3 months internship in government agencies and private companies. Also, DYS and EAoM implemented project *‘Preparation of student for labor market’*, which offered trainings and internships in companies and public institutions. Furthermore, DYS organized X CEI Youth forum: *“Education and employment of young people: opportunities and challenges”*. EAoM also organizes a number of supporting activities aimed to stimulate personal development of young unemployed persons with completed secondary and university education, as well as to provide practical knowledge and skills for efficient inclusion on labour market. Agency also implements innovated programmes for continuous stimulation of employment and entrepreneurship, through loans, virtual enterprises, providing specialized training in business skills for users of loans for self-employment, as well as subsidizing employers who employ young people in seasonal jobs. Through the project *‘Seasonal jobs for young people’* targeted to graduates from secondary schools and students Agency aims to assist young people to adopt working habits, to become responsible, to earn pocket money, to increase offer of labour force etc.

Measures **to promote entrepreneurship in the field of sustainable development** had already been taken before the EU Youth Strategy came into force. EAoM implements *Innovated self-employment program* as a continuation of the Program for continuous stimulation of employment and entrepreneurship in Montenegro, which was implemented since 1999. Education component of the program consists of two parts: stimulation self-employment and provision of basic knowledge of entrepreneurship. Through active employment policy measures (training programs, public works and credit support) it has continued to perform promoting and trainings in the field of sustainable development. System development and promotion of entrepreneurship learning in the educational system of Montenegro began in 2002 and runs in parallel with

the reform of education. The pace and intensity of these activities are in line with the strategic principles of education reform. The content of activities is designed in a way that follows current trends in the area of entrepreneurial learning as one of eight key competences for lifelong learning, and is based on guidelines and recommendations of key European and Montenegrin documents. The most important document in the field of *entrepreneurship learning* is a Strategy for lifelong entrepreneurial learning 2008-2013, and the related action plan for 2008-2010 and 2012-2013. Manuals in the area of entrepreneurship are prepared for teachers and students of vocational schools. The implementation of entrepreneurial learning in secondary vocational education has been done through the introduction of the subject Entrepreneurship and Enterprise practice in educational programs as a mandatory or optional.

The following **projects** were implemented in the field of entrepreneurship: ECO NET project in cooperation with the Austrian organization KulturKontakt (for students of economic schools), young entrepreneurs in in the frameworks of project MNE/011 (for students from other areas of work) and the project "Student enterprises" in cooperation with Norwegian non-profit organization Business Innovation Programs (BIP). Promotion of entrepreneurial learning is done through the National Conference on entrepreneurial learning, and participation in international fairs. Promoting entrepreneurship in formal education was implemented through organizing and participating in fairs of "student practice companies", entrepreneurial ideas fair, and competition in the development of business plans. Cooperation of formal education system with private sector has been improved through organization of roundtables, signing of agreements and organization of work practice in companies. DYS has financed project of NGO ADP ZID, which aims at supporting young graduates to find first job in NGO sector<sup>34</sup>. Various stakeholders have also been realizing many projects referring to youth and entrepreneurship.

The Directorate for SME Development has been also realizing many projects referring to youth and entrepreneurship, investing significant amounts of financial, educational, logistical support to young people in learning about or starting enterprises. Promoting entrepreneurial values in education system is one of strategic priorities of SME Development policy, although the Strategy is not directly related to youth population, primary data show that following strategic goals and objectives are especially relevant for youth: the promotion of entrepreneurship and support to start-ups. However, data shows that during 2012, support to start-ups has been under the targeted results level, when it comes to non-financial support. Progress has been achieved in the area of the availability of financial assistance and, to some extent, knowledge about start-ups. Thus, there was no institutional support and infrastructure in terms of further development and establishment of new incubators.

<sup>34</sup> More information: [www.angazujse.info](http://www.angazujse.info)

## Main challenges and areas of improvement

Following **main challenges in the labor market** in Montenegro have long-term consequences to youth population: slower economic growth, and reduced potential to create new jobs; high unemployment and high long-term unemployment; mismatch of supply and demand (the needs of the labor market are not consistent with the system of education and training); and increased poverty and social exclusion (large number of people without a job who suffer multiple disadvantages of the labor market). It is particularly important to note *a high share of young people in population which is unemployed*. According to the EAoM at the end of November 2012, there was 19.69% unemployed youth (up to 25 years old) of the total unemployed population, while the share in the same period of the previous year was 18.34%. Youth unemployment rate in the second quarter of 2012 amounted to 44.6%. Young people with no professional experience, are the biggest group and their number keep increasing even though EAoM has been taking measures to organize internships for them in private or state-owned companies and introduce them to potential employers.

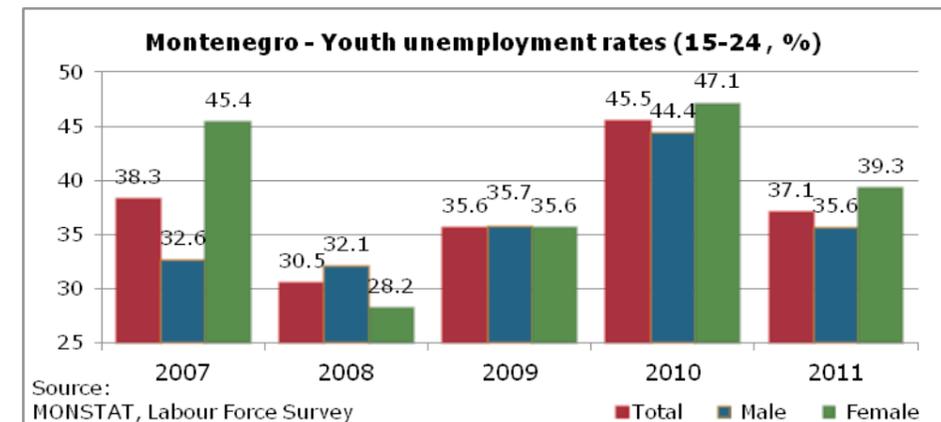


Diagram 1 – Youth unemployment rates

The marked **discrepancy between supply and demand in the labor market** for a large number of occupations makes it necessary to intensify implementation of various training programs in order to increase both employment and employability, especially for people who are most disadvantaged in the labor market when it comes to their competitiveness and social inclusion. EAoM emphasizes that the transition from regular education to work often requires **additional training** to perform specific tasks, due to lack of professional competence in the process of formal education, changes in technology, work, specific occupations and fields of work, occupational structure mismatch of educated people and the labor market, prolonged unemployment which results in a decrease in the level of knowledge and work skills. Constituting the **system of non-formal education** (NFE), as a supplement and corrective to formal education, is one of main measures through which, in the long term, it can be more effectively responded to market demands. However, a substantial reductions of the budget, in part related to the implementation of active employment policy, limits the possibility of implementing these programs. This, basically questions the success of the non-formal education system, the perception of its relevance and effectiveness in establishing a favorable relationship between supply and demand in the labor market and employment.

---

Another challenge is **regional unemployment** reflected in the high unemployment rate in the northern region. This is due to significant reduction in demand (from 23.7% in 2006, to 13.2% in 2011). Furthermore, municipalities from the Northern region suffered the highest decrease in youth population, especially Plužine, Šavnik and Pljevlja (by 25.6%).

Primary data show that **the link between education and the labor market** is very complex issue and one of the great challenges due to “structural inconsistency” in this area. During the transition period, the labor market in Montenegro has changed dramatically and dynamically, while the system of education was quite stiff, although much has been done in the reform process. In order to link labour market and industry with **vocational education and training (VET)** in Montenegro in a more efficient manner, the system for greater social partners’ involvement has been created. VET policy design is made through partner relationship of the relevant institutions (MoE, VET Centre), employers’ representatives, employees’ representatives (trade unions), and employers themselves. The special emphasize in linking education and labour market has been given to **sectoral commissions**, whose tasks range from analyzing the state of and trends in the labour market, identify new qualifications needs, and based on these analyses, propose qualifications or upgrading the existing ones in the sector. The employers participate, in a direct or an indirect way, in the design of occupational standards, qualification standards and educational programme. The most important direct contribution by employers to the VET system can be seen in realization of practical training and professional practice in their companies, what should be improved. The employers are also in the role of training providers, so that they can respond fast to labour market and their own needs, and numerous secondary vocational schools are accredited as adult education providers.

According to NDHR, **stereotypes and traditional value system** represent one of barriers to VET since young people/their parents rarely choose technical and vocational occupations - up to 70% of young people want to work in public sector, even if the salary is lower than in private sector. There are some additional traditional beliefs, and norms in Montenegro that may not always support human capital development: “We are responsible for ourselves and one should provide for himself/herself – is the standpoint of only 15.3%. On the contrary, far more Montenegrins (41.7%) expect the Government to be responsible for everybody. Very concerning is the data that almost half of the respondents (48.5%) believe that the fact that one works hard, does not necessarily mean he/she would succeed in life - as life success is rather a matter of luck and good connections”. KAP survey shows in addition that 61% of young people believe that it is of crucial importance that youth should listen/obey adults, and that important decisions should be made by adults (36% of young people, 44% total). Overall, all above mentioned represents serious constrain for development of youth autonomy, responsibility and initiative as prerequisites for their comprehensive development and active participation in public life.

According to primary data, continuous **career counseling** is one of the ways to overcome these barriers, i.e. the established belief that one should “*study so that he/she does not have to work*”. The importance of youth involvement in the process of career counseling since the beginning of formal education was emphasized, as well as the necessity of improving the skills and knowledge of professionals working in career counseling services and teachers. Atmosphere of “entrepre-

---

neurship pessimism” and “fear of the economy,” is the result of low level of trust in the results of work and endeavors, lack of self-confidence, ambition, and a willingness to take responsibility and manage risk. One of the ways to overcome this situation would be to create opportunities for young people to “test” work experience in all sectors (public, private and civil sector) during or immediately after the end of formal education, as well as the development of life skills through NFE that would enhance self-confidence, develop competence and ability of risk management of both young people and their parents.

Following areas where Montenegro is facing challenges and obstacles for the successful development of **entrepreneurial learning** have been marked: lack of understanding of the concept of entrepreneurial learning, prejudice about entrepreneurial learning, lack of information and promotion of entrepreneurial learning, insufficient capacity of potential partners at national and local level for the implementation of entrepreneurial learning, lack of systematic and coherent approach to the implementation of activities - a large number of activities are of ad hoc nature and initiated by foreign donors, sustainability of initiatives supported by donors is poor, and they usually stop at the end of the project activities, lack of support (financial and advisory) to the educational and training institutions, insufficient cooperation of business sector and educational institutions, lack of teaching materials (manuals, textbooks, etc.), a few teachers use modern forms and methods of teaching, small number of students has opportunity to participate in entrepreneurial activities/projects, methods of counseling and career guidance in schools and colleges are outdated, training and development of entrepreneurial attitudes, skills and knowledge is limited to the category of unemployed persons registered with the employment service, no systematic monitoring of training needs of small businesses, as well as monitoring of the implementation and evaluation of entrepreneurial learning<sup>35</sup>.

Regarding development of **opportunities for youth entrepreneurship**, it was pointed out that the existing institutional and human capacities are good, while the main challenge lies in a lack of funds, which reduces the viability of existing projects. EU funding is used for improving the situation, but it is necessary to stimulate innovation and projects in the economy, develop inter-agency cooperation, and improve skills and knowledge of young people to create quality business plans. An example of good practice in regional and inter-municipal co-operation is IPA project run by Regional development Agency Bjelasica, Komovi, Prokletije, which involved development of a network of young entrepreneurs, trainings in entrepreneurship for teachers and young people, improving the conditions for learning by doing, supporting innovation and initiatives, and raising their self-esteem: “*many students who are not graduates expressed their interest and desire to deal with entrepreneurship after the training, great support was provided by the teachers involved in the trainings, schools received equipment and the project activities received good media support.*” However, the main challenges faced in the implementation of the project are the lowered criteria for selection of participants in the project – small number of young people with a solid business idea; as well as lack of institutional support and sustainability of the network of young entrepreneurs. It was also mentioned that cooperation and responsiveness of local government and regional business centers though the course of the project was low.

---

35 Strategy of Longlife Entrepreneurial Learning 2008 – 2013, (p. 17)

---

**Other challenges** in this area were: improvement of outreach – including more young people into existing measures and opportunities; improving the quality of supply and demand stimulated through subsidies and increased collaboration with business sector. It is highlighted that administrative barriers for starting a business are too great an obstacle for young people / future entrepreneurs; young people are poorly informed the possibilities, and often discouraged by existing system obstacles. This brings to poor utilization of existing support measures. An example of the Investment Development Fund (IDF) shows that the credit line “youth in business” supporting the realization of business ideas of young people, has been utilized by only 5 projects in 2 years, due to lack of quality applications, high-set criteria, and existing systemic barriers that affect the high level of costs that young people should participate with (50%), which are generally unreachable by young people.

Because of that, it is necessary to discuss the existing barriers as well as find solutions for their elimination; promote creativity and innovation in business initiatives among young people; popularize municipal and regional business centers in order to improve the knowledge of young people in the business plan development; support the development of business incubators for young people so that they can learn through concrete experience. It is recommended that the infrastructure for these initiatives should be provided through already existing institutional capacities and resources, because funds are limited. Also, a major obstacle is the lack of understanding of the real needs of people in the field, so it would be useful if teams of experts would help young people in developing business plans directly on the site, in their own reality.

Finally, it is important to emphasize that the **contribution of NGOs** in this area was significant, particularly through participation in the implementation of the National Strategy for Employment and Human Resources Development (2012-2015) by raising the awareness of young people about the importance of non-formal education and lifelong learning in the development of their capacities; Strategy for the development of vocational education and training (2010-2014) through implementation of accredited programs for teachers in order to emphasize the importance of skills, values and knowledge in building competitiveness in the labor market; and Strategy for improving the position of RAE population in Montenegro (2008-2012). NGO sector could further contribute to the development of the capacity of educational institutions and services, promotion and recognition of non-formal education and lifelong learning, empowering children and young people of different target groups through programs of prevention and education, informing and encouraging activism and guidance to self organization and positive action in communities as well as through capacity building of profit organizations and encouragement of social responsibility.

**At the local level in northern region of Montenegro** primary data show that youth employment is usually realized in the areas of agriculture and tourism, but there are potentials in forestry and timber industry as well. However, almost all the municipalities have underlined the insufficient use of existing resources (infrastructure, above all, old schools buildings, factories, dormitories, etc.), and lack of inter-sectoral cooperation (NGOs, business and public administration) in utilizing these resources in order to create job opportunities for youth - to develop youth tourism, regional youth center, youth camps.

---

There are also resources for agricultural development and inclusion of young people in the North, in particular through the development of greenhouses for growing flowers, organic food production, organic tourism. The potential for youth employment in this field is great because there is a lot of highly educated young people in the field of horticulture, and it is possible to promote volunteerism through organic farms and youth tourism. The role of non-formal education in improving the skills through “motivational workshops” would be particularly important for young people in the countryside, who generally perceive their place of living as more of a necessity than choice, while waiting for the opportunity to leave. They are not developing their skills, and have limitations in using ICT.

**An example of good practice** in the development of youth entrepreneurship, as well as cooperation and support of local government through the infrastructural support for young farmers clubs is a project of FAO, with one component being “young farmers clubs” development. The solution to overcome youth unemployment can be seen in the development of organic farming, rural tourism and branding local products to increase the capacity of young farmers and their self-esteem. Still, serious challenge that will remain after the project ends in July 2013 is the sustainability of the initiative. Therefore, it would be good to examine possibilities to continue support to the clubs network, consider the possibility of organizing various NFE program for young farmers, training for tourist guides and foreign languages (especially English), provide capacity building in the areas of eco tourism, manufacturing and marketing of organic food products, build their self-confidence, mobility, and use of IT. It was pointed out that it would be useful to start a campaign to sensitize the authorities to support youth entrepreneurship, increase the awareness of young people, and to emphasize the impact of barriers to business to motivate young people to entrepreneurship. It was pointed out that it is necessary to promote innovation in manufacturing, as young people are producing while decisions are taken by adults.

One of highlighted problems is also the **system of values** and the fact that young people want quick and immediate solutions, they leave their communities immediately after the internship, when they still do not have enough professional expertise: “The region/municipality should be promoted as a center of tourism, it is not enough regionally recognized and valued, young people are not enough informed, trained and qualified to get involved into community development, and they prefer to go to the capital and work for small salaries”. It was stated that Joint UN Youth Empowerment Programme could help increase the visibility of these resources and linking the relevant subjects in their implementation; as well as support young people to gain training in tourist guiding, business plans writing, or through mini-grants.

Finally, especially important strategy in this respect is **Strategy for the development of vocational education in the north of the country**, with a vision to develop vocational education based on knowledge, skills and competences of students, harmonized with the requirements of the labour market, ready to respond to changes and to initiate them: “The basic characteristic of the development strategy is the formation of the dominant cluster of services, comprised of tourism, agriculture, forestry, services, transport and communications, largely, conditioned by the existence of natural resources”. Mission of this specific strategy is to establish the vocational

education system in north Montenegro, which will, through mutual cooperation of the schools, local governments and social partners produce competent professional staff ready to respond to the requirements of the market and to support the development of the municipalities in the direction enabled by their natural and economic potentials.

## Gap identification and possible interventions

**Table 2:** Gaps identified and interventions recommended regarding cross cutting issues

Gaps identified	Interventions recommended
<b>Cross cutting issues</b>	
<b>Information</b>	
Lack of information, knowledge and awareness about the importance of youth participation among relevant ministries and local governments (north)	Advocate for recognition of youth participation; organize roundtables and regional meetings of relevant stakeholders in the northern region
Relevant stakeholders (national and local) insufficiently informed about Law on Youth, as well as of mechanisms for involvement in the public consultations	Emphasize and promote importance of Law on Youth, and encourage a participatory approach
Lack of inter-sectoral cooperation and poor utilization of existing resources for the improvement of youth information	Promote youth information through existing portals and web sites; improve cooperation between local youth offices and local CIPS, as potential sites for youth info centers (in the northern region)
<b>Evidence based approach to youth policy</b>	
Evidence-based approach to youth policy is not sufficiently promoted among decision-makers and experts at the national and local level (north)	Emphasize the importance of evidence-based and cross-disciplinary approach to research regarding youth; as well as the fact that research area of youth policy needs additional development, systemic and systematic approach
Insufficient quality and continuous reporting and monitoring of NYAP implementation: -insufficient capacity of national and local structures for monitoring; - quality assurance(youth policy indicators need further improvement)	Pomote urgent need for the evaluation of NYAP; promote importance of establishment of expert body for monitoring the implementation of NYAP, defining the mechanisms and instruments for its implementation, and coordination of reporting;  Initiate capacity building activities for relevant stakeholders in areas of monitoring and evaluation, and development of youth indicators and benchmarks in line with EU Agenda 2020

Non formal education	
Insufficient opportunities for cross-sectoral promotion and implementation of NFE in both policy domains, especially at the local level in the northern region	Emphasize the complementary role and importance of NFE in assisting to youth to get through transition between education and labour market, particularly at the local level in the northern region
Lack of life skills discourages young people to take active part in social life at the local level (north)	Work on promoting partnerships between NGOs and local youth offices in order to develop programs and projects on life skills; especially in areas relevant for youth in the northern region (tourism, foreign languages, IT, business plan development, etc.)
Insufficient support to youth creativity, amateurism, and mobility	Promote significance of NFE and cross sectoral co-operation in developing opportunities for youth amateurism, culture, and mobility
Financing	
Insufficient funding for implementation of youth strategies at national and local level (north)	Lobby for increased budgetary allocation, and creation of a separate budget line for youth policy in both levels; and for the prioritization of youth policy sector at the national level in the centralized call funding for projects
Existing resources not fully utilized for improving financing of youth policy, particularly in the area of support to young entrepreneurs	Improve awareness of existing funds, advocate for improving the skills of business plans development for young people and utilization of existing funds; initiate the formation of the Youth Fund at the national level

**Table 3:** Gaps identified and interventions recommended regarding youth participation

Gaps identified	Interventions recommended
Youth participation	
Policy gaps	
Lack of awareness of the place and importance of youth policy at the public policy agenda (national and local) - youth is not a priority	Emphasize the need to prioritize youth policy and coordinated approach to its development and implementation, as well as possible long-term consequences of neglect
Lack of current national youth strategy - NYAP expired in 2011	Emphasize the urgency of creating conditions for a new strategic framework, aligned with EU Acquis.
LYAPs in the northern region not developed or developed but not being implementing	Promote the importance of LYAPs development, capacity building for implementation of existing ones, and building partnerships among local youth offices and NGOs (north)
Legal gaps	
The absence of a legal framework on youth policy and youth	Increase the visibility of the process of making Law on Youth at all levels and sensitize the government about the Law
Underdeveloped mechanisms for consultation on Law on Youth	Advocate for the development of mechanisms for consultations on Law on Youth (targeting youth, youth organizations' and local governments in the northern region); before submission to the Government, give draft Law for consultation to the local governments in the northern region; inform and motivate interested parties to engage in public debate
Institutional gaps	
Insufficient human resources for the implementation of youth policy at national and local level (north)	Point out the necessity of improving skills and increasing the number of officers engaged in the implementation of youth policy
Inadequate inter-agency cooperation: Lack of information and involvement of line ministries in the implementation of youth policy at the national level	Point out the necessity of improving the exchange of information, coordination and definition of responsibilities between ministries; advocate appointing competent contact persons in the ministries, as well as ensuring the sustainability and improvement of the horizontal and vertical networking. Lobby for establishment of National Youth Steering Committee, based on co-management principle.

Insufficient promotion and support to the national youth umbrella organization – national youth council (NYC) - Montenegro Youth Forum	Promote the importance and role of the body, youth representation and participation in decision-making - promoting the body as a partner in dialogue with relevant ministries and government
Lack of institutional support for the creation and implementation of local youth policy in municipalities in the northern region - undeveloped and non-standardized structures for youth participation in decision making process at the local level	Advocate and promote the importance of youth policy at the local level, cross-sectoral partnerships and regional cooperation, and strengthening the capacity of the existing structures
Lack of information and support to informal and organized association of young people at national and local level (north)	Promote the clause of the NGO Law relating to the participation of young citizens in public life at local level (young people from the age of 14 may establish an association - enabling pupils can formalize their participatory initiatives at local and national levels); foster inter sectorial discussion and dialogue
Lack of Montenegrin presence and representation at events within the EU youth policy cooperation framework (conferences, OMC, Structured dialogue)	Advocate improving the representativeness of Montenegrin delegations at international meetings including representatives of the MoE; especially popularize, develop opportunities for Structured Dialogue
A lack of structure necessary to implement the new program cycle of Erasmus for All programme	Advocate the need to establish relevant structures for the management of the decentralized parts of the Erasmus for All Programme as well as for the monitoring and control of their implementation

**Table 4:** Gaps identified and interventions recommended regarding youth employment

Gaps identified	Interventions recommended
<b>Youth employment</b>	
<b>Policy gaps</b>	
Existing strategies and measures insufficiently tailored for youth population - lack of research specific to the youth population / inadequate information services	Initiate an interdepartmental discussion on the importance of evidence based approach (the precise way of predicting labor market needs and its continual supply with missing skills for labor force have to be put in place); adapt innovative ways of informing young people about the current strategies (ICT, social network, ect.)
Insufficiently emphasized the importance and visibility of transitional policies - harmonization of existing support measures for youth employment with the EU Youth Guarantee	Initiate discussion / research on the subject of compliance and capacity building in this area; create opportunities for "testing" of employment experience in different sectors; develop institution of mentoring and inter-generational cooperation
Limited opportunities for youth to gain practical knowledge during and after formal education: insufficient opportunities for internships and apprenticeships	Promote sustainable programs for the acquisition of professional practice (through examples of good practice from the region and the EU, promote the importance of "dual education"
Measures and interventions aimed to promote sharing of responsibilities between partners in order to facilitate reconciliation between professional and private life for both young women and young men (in line with EU Youth Strategy) are not yet created	Support DYS/MoE in planning and taking concrete measures in this field, and consider this area in the process of creating new National Youth Policy document
Insufficiently integrated and transparent information on the procedures for starting a business including existing barriers; life skills essential to entrepreneurship underdeveloped among both young people and parents	Improve the information and dialogue between relevant stakeholders (public institutions, parents, youth and business sector) about the importance of entrepreneurship, existing procedures and barriers; Through the campaign promote programs for the development of life and entrepreneurial skills among young people and parents based on NFE

Legal gaps	
The gap between the dynamics of adoption laws in order to harmonize with the EU, formerly premature and not in accordance with the real situation on the ground	Intervene by the bylaws when necessary; include and inform the public
Not clearly defined the difference between the status of interns and employees - makes professional practice difficult and creates unrealistic expectations	Necessary amendments to the Labour Law, which should emphasize diversity between internship and employment
Inadequately implemented measures of The Law on the National Qualifications Framework and and Law on National Vocational Qualifications	Promote "learning by doing", and advocate changes to the mentioned law
Institutional gaps	
Lack of inter-agency and inter-sectoral cooperation and coordination between the national and local level in the northern region	Promote dialogue and cooperation among departments, and the public administration, education, and economy, with focus on the northern region
Low capacity to create high-quality business plans and low youth turnout	Promote youth entrepreneurship and capacity building for creating of a business plans, test new ideas for youth in business, promote innovation, promote existing funding opportunities; Consider possibility of support to youth start-ups through mini grants or co-financing
The sustainability of existing projects for the promotion of entrepreneurial learning and entrepreneurship threatened	Consider the possibilities for co-financing and ensuring the sustainability of the network of young entrepreneurs and their mentors through networking and collaboration with relevant institutions; support initiatives for peer motivation and peer education
Lack of institutional support for start – up among youth	Since September 2013 the Directorate for SMEs plans to support the implementation of the program for start-ups, particularly focused on women and young people - consider cooperation by supporting the "pilot" projects for youth

## Conclusion

Although comprehensive policy framework has been developed at the EU level and the UN context, it is important to note that the area of **youth policy** is very diverse and primarily a responsibility of the respective EU/UN member states. Gap analysis of policy, legal and institutional framework of youth participation and youth employment in Montenegro shows that high level of harmonization has been achieved with the EU Acquis and The EU Youth Strategy in both policy domains, as well as in youth policy in general. Significant efforts of the public institutions and nongovernmental sector have been made, and strategic and legal frameworks developed, in accordance with main values and principals of the UN.

Still, there are certain policy/legal/institutional gaps to be faced and addressed. Regarding **youth policy in general**, and **youth participation** in particular, it is notable that structures, mechanisms and capacities for EU youth policy measures implementation need to be further developed. *Main challenges* refer to a lack of political commitment and recognition of youth policy on public policy agenda (youth not recognized as priority); a lack of institutional knowledge about youth participation; low national youth policy coordination capacities; poor interministerial cooperation; a lacks of institutional support to National youth umbrella organization (Montenegrin youth forum); scarce mechanisms for supporting non-formal youth initiatives and youth organizations; a lack of knowledge on youth - evidence based youth policy not developed; and not sustainable funding of national/local youth policy. In the northern region, capacities of local self-governments for development and implementation of youth policy are low, and youth participation mechanisms are not standardized.

Further **areas of improvement** therefore need to be focused on development and implementation of national/local strategic documents, capacity building and better coordination/management of implementation, strengthening horizontal and vertical networking and partnerships; building national and local structures and mechanisms to promote youth participation, especially support to the national representative umbrella organization - the National Youth Council (NYC), is essential in improving the representation of young people in the public policy arena, and their participation in decision-making process that concern them. It is necessary to enhance the visibility of youth policy at the public policy arena in Montenegro and prioritize it at the highest level. Development and promotion of international cooperation and involvement in structured dialogue and OMC needs also further commitment at the highest level. Apart from this, development of quality assurance (especially indicators), as well as promotion of evidence based approach to policy making and participatory methodologies is necessary, in accordance with The EU Youth Strategy, and in context of new policy cycle. Creation of the Law on Youth as well as the development of a new strategic framework for youth are the main current challenges in the process of harmonization of youth policy in Montenegro with the EU Acquis. Overall, young people want to get more involved in all policy areas relevant for youth, and they believe that they can contribute in all policy domains. Still, forms of information and participation of young people in Montenegro are untraditional (internet and street protests), while low level of trust and lack of opportunities to "practice democracy" is evident. Therefore, meaningful and effective participation – not tokenism - should be fostered, and opportunities offered to youth

---

in order to gain positive experiences of change and transformation both individual and social.

In line with the European White paper on Youth, prioritized areas like *participation, information, volunteering, and greater understanding of youth* need further development. According to the EU Youth Strategy, it can be concluded that both approaches: **investing in youth** (“putting in place greater resources to develop policy areas that affect young people in their daily life and improve their well-being”), and **empowering youth** (“promoting the potential of young people for the renewal of society and to contribute to EU values and goals”), need further promotion and development. Greater cooperation between youth policies and relevant policy areas, and promotion of the **social and professional integration of young people** as an essential component to reach the objectives of Europe’s Lisbon strategy are to be fostered.

Considering a general long term trend of the *increase of risks and opportunities and a widening gap between the two*, it is important to stress that the risks are manifested in low youth participation, and social inclusion, as well as in high youth unemployment in the northern region, increasing number of young people in casual and low paid work. At the same time economies are running short of skilled labour and opening up better labour market prospects for young people. The shortage of labour also increases immigration which means that a greater cultural and ethnic diversity will characterize Montenegrin but also the European young labour force generation. In area of **youth employment**, widely developed strategic and legal framework in Montenegro emphasize the importance of faster and more flexible responses to the changes in labour market and faster prediction of those changes; enhancing learning at the workplace; increase of graduation rate and employment after qualification obtaining; improvement of innovations, regional development and entrepreneurship; assuring competences as part of quality strategies; developing different types of adult training; strengthening partnership between adult training and labour market; enhancing and improving competences during career.

Still, **in practice**, existing policies and laws are not adapted to specific youth situation; employment and youth policy sectors are not jointly planning, implementing nor monitoring youth employment measures and situation; there is a lack of integrated supporting youth services and specific transitional policies; there is also a lack of support measures to youth business start-ups while existing opportunities are not promoted in a youth friendly way; youth entrepreneurship skills, risk taking attitude, and soft-life skills, need further improvement. The focus on sustainable development when supporting youth entrepreneurial projects needs also further support. An all-inclusive perspective on policies providing opportunities for all young people to become the new qualified, flexible, and mobile workforce in Montenegrin economy should be strengthened. The need for policies to prevent long-term unemployment based on individual counseling, improved education and training systems, reducing the number of young people who leave education and training systems prematurely, and making instruction in the new technologies universally available is evident.

In line with the EU Youth Pact, it can be concluded that development of measures related to prioritized areas of *employment, integration and social advancement; education, training and mo-*

---

*bility; and reconciliation of family life and working life* need further attention. Furthermore, importance of maintaining a close dialogue and consult young people needs to be highlighted through “*Structured dialogue*” with young people, their organizations, youth practitioners (youth workers), decision makers, and youth researchers.

Main **legal gaps** are reflected in absence of Law on Youth, as well as inadequate implementation of legislation in the field of employment, particularly those related to the development and promotion of “dual education” in order to connect the education system and the economy as well as to promote “learning by doing”. It is necessary to create a framework for reducing business barriers for young entrepreneurs and create systemic conditions to support young people in the economy, especially in the northern region in areas of tourism and agriculture.

Finally, it is important to mention burning cross cutting issues, such as **youth information** which suffers from a lack of recognition, institutional support and structure; **non-formal education and youth work which are** not regulated, supported or given a quality framework.

Overcoming the above challenges is important because of the need for more efficient and more effective policy responses to raising/rapidly changing youth needs, through both better management and coordination of existing recourses, and development of new innovative approaches. The promotion of youth participation, youth employment and entrepreneurship should be realized through a variety of national strategies, specific measures and concrete initiatives which reflected both the common objectives set up in the EU Youth Strategy and the national traditions and current visions of national policy actors, including young people themselves. Transformation of traditional and systemic barriers for youth autonomy into developmental opportunities for young people in the northern region and other parts of Montenegro is another challenge to be faced in striving to provide full socio-economic integration of youth. Strong political commitment in this regard entails not only investing in youth, by putting in place greater resources to develop policy areas that affect young people in their daily lives and improve their well being, but also empowering youth by promoting their autonomy and the potential of young people to contribute to a sustainable development of society and to both Montenegrin and European values and goals. The youth policy, therefore, should not be merely the sum of actions taken by the different sectors towards young people, but rather a conscious and structured cross-sectoral policy of the youth field to co-operate with other sectors and co-ordinate services for youth – involving young people themselves in the process, while striving to turn governments’ strong commitment to integrated youth policies from rhetoric to reality.

## References

---

1. Belgian EU Presidency-Youth Note (2011), *The European and International Policy Agendas on Children, Youth and Children's Rights*.
2. Belgian EU Presidency (2010), *A contribution to youth work and youth policy in Europe*, Youth Report 1/7/2010 – 31/12/2010.
3. BSC (2010), *Youth entrepreneurship in Montenegro- Status and possibilities for development*, Bar.
4. Centre for Entrepreneurship and Economic Development (2013), *Youth Unemployment in Montenegro*, CEED CONSULTING.
5. Chisholm, L. and Kovacheva, S. (2002), *Exploring the European youth mosaic*, Strasbourg, Council of Europe publishing.
6. Commission of the European Communities (2009), *Communication from the Commission to the European Parliament, The Council, the European Economic and Social Committee and the Committee of the Regions, Renewed social agenda: Opportunities, access and solidarity in 21st century Europe*, Brussels.
7. Commission of the European Communities (2009), *Communication from the Commission to the European Parliament, The Council, the European Economic and Social Committee and the Committee of the Regions, An EU Strategy for Youth – Investing and Empowering , A renewed open method of coordination to address youth challenges and opportunities*, Brussels.
8. Committee of Ministers Resolution (98) 6. Council of Europe Parliamentary Assembly Recommendation 1437 (2000) 1. *The European Commission White Paper on Youth Policy A new impetus for European Youth*, Brussels.
9. Council of Europe (1993), *The development of an integrated approach to youth policy*, Strasbourg, Council of Europe.
10. Council of European Union (2005): *European Youth Pact*, 6609/1/05 REV 1, Brussels.
11. Council of Europe, *Resolution CM/Res (2008)23 on the youth policy of the Council of Europe*, adopted by the Committee of Ministers on 25 November 2008.
12. Council of European Union (2009), *Council Resolution of 27 November 2009 on a renewed framework for European cooperation in the youth field (2010-2018)*.
13. Denstad, F.Y. (2009), *Youth Policy Manual How to develop a national youth strategy*, Council of Europe Publishing, Strasbourg.
14. Denstad, F.Y. (2007), *Developing a National Youth Action Plan in Montenegro 2004-2006*, Forum Syd Balkans, Podgorica.
15. Directorate of Youth and Sport European Youth Centre, Council of Europe, (2008) *HAVE YOUR SAY! Manual on the revised European Charter on the Participation of Young People in Local and Regional Life*, Strasbourg, Council of Europe Publishing.
16. Siurala, L. (2009), *A European framework for youth Policy*, Directorate of Youth and Sport, Strasbourg, Council of Europe Publishing.
17. Directorate for Youth and Sports (2012), *Montenegro National report: First cooperation cycle of the EU Youth Strategy 2010-2012*, The report is created in the framework of evaluation of first 3-year cycle of EU Youth strategy, Podgorica.
18. Directorate for Youth and sports (2012), *Analysis of youth policy and legal framework - EU experiences, WESTERN BALKANS AND MONTENEGRO - Working material for the working group for drafting the Law on Youth in Montenegro*, the Youth Council of MONTENEGRO, author: S. Petkovic, Podgorica.
19. Directorate for Small and medium Enterprises (2008), *Strategy of Life-long Entrepreneurial Learning, Cards 3 Project, Reform of the Labour Market and Labour Force Development*, Podgorica.
20. Directorate for Development of Small and Medium Enterprises (2012), *Report on implementation of the action plan for the 2012th Development Strategy of SME 2011-2015*, Podgorica.
21. Doorley, J. (2006), *Synthesis report on the work of the Council of Europe's Directorate of Youth and Sport in the field of youth participation and democratic citizenship between 2003 and 2005 and analysis of current trends in youth participation and recommendations for future action*, Strasbourg, CDEJ.

22. Employment Agency of Montenegro (2012), *Annual Report*, Podgorica.
23. EUROPEAN COMMISSION (2013), *Screening Report Montenegro, Chapter 26 – Education and Culture, WP EN-LARGEMENT + COUNTRIES NEGOTIATING ACCESSION TO EU*, MD 4/13.
24. Ferrer-Fons, M. (2013), *COMPARATIVE REVIEW OF NATIONAL REPORTS SUBMITTED BY MEMBER STATES IN THE FIELD OF ACTION "YOUTH PARTICIPATION"*, Brussels.
25. International Organization for Migrations (2011), Mission in Montenegro, *Challenges of youth participation in Montenegro, Revised report*, author: S. Petkovic, Podgorica.
26. Jans, M. and De Backer, K. (2002), *Youth and social participation. Elements for a practical theory*, Flemish Youth Council JePi!, Brussels.
27. Kovacheva, S. (2013), *COMPARATIVE REVIEW OF NATIONAL REPORTS SUBMITTED BY MEMBER STATES IN THE FIELD OF ACTION "YOUTH EMPLOYMENT AND ENTREPRENEURSHIP"*, Brussels.
28. Kovacheva, S. (2001), *Keys to Youth Participation in Eastern Europe*, Strasbourg, Council of Europe Publishing.
29. Ministry of Education and Science (2009), *Vocational Training Development Strategy in Montenegro (2010-2014)*, Podgorica.
30. Ministry of Education and Science (2010), *Action plan for Implementation of the Vocational Training Development Strategy in Montenegro (2010-2011.)*, Podgorica.
31. Ministry of Education in cooperation with Centre for Vocational Education, Chamber of Economy of Montenegro, Union of Employers of Montenegro, Employment Agency of Montenegro and Montenegrin Bureau for Statistics – Monstat (2012), *Report on the Torino process for Montenegro (Review of vocational education and training)*, Podgorica.
32. Ministry of Health, Labour and Social Welfare (2008), *National Employment and Human Resources Development Strategy 2007-2011*, Podgorica.
33. Ministry of Labour and Social Welfare (2009), *National Employment Action Plan 2010-2011*, Podgorica.
34. Ministry of Health, Labour and Social Welfare (2008), *Human Resources Development - Montenegro 2017, Cards 3 Project, Reform of the Labour Market and Labour Force Development*, Podgorica.
35. Ministry of Tourism and Environment (2007), *Human Resources Development Strategy in Tourism Sector in Montenegro*, Podgorica.
36. Opinion of the European Economic and Social Committee on the 'Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: *Youth on the Move — An initiative to unleash the potential of young people to achieve smart, sustainable and inclusive growth in the European Union*', COM (2010) 477 final, (2011/C 132/10).
37. Parliament of Montenegro (2010), *The Law on National Qualification Framework*, Podgorica.
38. Parliament of Montenegro (2008), *The Law on National Vocational Qualifications*, Podgorica.
39. Parliamentary Assembly EUROPEAN COMMISSION (2011), *COMMISSION STAFF WORKING DOCUMENT, On EU indicators in the field of youth*, Brussels.
40. Punch, K.F. (2000), *Introduction to social research*, Cambridge, Polity Press.
41. The secretariat - Directorate of Youth and Sport (2002), 6th Youth Minister Conference in Thessaloniki, Final Declaration.
42. The secretariat - Directorate of Youth and Sport (2008), Consultant: Dr. Titley, G., *8th Council of Europe Conference of Ministers responsible for Youth Kyiv, Ukraine 10-11 October 2008 The future of the Council of Europe youth policy: AGENDA 2020*, Background document.
43. The United Nations Youth Agenda, Empowering youth for development and peace at: [www.un.org/esa/socdev/unyin/agenda.htm](http://www.un.org/esa/socdev/unyin/agenda.htm);
44. The UNITED NATIONS | DEPARTMENT OF ECONOMIC AND SOCIAL AFFAIRS | UNWorldYouthReport.org, *YOUTH EMPLOYMENT: YOUTH PERSPECTIVES ON THE PURSUIT OF DECENT WORK IN CHANGING TIMES*.
45. The United Nations System-wide Action Plan on Youth, Background document.

46. UNDP, National Human Development Report (2013): *People are the real wealth of the country. How rich is Montenegro?*, Podgorica.
47. Williamson, H. (2002), *Supporting young people in Europe: principles, policy and practice. The Council of Europe international reviews of national youth policy 1997- 2001 – a synthesis report*, Council of Europe, Strasbourg, Council of Europe Publishing.
48. Williamson, H. (2008), *Supporting young people in Europe Volume 2, Lessons from the 'second seven' Council of Europe international reviews of national youth policy*, Council of Europe, Strasbourg, Council of Europe Publishing.

Web sources:

[www.coe.int/youth](http://www.coe.int/youth), <http://europa.eu/youth>, <http://youth-partnership-eu.coe.int>, [www.youthpolicy.org](http://www.youthpolicy.org)

## Impressum

---

### Author

Sladjana Petkovic

*Annex I of this document prepared by Nicole Cargill.*

### Publisher

UN System in Montenegro

### Graphic design

Ana Crnic

*UN System in Montenegro expresses its gratitude to all institutions, organizations and individuals who participated in the preparation of the analysis.*

*This is an independent analysis commissioned by the UN System in Montenegro. The views expressed in this paper are those of the author and do not necessarily represent the views of UN.*

