



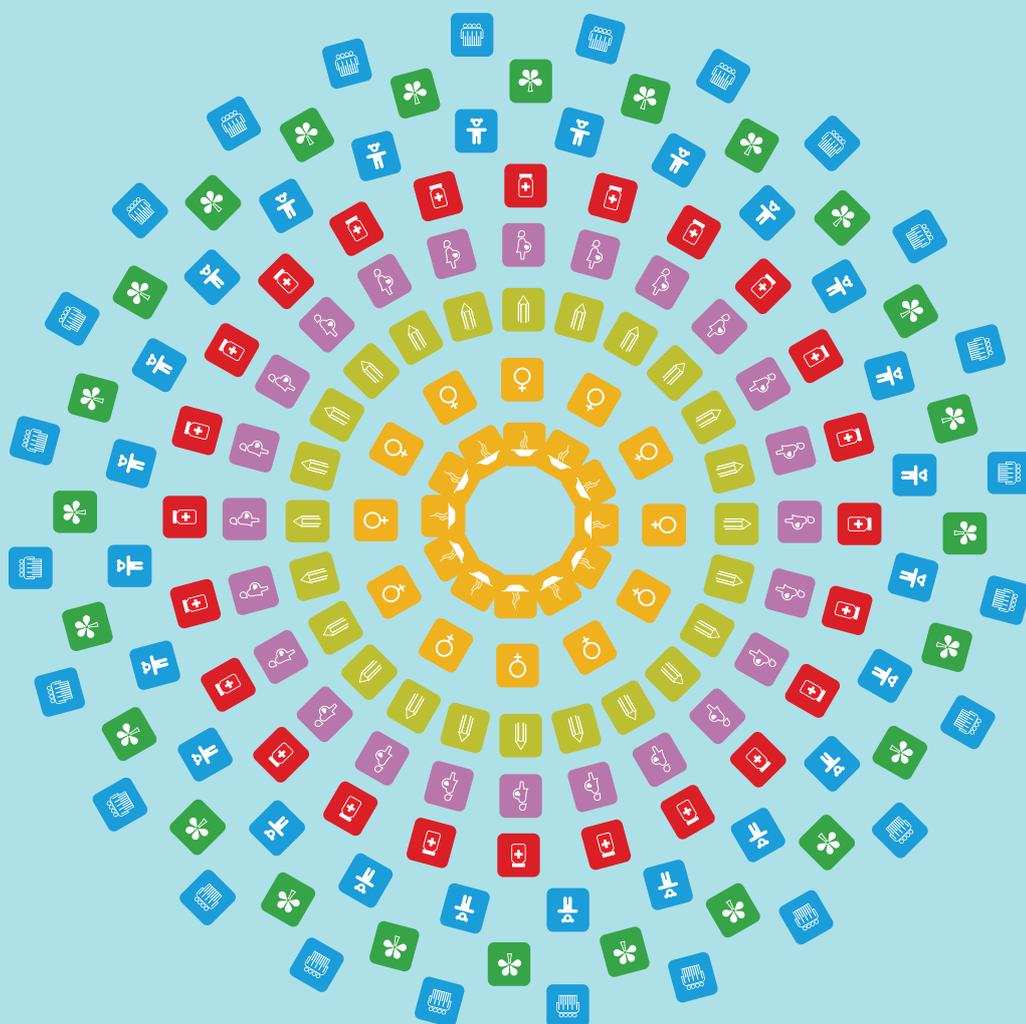
Government of Montenegro



Montenegro



# MEDIUM-TERM REPORT ON MILLENNIUM DEVELOPMENT GOALS IN MONTENEGRO



9 789940 930707



**MEDIUM-TERM REPORT  
ON MILLENNIUM  
DEVELOPMENT GOALS  
IN MONTENEGRO**



## *Introductory notes from the Ministry of Foreign Affairs of Montenegro*

*Since the restoration of independency in 2006 and achieved full membership in the United Nations, the multilateralism has been seen as one of the high priorities in the foreign policy. In parallel, the multilateralism is being achieved in its widest sense through a full compatibility with Euro-Atlantic and regional component of Montenegrin foreign policy, by strengthening values on which the contemporary international relations are based.*

*As a young state, Montenegro is committed to reforms and reinforcement of the rule of law. A significant guideline in the process of formulating the Government's activities in that area – particularly in the areas such as sustainable development, environmental protection, human rights protection, protection of vulnerable groups and fight against poverty – is enshrined in the Millennium Declaration signed in 2000 and priorities included in it, i.e. Millennium Development Goals. Since that time, Montenegro has been fully committed to their full implementation and it falls into a group of countries moving with a realistic optimism towards 2015 and achievement of determined goals.*

*The Medium-term Report on Millennium Development Goals gives a crosscut of situation in Montenegro in eight areas, compared to 2008, a halfway point along the “millennium route”, and presents a signpost for further comprehensive actions. Furthermore, an elaborate on the impact of economic crisis in certain areas and clear projections of further progress in specific sectors, in line with current and planned activities of the Government, have also been included.*

*The Millennium Development Goals are part of the Montenegrin national development strategy. The Government of Montenegro is cooperating and is ready to continue working with all the relevant UN institutions, and in particular agencies operating in Montenegro, thus contributing to the development of “Delivering as One” concept, but is also cooperating with NGO sector and all the other partners, activities of which may provide a significant contribution to a successful implementation of set tasks. Experience of other countries, especially our regional partners, and cooperation with them is an important part of our strategy.*

*Even in the upcoming period, a primary responsibility of the United Nations state members will be to undertake measures, through governmental programmes aligned with Millennium Development Goals, which will contribute to reinforcement of general social security, elimination of poverty and mitigation of its most severe consequences. In Montenegro, the focus will be on remediation of regional development disparities and improvement of status of specific population categories, which still remains to be inadequate, in spite of economic growth achieved in the past period and decrease in the poverty rate. In such context, the Report gives a realistic foundation for creation of good public policies aimed at successful implementation of the Millennium Development Goals in Montenegro.*

*We are confident that the implementation of the Integrated UN Programme for Montenegro in the period ahead will bring a richer, more efficient and coherent cooperation so that the goals set forth in the Millennium Declaration could be achieved through joint efforts.*

Milan Rocen  
Minister of Foreign Affairs of Montenegro



## *Introductory notes from the UN Resident Coordinator in Montenegro*

*In September 2000, world leaders adopted the Millennium Declaration. The Declaration covers issues of peace, security and development, including the environment, protection of vulnerable groups, human rights and governance. The Declaration consolidates a set of interconnected development goals into a global agenda. These goals are designated as the “Millennium Development Goals” or “MDGs”:*

*This MDG Progress Report is a result of the joint work of the Government of Montenegro, civil society representatives and the UN system, who, through an extensive consultative and participatory process, developed a set of national targets and indicators, thus adjusting the global MDGs to Montenegro’s development agenda. By doing this, the MDG Report becomes not just a reporting tool, but also a development tool which could be used for strategy formulation and planning, both at the local and central levels.*

*The Report, in its analysis, goes beyond simple data processing of MDG targets and indicators, and undertakes a comprehensive analysis of root causes of poverty, regional disparities, educational gaps, political and economic empowerment of women and environmental concerns relevant to Montenegro. Particular attention was paid to vulnerable groups of society such as RAE, displaced, socially excluded groups, and children, although there are certain limitations in terms of the availability of statistics.*

*While it could be said that Montenegro is on a steady path to achieve most of the MDGs, the Report provides insight into those areas where additional efforts are needed both for the achievement of the MDGs with equity as well as EU standards – standards which the country will need to meet on its way to the European Union.*

*As we are only five years away from the globally agreed endpoint for achieving the MDGs in 2015, this Report provides recommendations on how best to utilize financial resources, human capital, knowledge and international cooperation in order to accelerate human development, social inclusion and MDG targets, both global and national.*

*In Montenegro, the UN system, by adopting a concept of Delivering as One, is increasing the coherence of its collective efforts through the implementation of the Integrated UN Programme to maximize the development impact of UN operations and respond effectively to national development priorities and support the achievement of MDGs and other internationally agreed goals.*

Alexander Avanesov  
UN Resident Coordinator to Montenegro





## TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY</b>	<b>9</b>
<b>A. MILLENNIUM DEVELOPMENT GOALS (MDG)</b>	<b>11</b>
Background to the Millennium Development Goals (MDG)	13
Processes adopted in the preparation of the Report	14
MDGs and their adaptation to the situation in Montenegro	15
<b>B. TRENDS, STATUS, TARGETS AND CHALLENGES</b>	<b>17</b>
GOAL 1 – Eradicate Relative Poverty and Other Dimensions of Poverty	19
GOAL 2 – Achieve Universal Primary Education	27
GOAL 3 – Promote Gender Equality and Empower Women	35
GOAL 4 – Reduce Child Mortality	42
GOAL 5 – Improve Maternal Health	47
GOAL 6 – Combat HIV/AIDS, Tuberculosis and Other Diseases	49
GOAL 7 – Ensure Environmental Sustainability	55
GOAL 8 – Develop a Global Partnership for Development	62
<b>C. CONCLUSION</b>	<b>65</b>
Recommendations for future activities	67





## EXECUTIVE SUMMARY

After the restoration of independence, at the referendum held on 21 May 2006, the Parliament of Montenegro adopted the Declaration of Independence on 3 June 2006 proclaiming Montenegro an independent and sovereign state, which assumed its international obligations. Montenegro is a civic, democratic, ecological state and a state of social justice based on the rule of law.

The framework of its internal legal order is set forth in Article 9 of the Constitution through the principle that ratified and published international treaties and universally accepted rules of international law are an integral part of the internal legal order, and have supremacy over national legislation and are directly applicable when they regulate relations differently from internal legislation.

As an upper-middle-income country that is multiethnic, geo-politically stable and on track to meet most of the Millennium Development Goals, Montenegro is in a strong position to create optimal conditions for human security and development. There has been impressive economic growth over the last three years (on average, 9% for 2006, 2007 and 2008), fuelled by direct foreign investment (accounting for some 25% of GDP), expansion of the service sector in tourism, construction, retailing, banking and telecommunications as well as structural reform processes in the areas of public finances, price and trade liberalization.

A long-term stable and competitive economy is the main guarantor of the development of a market economy based on the free exchange of property rights. Within this framework, the following strategic development priorities have been identified:

- Implementation of the principle of sustainable development through increasing economic freedoms and strengthening the role of the private sector;
- Strengthening the rule of law as a prerequisite for building modern institutions of parliamentary democracy and protecting fundamental human rights and freedoms;
- Improving living standards by delivering better public services through efficient and sustainable education, health and social care systems.

Disturbances in the global economic and financial system, at a time of an open and market-based economy, have also affected the trends in Montenegro, which, in 2009, caused a decline of 5.3% of GDP.

Although Montenegro is a relatively small country, there are significant differences in the development of its regions. While the coast and the area around the capital Podgorica are the most developed parts, the northern parts of the country are the poorest.

Although it can be said that, on average, there was a decline in poverty, there are still categories of the population whose position despite the economic growth remains a concern (RAE, persons with disabilities, single parents and other vulnerable groups) and for whose improvements additional efforts need to be made.

The most recent European Commission Progress Report (October 2009) points to significant progress in reforms and the development of Montenegro, but also to particular challenges aimed at achieving European standards and meeting the Copenhagen criteria and thus fulfilling the MDGs.

Reducing regional disparities and differences among certain categories has remained one

of the Government's priorities, and the process of the integration of Montenegro into the EU will provide particular opportunities for achieving this goal.

The European Commission's opinion on Montenegro's application for membership and the obtaining of candidate country status is expected by the end of 2010.

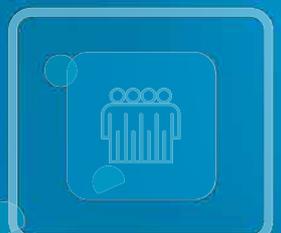
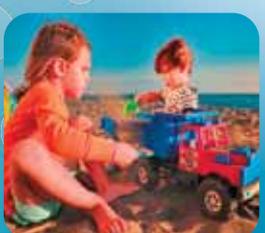
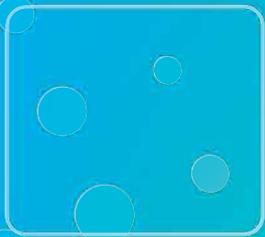
## **REPORT STRUCTURE**

The MDG Report in Montenegro is divided into three main sections.

Part A sets out the basic information about the MDG Report, describes the MDGs in the Montenegrin context and explains the process of drafting the Report

Part B presents the trends, status, targets and challenges facing each MDG Goal

Part C is devoted to the conclusions and recommendations for future activities



# A MILLENNIUM DEVELOPMENT GOALS (MDGs)





## BACKGROUND TO THE MILLENNIUM DEVELOPMENT GOALS

At the session of the UN General Assembly in 2000 (The Millennium Summit), the representatives of all United Nations member states agreed that it was necessary to take decisive steps in order to reduce and eradicate inequalities in human development worldwide and recognized *“their collective responsibility to uphold the principles of human dignity, equality and equity at the global level.”*

As a result of the Millennium Summit, a set of numerical and time-bound goals and targets was established, known as the Millennium Development Goals (MDGs) that identify key elements contributing to broad-based human development. These Goals are the blueprint of the United Nations system’s action, and all United Nations member states have committed themselves to the achievement of the development goals by 2015.

The agreed goals at the global level are as follows:

1.	Eradicate extreme poverty and hunger
2.	Achieve universal primary education
3.	Achieve gender equality and empowering women
4.	Reduce child mortality
5.	Improve maternal health
6.	Combat HIV/AIDS, malaria and other diseases
7.	Ensure ecological sustainability
8.	Develop a global partnership for development

Montenegro, as a UN member state, assumed all the responsibilities related to the MDGs, and in accordance with them, accepted the obligation to prepare a report that uses MDGs as a framework to define the current status of development.



The Millennium Development Goals Report that has been prepared during 2009 and 2010 describes the current situation in Montenegro. A part of these goals has already been achieved, while the majority of others are on the right track to being achieved by 2015. However, it is necessary to invest more considerable efforts to fully achieve certain goals. In addition, even in the areas where the formal targets within the MDGs have been achieved, the existing information related to the maintenance and improvement of those goals must be continuously monitored and verified.

The analysis of the development of progress, to a large extent, depends on the collection of timely and accurate statistical data that can be tracked over a certain period of time. With this in mind, during the preparation of the report, we mainly used the data of the Statistical Office of Montenegro (MONSTAT) in order to ensure continuity and comparability of the data in the future. In the narrative part, in addition to the MONSTAT data, we also used other data (from UN agencies and NGOs) in order to supplement the analysis on those aspects for which there are no official statistics.

## **PROCESS OF THE PREPARATION OF THE REPORT**

The development of a medium-term report on achieving MDGs in Montenegro was envisaged by the Country Programme Action Plan for the period 2007-2011 between the United Nations Development Programme (UNDP) and the Government of Montenegro. In May 2009, the Montenegrin Government passed the decisions on the development of the medium-term Report on the progress made in the implementation of the Millennium Development Goals and formation of an interministerial working group to work on its development.

The interministerial working group in charge of the development of the said Report was established in September 2009, and it was exclusively composed of representatives of the competent state authorities, the UN system in Montenegro, NGOs and expert institutions. Five thematic working groups were established to work on eight Millennium Development Goals and each group was assigned a coordinator to manage its work and prepare draft reports for individual goals. The Ministry of Foreign Affairs and the UNDP office based in Podgorica coordinated the development of the Report.

The following state authorities took part in the preparation of the Report: the Ministry of Labour and Social Welfare, Ministry of Finance, Ministry of the Economy, Ministry of Agriculture, Forestry and Water Supply, Ministry for European Integration, Ministry for Information Society, Ministry of Health, Ministry of Physical Planning and Environmental Protection, Office of Statistics (MONSTAT), Bureau for Education, Hydro-meteorological Office, Office for Sustainable Development, Institute of Marine Biology, Institute for Public Health, Agency for Pharmaceuticals and Medical Devices, Agency for Environmental Protection and Centre for Ecotoxicological Research.

The UN System provided financial and expert support for the development of the Report through the engagement of representatives of the UN agencies operating in Montenegro (UNDP, UNICEF, UNHCR, IOM, UNAIDS and WHO) and experts of the UNDP Regional Centre in Bratislava.

Representatives of NGOs and expert institutions such as CRNVO, NGO ANIMA, NGO Ženska akcija, Institute for Strategic Studies and Forecasts, NGO CAZAS, NGO Juventas and NGO Medicus KC MONTEVITA also participated in the preparation of the Report.



The first workshop/seminar was held in November 2009, when UNDP experts from the Bratislava Regional Centre who presented in detail the purpose of the MDG Report, gave proposals related to the scope and contents of the Report and presented good examples of previous MDG reporting processes. They defined the work plan for drafting the Report by July 2010. During November/December 2009, and pursuant to the work plan, five workshops were held, which were attended by coordinators and members of working groups, representatives of civil society and UN representatives. The main purpose of the workshops was to define and adjust the targets and indicators and their adaptation to the MDGs context for Montenegro. In other words, goals, targets and indicators were nationalized/localized, which increased the relevance of tracking the achievement of MDGs in Montenegro. The process of nationalization of targets and indicators was conducted with special focus on the data available, the series of the data over time as well as the data comparability. The existence of time-related series of comparable data (the data calculated according to the same methodology) was a precondition for determining certain indicators in order to ensure the trends to be calculated.

Having defined nationalized targets and indicators and having finished the process of data gathering, group coordinators (representatives of the line ministries) in coordination with the Ministry of Foreign Affairs defined a narrative component for each goal separately and submitted them to the members of the working groups for comment. After they received comments and suggestions, they began to work on drafting graphs and tables in order to illustrate trends in goal achievement. At the end of April 2010, the text of the initial draft report was harmonized.

In May 2010, the initial draft report was presented at a one-day workshop, with prepared comments and completed reviews/edits of certain goals. In the middle of May 2010, the First Draft Report was prepared and submitted to the UN system for commenting.

According to the agreed work plan, upon the receipt and integration of the UN agencies' comments, the Second Draft Report was prepared and submitted to all participants in the process for final comments (state authorities, NGOs, the UN system in Montenegro, the interministerial group, UN team and the civil sector). Having processed all submitted comments and suggestions, the Report was finalized and referred to the Government of Montenegro for adoption.

The Millennium Development Goals Report in Montenegro will be presented at the General Debate of the 65<sup>th</sup> Sitting of the UN General Assembly Summit in New York.

## **MDGs AND THEIR ADAPTATION TO THE MONTENEGRIN CONTEXT**

Although considerable progress has been made compared to the situation in the last decade particularly in the area of economic growth and stability, development of strategic/planning documents, reforms of legislative framework, social reforms, certain targets and challenges in the area of social inclusion, the rule of law and democratizations, regional development disparities and revitalization of the economy in the light of the global economic crisis require further persistence with efforts directed to the goals' achievement.

With this in mind, members of working groups proposed for each of the MDG areas a set of targets and indicators relevant for the current situation in Montenegro, primarily having in mind the aspirations of Montenegro to become a full member of the European Union. Special attention was paid to the description of vulnerable categories (the RAE population, persons with disabilities), underdeveloped areas (the northern region) and gender aspects. Where possible, the indicators were disaggregated and defined by gender and regional dimensions.



However, the data and time-related series were not available for certain vulnerable categories and in such cases the analysis is of a more descriptive character.

As the Report was prepared in a period of visible negative impact from the economic crisis, the textual part of the report contains certain estimated on further impacts of the crisis, particularly on the most vulnerable population groups and underdeveloped regions. It is necessary to emphasize that the data used in the preparation of this Report mostly does not cover the period of the crisis (2009 and 2010), given the fact that the data, for the most part, relates to 2008 as the midpoint for achievement of the MDGs.

In addition, each goal, besides the description of the current situation, is illustrated by a graph of trends in MDG achievement and a description of challenges and future activities that need to be undertaken in order to achieve planned goals and targets.



# B. TRENDS, STATUS, TARGETS AND CHALLENGES





## ERADICATE RELATIVE POVERTY AND OTHER DIMENSIONS OF POVERTY

INDICATORS	Initial Year	Observed values					Goal in 2015	
		2004.	2005.	2006.	2007.	2008.		
<b>Target # 1 – Halve the proportion of the population living below the poverty line by 2015</b>								
1. Poverty rate	2005.		11.2%	11.3%	8.0%	4.9%	<b>5.6%</b>	
2. Poverty gap ration	2005.		2.1%	1.9%	1.4%	0.9%	<b>0.9%</b>	
3. Severity of poverty	2005.		0.7%	0.6%	0.4%	0.3%	<b>0.3%</b>	
<b>Target # 2 – Reduce inequality in the distribution of consumption by 2015</b>								
4. Gini coefficient	2005.		25.9%	24.4%	26.4%	25.3%	<b>24%</b>	
5. Ratio of quintile shares	2005.		3.7	3.7	4.0	3.8	<b>3.6</b>	
<b>Target # 3 – Reduce regional developmental disparities by 2015</b>								
<b>a) Halve the poverty rate in the North of Montenegro</b>								
6. Poverty rate in the north	2006.			17.8%	14.0%	8.9%	<b>8.9%</b>	
<b>b) Halve the poverty rate in rural areas</b>								
7. Poverty rate in rural areas	2005.		16.5%	17.6%	12.0%	8.9%	<b>8.2%</b>	
<b>Target # 4 – Reduce unemployment to 9% by 2015</b>								
8. Unemployment rate	2004.	27.7%	30.3%	29.6%	19.4%	16.8%	<b>9%</b>	
9. Unemployment rate by sex	male	2004.	23.6%	26.2%	29.1%	18.1%	15.9%	
	female	2004.	33.0%	35.5%	30.1%	20.9%	17.9%	
10. Long-term unemployment rate	2005.		22.7%	20.8%	11.8%	10.9%	<b>7%</b>	

### Trends and current status

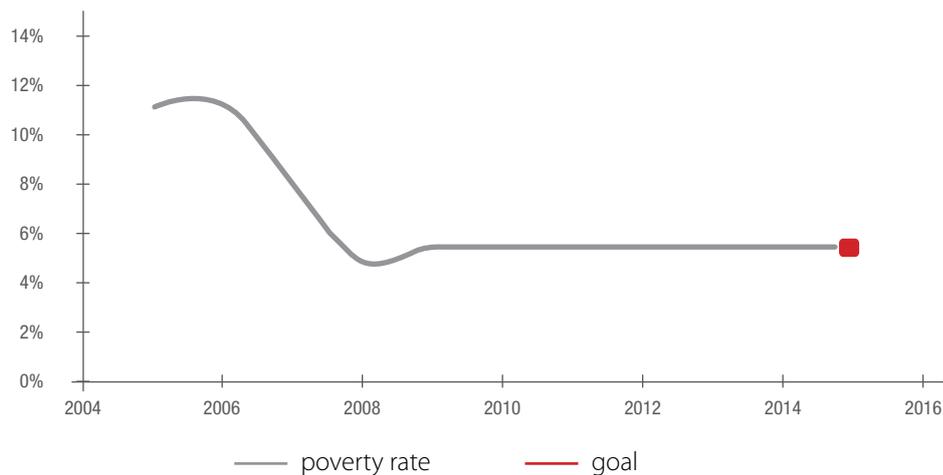
#### Target # 1 – Halve the proportion of the population living below the poverty line by 2015

The overall **poverty rate**<sup>1</sup> was considerably reduced in 2008, while the depth and severity of poverty were slightly reduced. The proportion of persons in poverty decreased from 8.0% in 2007 to 4.9% in 2008. The available indicators of trends in average monthly wages and consumption showed significant growth in 2008 and thus suggest that the reduction of the poverty rate comes as an expected result of such trends in the economy.<sup>2</sup> However, one should bear in mind that adverse economic developments in 2009 and 2010 will affect the re-growth of poverty rates compared to 2008.<sup>3</sup>

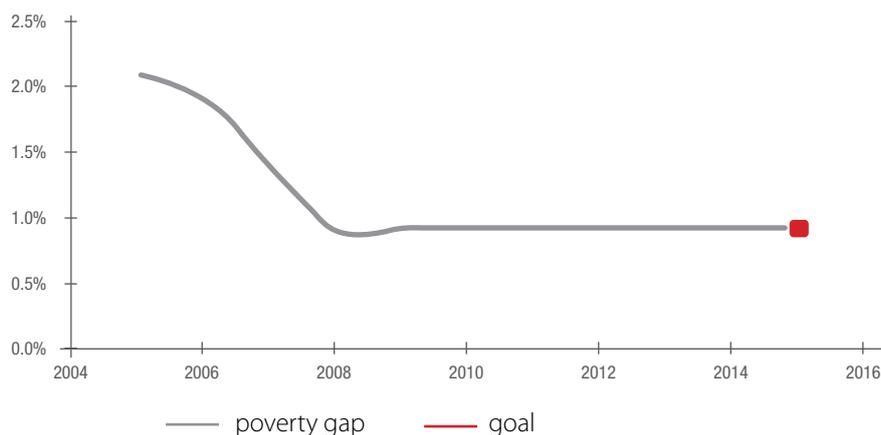
1 Poverty assessments are based on the national absolute poverty line that is produced in accordance with the methodology recommended by the World Bank, and within the competences of MONSTAT. The same methods and procedures were used for the assessments during the entire period 2005-2007. The absolute poverty line for Montenegro in 2008 amounted to €163.57 per adult equivalent. It is estimated that the resources contained in the poverty line are sufficient for the purchase of basic living necessities including food according to nutritional standards. In 2008, 4.9% of the population had an equivalent consumption below the absolute poverty line.

2 The real GDP growth in 2008 was 6.9%, while real average monthly earnings without taxes and contributions increased by 3.5%. Total personal consumption expenditure (according to the Household Consumption Survey (HCS) per month per household) increased by 13.9%, while living costs were 8.5%.

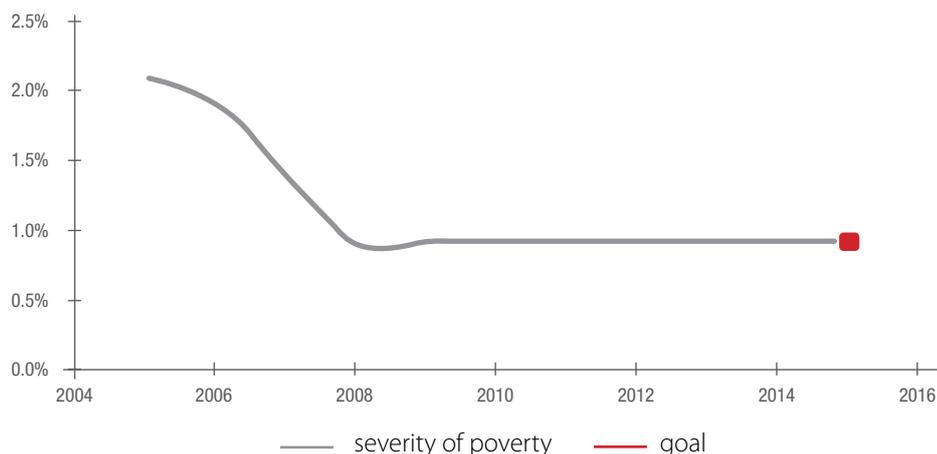
3 The poverty data for 2009 will be published by the end of 2010.



**The poverty gap** index, as an indicator of the depth of poverty, was reduced from 1.4% in 2007 to 0.9% in 2008. The poverty gap indicates the average deviation in consumption of the poor from the poverty line. The data on the poverty gap of 0.9% in 2008 indicates that for the purpose of poverty eradication society should provide funds to the amount of 0.9% of the poverty line per capita so that their total consumption reaches the poverty line.



**The severity of poverty** was reduced and in 2008 it was at 0.3%. The severity of poverty also measures relative deviation of the consumption of the poor from the poverty line, but it also takes into account inequality among the poorest people, because a larger weighting in the calculation is given to the poorest, or those whose consumption is further from the poverty line.<sup>4</sup>





**The size of a household** also affects their poverty. The poverty rate in 2008 was above average in households with five or more members. Six-member households experience the highest poverty rate of 10.1%. Their risk of poverty is twice as high as the average. Although only about 13% of the population live in six-member households, 26.0% of the poor belong to such households. Households with two or three members have the lowest risk of poverty (50% less than average). Single-member households have a poverty risk below average.

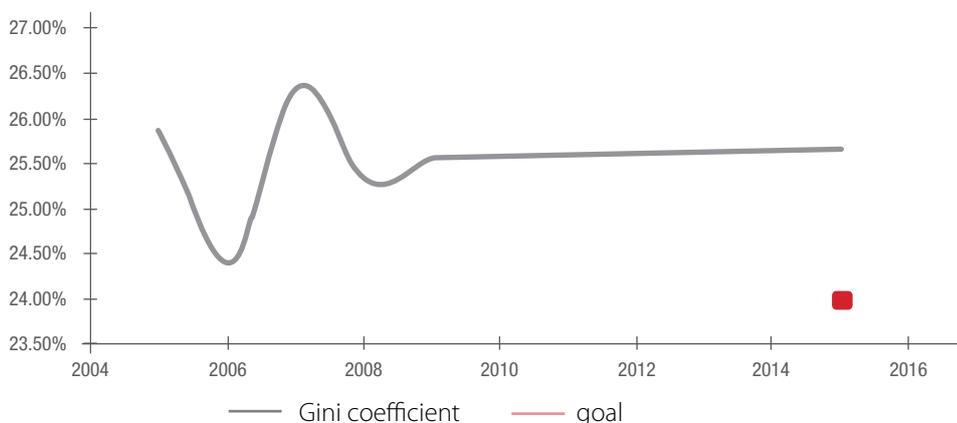
**Table : Poverty rate by household size**

Number of household members	2006.	2007.	2008.
One person	9.8%	6.5%	4.2%
Two persons	7.4%	3.4%	2.2%
Three persons	3.0%	3.8%	0.6%
Four persons	5.8%	8.7%	3.8%
Five persons	12.0%	7.0%	5.0%
Six persons	17.9%	7.1%	10.1%
Seven and more persons	35.6%	24.2%	9.9%

Source: MONSTAT

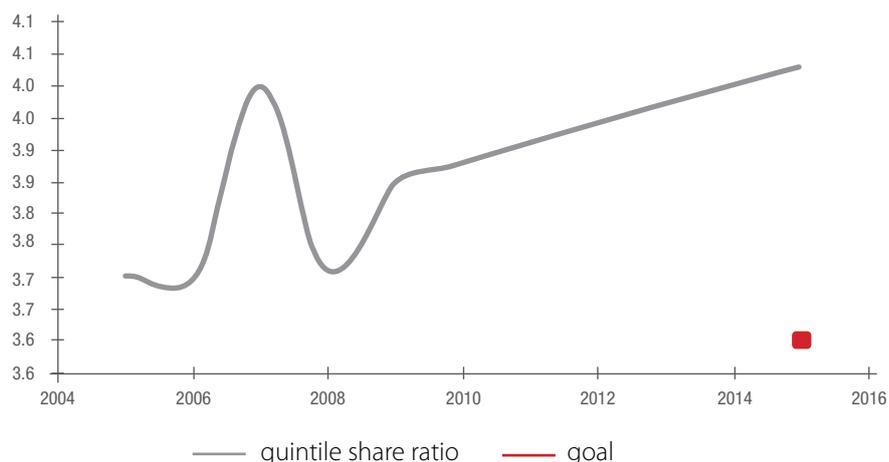
**Target # 2 – Reduce inequality in the distribution of consumption by 2015**

**The Gini coefficient** indicates a decrease in inequality in Montenegro in 2008. The Gini coefficient was reduced to 25.3% in 2008, a reduction of 1.1%. The Gini coefficient indicates a fall in inequality in Montenegro in 2008. The coefficient fell from 26.4% to 25.3%<sup>5</sup>.



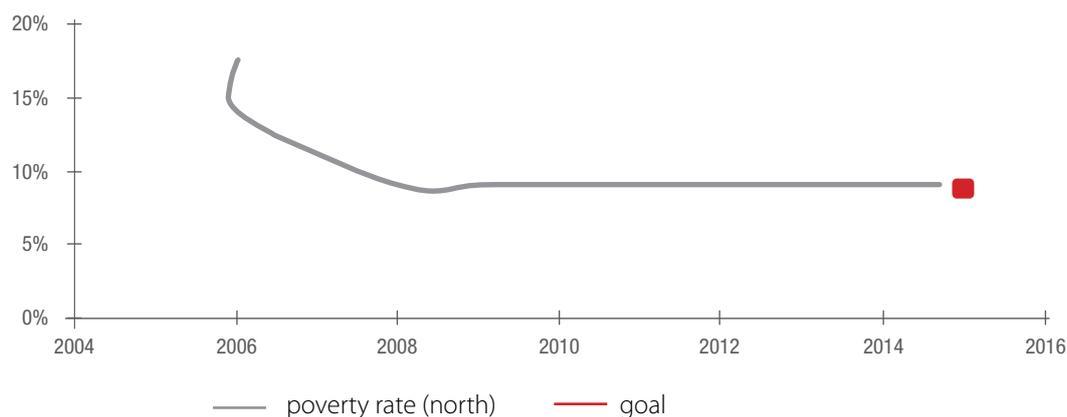
**Between 2007 and 2008 the share of consumption of 20%** of the poorest population out of total consumption (quintile share ratio) increased from 8.9% to 9.5%. Likewise, 20% of the richest increased their share of the distribution of total consumption from 35.8% to 36.2%. In 2008, the richest 20% had 3.8 times higher consumption than the poorest 20% of citizens.

5 MONSTAT, December 2009, Poverty Assessment in Montenegro in 2008



### Target # 3 – Reduce regional developmental disparities by 2015

There is a significant difference in the extent of the poverty among the northern region and other parts of the country. The risk of poverty in the northern region is more than twice the risk of poverty in the southern and central regions. In 2008, the poverty rate in the northern region was 8.9%. Currently, 28.7% of the Montenegrin population live in that region, while its share of the poor is 52.1%. The poverty rate in the central region is 3.5% and 2.7% in the south<sup>6</sup>.



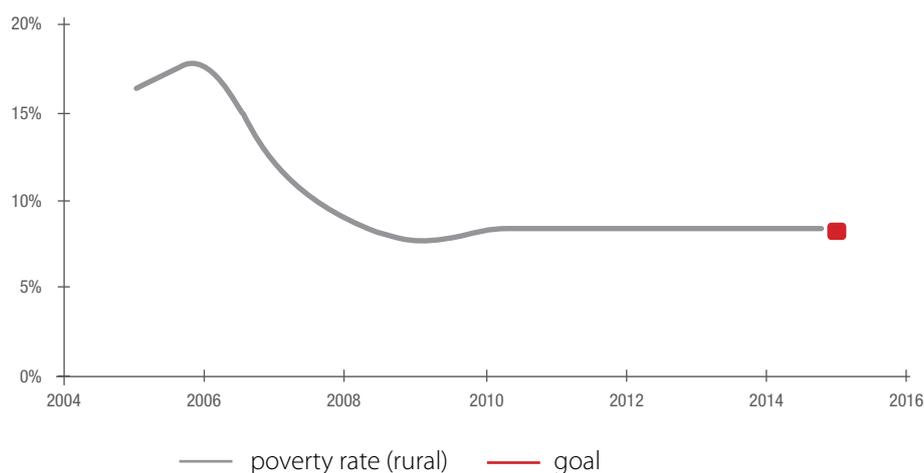
**Table : Poverty assessments by geographical regions, 2008**

Region	Poverty rate	Poverty Risk	Share of the poor	Share of population
North	8,9%	1,82%	52,1%	28,7%
Central	3,5%	0,71%	37,1%	51,9%
South	2,7%	0,55%	10,8%	19,3%

Source: MONSTAT

In 2008, the poverty was reduced both in urban and rural areas. With regards to urban areas, in 2008 the poverty rate was 2.4%, while it was 5.5% in 2007, meaning that the poverty rate was reduced by 3.1% (Table). In rural areas, the highest poverty rate was recorded in 2006 (17.6%), while it was 12.9% in 2007. In 2008 compared to 2007, the poverty rate in rural areas decreased by as much as 3.1 percentage points and stood at 8.9%. Despite the improvements, the rural population is at much higher risk of poverty than the urban population. The depth and severity of poverty is also higher in rural areas.

<sup>6</sup> MONSTAT, December 2009, Poverty Assessment in Montenegro in 2008

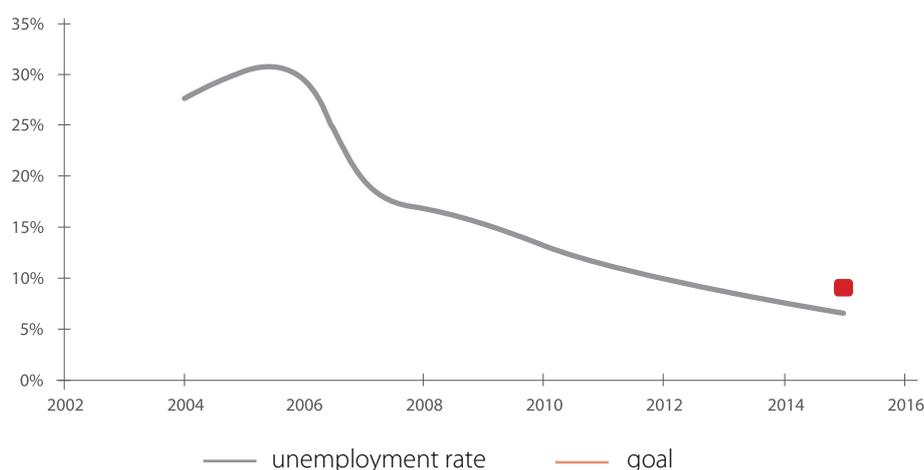


**Table : Risk of poverty by location, 2008**

	Poverty rate	Poverty risk	Share of the poor	Share of population
Urban areas	2,4%	0,49	30,3%	61,6%
Rural areas	8,9%	1,82	69,7%	38,4%

**Target # 4 – Reduce unemployment to 9% by 2015**

The unemployed may easily end up in poverty, which is sustained by exclusion from the labour market and may lead to financial dependence on social welfare assistance. Economic deprivation reduces an individual’s resources for engaging in community, leisure and family activities and accessing health and social services.<sup>7</sup>



**Poverty Scene and Causes of Poverty in Montenegro**

Still, there has been a significant difference in the extent of poverty in the northern region and other parts of the country. The risk of poverty in the northern region is more than double the risk of poverty in the southern and central regions. In 2008, the poverty rate in the northern region was 8.9% and 28.7% of the population of Montenegro lives in this region, while it comprises 52.1% of the poor. The poverty rate in the central region is 3.5% and 2.7%

<sup>7</sup> UNDP, 2009, National Human Development Report



in the south. The National Human Development Report from 2009 confirmed that poverty is concentrated in the north of the country, where high unemployment and low income levels prevail. According to this data, which is not comparable with the data generated by MONSTAT due to the differences in methodology, 10.8% of the population lived below the poverty line (€162 per month) in 2008. Furthermore, Montenegro reported significant inequality, measured by a decile ratio increase from 6.0 in 2004 to 9.8 in 2008. However, according to the MONSTAT data, the Gini coefficient showed a decline in inequality in Montenegro in 2008. The coefficient was reduced from 26.4% to 25.3%.

The poor typically live in large households, and six-member households face the highest poverty rate. In households with more than two children the risk of poverty is almost twice the national average.

The labour market status of the household head affects the poverty status of all household members. The risk of poverty is lowest in households whose heads are employed or retired persons. Self-employed persons (such as persons involved in agricultural activities for their own use or running small private businesses) and the unemployed face the highest risk of poverty.

Education significantly reduces the risk of poverty. The poverty risk is extremely low for people with higher and tertiary education, as well as for all household members whose head has earned degrees at these levels of education. Earnings, whether from the private or the public sector, in most cases provide sufficient funds for the household in order to make its members avoid absolute poverty.<sup>8</sup>

Some population groups are significantly poorer than others. Roma, Ashkali and Egyptians (RAE) are the most vulnerable population with a poverty rate of 36%; followed by refugees/displaced persons at 34% and social welfare beneficiaries at 30%; pensioners are at 15.7%; the long-term unemployed, 12.3% and disabled people at 11.9%.<sup>9</sup>

### **Future challenges and prospects for achieving the goal**

After an entire decade marred by internal and external, political and economic instability, Montenegro has launched economic reforms in an effort to enhance growth and improve living standards. However, the sudden and rapid development of the construction industry, flourishing tourism and profit from transactions in the capital markets have provided significant benefits for entrepreneurial and business-oriented citizens, while those employed in the public sector or in state enterprises or those living in the less developed northern region with a lower level of economic activity, have not felt the benefits of the economic growth.

In 2007 and 2008, gross domestic product (GDP) in Montenegro increased by an impressive 10.7% and 6.9% respectively and was followed by a decrease in unemployment rates and a high inflow of funds - foreign direct investments, which contributed to a more intensive process of privatization. Such growth rates had positive effects on poverty rates in 2007 and 2008, which were considerably reduced.

Although it could be concluded at first glance that this indicator for 2008 indicates a mission accomplished (poverty reduced), it must be taken into consideration that due to the impact of the global economic crisis, the Montenegrin economy in 2009 recorded negative growth rates (-5.3%). In addition, predictions for 2010 and 2011 indicate a possible decline in economic activity. In this regard, a growth of the poverty rate in relation to the level in 2008

<sup>8</sup> MONSTAT, December 2009, Poverty Assessment in Montenegro in 2008

<sup>9</sup> UNDP, 2009, National Human Development Report



is also estimated.

It can be said that the maintenance of the existing level of poverty rate (or dealing with or even a slight growth of the poverty rate) in relation to the level from 2008, will be one of challenges that Montenegro is facing in terms of MDG achievement, so that the economic recovery (2012-2015) after the crisis, will need to result in a halving of the poverty rates in order to again reach the level from 2008.

Social inclusion of certain groups of the population is a direct consequence of poverty in Montenegro. In that sense, the challenges in the coming period will be the social inclusion of the following categories: social welfare beneficiaries, unemployment and the long-term unemployed, pensioners with a minimal income, persons with disabilities, Roma, Ashkalie and Egyptian (RAE), refugees/displaced persons and other socially excluded persons.

The data analysis comparing the poverty status of the Montenegrin population revealed that chronic and extreme poverty outside the group of socially excluded is minimal, with a negligible share (only 1%) of non-RAE and non-displaced persons households remaining chronically poor between 2004 and 2008. Economic vulnerability or increasing risk of poverty is by far the largest social problem and affects slightly more than one fifth of the population. This means that a large share of the population is affected by the current global financial crisis and may temporarily fall beneath the poverty line. Though supporting data is not available, it is surmised that the global economic crisis has led to the emergence of new vulnerable groups, including those with specific technical skills who have been laid off from their enterprises and cannot find adequate employment in the short-term.<sup>10</sup>

According to research on the impact of the crisis in Montenegro, which was conducted in 2009, workers reported a decrease in their earnings and the number of working hours, and in some cases they were forced to take vacation, and there were also cases of delays in the payment of their wages.<sup>11</sup>

## Policy Analysis, Examples of Good Practice and Policy Recommendations

In order to meet the emerging needs of the time, by the adoption of a series of strategic documents<sup>12</sup> the Government of Montenegro developed a legislative framework for defining key issues from the area of social welfare policy. Generally speaking, following the adoption of the Poverty Reduction Strategy Paper (PRSP), about €100 million has been spent annually on various programmes contributing directly or indirectly to poverty reduction in Montenegro. The programmes have been developed in cooperation with and with the support of the World Bank and the European Commission through the IPA funds.

Although low in their absolute amounts, social programmes in Montenegro, measured by their percentage of the minimum wage, amount to 75% (while in other Western Balkan countries they make up less than 15%). The social and child welfare system in Montenegro, with its payments, encompasses more than 50% of social benefits to the poorest quintile of the population. The family allowance benefit programme and a number of other social benefits such as a free healthcare, the right to personal disability benefit, the right to child allowance, electricity subsidies for vulnerable categories, along with a support programme

<sup>10</sup> UNDP, 2009, National Human Development Report

<sup>11</sup> World Bank, June 2010, Social Safety Net in the Western Balkans: Design, Implementation and Performance

<sup>12</sup> In the period from 2003-2009, the following strategies were adopted: Poverty Reduction Strategy Paper (2003-2007), Strategy for Combatting Poverty and Social Exclusion (2007-2011); the Strategy for Social and Child Welfare Development (2008-2012); Strategy for Integration of Disabled Persons in Montenegro (2008/2016) and the Action Plan for the Implementation of the Strategy for the Integration of Persons with Disabilities (2008-2009); the Strategy for Social Protection of Elderly in Montenegro, National Action Plan for the "Decade of Roma Inclusion 2005-2015" in the Republic of Montenegro; Strategy for Improvement of the Status of the RAE population in Montenegro (2008-2012).



for old farmers, illustrate efforts to reduce the effects of poverty.

In addition to social policy measures, active employment measures are extremely important and they are aimed at providing vulnerable categories (RAE, persons with disabilities, single parents, etc.), hard-to-employ people and the long-term unemployed with opportunities for vocational training and retraining in order to create better employment opportunities in the labour market. In accordance with the National Employment and Human Resources Development Strategy for the period 2007–2011, and the National Action Plan for the period 2008-2009, the Employment Office conducted active employment measures in 2009, in which 2,247 hard-to-employ people or 46.75% of the total number of participants took part in this programme. With the realization of these measures, the Employment Office managed to employ about 40% of the hard-to-employ people who took part in these programmes in the course of 2009.

Adopted programmes and governmental poverty reduction policies define the following key tasks:

- Ensure better targeting of the poor with social policy measures;
- Simplify administrative procedures and amend the criteria for acquiring rights in the field of social benefits;
- Ensure decentralization of the social welfare system and entrust more competences and rights to municipalities through the Programme for Social Innovation, which is based on the Fund for Social Innovation and which opens up more opportunities for delivering new and better social services at a local level;
- Intensify activities in accordance with active employment measures, with particular focus on vulnerable and hard-to-employ categories, as it is evident that the educational level and employment opportunities directly correlate with the poverty rate;
- Further promote the development of entrepreneurship, especially in the northern region;
- Develop a regional development strategy in the north in order to reduce development disparities between the north and south.



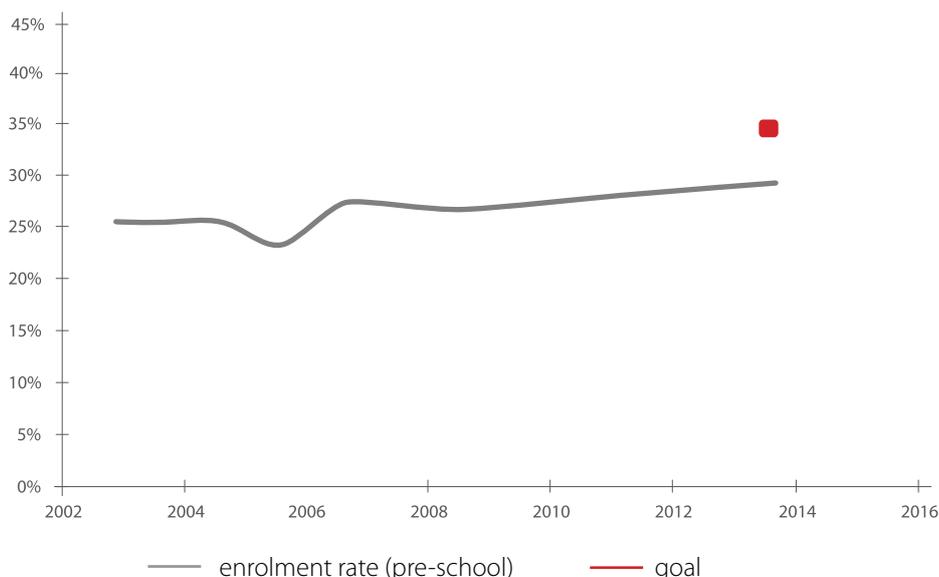
**ACHIEVE UNIVERSAL PRIMARY EDUCATION**

INDICATORS	Initial year	Observed values						Goal in 2015
		2003/2004.	2004/2005.	2005/2006.	2006/2007.	2007/2008.	2008/2009.	
<b>Target # 1 – Achieve coverage with pre-school education of girls and boys at a level of 40% by 2015</b>								
<b>1. Enrolment rate</b>	2003.	28,99	28,96	29,05	26,55	30,93	31,12	<b>40%</b>
Boys	2003.	29,01	28,61	28,77	26,65	31,14	31,14	
Girls	2003.	28,96	29,34	29,34	26,65	30,71	28,23	
<b>Target # 2 – Achieve 100% coverage with elementary education for boys and girls by 2015</b>								
<b>2. Enrolment rate</b>	2003.	92,27	93,93	96,51	98,58	99,72	99,25	<b>100%</b>
Boys	2003.	92,39	93,94	96,84	98,78	99,78	99,87	
Girls	2003.	92,15	93,91	96,15	98,37	99,65	98,58	
<b>3. Completion rate</b>	2003.	92,25	93,23	96,51	97,49	99,05	Processing still in progress	
Boys	2003.	92,47	93,20	96,72	97,79	99,28	-	
Girls	2003.	92,02	93,25	96,29	97,18	98,81	-	
<b>Target # 3 – Reduce the illiteracy rate of children above the age of 10 to 1% by 2015</b>								
<b>4. The illiteracy rate<sup>13</sup></b>	1991.				2003.			
	5.9				2.35		<b>1%</b>	

Source: MONSTAT

**Trends and current status**

**Target # 1 – Achieve coverage with pre-school education of girls and boys at a level of 40% by 2015**



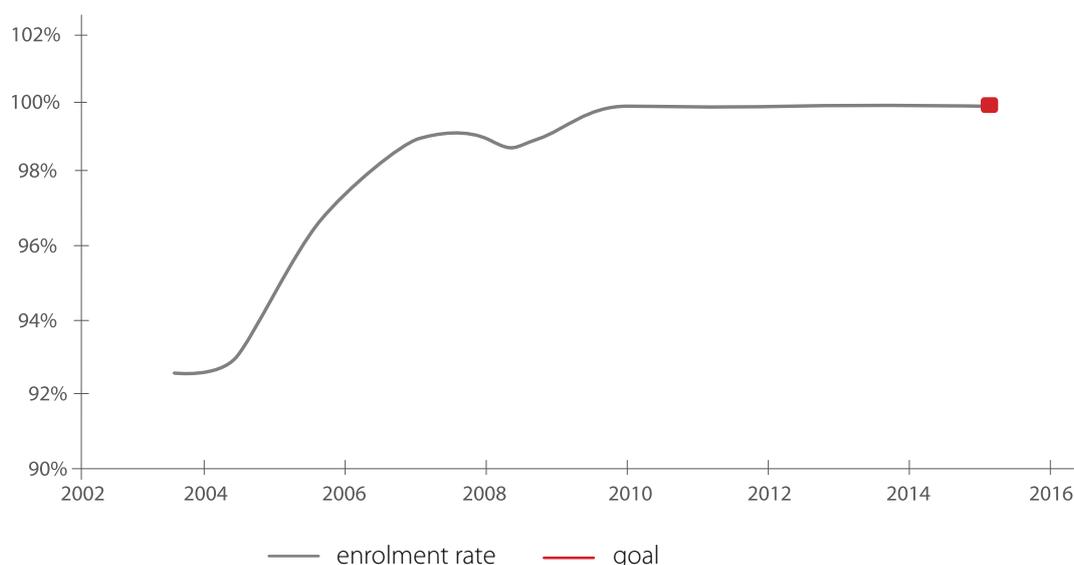
The total **enrolment rate<sup>14</sup>** in pre-school educational institutions in 2008/2009 was 31.12%.

<sup>13</sup> Population aged 10 and above

<sup>14</sup> The proportion of children from 1 to 5 years of age who attend kindergartens in relation to the total number of children of that age

This data refers only to public pre-school institutions as an integral part of the educational system. Thirteen (13) private NGOs, which have been engaged in certain types of educational work, are now in the process of obtaining necessary licenses from the Ministry of Education and Science. Since these institutions have not been integrated into the educational system yet, it is not possible to give data about the number of children who are educated in these institutions, which reduces the real number of children covered by pre-school education. The number of children in kindergartens is 13.8%, mainly above the age of 5. According to the MONSTAT data from May 2009, the total number of RAE pre-school children aged from 1 to 7 is 1,825, of which there are 953 boys and 872 girls. According to the same source, the coverage of these children of this age by pre-school education is 13.81%.

**Target # 2 – Achieve 100% coverage by elementary education for boys and girls by 2015**



**The elementary school enrolment**<sup>15</sup> rate in 2003/2004 was 92.27%, while the percentage for enrolment in these schools in the 2008/2009 school year was 99.25%. Adequate legal regulations in the area of education ensured obligatory and free-of-charge elementary education for children aged six to fifteen, regardless of gender, race, religion, social background or any other personal feature.

Apart from the significant integration of RAE population into the educational system and a set of projects aimed at increasing the coverage of these children by a regular system of elementary education, their stable dynamics of enrolment, attending and completion of elementary education have still not been satisfactory yet. Social problems and their overall social-economic status, cultural milieu and their parents' lack of personal documents still remain limiting factors for successful integration of the RAE population into the educational system. Due to the high school drop-out rate for RAE pupils, the attendance rate is much lower than the enrolment rate, but it is impossible to calculate due to insufficient data. According to the estimates of the UNICEF Office in Podgorica, only a little over one third of primary-school-aged RAE population children are enrolled in primary schools.

**Target # 3 – Reduce the illiteracy rate of children above the age of 10 to 1% by 2015**

Data of the Statistical Office of Montenegro (MONSTAT) from the population census in 2003

<sup>15</sup> The proportion of children aged from 6 to 14 who attend elementary school compared to the total number of children of that age



shows that there are 12,617 illiterate persons in Montenegro, i.e. 2.35% of the total population. Of the total number of illiterate people in Montenegro, the majority are women – 10,611, while the number of illiterate men is 2,006 (these are the elderly who mainly live in rural areas). According to the research by MONSTAT<sup>16</sup> (2009), the illiteracy rate of the RAE population is 42%, whereas the women's illiteracy rate (55%) is higher than the male illiteracy rate (29%). The problem of illiteracy is particularly expressed among the Roma population in Montenegro (domicile Roma and displaced Roma). The illiteracy rate (57%) is the highest among the RAE population aged 65 and over, and lowest among the population aged from 40 to 44. Informal types of education include 2.3% of the RAE population over 14. The initial step toward achieving literacy is to master fundamental functional literacy, which includes the basic ability to read, to write and calculate, and to gain a minimal level of knowledge and the skills needed for successful and efficient conducting of various activities in the working, family and social environment.

### Future challenges and prospects for achieving targets

In **pre-school institutions** there are huge differences in the coverage of children for each region. For example, the enrolment rate of children in pre-school institutions in the north of Montenegro is very low (in Rožaje 5%); in the central part this percentage is higher (Podgorica 30%; Nikšić 28%), while it is highest in the south (it reaches up to 46% in Tivat).<sup>17</sup> When it comes to the capacity of the system, it is found that, for example, in Podgorica and coastal municipalities there is a lack of facilities needed to meet the needs of children and families, while in the northern region, for example, even though there are optimal spatial capacities, the coverage of children is not at a satisfactory level. Although there are an increasing number of children with disabilities and developmental difficulties included in pre-school institutions, it is necessary to increase the coverage of these children from the moment the disorders are detected. Under way is the development of the Strategy for the Development of Pre-school Education (2010-2015) which will define development goals in this area and plan the ways and options of how to increase the coverage of children with pre-school education. The goal is to have at the national level coverage of children by pre-school education of 40% until 2015. This goal can be achieved if: capacities of pre-school institutions are significantly enlarged and if they cover a larger number of nursery-age children (up to 3 years of age); they take in more children from the most vulnerable groups including children from the RAE population, children of family allowance beneficiaries, as well as children with developmental difficulties; they expand and innovate the services of pre-school education; they offer new services to families and children in rural areas; and strengthen capacities of employees and parents. It is also important to define the standards for pre-school education, including private and non-governmental organizations operating in the area of pre-school education, in order to ensure they fulfil the necessary requirements for licensing so that they can start operating in this field. It would increase the percentage of coverage of children but also improve the process of monitoring and oversight, or improve the overall quality.

In the area of **elementary education** the goal is to cover all children from marginalized groups, particularly children with special needs<sup>18</sup> and children from the RAE population and eliminate early drop-out from school. Another significant target is to improve the quality of education for all children as well as for children that are particularly vulnerable.

Evaluations conducted so far and their findings indicate that there is a significant difference between the domicile Roma and the Roma refugees<sup>19</sup>. The majority of refugees speak the

<sup>16</sup> MONSTAT, "RAE population database in Montenegro", Podgorica, May 2009

<sup>17</sup> Source: Internal database of the Ministry of Education and Science

<sup>18</sup> This, first of all, refers to children with more severe, severe or combined difficulties in development.

<sup>19</sup> According to the research of UNICEF and UNHCR from 2008, 38.6% of the displaced and local RAE do not have documents and 2/3 of them are children.



Romani language or Albanian and they do not speak good Montenegrin. According to the estimate, some of the major reasons for the poor academic achievement of the children from the RAE population are: the economic situation, traditional patterns of behaviour, low awareness and lack of information about compulsory education, lack of teaching staff among the RAE population and so on. Thus, from the most important lessons learned in the past, the recommendations regarding education of children from the RAE population would be to: increase the coverage of Roma children by pre-school education; work continuously to strengthen cooperation with families, primarily in overcoming language and cultural barriers while at the same time promoting the right to education; to develop mechanisms for continuous schooling, development of the "Roma assistant" programme and de-segregation and dispersion programmes and the like.

In Montenegro, there are a number of documents produced to address and combat discrimination of the above-mentioned vulnerable groups and promote their full integration<sup>20</sup>.

In accordance with the provisions of Article 19 of the Law on Education of **Children with Special Needs** and provisions of the Rulebook on the criteria for determining the type and degree of disabilities, difficulties or disorders of children and youth with special needs and ways for their inclusion in educational programmes, 18 local commissions for the orientation of these children were established. After the adoption of the proposal of the Commission for Orientation, the local government authority delivered to the Ministry of Education and Science the notification containing the information on the number of oriented children, the programme and educational institution in which the process of orientation for the child takes place. This represents the basis for keeping records, which indicate that, up until now, 390 children with developmental disabilities have been sent to primary schools for orientation on the basis of the Commission's Decision. According to the Decision, a child with special needs is recommended the educational programme in an appropriate institution that is obliged to provide personnel, spatial, material and other conditions for the implementation of the educational programme assigned to the child. The institution is obliged to come up with an individual educational programme for the child with special needs in cooperation with his/her parents.

Inclusive education in primary schools/type of training	Number of teachers	Number of principals and counsellors
Reform training: A and B schools (2005)	115	
Reform training: C, D and E schools (2008/2009)	148	
Professional development at the school level - (2008/2009)	90	
UNICEF	60	
Project of the Finnish Government	39	40
	27	38
<b>Total:</b>	<b>557</b>	

The Law on Education of Children with Special Needs<sup>21</sup> follows the reform solutions and recommendations of European legislation in this area. Its implementation in recent years has resulted in significant progress in the field of inclusion. The Amendments to the Law on

20 Development and Poverty Reduction Strategy (DPRS), 2004-2006,  
 • Strategic Plan of Education Reform 2005-2009 (Ministry of Education and Science)  
 • Development and Poverty Reduction Strategy (DPRS), 2007-2011  
 • National Action Plan for the "Decade of Roma Inclusion 2005-2015" in Montenegro  
 • Strategy for the Improvement of the Status of the RAE population in Montenegro 2008-2012  
 • Strategy for Inclusive Education in Montenegro (2008-2012)  
 • Strategy for Integration of Persons with Disabilities (2008-2012)

21 "Official Gazette of the Republic of Montenegro", 80/04"



Education of Children with Special Needs regulate the prompt orientation and inclusion of children with special needs in the appropriate programmes of education, and they are provided with continued support in a place as close to their place of residence as possible, with the provision of appropriate educational technology and technical support. In all elementary schools in Montenegro in which children with special educational needs are educated, in accordance with the decision of the Commission for Orientation, the conditions and access to education are created by individual educational programmes, which in practice, gives good results. In this regard, it is necessary to put more effort into the training of teaching staff, health and social welfare staff, to encourage inter-agency cooperation, teamwork, networking and connecting the system of regular schools with specialized institutions.

The records of the Ministry of Education and Science indicate that, based on the Decision of the Commission for Orientation of Children with Special Needs, 11 children with developmental disabilities have been directed to secondary schools so far. The analysis of the Ministry of Education and Science has shown that work is needed on the education of personnel to work with children with special educational needs. Accordingly, in collaboration with the Centre for Vocational Education, activities on the formation of the team of trainers for inclusive education at the level of the secondary education are under preparation, as well as activities on the organization of networks for professional support and work on the promotion of positive attitudes in relation to the nature of inclusive education.

In the area of secondary education, all the children who meet the prescribed requirements, regardless of their nationality or religious affiliation, can enrol at secondary schools under the same conditions. By comparing the data of the Ministry of Education and Science referring to the number of pupils who complete elementary school education, with the number of pupils who enrol in the first grade of secondary school, it can be concluded that the percentage of pupils who continue education after elementary school is high and our goal is to create conditions for all children to complete secondary school. Secondary school education, which is not compulsory, is carried out in the official language. Pupils from the RAE population, whose number in secondary schools is low, (according to estimates by the UNICEF Office in Podgorica, only slightly more than 1% of the RAE population of secondary school- aged-children are enrolled in secondary school), have been enrolled, in most cases, based on the principle of positive affirmative action, while the Government of Montenegro provides scholarships and free textbooks for students from the RAE population enrolled in secondary schools. In the regions where members of national or ethnical groups make up a significant proportion of the whole population, the educational process is conducted in the language of that national or ethnical group (Albanian).

According to the Ministry of Finance, allocations for education in relation to GDP in the last three years amounted to:

	2006.	2007.	2008.
<b>GDP</b>	€2,148.90 million	€2,807.90 million	€3,338.00 million
<b>Education</b>	€88.67 million	€116.99 million	€147.22 million
<b>Education as share of GDP</b>	4,13%	4,17%	4,41%

The figure of about 4% of GDP that is allocated for education is mainly in accordance with the share of other countries from the EU and the region. For example, the average allocation of EU countries in 2005 for education was at a level of 5% of GDP<sup>22</sup>. Equally, the allocation for education in Greece, Slovakia and Romania in 2005 was below 4% of total GDP, while in Scandinavian countries (which are recognized as countries whose governments have made the

22 Eurostat. Population and social conditions, 2008 <http://epp.eurostat.ec.europa.eu>



biggest investments in education), this percentage is above 7%. However, 82.3% of allocations for education in Montenegro go on salaries and contributions for employees. Even though the Ministry of Education and Science has put significant effort into the decentralization of financing of education, municipalities do not have adequate responsibilities prescribed by law, and thus financing of the whole system of education is still done at the central level.

### Challenges of Education Reform

The education reform process at all levels in Montenegro is directed towards the achievement of quality education for all. The principles upon which the reform of education is based are as follows: decentralization, equal rights to education for all, regardless of gender, socio-economic or cultural background, religion affiliation, as well as choice in accordance with individual abilities.

The new educational system is designed to address the individual needs of every person and the needs of various target groups, particularly socially vulnerable groups. High-risk groups, whose members are in an unfavourable position to achieve adequate educational levels, include children with special needs, children in the state of social need, children from rural areas and the RAE population.<sup>23</sup>

At the beginning of education reform in Montenegro, special attention was paid to defining an overall system to ensure quality, with clear criteria that would guarantee quality “on entry” to the system, but also monitoring and evaluation during the process, as well as “at the exit” from the process.

Adequate provision of quality at the entry point into the education system is ensured through the licensing procedure of institutions conducting current public education programmes, or through the obligation to meet conditions for establishing institutions in the field of education and through the engagement of adequate teaching staff, who must fulfil the prescribed level and profile of education in accordance with the provisions of sets of legislation in the area of education and approved training programmes.

In addition, ensuring quality in this area is also provided through the preparation and adoption of educational programmes for different levels of education.

The education reform process has given full priority to the introduction of ICT into the education system and aims to develop an IT-educated society, both in terms of basic computer literacy and specialist or expert knowledge. In primary schools, there is currently a 1:17 ratio of number of computers per student, while in secondary schools the ratio is 1:16. The Information Society Development Strategy envisages an increase in the ratio of computers per student to 1:8 by 2013.

A new model of ensuring quality and establishing the quality of educational work in institutions is being developed. According to the Rulebook, it is defined that the quality of the education work in the institution should be checked internally and externally, whereas the institution itself performs the internal quality evaluation, while the external quality evaluation is performed by authorized counsellors and educational supervisors from the Education Office (in general education institutions) or the Education Office and Centre for Professional Education (for professional training).

At least once every four years and, if necessary, more frequently an external quality assess-

<sup>23</sup> In the following period, the implementation of the Project “Support for a Full Social Inclusion Process”, which is supported through the IPA 2010 programme, is envisaged. The goal of the project is to enhance the inclusion of vulnerable, socially excluded groups through social welfare services and the education system. One of the specific objectives of the project (inclusive education) is to improve, among other things, the very process of inclusive education for Roma children. Some of the expected outcomes are the increase in the number of children from the RAE population in regular pre-school institutions and primary schools, as well as an improved general level of education and achievement level in schools.



ment is performed by a team of advisors/supervisors, who, during the visit to an institution, are focused on monitoring the following key areas:

- 1) Achievement of knowledge and skills pursuant to educational standards,
- 2) The quality of teaching / learning
- 3) Institution management and administration,
- 4) Personnel, material, technical and safety conditions for working in schools
- 5) The spirit (ethos) of the community,
- 6) The support that the school provides to students
- 7) Collaboration with parents, schools, institutions and local communities.

Based on the current situation, classification of achievements is conducted to four levels of evaluation for each earlier defined set of indicators of the relevant key area:

- 1) Highly successful,
- 2) Successful,
- 3) Satisfactory,
- 4) Unsatisfactory.

The education system up to the level of higher education is monitored and evaluated through a novelty in the education system of Montenegro - external student performance review. In order to conduct external review of attained standards of student knowledge and skills, the Montenegrin Examination Centre was founded in February 2006. The Examination Centre has implemented its primary activity and monitoring "at the exit" from the system through the following: national testing, national research, international research and national exams.

Besides the activities at the national level, in order to monitor and compare the system with the situation in other countries, Montenegro, starting in 2006, took part in the international PISA (Programme for International Student Assessment) research, when it confirmed with its first results its initial reasons for launching the reform. As only students who were not exposed to reform solutions (2006 cycle) or who were only partially exposed to the reform solutions (2009 cycle) were included in the so far implemented two cycles in which Montenegro participated, it is expected that Montenegro will be able to determine and compare its first reform results with other countries only in the next cycle of the PISA research.

The Ministry of Education and Science within the information system<sup>24</sup> is preparing a database of pupils (classified by personal identification number), which will enable greater quality tracking of the number of persons who give up education without acquiring qualifications but also of persons who complete secondary education. In cooperation with the authorized institutions and bodies, the Ministry of Education and Science plans to initiate the project of shaping the national programme for the prevention of leaving school at an early age (dispersal), having in mind the complexity of the issue of leaving school at an early age before acquiring first qualifications and its impact on the individual and society.

The reform of the secondary and tertiary levels of education, which would "produce" people in demand to the labour market, may be considered one of the future challenges. Social partnership development is one of the key objectives of the education reform, which is the most important prerequisite for planning education according to labour market needs, in order to improve the quality of vocational education, especially practical education as a part thereof. Bearing in mind this objective as the basis for acquiring qualifications in vocational education that will directly link education with the labour market and develop it further

<sup>24</sup> The Government of Montenegro adopted on 25 December 2008 "The Strategy of Introduction of Didactical Software in Montenegro". The educational system plays a key role in the creation of an information society. By the introduction of ICT in the educational process the biggest effects have been achieved in the area of ICT literacy of citizens. For a quality introduction of ICT it is necessary to provide significant resources, most of all a huge amount of computer equipment, skilled teaching staff for the application of ICT, network infrastructure, software, etc.



in cooperation with social partners, standards within the profession were introduced, i.e. vocational standards. Through vocational standards, employers express their requests for what are the key job positions in certain professions as well as the knowledge, skills and competencies necessary for performing these tasks. Prior to developing vocational standards, a skills structure/framework in the field of work was developed, from which one can see all the qualifications that can be acquired in this scope of work through formal training or certification, starting from the qualification level II to level V, as well as the relationship and interconnection between the skills. The qualification structure/framework for the field work was developed by Commissions for field work based on the situation analysis in that specific field of work and predictions of activity development and the needs of the labour market. The qualification structure / framework for the scope of work was adopted by the Council for Professional Education. The Commission for different scopes of work (dealing with qualifications from I to V) ceased operating. Activities on the standardization of sector commissions have been conducted. The commissions will deal with the issues of identifying the qualifications required by the labour market and will cover the skill levels from I to VIII.

Due to the transition processes that resulted in the change of the structure of the economy in terms of a greater orientation towards the service economy and the reduction of the volume of industrial production, there has been an increase in demand for certain scarce occupations in the labour market. The Employment Office within its "active employment measures" has organized continual training and retraining for all categories of unemployed.

Activities related to the involvement of youth in the labour market have been mainly implemented by the Employment Office of Montenegro, within which the Centre for Information and Career Counselling was established in 2007. Elementary and high school graduates, through psychological-pedagogical services in their schools, or by contacting the CICC directly, may sign up for various workshop activities, tests, group and individual counselling, which have been conducted in the CICC premises continuously throughout the year. These activities relate to:

- Career information, which refers to individual and group informing of students and their parents;
- Career counselling, including individual and group counselling of students and their parents;
- Psychological testing, including questions and problems related to psychological aspects of choice of profession, difficulties in relationships and communication with people, failure in the school or workplace, linking the psychophysical requirements of a profession with individual characteristics, etc.

Future challenges in the field of education include establishing the National Qualifications Framework that will enable the identification of needs, sorting out, comparing, developing skills and understanding, cohesion and a clear view of possibilities to acquire qualifications, as well as the recognition of informal learning.

# GOAL 3



## PROMOTE GENDER EQUALITY AND EMPOWER WOMEN

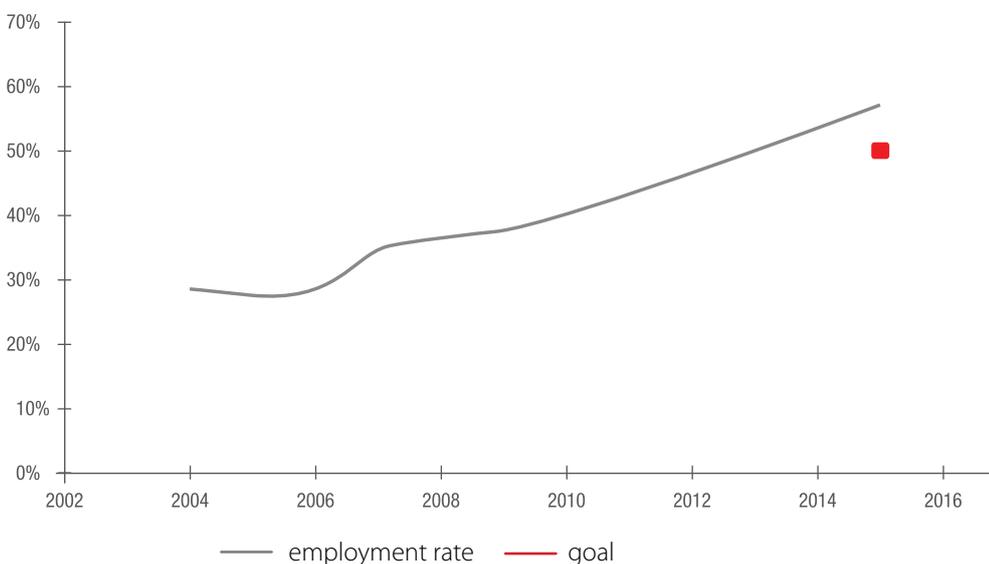
INDICATORS	Initial year	Observed values					2015 target				
		2004.	2005.	2006.	2007.	2008.					
<b>Target # 1 – Economic empowerment of women<sup>25</sup></b>											
1. Employment rate for women	2004.	28,8	27,6	28,7	34,8	36,1	<b>50,0</b>				
2. Unemployment rate for women	2004.	33,0	35,5	30,1	20,9	17,9	<b>9,0</b>				
<b>Target # 2 – Increase the participation of women in elected bodies at national and local level<sup>26</sup></b>											
INDICATORS	Initial year	2001.	2002.	2003.	2004.	2005.	2006.	2007.	2008.	2009.	2015 target
3. Percentage of seats occupied by women in the Parliament of Montenegro	2001.	10,39	10,39	10,67	10,67	13,33	9,88	11,11	11,11	11,11	<b>30,0</b>
4. Share of women in ministerial positions in the Government of Montenegro (%)	2001.	0,0	0,0	12,5	12,5	12,5	12,5	0,0	0,0	5,8	<b>30,0</b>
5. Share of women in the position of president of municipalities (%)	2001.	0,0	9,5	14,2	9,5	9,5	9,5	4,7	4,7	4,7	<b>30,0</b>
6. Share of women in the position of councillor in local parliaments (%)	2001.	6,3	8,9	8,9	8,9	8,9	8,9	11,3	11,3	12,7	<b>30,0</b>

### Current status and trends

#### Target # 1

##### Graph Indicator 1

The employment rate for women in 2004 was 28.8%, while it was 36.1% in 2008. This data indicates an increase in the employment rate for women, but, at the same time it shows that the women's employment rate is lower than the employment rate for men, which was 46.5% in 2004, while it was 50.8% in 2008.

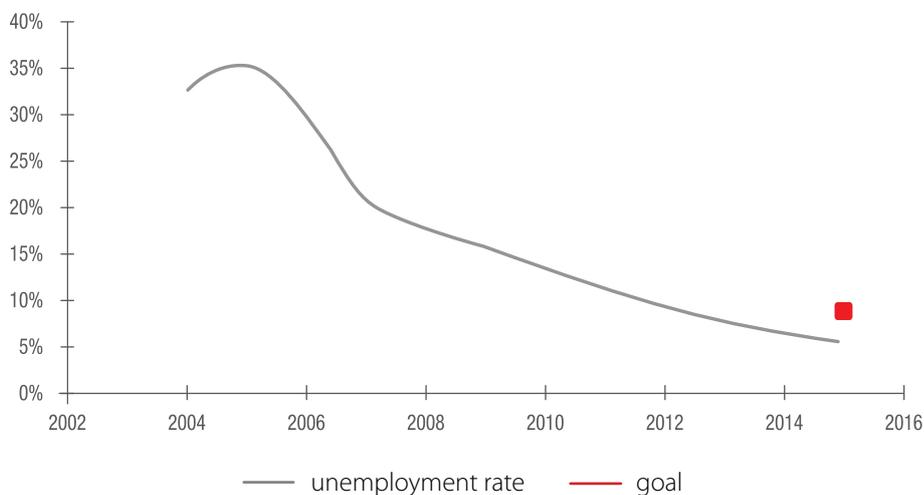


<sup>25</sup> Data source: Statistical Office (MONSTAT)

<sup>26</sup> Data source: Gender Equality Department of the Ministry for Human and Minority Rights

### Graph Indicator 2

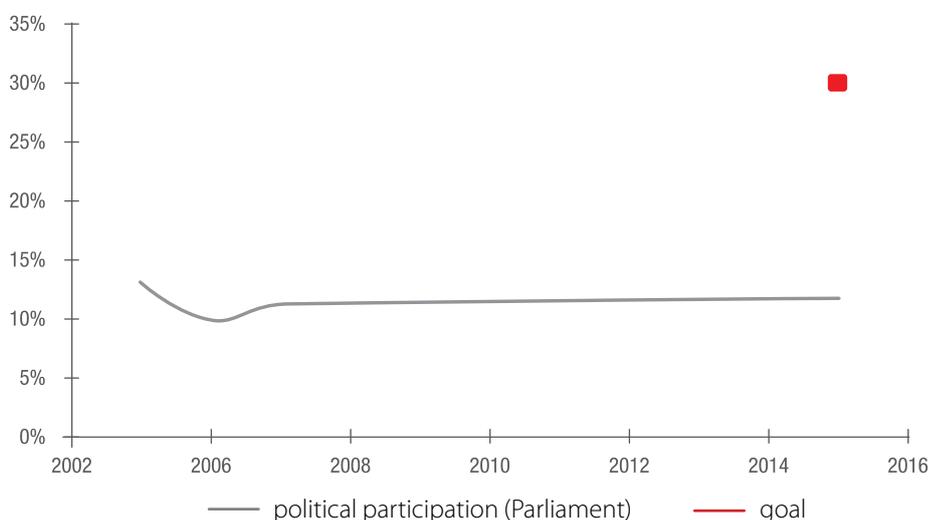
The unemployment rate for women was 33% in 2004, while it was 17.9 % in 2008. Notably, the participation of women in the total number of unemployed people has been constantly decreasing.



### Target # 2

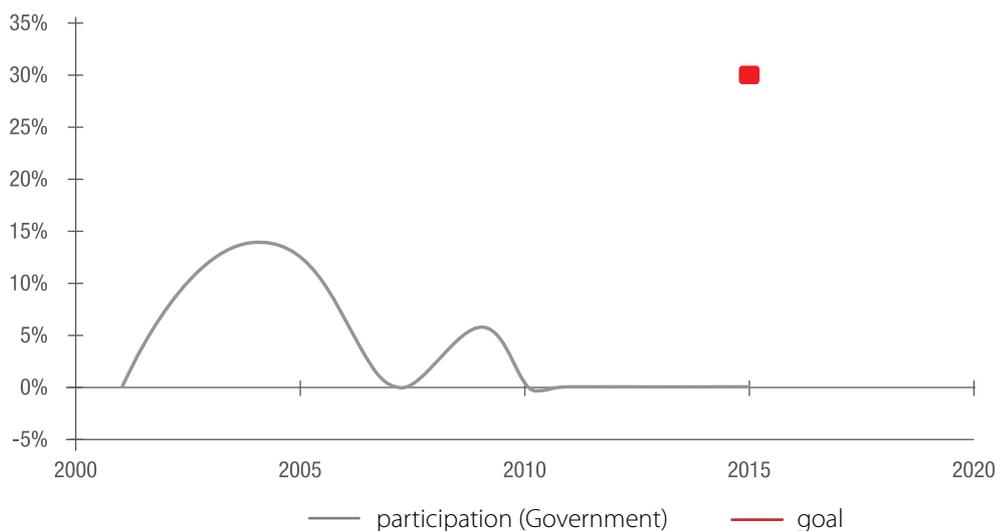
### Graph Indicator 3

After the elections held in 2009, out of the total number of 81 members of parliament, there are 9 women or 11.1%, which represents a slight increase in the participation of women compared to the last observed elections in 2001, when this figure was 10.39%.



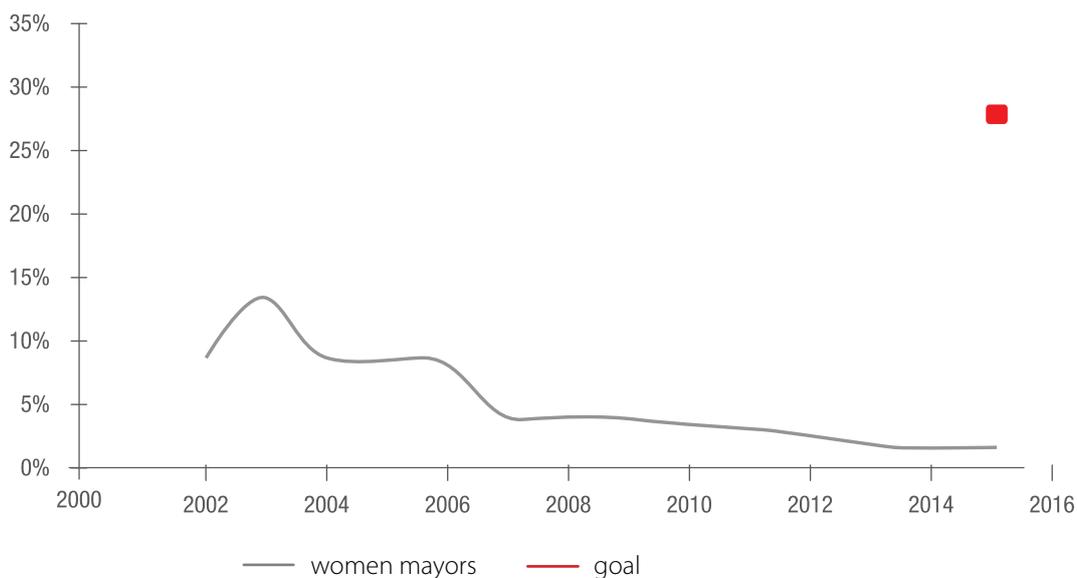
### Graph Indicator 4

In 2003, in the Government of the Republic of Montenegro, there were 2 women ministers out of 16 ministers in total (12.5%), while in 2007 a woman was elected Deputy Prime Minister for the first time. In 2009, one woman was appointed minister out of 17 ministers in total (5.8%). Compared to the data from 2001 when there were no female ministers at all, this is considered to be an increase.



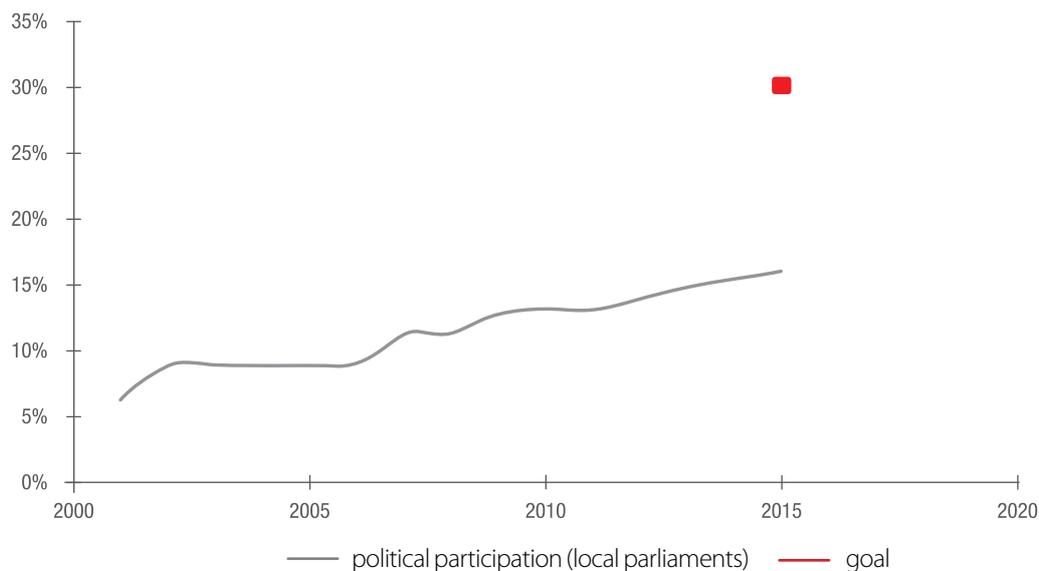
**Graph Indicator 5**

It is important to note the fact that, out of 21 presidents of municipalities there were three women who served as presidents of municipalities in 2003, while in 2009 only one woman served as a president of the municipality.



**Graph Indicator 6**

The representation of women in the position of councillor in local parliaments indicates a slight increase compared to the data from 2001, when 6.3% these positions were filled by women, but it is still insufficient to achieve the goal of 30%.



## Mechanisms for achieving gender equality

Montenegro has established an institutional<sup>27</sup> and legal framework<sup>28</sup> for the improvement of gender equality. However, it is evident that women are, still, disadvantaged compared to men in many aspects of living and working in Montenegro. Namely, although a higher percentage of women tend to complete university<sup>29</sup>, and masters studies<sup>30</sup>, they are not equally represented in key decision-making positions. Data on PhD holders varies from year to year.<sup>31</sup> It is also evident that a prevailing number of women work in nursery-level education affairs and hold leading positions as well. It can be explained by the existence of prejudices that this is a “female” profession. With regard to elementary and high school, a prevailing number of women are involved in educational affairs, but the situation is different when it comes to the selection of the leadership in educational institutions, because there is a considerably higher number of male directors of schools than female directors.<sup>32</sup>

Insufficient representation of women in politics and in decision-making positions in Montenegro is partly a result of traditional practices that women’s activism is linked only to the private sphere. It is therefore important to change social awareness about the role and position of women and thus eliminate prejudices. Given the fact that women in Montenegro on average spend 3.6 hours on performing domestic duties<sup>33</sup>, this could be precisely one of the reasons for their lack of involvement in the public sphere, and it is therefore necessary to achieve an equal distribution of duties and responsibilities in the family for this to occur in public life, too. According to the survey “Status of Women’s Human Rights in Montenegro”,<sup>34</sup> 38.5% of men and 30.5% of women consider the patriarchal view of the world as one of the most important factors causing women’s lack of interest in engaging in politics. Another factor is the double

27 In Montenegro, two institutional mechanisms dealing with gender equality issues have been established so far. The Gender Equality Committee of the Montenegrin Parliament was founded on 11 July 2001. The Gender Equality Office was established at the session of the Montenegrin Government on 27 March 2003 and operated within the General Secretariat of the Government until April 2009 when it became the Gender Equality Department within the Ministry for Human and Minority Rights.

28 The Law on Gender Equality was adopted on 27 July 2007 (Official Gazette of the Republic of Montenegro 46/07). This Law is the first piece of anti-discrimination legislation in Montenegro and one of the most significant mechanisms for the elimination of discrimination by gender and the establishment of gender equality. The Plan of Activities for Achieving Gender Equality in Montenegro (2008-2012), which is a framework document for the implementation of gender equality policy in Montenegro, was adopted on 31 July 2008.

29 Out of the total number of graduates in 2007, 70.5% were female graduates; data source: Statistical Office

30 Out of the total number of holders of Master of Science degrees (MSc) in 2007, 55.9% were females; data source: Statistical Office

31 100% of PhDs in 2007 were earned by women, while this percentage was 21.4% in 2008; data source: Statistical Office.

32 In the school year 2008/2009, 16% of the total number of directors of elementary schools were women, while this figure in high schools was 10.2%.

33 The Survey “Gender Barometer” conducted for the needs of the governmental Gender Equality Office, Agency Altera MB, 2007.

34 NGO Anima from Kotor conducted the Survey in cooperation with the students of Women’s Studies and NGO activists, 2007.



burden of women (30.9% women and 27.7% men). Both men and women perceive political parties as partially responsible for not showing sufficient interest in promoting women in politics (22.9% men and 22.4% women). The largest and most striking difference refers to the fact that 22.6% of men and only 7.1% of women believe that there are no obstacles hindering women from engaging in politics. This data indicates that it is important to continue to work on empowering men and women and raising the awareness of men and women about the importance of greater involvement by women in political and public life, boosting social awareness about the role and place of women and eliminating prejudices, as well as the necessity for greater involvement by political parties in these matters. At the same time, it is evident that women are significantly represented among deputy ministers and that the trend of the women's share in these positions is constantly increasing.<sup>35</sup> It proves once again that more women are employed in lower positions, while the top of the pyramid of power is still reserved for men.

It is also notable that women are still educated for so-called "female occupations". The areas of education, healthcare, social welfare and the media are considered to be dominantly female professions; while the decision-making positions in the same areas in Montenegro are predominantly occupied by men. Women are most represented in the service activities, such as the hotel industry, catering and commerce.

The average earnings of women in relation to men's average earnings in 2004 were 81.9%, while in 2009 that figure was 86.2%. This figure clearly indicates that there is a difference in salaries between women and men, as well as the fact that women occupy less well-paid positions.

The influence of the economic crisis has caused the increase in the unemployment rate in Montenegro, which is immediately reflected in the increase in female but also in male unemployment. Thus, the number of unemployed people on 26 April 2010 was 33 054, of which 14 702 were women. In comparison to 26 April 2009, this figure was 29 200, of which 12 939 were women. The growth trend is 13.20%.<sup>36</sup>

There is no official data on property held by women in Montenegro, except for individual research that has been conducted, which shows that a very small percentage of women own houses, apartments, properties and cars. In cases where women do not possess any property, it makes it difficult for them to obtain credit and establish their own business. The target is to make the data on the ownership and the establishment of enterprise available to women by 2015.

It is important to emphasize the relationship between the media and women in Montenegro and the fact that the media often promotes patriarchal roles of women that are only related to the private sphere, although the Law on Gender Equality prescribes that the media is obliged to promote gender equality through policy concept. In the area of the media, there are no official statistics to provide data on the number of women employed in the media in all positions, although it is evident that there are a large number of women employed in the media. In the media, as in other areas, it is necessary to conduct statistical and quality analysis in order to improve the statistics in all areas of life and work of women and men.

According to the Criminal Code of Montenegro (Article 220), violence in the family and family community is sanctioned as a criminal offence. In addition, a separate law dealing with this issue has been prepared – the Family Violence Protection Law – which is currently in its parliamentary procedure stage and is expected to be adopted soon. The novelty of this law is reflected in the urgency of intervention and enhanced protection measures. In 2009, the Police Administration recorded a total of 487 (507) criminal offences of family and

35 31.5% in 2009

36 Data source: Statistical Office of Montenegro



family community violence, which is a 4% decrease when compared with 2008. All offences are prosecuted by the competent prosecutor's offices with a total of 485 criminal charges, which include 492 persons. In 95% of cases, the perpetrators were male, of which 187 or 38% were registered as repeat criminal offenders. A total of 533 persons are victims of family or family community violence, of whom 433 or 81.2% are women.<sup>37</sup> The adoption of the Family Violence Protection Law will lead to the strengthening of family violence victim protection mechanisms, fostering cooperation between relevant bodies dealing with this issue, improving the system of data collection on cases of violence and others. A specific strategy dealing with family violence protection is planned to be adopted.

The Criminal Code of Montenegro (Article 444) makes human trafficking a criminal offence. Bearing in mind the fact that Montenegro is a transit country when it comes to human trafficking, and that human trafficking does not have a character of an occurrence and that instead it can be observed only at the level of individual cases, official statistics on the number of filed criminal charges, indictments and rendered verdicts for the period 2003-2009 clearly indicate that the existing legislation has been effectively implemented. In the period from 2004 to 1 June 2009, the Police Administration filed 15 criminal charges for the criminal offence of human trafficking and one charge for the criminal offence of child trafficking for adoption. In the same period, the state prosecutors filed indictments against 38 persons for the criminal offence of human trafficking and six indictments for the criminal offence of trafficking children for adoption. In the same period, state prosecutors filed indictments against 38 people for the criminal offence of human trafficking and charges against six persons for the criminal offence of trafficking children for adoption. In the same reporting period, the competent courts rendered a total of 17 verdicts against 44 persons.<sup>38</sup>

When it comes to specific groups of women with inequality observed, the greatest inequality is certainly among Roma women. Due to their tradition and patriarchy, which is still strongly present among this population, they face double discrimination and barriers to education and learning. This causes further obstacles in their participation in other areas of life and work. According to the survey<sup>39</sup> results conducted among students of basic functional literacy programmes and their families, 81.8% of Roma women have no formal education; 6% of them completed the first grade of elementary school; 3% of them completed the second grade of elementary school and 9.1% the third grade. The target group includes 75.8% of Roma women in Podgorica and Nikšić who are illiterate, while 24.2% are literate and 60% of men are illiterate. 66.6% of unmarried Roma women (ranging in age from 15-30), 27.2% of married and 6.1% divorced Roma women expressed a readiness for learning and education.

The survey on Roma adolescents at the highest risk and HIV data show that among girls, marriage and pregnancy in early years are common, while sexual and reproductive health problems, apart from HIV, also pose a threat to their health and well-being. Having sex without protection is very much present. Another known sensitive factor is the level of formal education, which is extremely low among this group - more than 22.3% of boys and 44% of girls have never been enrolled in school.<sup>40</sup>

37 Data source: Police Administration, 2009

38 Government Office to Combat Human Trafficking, 2009

39 Foundation for Roma Scholarships, 2007

40 Government Office for Combating Human Trafficking, 2009



## Future challenges and prospects for achieving targets

In order to achieve the stated objectives in Montenegro, which are related to the improvement of gender equality, particularly in the area of economic rights and increasing women's participation in the sphere of politics and decision-making, it is necessary to continue to work towards the elimination of prejudices and stereotypes related to gender roles, further improvement of legislation and its consistent implementation, and promotion of gender mainstreaming. In addition, it is necessary to promote continuous education for both men and women in order all parties jointly might achieve the goal of a democratic society without gender based distinction. The public at large in Montenegro including the media needs to intensify its activities towards the achievement of gender equality.

In order to increase women's participation in politics and decision-making positions, it is first necessary to adopt an electoral law that will provide for the introduction of special actions, i.e. a 30% quota for women on electoral lists and during the allocation of seats. Over many years of experience in the field of the empowerment of women and promotion of gender equality, a series of actions and initiatives have been conducted with the aim of ensuring the introduction of such measures. However, it has not been implemented yet. Given the fact that the process of amending the electoral legislation is under way in Montenegro, it is the right opportunity to regulate this issue, too. The introduction of a 30% quota for the less represented gender will ensure the achievement of the stated objectives stipulated in Target 2. The increase in women's participation in decision-making positions will lead to the change of the perception of the role and position of women in society and will bring about changes in all these areas where the unequal position of women in Montenegro is visible. In addition, it is necessary to continue with activities towards the efficient implementation of the Law on Gender Equality and Action Plan for Achieving Gender Equality.

Pursuant to the above mentioned, future challenges will be directed towards achieving a target of a 30% representation of women in decision-making positions, decreasing the unemployment rate for women as well as encouraging female entrepreneurship, bridging traditional practices and viewpoints on the role and position of the women in society; promoting women's human rights; continued work with specific women's groups, such as women in villages, women with disabilities, older women and Roma women.

## GOAL 4



### REDUCE CHILD MORTALITY

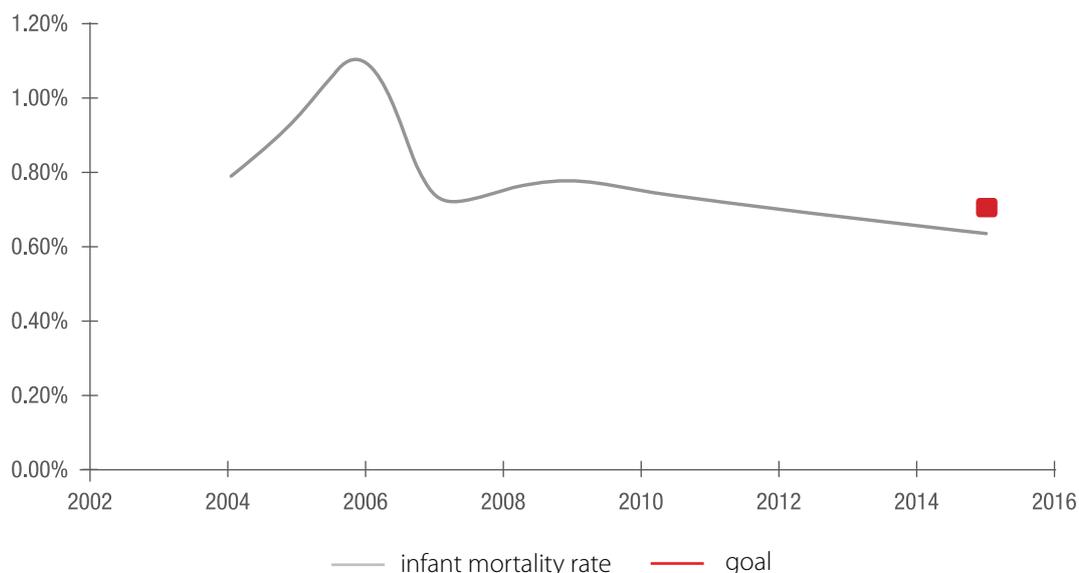
INDICATORS	Initial year	Observed values					Goal in 2015
		2004	2005.	2006.	2007.	2008.	
<b>Target # 1 – Reduce the value of the indicator on 8 deceased infants per 1000 live births</b>							
1. The infant mortality rate (per 1000 live births)	2004.	7,8	9,5	11,0	7,4	7,5	7‰
2. The infant mortality rate under 5 years old (per 1000 live births)	2004.	9,5	11,1	12,1	8,7	8,2	8‰
<b>Target # 2 – Immunization of all 1-year old children</b>							
3. Ratio of 1-year old children immunized against measles	2004.	91,7	90,3	91,8	91,6	89,5	95%
4. Ratio of the children immunized against BCG, DTP, OPV and Hepatitis B	2004.						
BCG		97,6	98	98,4	98,2	98,1	100%
DTP		95,1	94,6	92,8	93,1	96,1	97%
OPV		95,0	94,6	92,9	93,2	96,1	97%
Hepatitis B		91,3	91,4	92,5	91,6	94,8	97%
<b>Target # 3 – Reduce the accident death rates for children aged 0-4</b>							
5. Number of accidental death cases among children aged 0-4 out of the total population	2004.	2	2	2	3	1	<2

One of the goals essential for the development of any country is to reduce the infant mortality rate. Therefore, several targets have been defined in order to enable the preservation and improvement of this goal.

#### Target #1

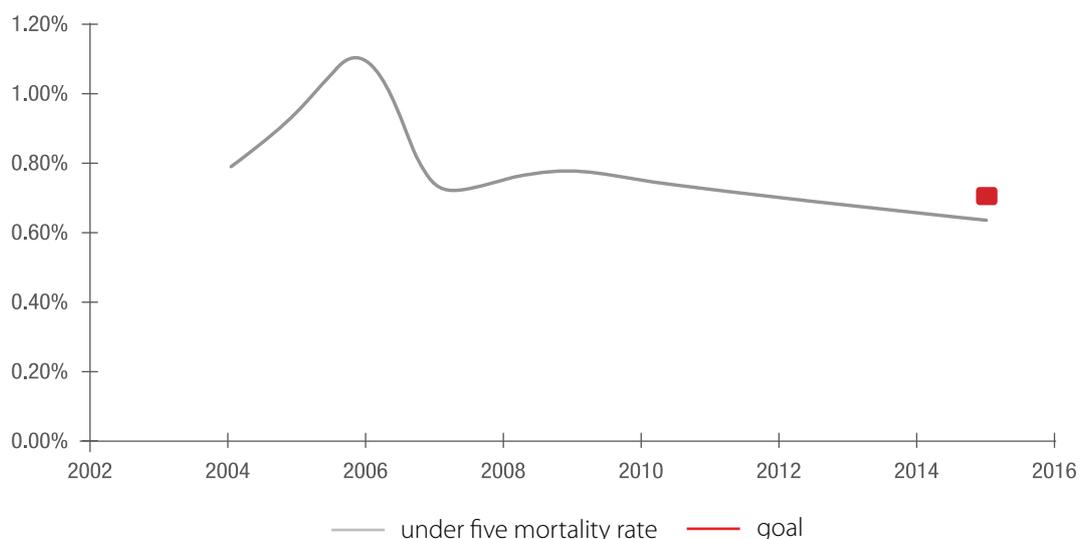
##### Graph indicator 1

In the observed period, significant fluctuations in the values of the infant mortality rate are noticeable, with the lowest value 7.4% recorded in 2007. This indicator is very delicate, as it indicates not only the child mortality among one-year-old children, but also the living standards in the country, the structure of the health of and care services for women regarding the pregnancy, delivery and postpartum periods.



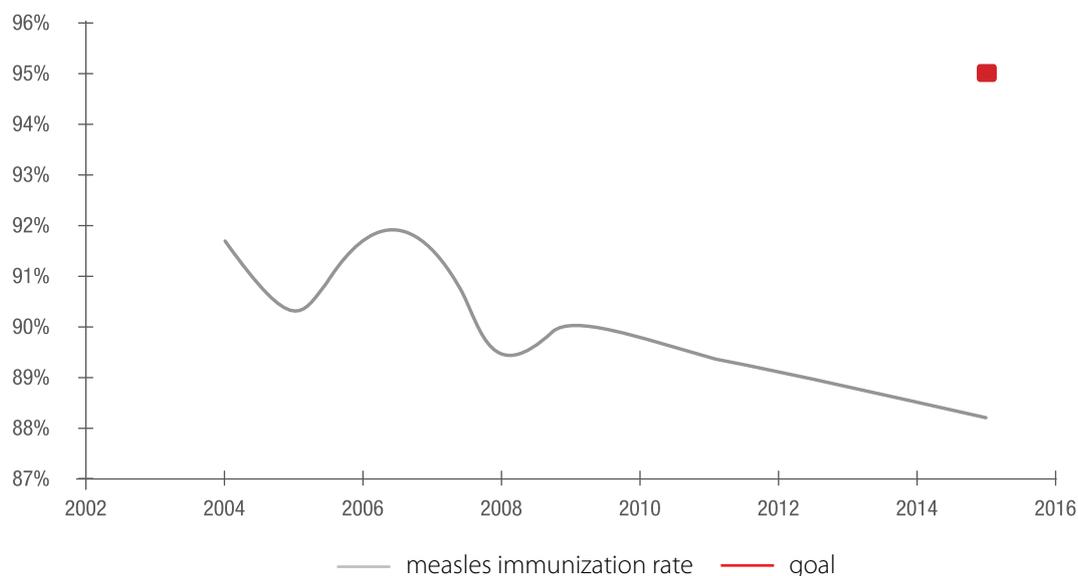
The World Health Organization (WHO) outlined for countries such as Montenegro that the value of this indicator should be less than ten infant deaths per 1000 live births. As per the National Health Development Strategy until 2015, the child mortality rate should not exceed eight deceased infants per 1000 live births. In accordance with the latest available data, we can say that Montenegro has reached the expected target for the year 2015. Apart from the defined goals, it is very important to work more intensively on meeting the planned targets, in order that the value of the infant mortality indicator during the first year of life gradually might reach the EU countries' values, which are four deceased infants per 1000 live births.

Given the special importance of the indicator – the mortality rate for infants under five years old, UNICEF ranks countries according to these values. In Montenegro, the trend varied along with a change of the infant mortality rate, where the lowest value was recorded in 2008 with a ratio of 8.2% of deceased children under five years old per 1000 live births. Therefore, the planned target for the year of 2015 has been achieved, but it is very important to further improve the values of this indicator.



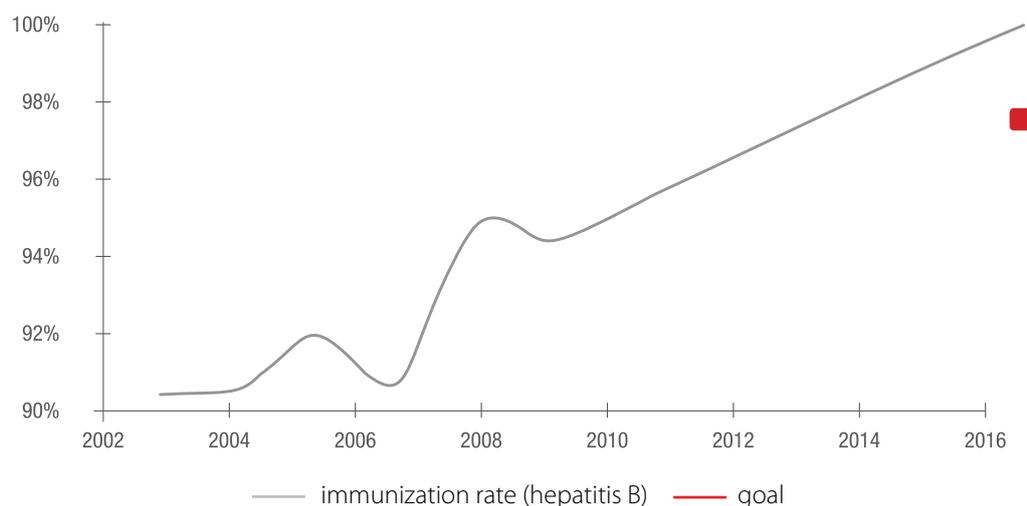
### Target # 2 – Immunization of all 1-year-old children

In Montenegro, coverage of children with measles immunization is satisfactory, thanks to the well organized system of monitoring the immunization schedule. It is noticeable that the proportion of children immunized against measles varied between 89.5% and 91.8% which represents a rather insignificant fluctuation. However, the graph shows that due to the trends of the values of this rate, achievement of this target will not be feasible in the planned period of time.



The health system in Montenegro will make additional efforts in order to bring the indicator of coverage of children immunized against measles back to the level in 2007. Adequate monitoring of the number of conducted immunizations, a motivation system for implementers at a level of 95% of the coverage, as well as the education of the population about the importance of the implementation of prevention measures are the methods used by the health system to improve the value of this indicator. With the implementation of these measures, it is realistic to reach 95% coverage of children immunized against measles in Montenegro by 2015.

Coverage of children immunized against BCG, DTP, OPV and Hepatitis B in Montenegro is at an acceptable level. Thanks to the well-organized immunization schedule and its implementation, Montenegro reached the target for children immunized against BCG, which was higher than 98% according to data from 2008. Therefore, it is clear that more ambitious values for this target could be set. Coverage of children immunized against DTP, OPV and Hepatitis, according to the latest data is around 95% or more, therefore it is realistic to expect that the targeted 97% will be reached even before 2015.





The graph clearly shows that the expected level of immunization against hepatitis will be achieved prior to 2015.

### **Target # 3 – Reduce the accident death rates for children aged 0-4**

The most common causes of mortality in children aged 0-4 are cases of accidental death and this is the cause with the highest percentage in the overall structure of mortality rates in most countries. However, relevant data for Montenegro shows a small percentage of cases of accidental death among children and the accident child incidence mortality rate should tend to stay low.

## **Future challenges and prospects for achieving targets**

The goal set for decreasing the infant mortality rate can be, realistically, achieved in Montenegro, which can be evaluated on the basis of trends of the values of indicators used for the monitoring of this goal. In order to fully achieve the planned goal it is necessary to work on the implementation of the set targets, which will lead towards reaching the indicator's values used for monitoring of the goal. Therefore, besides the regular institution's activities such as: prevention and care of mother and children and regularly scheduled immunization, a crucial component in this process would be the implementation of the adopted strategies and national action plans such as: the National Plan of Action for Children in Montenegro 2004-2010, the Strategy for the Preservation and Improvement of Reproductive Health (September 2005), the Strategy on the Development of the Healthcare System in Montenegro (September 2003), etc.

Primary healthcare system reform has enabled women to choose two health specialists, of which one is a gynaecologist, responsible for women's healthcare services related to pregnancy, delivery and the postpartum period, enabling adequate healthcare for mothers and children. In addition, it is important to mention that since 2009, the implementation of the Programme for Pregnant Women has started, within the Reproductive Health Counselling Centre, aiming at offering education to future parents on good parenting, pre-natal and post-natal care skills including the importance of breastfeeding for the healthy and happy childhood of newborns. This programme has significantly improved the implementation of the activities in relation to reproductive health and the prevention of diseases. Implementation of the Counselling Centre's activities has enabled access to information and improved knowledge in the field of the safe delivery and proper care of newborns, as well as healthcare for future mothers.

During the implementation of set targets it is important to monitor the following indicator that was not presented in the table: the percentage of malnourished infants that weigh 2,500g or less (per 1000 live births). The indicator of the ratio of infants with a lower body weight at birth is very significant because it implies a particular risk for further complications after birth. The recommendation is to monitor on a regular basis this indicator in healthcare institutions, in order to point out the health risks with newborns. Anthropometric indicators are the most significant ones for the child's health, and it is very relevant to monitor indicators of the body weight and length of infants. According to data received from MONSTAT, the percentage of malnourished infants that weigh 2500g or less (per 1000 live births) was 49.4 per 1000 live births in 2000, while in 2008 this number was 45.9.

The overall breastfeeding rate in Montenegro is low, every fifth child is breastfed within the first six months (19%), while every fourth woman breastfeeds her baby within the first three months (26%), which is far below the recommended level. In relation to the breastfeeding rate, there are huge geographical and social discrepancies (the rate is much higher among women living in the north and those less educated). This seriously affects the child's health and the overall development of the child and it is indirectly in negative correlation with the



increase in the child mortality rate. In other words, non-breastfed children are less resistant to infections and other diseases and more sensitive to diseases that could cause mortality.<sup>41</sup>

Besides the already mentioned indicators and due to its great importance, the narrative report should include the indicator of the mortality rate for children aged 0-5 in regard to children of that age, and the ratio of the mortality of children aged 0-5 in the overall mortality structure of the population in Montenegro. Monitoring of these indicators does not require additional data research, and it is significant for the adequate presentation of the actual trends and their values. Decreasing the infant mortality rate in the overall mortality structure is the effort of every country. This is because it is expected to show a predominant mortality rate in the population among the elderly and a very low participation of the child mortality rate in the overall mortality structure.

Even though the child's health cannot be completely differentiated from the mothers' health, it is agreed that these categories should be separated in order to adequately monitor the health conditions of these two vulnerable categories of the population. Within the goal of improving maternal health there is a target – to preserve and improve maternal health (related to the pregnancy, delivery and postpartum periods) set with more relevant health indicators for monitoring.

---

<sup>41</sup> Data source: UNICEF Office in Montenegro

# GOAL 5

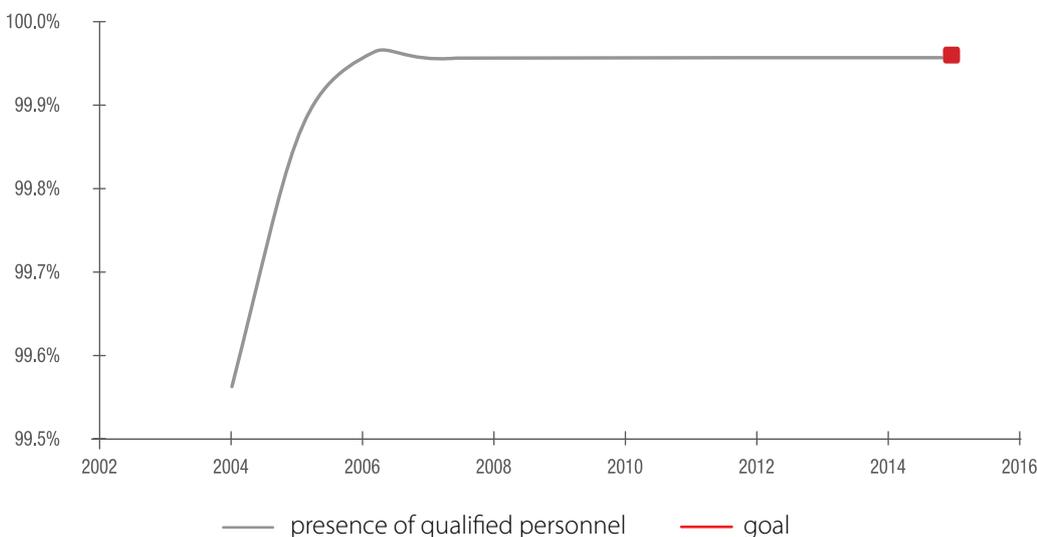


## IMPROVE MATERNAL HEALTH

INDIKATORS	Initial year	Observed values					Target in 2015
		2004.	2005.	2006.	2007.	2008.	
<b>Target # 1 – Preserve and improve maternal health</b>							
1. Maternal mortality ratio per 100 000 live births	2004.	0	0	0	12,76	0	10‰
2. Percentage of births attended by skilled health personnel	2004.	99,6	99,9	100	100	100	100%

### Target # 1 – Preserve and improve maternal health

In the observed period in Montenegro, there was only one case registered of maternal mortality during pregnancy, at birth, or the postpartum period until 2007. Given that according to international standards this rate is calculated per 100 000 live births, in the case of Montenegro, when using this methodology, the rate is 12.76%, although, in reality, there was only one case registered of maternal mortality. In other words, given the population size of Montenegro resulting in a smaller number of live births in relation to the international standard per 100 000 live births, we should bear in mind the statistical phenomenon of “small figures”, where small changes in the occurrence lead to significant changes in the values of indicators. Therefore, it is advisable to track the value of this indicator in absolute figures.



The value of the indicator related to the percentage of births attended by skilled health personnel points to the fact that this goal is being fully achieved, since all women in Montenegro are delivering in the presence of skilled health personnel. This implies that the health service has made every effort to reduce the health risks for mother and infants during the delivery period. It is necessary to maintain the same values for this indicator in the future.

Beside this indicator, the “percentage of births attended by fathers” should also be monitored. This indicator shows the importance of the concept of the development of a healthy family and new approaches to maintain the mother’s and infant’s health.

In 1995, in Montenegro, the BFHI (Baby-Friendly Hospital Initiative) was established. It was



supported by UNICEF and besides the concept of having the infant with its mother, it also implied breast-feeding and the presence of the father at births. There are 7 wards equipped in accordance with BFHI standards that provide a continued presence of mother and baby and the father's presence at birth. According to UNICEF research findings from 2009, 7% of fathers attended the birth. Tracking fathers' attendance in maternity hospitals is important, given that it contributes to decreasing health impediments, the physiological stability of the mother and child, and equal opportunity of men to participate in responsible parenthood, that is, reducing inequality among women and men in the family.

An indicator that could be monitored in the future and that could impact the progress of maternal health is "the percentage of women covered by the Reproductive Health Counselling Centre's activities by the School Programme for pregnant women". Reproductive Health Counselling Centres, within the Centres for Prevention in Healthcare Centres, were established in 2009. Eighteen (18) counselling centres for reproductive health currently operate in Montenegro. Initial data shows that a large number of women were covered by these activities.

In addition, significant attention should be paid to tracking the abortion rate. The abortion rate is calculated per 1000 live births and the value of this indicator, at the moment, could be monitored based on the abortions carried out only in public health institutions. Unfortunately the numbers of intentional/accidental abortions cannot be separately shown. Also the number of abortions carried out in private health institutions is not available. Therefore, we consider that the actual figure of abortions is much higher. As a consequence of both the reform process of the secondary and tertiary levels of the healthcare system as well as future networking of public and private health institutions, it is expected that the abortion rate will increase. This growth would not represent a realistic increase in the number of abortions, but rather improved recording, as both public and private health institutions would document the abortions. Therefore, the recommended activity would be to monitor this indicator in the future, in order to determine the actual trend of abortions carried out in all health institutions.

**Table: Abortion rate carried out in (public) health institutions**

Observed year	2004.	2005.	2006.	2007.	2008.
Abortion rate	248,88	265,51	225,60	214,83	190,72

## Challenges and prospects for achieving targets

Having in mind that the trends in maternal mortality rates are stable and very low, the goal is to maintain this rate at the present level. Also the deliveries have been performed with the presence of skilled health personnel in nearly 100% of cases and the goal is to continue with this practice. The Law on the Health Database<sup>42</sup> will improve monitoring of registered abortions, regardless of the type of institutions where the abortions took place as well as the aetiology of the abortions. It is planned that monitoring of indicators for the coverage of women included in reproductive health counselling services would be enabled, and thus will significantly improve the health of future mothers. In addition, the Strategy for the Protection and Improvement of Reproductive Health (September 2005) includes defined activities, whose implementation will secure achievement and maintenance of the goals at the planned and adequate levels.

<sup>42</sup> Official Gazette of Montenegro 80/80

# GOAL 6

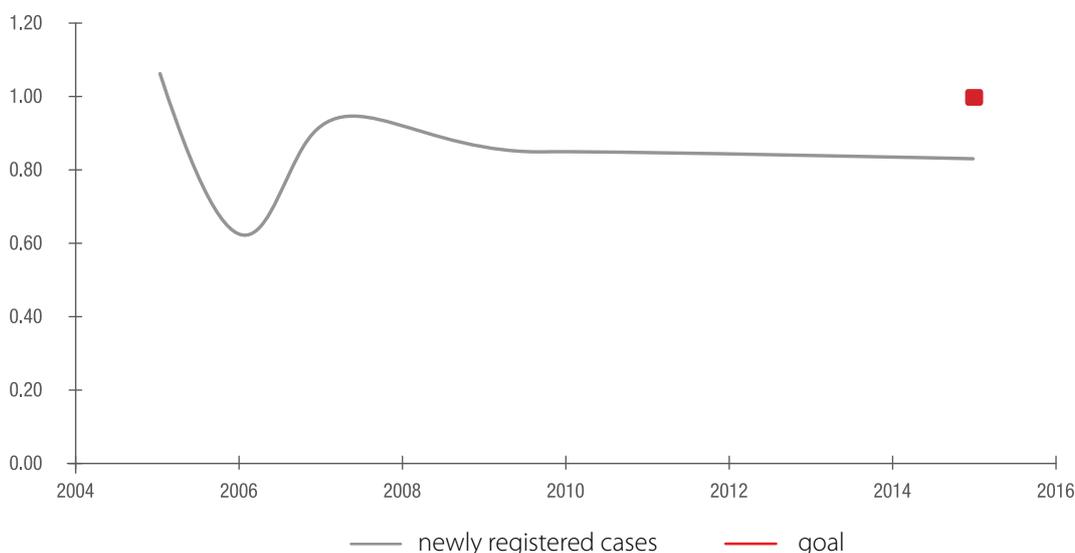


## FIGHT AGAINST HIV/AIDS TUBERCULOSIS AND OTHER DISEASES

INDIKATORS	Starting year	Observed values					Goal in 2015
		2004.	2005.	2006.	2007.	2008.	
<b>Target # 1 – Maintain low HIV prevalence rate (0.01 – 0.02)</b>							
1. Newly registered HIV cases annually (per 100,000)	2004.	0,15	1,07	0,61	0,92	0,92	< 1
2. Voluntary HIV counselling and testing rate	2004.	0,03	0,03	0,03	0,03	0,04	1
<b>Target # 2 – To further decrease TB prevalence rate by 2015</b>							
3. Newly registered TB cases annually (per 100,000)	2004.	26,7	27,4	27,3	24,5	20,7	< 20
4. Number of Multi-Resistant TB (MDR) cases as percentage of total TB cases	2004.		2,0	3,1	2,3	1,5	<1
5. TB mortality rate per 100,000	2004.	0,97	0,48	0,97	1,11	0,31	<0,5
<b>Target # 3 – Decrease in the mortality rate caused by chronic non-communicable diseases in the age group 0-64</b>							
6. Cardiovascular diseases mortality rate (per 100,000)	2004.	479,61	499,35	548,38	532,78	490,61	< 400
7. Cancer mortality rate (per 100,000)	2004.	157,11	166,01	157,60	150,6	146,30	< 100

### Trends and current status

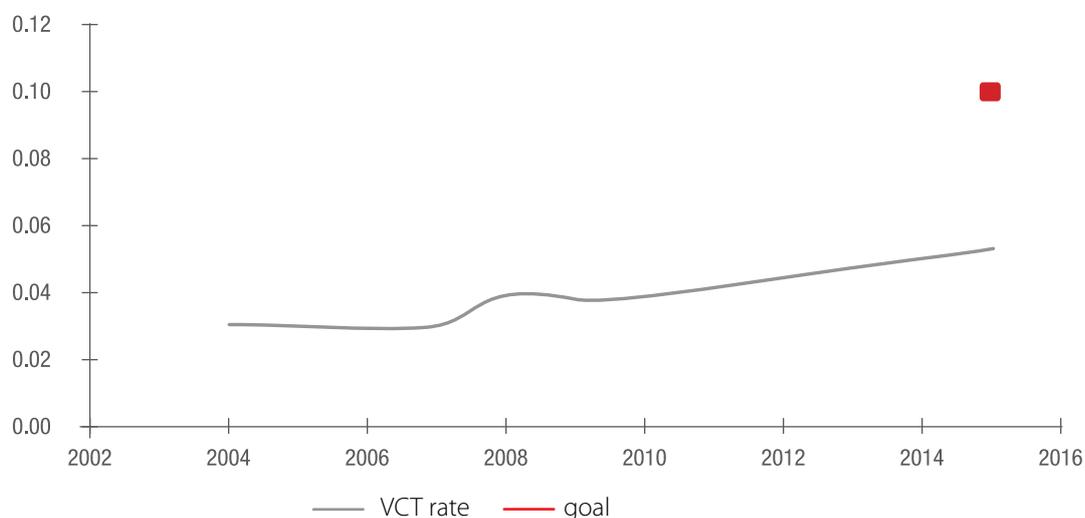
#### Target # 1 – Maintain a low HIV prevalence<sup>43</sup> rate (0.01 – 0.02)



<sup>43</sup> Prevalence – total number of cases on one territory at a given time.



Having in mind that Montenegro is a country with a low incidence and low prevalence rate (0.01 %), the goal is to maintain these low rates. The trend for the observed period shows a low level of oscillation, with the highest number (11) of newly registered cases in 2009.



The rate of HIV voluntary counselling and testing (VCT) is low in Montenegro. It can be said that the newly formed network of VCT centres has positively affected the increase in the number of youth who are attending VCTs for counselling and testing.

In Montenegro the system for anti-retroviral (ARV) therapy is precisely defined. The coverage of people living with HIV/AIDS and who are in need of ARV is 100%, which means that ARV therapy is provided to all HIV-affected in need of this therapy. Over time the ARV coverage has varied in accordance with the needs of patients, as follows:

**Table: ARV coverage**

Year	2004.	2005.	2006.	2007.	2008.
Coverage	20%	23,4%	22,5%	33,7%	30,3%

One of the indicators, which is regularly used in the reports and which illustrates the spread of HIV/AIDS is the number of orphans whose parents have died of AIDS. This indicator is a quite illustrative one and points out the social implications of HIV/AIDS, especially the impact on vulnerable categories of the population. As per the latest data, in Montenegro there are two registered orphan children whose parents have died of AIDS.

The following indicator, again, commonly used in describing the HIV/AIDS epidemic is the number of pregnant women age of 19-24 infected with HIV or living with AIDS. The indicator is especially important given the potential of mother-to-child HIV transmission. So far, no such case has been registered in Montenegro.

VCT centres are regionally dispersed, with seven VCT centres located within health centres and one VCT centre functioning within the Institute for Public Health (IPH) in Podgorica. The VCT coverage is in line with international standards, while the availability of adequate services, equality in treatment, confidentiality and accessibility are guaranteed. The VCT centre can be attended without a doctor's referral. However, following the testing procedure, the person identified with HIV infection is directed to her/his family doctor (attending physician). HIV/AIDS-related services provided in VCT centres are free of charge.



## Challenges and prospects for achieving targets

Since 1989, the year of the first recorded HIV/AIDS case in Montenegro, there has been a total of 101 cases, which places Montenegro among the countries with a low prevalence rate. The male to female ratio is 4.7:1. In 2008, six cases of HIV infection and three cases of AIDS were recorded. At the moment, ARV is provided to 35 people, who are all in need of this kind of therapy due to the status of the infections or due to their current health condition.

Given that recorded cases do not reflect the reality in terms of the HIV/AIDS spread in the population, further estimates and projections have also been conducted. If the estimates using the methodology and recommendation of WHO and UNAIDS are to be made for the prevalence rate among the 15-49 age group, the rate in 2008 would be 121 HIV-infected persons per 100,000 people among this age group. The prevalence rate estimated would be 59 HIV-infected persons per 100,000 people among the total population, which again would be five times higher than the number of actually recorded cases. According to these estimates, 24.4% of those infected with HIV would be women.

The draft National HIV/AIDS Strategy for Montenegro 2010-2014, which has been sent to the Government for adoption, includes measures which will significantly improve activities on prevention, treatment and care of persons living with HIV/AIDS. Voluntary counselling and testing is conducted through a network of VCT centres and additional efforts should be taken for the promotion of the VCT centres' work and the reduction of stigmatization of and discrimination towards people living with HIV/AIDS. These efforts will result in more successful prevention and treatment of these patients (e.g. action on early treatment would be undertaken, thus successfully preventing complications which may appear in the later stages of infection). The new HIV/AIDS Strategy has been developed with the participation of representatives from both the Government and the non-government sector and with the UN HIV/AIDS Thematic Group. In addition, contributions to the Strategy development were provided by a number of stakeholders who actively participate in the work of the HIV/AIDS Country Coordination Mechanism (CCM) and the National HIV/AIDS Committee, such as representatives of relevant ministries, national institutions, NGOs and UN organizations. The Strategy relies on the results and achievements in the implementation of the previous HIV Strategy (2005-2009) and also the new Strategy addresses gaps and weaknesses noted throughout the implementation of the 2005-2009 Strategy.

In line with the **Three Ones** requests, Montenegro has developed the following:

- One National HIV/AIDS Strategy
- One National Coordinating entity (CCM) which oversees the GFATM HIV/AIDS and Tuberculosis Grants' implementation. The entities are chaired by the Minister of Health. CCM is comprised of 25 representatives of four line ministries (the Ministry of Education and Science, Ministry of Justice, Ministry of Tourism and Ministry of Health), representatives of people living with HIV/AIDS, representatives of NGOs, UN Agencies, etc.
- One Monitoring and Evaluation System for National HIV/AIDS Programmes.

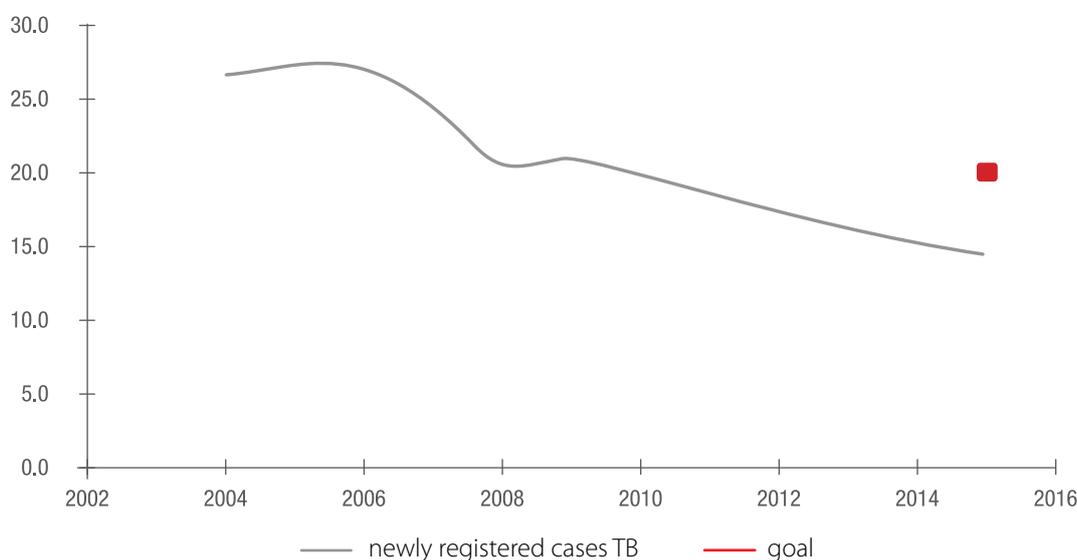
Besides the above mentioned, a number of guides and protocols have been developed covering the following topics: prevention of mother-to-child HIV/AIDS transmission, blood safety, sexually transmitted diseases, universal precautionary measures, voluntary counselling and testing (VCT), youth-friendly health services and injury reduction. The Second Generation of HIV monitoring was introduced where, in addition to regular data collection, biological and behavioural studies have been conducted.

So far, behavioural studies have been conducted among the following groups; youth (age 18-24), young Roma residing in refugee camps and the general population in Montenegro.

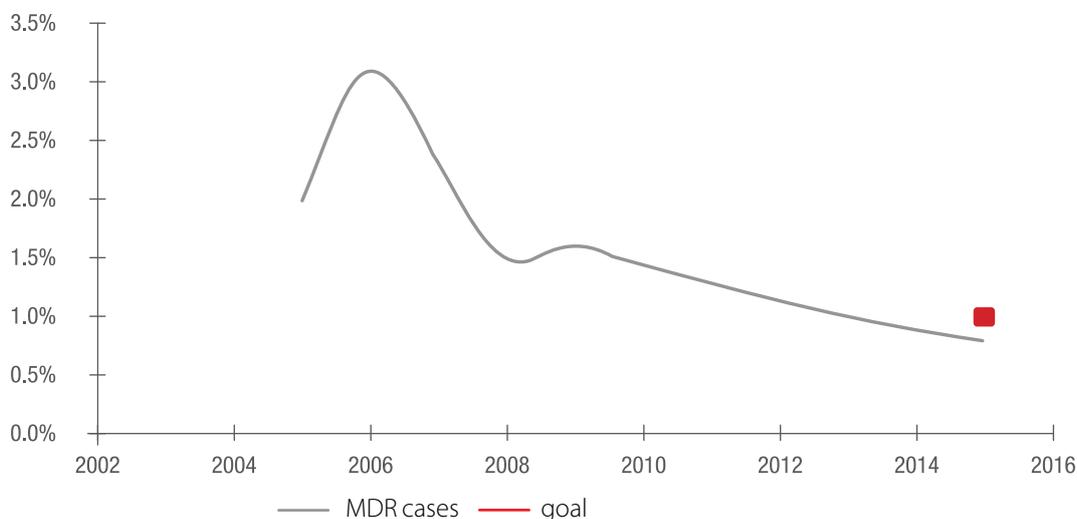
Both behavioural and biological studies were conducted among commercial sexual workers, intravenous drug users and sailors. The prevention programmes for HIV-infection-vulnerable (at-risk) groups such as intravenous drug users, sexual workers, sailors, tourist workers and prisoners have been implemented. Throughout the above mentioned period of time, a number of activities were initiated within the governmental and especially the non-governmental sector with the aim of reducing the existing stigma and discrimination towards persons living with HIV/AIDS and other marginalized groups which are at risk of HIV infection.

**Target # 2 – To further decrease the TB prevalence rate by 2015**

In terms of Tuberculosis (TB) in Montenegro, a downward trend in the number of TB cases is present. The analysis of TB cases for the period of 1992–2006 shows that two critical periods with an increase in TB cases appeared in 1998 and 1999. The monitoring of tuberculosis, which belongs to a diseases of socio-medical typology, is especially important given that, among other challenges, there is the possibility of tuberculosis being spread among vulnerable groups of the population .



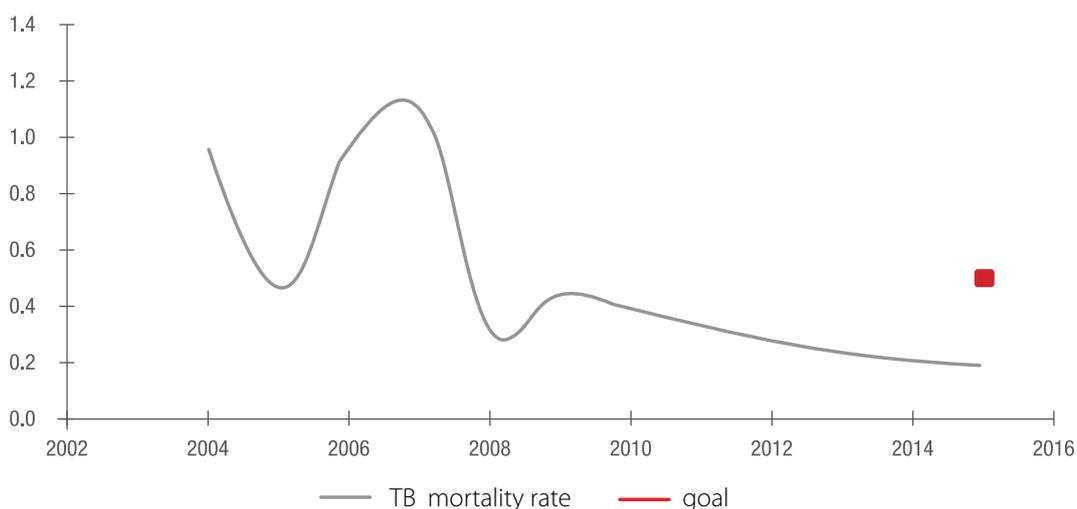
It is noted that trends show a decrease in the value of the indicator of the rate of newly registered cases (per 100,000 persons) in Montenegro. The value of this indicator is quite low and the goal is to decrease it even further in the coming years.





The rate of Multi-resistant Tuberculosis (MDR) cases as a percentage of the total number of TB cases is decreasing throughout the observed period of time. The MDR rate should be kept low, and in 2008 there were no new MDR cases recorded. The data for 2009 has not been processed yet, but preliminary reports show that one new MDR case was registered.

At the moment, four MDR cases are under medical treatment in Montenegro. The data about registered MDR cases was calculated and processed by WHO experts and published in the WHO Annual Report.



TB mortality rate (per 100,000 persons) is low and should be kept at this level in future.

The Commission for the Prevention of Tuberculosis has developed a National TBC Prevention Programme and has included all the relevant factors and activities which should enable TB prevention and control. The Programme is implemented with the support of Global Fund resources.

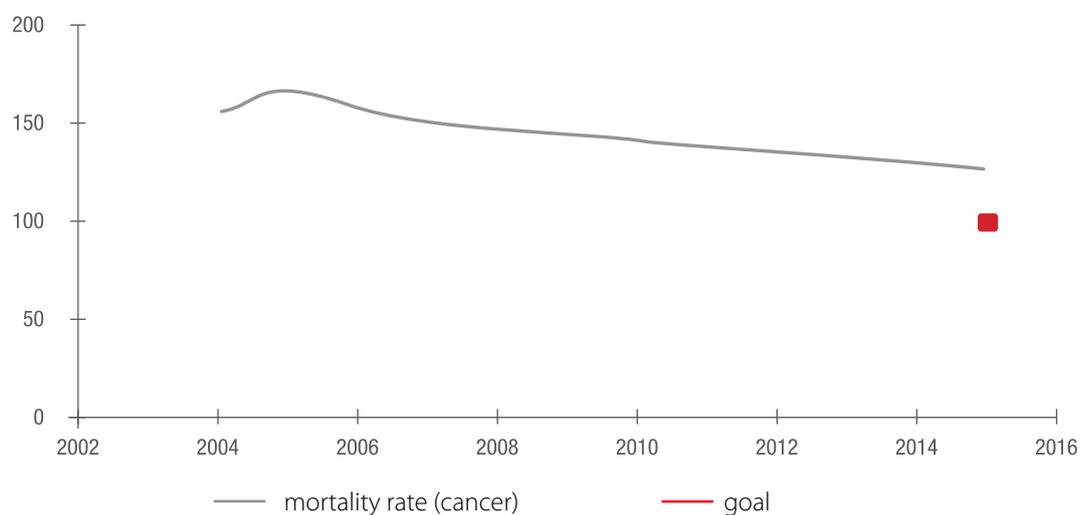
Special attention is given to early detection (diagnostics), adequate treatment, implementation of DOT principles in order to avoid creating resistance towards anti-tuberculosis drugs. The network of ADT dispensers is placed within the primary health system protection and they are linked with the Special Lung Diseases Hospital (SHLD) at Brezovik. SHLD provides the most advanced and up-to-date diagnosis and treatment of TB cases.

**Target # 3 – Decrease in the mortality rate caused by chronic non-communicable diseases in the age group 0-64**





The cardiovascular disease mortality rate is a leading factor in the illness and deaths in the population of Montenegro and shows an increasing trend. Despite the trends in general showing an increase in the numbers of deaths, in 2008 the cardiovascular and cancer mortality rate showed a decrease in comparison with values in the previous observed period. Improvements in diagnosis methodology and improvements in treatment are the main causes for the decrease, thus setting the basis for realistic projections of achieving the set targets for 2015.



The cancer mortality rate is the second leading cause of deaths in the Montenegrin population, with an upward trend.

Despite the implementation of a number of measures defined in national strategic documents and despite the fact that prevention, diagnostics and treatment led towards a decrease in mortality rates in 2008, in comparison to the observed periods of time, cardiovascular system diseases and malignant neoplasm are still the dominant factors of death among the population of Montenegro. The aetiology of these diseases often points to the consequences of a certain type of lifestyle, unhealthy diet and reduced physical activity. In order to reverse this negative trend the Government has adopted the following strategic documents; the Strategy for the Prevention and Control of Chronic Non-Communicable Diseases (2008)<sup>44</sup>, National Strategy for Tobacco Smoking (2005)<sup>45</sup> and the Action Plan for Food and Diet, 2010-2014 (2009) and other related documents. In addition, it is important to mention that the implementation of existing legislation, which regulates rights and obligations in relation to behaviour affecting health significantly influence the protection and improvement of the population's health.

<sup>44</sup> Please see at: [www.mzdravlja.gov.me](http://www.mzdravlja.gov.me)

<sup>45</sup> Please see at: [www.mzdravlja.gov.me](http://www.mzdravlja.gov.me)



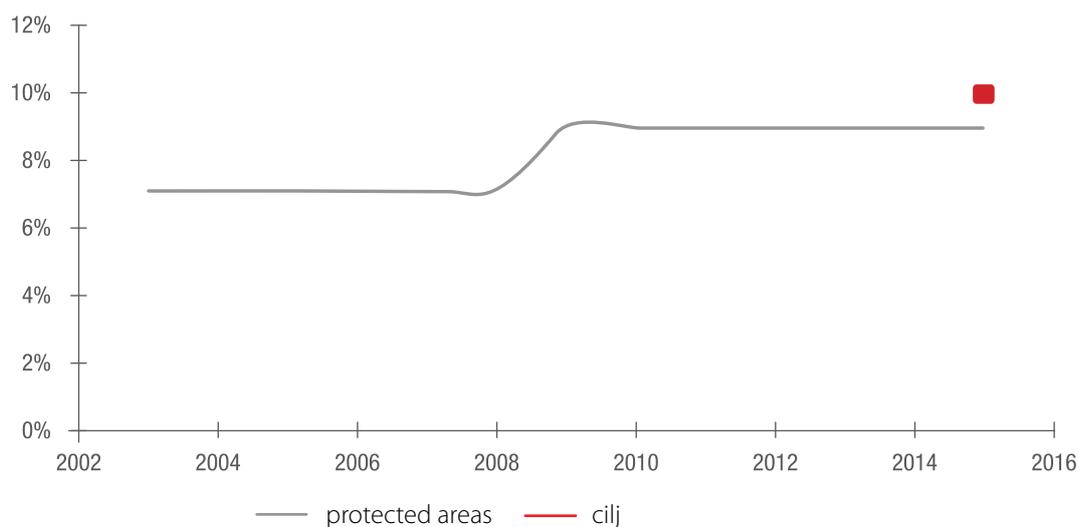
## ENSURE ENVIRONMENTAL SUSTAINABILITY

INDICATORS	Initial year	Observed values												Goal in 2015		
		1990.	1998.	2000.	2001.	2002.	2003.	2004.	2005.	2006.	2007.	2008.	2009.			
<b>Target # 1 - Integrate the principles of the living environment into state policies and programmes and stop the loss of ecological resources</b>																
1. Share of areas protected for the purpose of preservation of biological diversity (%)	2003.					7,14	7,14	7,14	7,14	7,14	7,14	7,14	9,04	10%		
2. Share of marine eco-systems in the overall protected area for the purpose of preservation of biological diversity	2009												0	3%		
3. Share of land covered in forest	2003								54 %		54%			54%		
4. Number of measured PM10 concentrations exceeded in relation to marginal values and tolerance thresholds referring to the protection of the health of people in Podgorica	2007										75	86	45	0		
5. Anthropogenic emissions of GHG gases translated to express the equivalent carbon dioxide per capita [tCO <sub>2</sub> eq/per capita]	1990	7,7						7,2						2015	2020	
														5,6	5,7	
6. a. Energetic intensity (GIC/GDP)	2003			904,0	700,7			674,8	621,4	558,2	487,9	377,5	315,3	282,9	262,22	
6. b. Share of energy produced in RES out of the total consumption (RES) (% energy from RES/ total energy consumption)	2005	23,89	26,96	23,29	25,5			23,11	30,33	25,72	24,44	19,58	22,18	26,21	27,72	
7. Degree of anthropogenic impact on quality of surface waters	2000			24,8%									47,5%	2015	2020	
														15%	10%	
<b>Target # 2 - By 2015 reduce the proportion of the population without access to drinking water and sanitary conditions</b>																
8. Reduce water supply network losses in urban areas	1998		36-80%							35-85 %	33-84 %	30-83 %	30-77 %	30-77 %	30%	
9. Percentage of connection to the sewerage system in urban areas	2005									60%	60,5 %	61 %	63 %	65%	85%	
10. Share of treated waste waters in relation to the total quantity in accordance with national regulations.	2005									10%	11 %	15 %	17 %	18%	60%	

## Trends and current status

## Target # 1 – Integrate the principles of the living environment into state policies and programmes and stop the loss of ecological resources:

This key indicator of the state of biological diversity represents the ratio of the areas of natural goods protected for the purpose of the preservation of biological diversity in relation to the overall surface area of Montenegro. **The surface area currently taken up by protected areas** is 124,929 ha or 9.04 %, which represents an increase compared to 2003 when the percentage of the territory under protection was 7.14%. In line with relevant ratified international treaties and taking into consideration internationally protected areas of nature on the territory of Montenegro, on both grounds, 21.5% of the state territory is covered.



In the previous time period attention in Montenegro was paid to the protection of land, especially mountain, ecosystems while adequate protection of the coastal, including **marine ecosystems** was missing. In order to ensure the observation of basic criteria prescribed by the UN Convention on Biological Diversity, such as the criterion of the representativeness of ecosystems, an additional national goal is defined for the purpose of the preservation of biological diversity. It refers to the proportion of marine ecosystems out of the entire protected area at the national level, and was defined in order to preserve biological diversity.

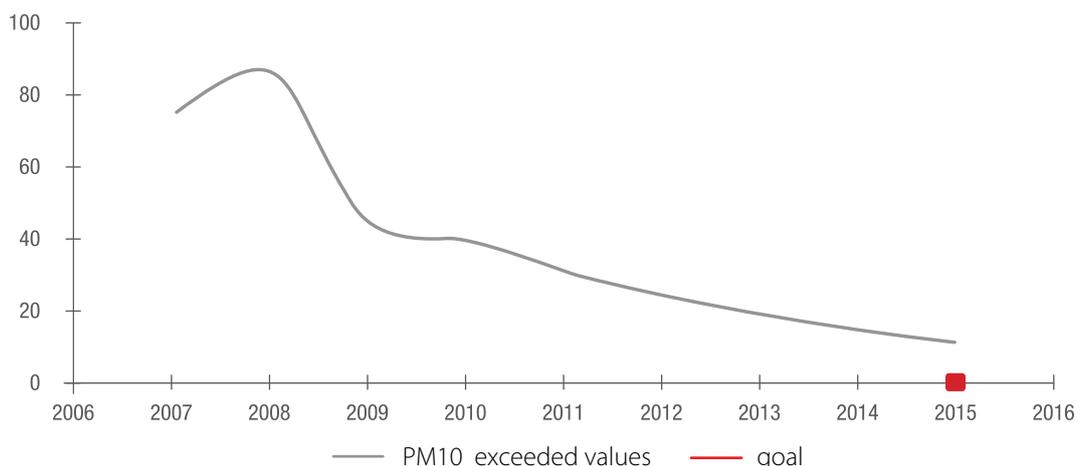
**Forest resources** have a multifunctional character. Forests, as one of the most important natural ecosystems, are the centre of biodiversity and a key factor in the preservation and management of water and protection from erosion on steep terrain. According to official statistical indicators, forests and forest land in Montenegro occupy an area of 1,381,200 ha or 54% (45% forests, 9% forest land).<sup>46</sup>

A systematic 24-hour continuous measurement of the emission of pollutants in the air at the existing automatic measuring stations includes measuring 14 parameters, of which the following are relevant for monitoring the implementation of MDG: SO<sub>2</sub>, NO<sub>2</sub> and PM<sub>10</sub>.<sup>47</sup>

Proceeding from the fact that it is necessary to provide tracking of data trends over a longer period of time, and according to available technical capacities, for continuous monitoring of air quality, a measuring site in Podgorica, at which proper equipment was installed in late 2006, was selected. As a representative figure, monitoring of the following indicator was selected: "The number of measured concentrations of SO<sub>2</sub>, NO<sub>2</sub> and PM<sub>10</sub> that exceed marginal values and tolerance thresholds for the protection of public health at the measuring site in Podgorica" in accordance with the Regulation on establishing the kinds of pollutants, marginal values and other air quality standards ("Official Gazette of Montenegro" 45/08).

<sup>46</sup> The way that forest land is treated was changed, so that forest land was previously treated as forest, while it is treated separately at present.

<sup>47</sup> Flying particulates, most often dust, affecting respiratory organs.



Based on the analysis of the results obtained it can be concluded that air quality in Montenegro, rated from the aspect of global indicators of  $\text{SO}_2$  and  $\text{NO}_2$ , is of a satisfactory quality, which is expected to continue in the future. The results of the measurements show that the measured values of the concentrations of  $\text{SO}_2$  and  $\text{NO}_2$  are within the values defined by the Regulation.

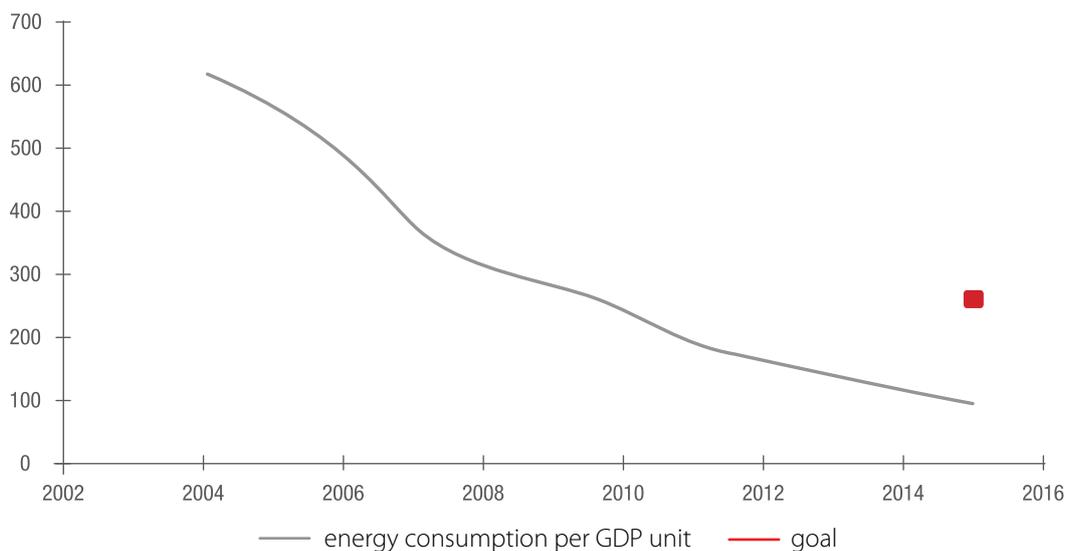
Measured concentrations of PM10 in specific time periods have significantly exceeded the prescribed value of  $50\mu\text{g}/\text{m}^3$ . Namely, even though the Regulation stipulates that the number of exceeded daily mean values of PM10 may not be over 35 times a year on the date of entry into force of the Regulation, in 2008 the measured value of this parameter was 86. At the same time, the Regulation prescribes that the occurrence of the exceeded daily mean value of PM10 by 2015 (target year) must decrease, so that by 2015 the daily mean value of PM10 exceeding  $50\mu\text{g}/\text{m}^3$  must be zero. A decrease in the daily mean value of PM10 in 2009 is evident.

**Anthropogenic emissions of GHG gases translated to express equivalent carbon dioxide per capita [ $\text{tCO}_2$  eq/per capita]:**

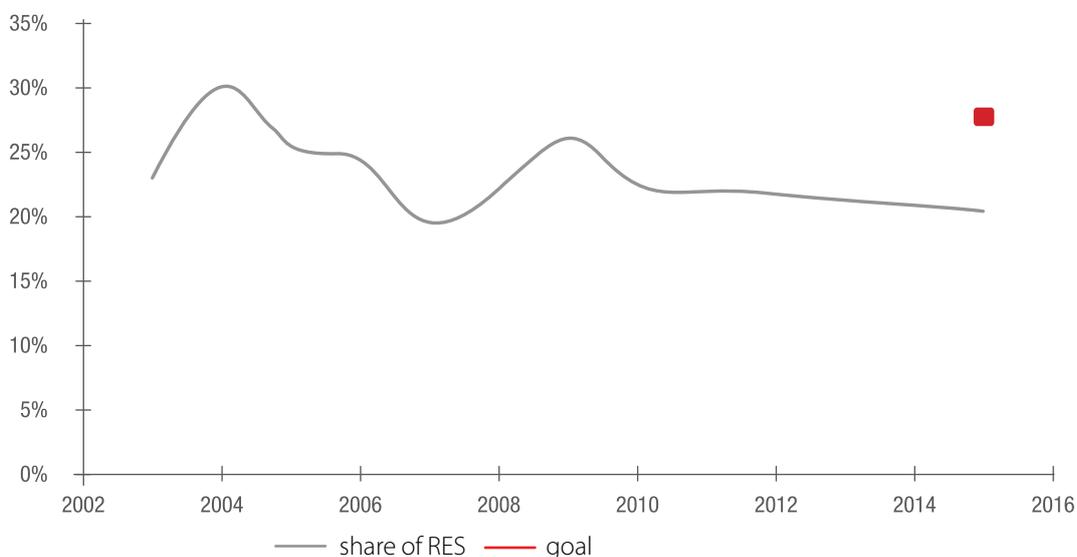
For the assessment of the intensity of national emissions of greenhouse gases (GHG emissions), the ratio of effective emissions per capita and gross domestic product (GDP) per unit should be taken into account. The total  $\text{CO}_2$  equivalent emissions (including decreases) per capita (taking into account the 1991 census) is  $7.7 \text{ tCO}_2 \text{ e}/\text{per capita}$ . If a ratio of  $\text{CO}_2$  emissions is observed which occurs due to the burning of fossil fuels, it turns out that it is much lower due to a significant share of synthetic gases in the total emission ( $4.55 \text{ tCO}_2/\text{per capita}$ ). For 2003 the calculated value of the indicator is  $7.2 \text{ tCO}_2 \text{ eq}/\text{per capita}$ . Within the First National Report analysis of measures for the reduction of GHG emissions, and the projections of GHG emissions in the period 2010-2025 was conducted showing two perspectives: the reference scenario, which is characterized by the absence of measures for reduction of GHG emissions and a scenario with measures for the reduction of emissions. Taking into account the projected values of GHG emissions from the scenario with measures for a reduction of GHG emissions for the year 2015, and subsequently 2020, as well as a projected population growth rate of 0.16%, the obtained values are  $5.6 \text{ tCO}_2 \text{ eq}/\text{per capita}$  for 2015, and  $5.7 \text{ tCO}_2 \text{ eq}/\text{per capita}$  for 2020, which represents a slight increase in GHG emissions.

**Energetic intensity (GIC/GDP):** the energy policy and other strategic documents in this field have recognized the promotion of energy efficiency (EE) and renewable energy sources (RES), as key parts which contribute to the sustainable development of Montenegro. Since Montenegro as a potential EU membership candidate country has an obligation to harmonize its national legislation with EU directives, it has to fulfil the obligations prescribed by the Energy Community Treaty and the mandatory target of 30% of the share of energy produced from RES out of the total consumption (EU Directive 2009/28/EC) and the indicative goal of improving EE to the annual level of 1%, taking into account the commitments taken over from the EU package “20-20-20” and contained in the Energy Efficiency Law. Therefore, in

the context of the implementation of the MDG, monitoring of indicators 6 and 7 is relevant, that is, the **share of energy produced from RES and energy intensity-the total energy consumption per GDP unit.**



The tracking of energy intensity with respect to the total energy consumption is difficult, since energy balances have not been defined precisely enough to enable monitoring of expenditure for each energy source used in Montenegro, and also due to the economic crisis, projections of GDP cannot be precise enough to allow adequate projection values for the year 2015.



As for the indicators for renewable energy sources (RES), visible variations in the share of RES are attributed to the revitalization and overhaul of some power facilities and improved hydrological conditions in recent years (2004 and 2009 - overhaul of the thermal plant at Pljevlja and in 2007 – the overhaul of the Piva hydroelectric power plant).

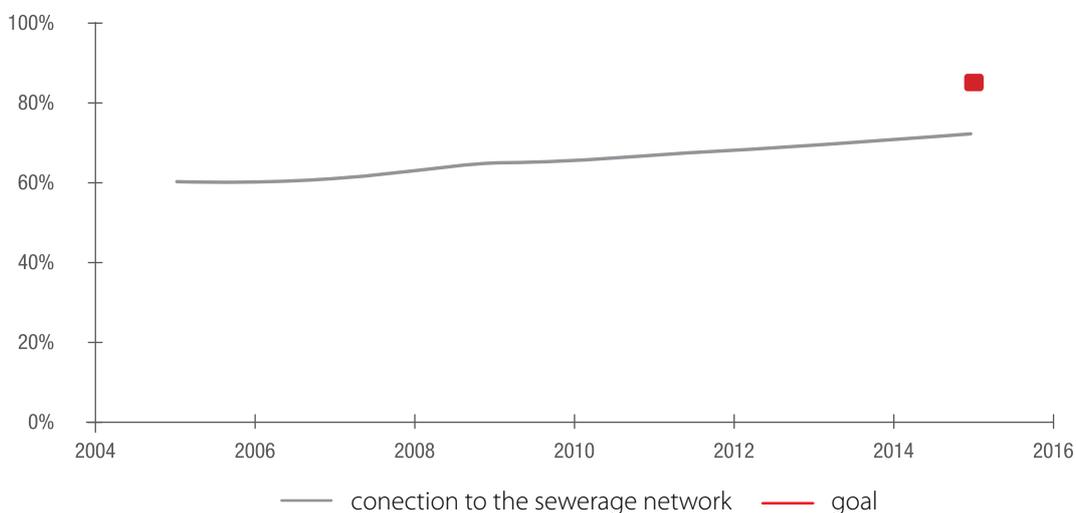
**The degree of anthropogenic impact on the quality of surface waters:** untreated utilities waters and, in some hot spots, untreated industrial waters are major sources of pollution of surface water. The last five-year period was marked by the adoption of a series of strategic documents aimed at building the appropriate framework for a water protection policy and building technical capacities for the treatment of wastewater. Monitoring of the degree of the anthropogenic impact on the quality of surface water bodies points to the successfulness of controlling the anthropogenic impact on surface waters and swimming water quality.



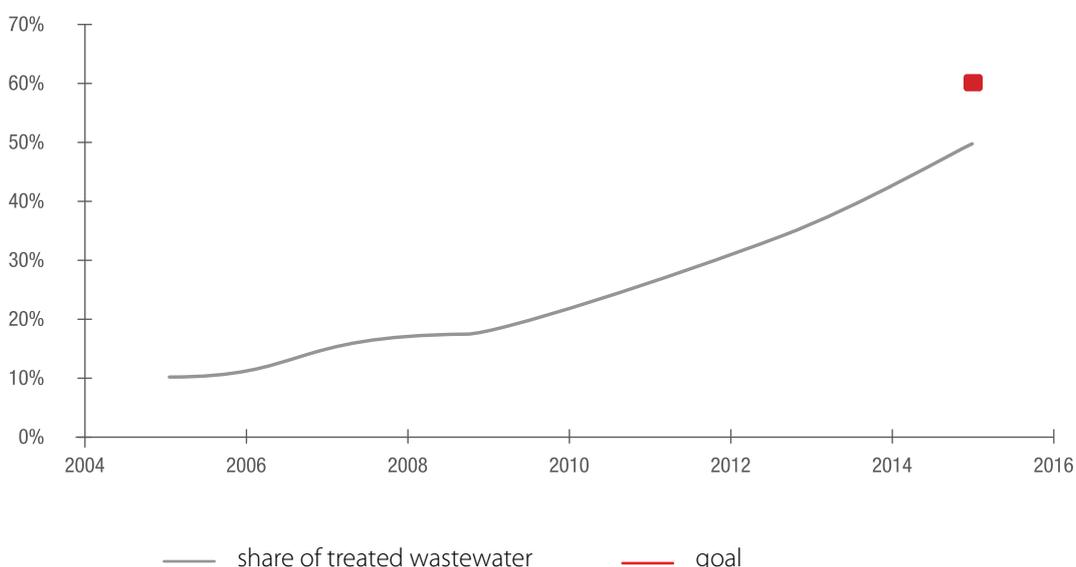
**Target # 2 - By 2015 reduce the share of the population without access to drinking water and sanitary conditions:**

Good management of wastewater and drinking water has great importance in environmental protection and the sustainable economic development of society, particularly the development of tourism as a priority area of the economy. In the area of water supply several studies were made which point to the fact that **losses in the network are large** and they amount to 36-80%. Also the goal of reducing losses to 25% by the year 2021 was defined. In the previous period a positive trend of reduction of losses in the network was recorded, especially in municipalities in the coastal region, which is mainly a result of the realization of projects for the rehabilitation of losses in the network, as well as an improvement in monitoring.

In line with projections contained therein, the Strategic Master Plan for sewerage and wastewater in the central and northern regions of Montenegro (2005) and the Master Plan for wastewater conveyance from the Montenegrin coast and the municipality of Cetinje (2005) foresee that in the period until 2028 all urban settlements will be covered by adequate sewerage infrastructure and facilities for wastewater treatment.



In the past there was a positive trend of **connection to the sewerage network in urban areas**. At the same time a relevant indicator is **the share of treated wastewater in relation to the total quantity of wastewater in accordance with national regulations**, and building of plants for wastewater treatment in 50% of municipalities by 2013 has been planned.





## Planned measures and challenges

The system of indicators of sustainable development defined in the National Strategy of Sustainable Development of Montenegro (NSSD), although still incomplete, represents a starting point in evaluating the implementation of the Millennium Development Goals. At the same time the environmental parameters enabled the evaluation of the existing condition and projections of possible trends in the implementation of Goal 7: “**Provide environmental sustainability**”. The following priority Targets were defined in the realization of this goal:

A prerequisite to achieving principles of sustainable development in order to prepare Montenegro for the Third World Summit on Sustainable Development which is planned for 2012, is the improvement of the efficiency of integration of the guidelines and goals of the NSSD of Montenegro into sector policies. In addition to this, a goal for the period until 2015 is the introduction of regulatory impact assessment - the impact on sustainability, as a mechanism for integrating the principles of sustainable development. In addition to the improvement of the system of financing environmental protection and the increase of the level of allocations for the needs of environmental protection in the context of improving the implementation of MDG, the challenge with respect to rising awareness of the importance of sustainable development issues is particularly relevant. All of this is aimed at ensuring the acceptance of the concept and definitions of sustainable development by the general public. At the same time, it is necessary to intensify the involvement of the themes connected to sustainable development into the education system at all levels, since the reformed educational system represents the foundation and a key factor in achieving economic development, ecological vision and social cohesion.

**For the successful implementation of Target 1**, activities undertaken in regard to biodiversity conservation, air protection, including the effects of climate change and energy efficiency measures, as well as the protection of waters against pollution have special importance.

In the forthcoming period a strategic goal in the field of biodiversity will be a continuation of the harmonization of the national legislation with the EU and the establishment of the NATURA 2000 network, as well as the creation of conditions for the implementation of the relevant multilateral agreements, particularly the UN Convention on Biological Diversity. In this context, the improvement of management of protected areas has special importance, including their sustainable funding. Pursuant to the National Strategy for Sustainable Development in accordance with which until 2010 the coastal protected areas (areas on the shore and sea) should make up 10% of protected areas at the national level, and subsequently, protected areas in the sea should make up at least 2.5% of the protected areas at the national level by 2012, and then at least 3% by 2015.

For the period until 2015 the goal is to preserve the current percentage of forest coverage, because by virtue of the level of forest coverage per capita, Montenegro is one of most afforested countries in Europe (0.9 ha per capita). At the same time the goal is to improve the structure and timber stocks of forests through the conservation and improvement of forest habitats, increasing the diversity of forests, increasing the participation of highly productive forests, the rehabilitation and reconstruction of devastated forests and the like. The realization of these goals will lead to an increase in the CO<sub>2</sub>-absorption potential of forests.

In order to provide the best possible air quality and reduce risks to human health and the environment, it will be necessary to continue further harmonization of the national legislation with EU legislation, primarily through the adoption of bylaws within the Law on Air Protection. In accordance with this legislation, the adoption of the National Air Quality Management Strategy for a period of four years in 2011 is planned and the establishment of a national network of stations in accordance with the Regulation on the state network for the monitoring



of air quality, which should enable the improvement of air quality assessment methodology, classification of areas into categories according to levels of air pollution, and management of air quality in accordance with legal regulations.

In facing the challenges of climate change, priorities for action will refer to the implementation of programme activities aimed at mitigating the effects of climate change, in accordance with international policy in terms of defining the framework in the post-Kyoto period, especially from the aspect of EU policy in this area. At the same time, it is important to note that activities are planned which are aimed at implementing measures for adjusting to the impact of climate change.

For the realization of priority goals in the energy sector, Montenegro will continue with the implementation of specific measures of EE as foreseen by strategic documents along with the introduction of the National EE Action Plan (NEEAP). The adoption of NEEAP in 2010 will be followed by a commitment to reduce energy consumption by 9%, that is 1% every year over the next 9 years. In the field of RES, along with two tenders for the use of hydroelectric potential (one in 2007 and another one in 2009), a public tender for the construction of wind farms was published. Feasibility studies were developed for the projects of using biomass for combined production of heat and electricity.

In order to improve the system of monitoring aquatic ecosystems, it is especially important to provide further harmonization with the Water Framework Directive (2000/60/EC Water Framework Directive) and Marine Strategy Framework Directive (Directive 2008/56/EC Marine Strategy Framework Directive). Therefore in order to provide a good ecological status of surface water and the sea, it is necessary to establish a set of characteristics that define a good ecological status, as well as a list of indicators with parameters (physical and chemical characteristics, types of habitats, biological characteristics, hydro-morphological characteristics, pressures and the impact of human activities etc.) on the basis of which ecological status will be monitored and determined. Also, it is necessary to set national goals, and adopt the existing European and international goals when it comes to these types of aquatic ecosystems, as well as to align the goals in the cross-border context.

For **the successful implementation of Target 2**, it is necessary to provide continuity in the implementation of strategic documents in the field of water supply and wastewater management. In this context, the priority is to ensure that by 2013 plants for wastewater treatment are built in 50% of municipalities, and to that end that a system of regional water supply is put into operation by 2010 so that the municipalities on the coastal region have a regular water supply. In terms of reducing losses in the network, significant investments and support from international financial organizations are needed.



## DEVELOP A GLOBAL PARTNERSHIP FOR DEVELOPMENT

### Coordination of international donor support

Even though it has the status of a medium-level developed country (according to the World Bank criteria) Montenegro has been recording an annual inflow of official development assistance to the amount of USD 100 million since 2006. According to the data of the Organization for Economic Cooperation and Development (OECD) Montenegro received approximately USD 106.3 million of official development assistance in 2008 (Table). Of this amount, USD 72.9 million came from bilateral donors, USD 10.9 million from the European Commission and USD 33.4 million from multilateral donors, including UN agencies. It has also been estimated that through the programmes, projects and activities of individual UN agencies and organizations from the UN system, Montenegro received USD 11.8 million in 2008, which represents over 10 percent of the total official grant assistance for Montenegro.

**Table: Official development assistance (in million USD) for Montenegro (2006 – 2008)<sup>48</sup>**

DONORS	2006.			2007.			2008.		
	Grants	Loans	TOTAL NET	Grants	Loans	TOTAL NET	Grants	Loans	TOTAL NET
All donors	78,07	17,44	95,50	83,93	24,26	105,76	73,05	40,81	106,3
Bilateral agencies	58,74	3,43	62,16	47,52	16,52	61,61	56,54	23,95	72,93
Multilateral agencies	19,33	14,01	33,34	36,41	7,74	44,15	16,51	16,86	33,37
EC	18,13	0	18,13	31,57	0	31,57	10,94	1,44	10,94

The largest bilateral donors for Montenegro in 2008 were: Germany (USD 14.9 m), France (USD 9.9 m), USA (USD 9.1 m), Italy (USD 5.8 m) and Turkey (USD 5.25 m). When it comes to assistance in the form of grants, it is clear that EU Member States, countries that have historical ties with Montenegro (such as Austria, Hungary and Turkey), as well as Norway, Japan and the United States, constitute a strong donor base for Montenegro.

Given the status of potential candidate for membership of the European Union, Montenegro uses certain programmes and funds of the European Commission. Montenegro receives the largest assistance through the IPA fund which since 2007 has replaced a number of EU programmes and mechanisms of financial assistance for candidate countries and potential candidates, such as PHARE, PHARE CBC, ISPA, SAPARD, CARDS, as well as financial assistance to Turkey<sup>49</sup>

Montenegro as a potential candidate country for membership in the EU uses the first and second IPA component.<sup>50</sup> For potential candidates, IPA funds management is carried out centrally while the process of introducing a decentralized system of funds management is under way.

<sup>48</sup> Data as of 10th December 2009 15:06 UTC (GMT) from the OECD's statistics

<sup>49</sup> This measure is intended for the candidate states for the EU which include Croatia, Turkey and Macedonia and for potential candidates from the Western Balkans: Albania, Bosnia & Herzegovina, Montenegro, Serbia and Kosovo.

<sup>50</sup> The IPA fund consists of five different components: support to transition and institution building, cross-border and regional cooperation, regional development, human resource development and rural development.



### Projection of the use of IPA funds in Montenegro 2007-2012

Country	2007.	2008.	2009.	2010.	2011.	2012.	TOTAL IPA		Population		Total IPA/pc
							€ millions	%	Millions	%	
Montenegro	31,4	32,6	33,3	34,0	34,7	35,4	201,4	2,4	0,63	0,66	320

Montenegro's proportion of the population of IPA countries is just 0.66%, but with 2.4% of total assets.

The programmes from IPA 2007, 2008 and 2009 are currently being implemented in Montenegro. Programming of IPA 2010 is completed and the adoption procedure is under way. Activities aimed at programming of IPA 2011 are under way.

In the current period 39 donors/agencies are implementing projects in Montenegro aimed at implementing solutions presented in approximately 90 strategic documents in different sectors. Apart from 59 projects (13 regional and 46 national) that are being realized through the Instrument for Pre-Accession Assistance (IPA), for whose programming, monitoring and reporting the Ministry of European Integration is responsible, at this moment there is no single view of support in terms of: active donors, the amount of invested funds, their connection with the adopted strategic documents, project users, duties which Montenegro has in the case of co-financing, the success of implementation and the like.

Since early 2010 Montenegro has been involved in a unified model of UN System functioning within the Integrated UN Programme, which is a part of Delivering as One approach. The reform agenda initiated by UN member states, an integral part of which is the programme "Delivering as One" requires the UN development system to intensify its efforts to improve compliance and the effectiveness of its activities in the field. The aim of the UN Integrated Programme for Montenegro is to improve the results and impact of development by integrating comparative advantages of the UN system into a unified strategic framework. The programme was created in accordance with government priorities on the way to joining the European Union as well as the national development priorities outlined in strategic documents: development strategies and action plans. The UN Integrated Programme seeks through the implementation of three programme pillars: social inclusion, democratic governance and sustainable economic development and environmental protection, to provide about USD 20 million per year to improve the cooperation and partnership of all stakeholders, including donors and civil society.

Considering that coordination of donor support is necessary in order to have Montenegro use the available resources in the most efficient way and in order to promote itself in the international community through the confirmation of its readiness and ability for the application of a responsible attitude towards financial support<sup>51</sup>, activities aimed at establishing an overall system of coordination of donor support that will allow easier monitoring and planning of programmes and projects in priority areas for further industrial, social and economic development of Montenegro have been planned for the future. The system of coordination of donor support will enable monitoring of projects whose implementation is in progress, but also more efficient planning of future activities and will forestall a possible overlap in the implementation of activities that donors are planning for the future. In this regard, it is planned to form a Working Group for coordination of donor support, whose members will be the representatives of the Office of the Deputy Prime Minister for International Economic Cooperation, Structural Reforms and the Improvement of the Business Environment and one

<sup>51</sup> Montenegro is a signatory of the Paris Declaration aimed at implementing precise, long-term and measurable actions aimed at the reform of the manner of monitoring and managing assistance given to countries. It is also included in the activities of the International Aid Transparency Initiative - IATI



representative from each ministry of the Government of Montenegro. Also, for the review of current projects and more efficient planning of future cooperation between Montenegro and the donor community and the development of a unified information system that will incorporate all the data on donor support, a unique Form for collecting data on projects whose realization is financed by donor support will be created and it will be directed to all ministries in order to ensure the integration of data in one place.

## **Development and application of information-communication technology**

The economic development of a country such as Montenegro is directly connected with the development of information-communication technology (ICT). For a small country with limited resources, the development of a knowledge-based economy, the creation of efficient public administration and the involvement of all citizens in the organization of public life is a priority.<sup>52</sup>

The Report of the World Economic Forum places Montenegro 43<sup>rd</sup> in the world regarding the development of information technology. The exceptional importance of the development of an information society and application of new technologies in Montenegro is evidenced by the activities realized on daily basis, the projects defined by action plans, already implemented or under implementation, as well as the number of users of new technology, which is constantly growing.

According to official data, internet penetration in Montenegro is approximately 45% (the definition of Internet penetration is the percentage of the population older than 16 who has used the Internet at least once in the last three months). Digitalization of fixed telephone lines is 100% complete. Out of the total number of fixed telephone lines, 87.25% are individual people, while 12.25% are legal entities. The number of mobile telephone users is much larger and mobile penetration is approximately 186%.

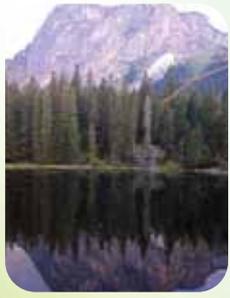
Pursuant to the obligation to have the processing and presentation of statistical research in line with European standards, a pilot study has been planned by the end of this year that would provide more detailed information on the application and the use of new technologies. In this regard, official research based on the EUROSTAT methodology will start next year. .

Data that refers to the level of penetration of broadband services, obtained from the Agency for Electronic Communications and Postal Services is as follows:

- Penetration of fixed-line broadband in December 2009 was 8.04%
- Penetration of mobile broadband (data cards which are used exclusively for access to the Internet) in December 2009 was 3.56%
- Penetration of mobile broadband (users who have accessed the Internet using 3G UMTS technology) in June 2009 was 12.57%.

---

<sup>52</sup> By adopting the Information Society Development Strategy the guidelines and goals of realization of the projects in this area have been defined regarding the implementation of the planned projects and for the purpose of the promotion of information society through strengthening the awareness of the use of information-communication technologies in everyday business operations and life.



# C. CONCLUSION





A mid-term report on achieving the Millennium Development Goals shows that Montenegro will manage to achieve by 2015 almost all nationalized targets set in line with the Millennium Development Goals.

- Although the consequences of the global economic crisis are reflected through the increase of the poverty rate in Montenegro, based on the presented indicators it is realistic to expect that Montenegro will fulfil in the prescribed period its goal and halve the poverty rate compared to the initial year. This will be contributed to by the activities of the Government aimed at improving the position of vulnerable categories of the population through the improvement of the system of social welfare and active employment. By working on further promoting the development of entrepreneurship especially in the northern region, as well as the adoption of the Strategy of the Regional Development of the North, in the following period a reduction in development disparities in the North and the South will be worked on.
- Based on the collected data and previous actions taken by the Government, it is obvious that by 2015 Montenegro will have 100% coverage of children enrolled in elementary school, while the increase in the quality of education and measures in relation to vulnerable categories will contribute to the reduction of early school drop-out among certain categories. A harmonized pre-school registration process will allow monitoring and improvement of educational activities in all institutions of this kind. Through a series of programmes and strategic documents, the Government will pay special attention during the following period to the improvement of the position of children who are in an unenviable position in terms of gaining an adequate level of education (children with disabilities, children in the state of social need, children from rural areas, RAE children) and contribute through programmes of affirmative action to their social inclusion. These activities, along with a series of others, will result in the reduction of already relatively low rates of illiteracy in Montenegro.
- Even though an institutional and legal basis for the improvement of gender equality has already been established in Montenegro, unequal representation of men and women in some professions is still present, especially when it comes to managerial positions. In order to enhance gender equality and to improve the position of women, the Government of Montenegro will improve in the upcoming period the legislative framework and its consistent application, and introduce gender equality in all policies and programmes at both national and local levels. However, a long time period will be needed to achieve this goal since it takes time to change the social context and understanding of the role of women in Montenegrin society. Certainly achieving this goal will be contributed to by the adoption of legislation that should regulate the increasing participation of women in positions of decision making. Achieving this goal will also be contributed to by more effective implementation of existing legislation, as well as the adoption and effective implementation of all programmes and policies adopted by the Government of Montenegro.
- One of the key goals of the development of any country is to reduce mortality rates. On the basis of trends in the value of indicators which monitor the realization of this goal, it can be realistically expected for this objective to be met by 2015. Through the adoption of strategic documents, reform of the health system, as well as a range of activities that the Government is implementing in cooperation with the NGO sector in order to improve the health of children and their position in the family and society,



in the following period an increased rate of regularly vaccinated children, as well as the rate of breastfeeding, and a reduction in the number of children with lower physical mass at birth are expected.

- Although the maternal mortality rate in Montenegro is very low (only one case in the past few years), the Montenegrin Government conducted a series of programmes and projects aimed at improving maternal health. Particular progress in this field has been made by reforming the health system, the presence of a specialist at all deliveries, the use of Counselling for reproductive health within the Centres for Prevention in health centres. To this end one of the challenges is the tracking and prevention of abortions, which have a very harmful influence on the reproductive health of women. We should bear in mind the fact that it has been possible so far to compile statistics on this issue only in public institutions, and if private healthcare facilities had been included in the research it is estimated that this number would be much bigger.
- Montenegro has made significant progress in the fight against HIV/AIDS, tuberculosis and other diseases. The health system in Montenegro provides all persons with AIDS, who because of their disease status need anti-retroviral therapy, with free access to this therapy. By adopting appropriate strategic documents, free access to counselling for prevention will be allowed in primary healthcare where special attention will be paid to children and youth and the treatment of people with HIV/AIDS. A challenge in achieving this goal is the death rate from cardiovascular and malignant diseases, which are the leading causes of death and disease among the population of Montenegro, and show a growing trend. In this regard, the Government has planned a series of implementation measures for prevention, early diagnosis and treatment.
- In order to ensure sustainability of the environment in Montenegro, special attention is being paid to the protection of land, and especially mountain, ecosystems. Based on analysis conducted, it can be said that the air quality in Montenegro was rated in terms of global indicators as satisfactory, which is also expected in the future. The Government will make further efforts to provide appropriate coastal protection, including marine ecosystems, and improve monitoring of aquatic ecosystems, through upgrading the legislative framework, the adoption of strategic documents and their proper implementation. Therefore, within the prescribed period until 2015 the Government will work on the harmonization of legislation in Montenegro with the EU legislation and its adequate implementation.
- On its way towards acquiring full membership in the European Union, Montenegro is trying to channel and systematically track donor assistance through the activities aimed at establishing an overall system of coordination of donor support that will allow easier monitoring and planning of programmes and projects in areas of priority for further economic and social development of Montenegro.

Although significant progress has been made compared to the situation in the past decade, particularly in the area of economic growth and stability, development of strategic/planning documents, legal framework reform, social reform, some tasks and challenges in the areas of social exclusion, the rule of law and democratization, regional development disparities and revitalizing the economy in light of the global economic crisis require further efforts in order to be fulfilled. Progress in development will greatly depend on adequate application of initiated and planned policies and application of adopted policies and the legislative framework.



## ACRONYMS

MDG Millennium Development Goal	IPH Institute for Public Health
HIV/AIDS Human Immunodeficiency Virus/ Acquired Immunodeficiency Syndrome	UNAIDS The Joint United Nations Programme on HIV/AIDS
GDP Gross Domestic Product	GFATM Global Fund to Fight AIDS, Tuberculosis and Malaria
RAE Roma, Ashkali & Egyptian	DOT Directly Observed Treatment
EU European Union	ATD Anti-Tuberculosis Dispensary
UN United Nations	SHLD Special Lung Diseases Hospital
NGO Non-Government Organisation	GIC/GDP Energy Intensity Ratio
UNDP United Nations Development Pro- gramme	GHG Greenhouse gases
UNICEF United Nations Children's Fund	RES Renewable Energy Sources
UNHCR United Nations High Commissioner for Refugees	EE Energy Efficiency
IOM International Organisation for Migration	NSSD National Strategy for Sustainable De- velopment
WHO World Health Organization	NEEAP National Energy Efficiency Action Plan
MONSTAT Statistical Office of Montenegro	OECD Organization for Economic Cooperation and Development
CRNVO Center for Development of Non- governmental Organisations	EC European Commission
HCS Household Consumption Survey	PHARE The Programme of Community aid to the countries of Central and Eastern Europe
PRSP Poverty Reduction Strategy Paper	PHARE CBC - The Programme of Community aid to the countries of Central and Eastern Europe Cross Border Cooperation
DPRS Development and Poverty Reduction Strategy	ISPA The Pre-Accession Structural Instrument
IPA Instrument for Pre-Accession Assistance	SAPARD The Special Accession Programme for Agriculture and Rural Development
PISA Programme for International Student Assessment	CARDS Community Assistance for Reconstruc- tion, Development and Stabilisation
CICC Centre for Information and Career Coun- selling	EUROSTAT Statistical Office of the European Union
BFHI Baby-Friendly Hospital Initiative	ICT Information-Communication Technology
CCM County Coordinating Mechanism	3G UMTS 3rd Generation Universal Mobile Telecommunications System
PMTCT Prevention from Mother to Child Transmission	
PLHIV People Living with HIV	
YFHS Youth Friendly Health Services	
MDR Multi drug resistant	
VCT Voluntary Counselling and Testing	
ARV Anti-Retroviral	



*Medium-term Report on Millennium Development Goals in Montenegro*

Author

Government of Montenegro and United Nations System in Montenegro

Publisher

United Nations Resident Coordinator's Office in Montenegro and  
Ministry of Foreign Affairs of Montenegro

Translation

Ana Kadović

Editors

Lida Vukmanović Tabaš

Peter Stonelake

Printing

Studio "Mouse" - Podgorica

Circulation

400

CIP - Каталогизација у публикацији

Централна народна библиотека Црне Горе, Цетиње

ISBN 978-9940-9307-0-7

COBISS.CG-ID 16411920

This Report was prepared under the overall coordination and leadership of the Government of Montenegro, and in consultation with the United Nations (UN) system in Montenegro. It was designed and published with technical support of the UN System.