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Country programmes and related matters

Country programme document for Montenegro (2023-2027)

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I. UNDP within the United Nations Sustainable Development Cooperation Framework

1. Montenegro is an upper-middle-income country seeking to join the European Union (EU). The accession process is the key driver of its development and serves as an accelerator of the Sustainable Development Goals (the Goals). The country has 620,000 inhabitants, with a Human Development Index value of 0.829 in 2019, putting it in the very high human development category.¹

2. Over the last decade, Montenegro has enjoyed strong economic growth due to increased investments, consumption and expansion of its tourism sector, which depends on natural resources. While poverty levels have steadily declined, to 14.5 per cent in 2019,² the recent global rise in food and commodity prices and the COVID-19 crisis have exposed structural vulnerabilities in the economy. Poverty has increased during the past two years and is not expected to fall to pre-COVID-19 levels until after 2023. UNDP estimates the COVID-19 crisis has erased six years of human development progress³ and expanded the number of vulnerable people. These ‘new poor’ rely on the informal sector for employment and/or are not covered by social protection mechanisms.

3. The crisis has also intensified economic and social exclusion. Increasing incidents of hate speech, misogyny and homophobia in public discourse pose a threat to social cohesion. Women suffer from patriarchal social norms and gender-based violence, and they are more likely to be employed in the low-wage and informal sectors affected by the crisis. Their opportunities to earn income are limited by their responsibilities for unpaid domestic work. The Gender Equality Index stands at a value of 55, below the EU average of 67.4.⁴

4. The economic potential of youth is significant, but they are under-employed⁵ and have limited civic engagement.⁶ The Roma and Egyptian minorities and people with disabilities are at risk of exclusion from education and services, as well as material deprivation resulting from their low participation in formal employment. This has been further exacerbated by the economic downturn and COVID-19. People with disabilities and elderly people endure additional hardships and exclusion owing to insufficient servicing and inadequate social assistance targeting. Girls and women with disabilities continue to be at higher risk of gender-based violence and discrimination.

5. The economy experienced double-digit growth in 2021, and future growth prospects appear positive.⁷ However, government priorities reflect the need to improve competitiveness, regional connectivity and a green economy, with the goal of ‘smart’, sustainable and inclusive growth that will contribute to the quality of life of all citizens.^{8,9}

6. The country has made a strong commitment to improve environmental management, improve resilience and adaptation, and reduce greenhouse gas emissions by at least 35 per cent by 2030, thus bringing it closer to the EU level. Progress in these areas will need to be paired with structural economic transformation to put the country on a more resilient growth path with sustainable public finance. This will allow Montenegro to invest further in human development and address persistent inequalities and social vulnerabilities. Important drivers of social cohesion will be increased public trust linked with more meaningful citizen participation in

¹ <http://hdr.undp.org/en/home>.

² <https://documents1.worldbank.org/curated/en/900381634670558017/pdf/Greening-the-Recovery.pdf>.

³ https://hdr.undp.org/sites/default/files/2020_nhdr_montenegro.pdf.

⁴ <https://montenegro.un.org/en/124464-un-common-country-analysis-montenegro-2021>.

⁵ <http://www.monstat.org/eng/page.php?id=1615&pageid=22>.

⁶ <https://www.wfd.org/sites/default/files/2022-04/Youth%20perceptions%20and%20attitudes%20towards%20politics%20in%20MNE.pdf>.

⁷ <https://www.imf.org/-/media/Files/Publications/CR/2022/English/1MNEEA2022001.ashx>

⁸ <https://www.gov.me/dokumenta/7c683907-59a9-41e8-8a1f-72fded711eac>.

⁹ <https://www.gov.me/dokumenta/ed5fc7c4-56d9-46ec-8ed8-b38186b87332>.

decision-making processes and more positive citizen perceptions of equal treatment under the law.

7. Responding to national priorities, the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2023–2027 was developed as a joint commitment by the United Nations country team to accelerate progress towards achievement of the 2030 agenda and EU accession. The planned contributions aim to be flexible and responsive to the government’s national development priorities and COVID-19 recovery strategies. They will be implemented through multi-agency strategies in pursuit of the UNSDCF outcomes to (a) promote inclusive green growth and protect natural resources, (b) increase social inclusion, and (c) develop more trusted, accountable and gender-responsive institutions.

8. UNDP’s contribution to the UNSDCF will build on its comparative advantages and unique value proposition, including operational flexibility and innovation.¹⁰ Prior evaluations have recommended that UNDP continue to build on its engagement in democratic governance and capacity building, including in the security sector, social inclusion and environmental protection. At the same time they have suggested that UNDP strengthen its focus on gender equality and women’s empowerment, particularly in its environment and climate change programming.¹¹ UNDP will anchor the country team’s integrated development approach at central and local levels, working to achieve results at scale and pursuing whole-of-system transformation based on a human rights approach that aims to leave no one behind.

9. In alignment with the UNDP Strategic Plan 2022–2025, the following result enablers represent UNDP’s comparative advantages in strengthening national capacities in areas that other United Nations entities can leverage to deliver UNSDCF results:

- (a) **Digitalization:** Based on its long-standing support in governance and digitalization, UNDP will support digital transformation in the social, economic and governmental spheres. UNDP will expand digital capacities and facilitate the co-creation, with partners, of solutions with strong accountability frameworks. These will lead to digitally connected institutions, both public and private. In turn this will help to deliver people-centred, effective and safe services to citizens, accelerate the green and digital transition, and enable an inclusive Fourth Industrial Revolution. Supporting the creation of effective, socially responsive digital ecosystems with greater innovation capabilities and connectivity will create entry points for technical United Nations agencies — as well as the private sector, non-governmental organizations and international financial institutions — to drive deeper transformation within sectors. This could include, for example, a digital highway for seamless data flows, supporting the development of new electronic services in an increasingly digital society.
- (b) **Innovation:** UNDP will work with other United Nations organizations and external partners to create a national innovation policy. It will have an investment framework to spur achievement of the Goals in a systemic manner. This national framework will: (a) become a backbone for attracting private sector investment to increase economic productivity; (b) lay the foundation for accelerating economic diversification through new digital, creative and high-value-added sectors, with greater participation by women; and (c) become a platform for engaging stakeholders through the recently established Innovation Council and Innovation Fund. The goal is to develop capabilities for agile policy responses, joint creation of innovative service solutions and people-centred design.
- (c) **Development financing:** UNDP will anchor efforts by the United Nations system to strengthen capacities for reform of public finance management at national and local levels. The objective is to increase accountability, efficiency and effectiveness in managing public resources. UNDP will help mobilize, allocate and redirect financing flows by (a) creating an enabling environment for the development of the digital finance/financial technology

¹⁰ <https://erc.undp.org/evaluation/evaluations/detail/12957>.

¹¹ Ibid.

industry in Montenegro; (b) accelerating climate action by increasing the flow of public and private investment, especially gender-responsive investment, in climate action to achieve the ambitions of the Paris Agreement and the Goals; and (c) encouraging the growth of innovative businesses, especially those led by women.

II. Programme priorities and partnerships

10. The design of this country programme benefited from consultations held to prepare the UNSDCF and shape UNDP's interventions. The programme is aligned with the government's medium-term plan, programme for EU accession and national strategy for sustainable development. It also conforms with UNDP regional priorities and contributes to three of the UNSDCF's four outcomes.

11. The vision for the country programme as designed with national counterparts focuses on reducing multidimensional and income poverty, accelerating progress towards a resource-efficient and sustainable economy, increasing respect for human rights and social justice, and inclusion of the most vulnerable people by 2027.

12. UNDP will work to realize this vision by leveraging its support across the United Nations system through the enablers discussed above. The goal is to deliver four signature solutions crucial to its substantive contribution to the UNSDCF:

- (a) **Governance:** UNDP has a well-established role in Montenegro contributing to improvements in institutional capacity, transparency, efficiency and accountability. This is especially true in implementing gender-responsive public administration, public finance management and support for e-governance.¹² To strengthen institutional abilities to address complexities, recover from shocks and gain the public's trust, UNDP will support the transformation of institutions based on adaptable, effective and open governance principles at national and local levels and in the justice sector. This will be done through (a) investments in strengthening public sector capabilities; (b) support for inclusive and gender-responsive advances in digital governance; (c) active involvement of the public, men and women alike, in identifying and resolving challenges; and (d) innovation in the public sector through application of digital and financial technologies.
- (b) **Poverty and inequality:** UNDP has helped develop fit-for-purpose, integrated information systems and increased the country's capacity for social service delivery, which have been vital in transforming the social protection system into one that is more responsive to equity considerations.¹³ UNDP will work with other United Nations entities to further develop the social welfare system for the twenty-first century. The aim is to improve service delivery by increasing participation by the most vulnerable people, such as marginalized women and men, survivors of gender-based violence, youth, people with disabilities and elderly people. This will involve identifying their needs in order to influence budget planning and access to quality services, income-generation prospects (including in the digital economy) and social inclusion. Developing models linked to national policies will aid scaling up these efforts.
- (c) **Environment:** UNDP has supported Montenegro to meet its reporting requirements to international treaty bodies on environment/climate change and increasing and implementing its national climate pledges. This positions UNDP well as a partner for deeper institutional capacity development. UNDP has successfully piloted a number of innovative initiatives to reduce the country's carbon footprint in the tourism and transport sectors. This suggests that UNDP can better leverage its comparative advantage by addressing environment/climate change and economic growth under one consolidated portfolio. UNDP will pilot and scale up initiatives to protect nature, promote sustainable

¹² Ibid.

¹³ Ibid.

use of resources and encourage green growth. At the same time it will strengthen resilience to climate-driven disasters and the institutional capacities needed to prepare and implement development strategies that reduce emissions, are resilient to climate change and accelerate sustainable development. Special attention will be given to advocacy to increase the participation of women in designing the country's climate mitigation and adaptation responses. This requires more efforts to understand and address gender gaps in responding to climate change and evolving green labour market opportunities, while protecting vulnerable groups to ensure a gender-just transition.

- (d) **Gender equality:** UNDP will work with United Nations and other partners across all outcomes to design interventions that accelerate women's participation in shaping society. These include (a) promoting women's leadership and participation in decision-making in the public and private sectors, (b) transforming the public and private sectors to deliver for gender equality, (c) accelerating women's entrepreneurship, (d) advocating for recognition of unpaid care work in the country's financial system and decreasing its burden on women, and (e) closing the gender gap in digitalization, science, technology, engineering and mathematics education and in the green transition. UNDP will intensify its contribution to eliminating gender-based violence, including by advocating for adequate financing of civil society providers of services to survivors of gender-based violence and increasing the efficiency of the judiciary to ensure accountability.

13. These four signature solutions will provide the framework for UNDP's work in support of the following three UNSDCF outcome areas:

Inclusive green growth and stewardship of natural resources

14. To increase environmental considerations in economic growth strategies in the transition towards a green economy, UNDP will focus on 'greening' key economic sectors through more integrated strategies, policies and financing frameworks. UNDP will continue to support the government in fulfilling its requirements under the United Nations Framework Convention on Climate Change and the Paris Agreement, thus creating conditions for an evidence-based transition to a green economy. This will increase the economy's resilience and make recovery more sustainable, and allow for alignment of public and private sector investments that decouple natural resource use from economic growth. This work complements other development partners' initiatives, including GIZ support to the development of the national energy and climate plan, EU plans to pursue a low-carbon development strategy and Natura 2000.¹⁴

15. UNDP will work with the government to protect, manage and increase the value of natural assets by supporting informed policy and regulatory choices that minimize environmental harm and incorporate incentives for environmentally positive decisions. UNDP's work on green financing mechanisms will include policy advice on creating market-based conditions and incentives that contribute to improving renewable energy access and efficiency. This will help to reduce energy poverty and contribute to strategies for reducing air pollution and greenhouse gas emissions, especially in the transport sector. This work complements the European Bank for Reconstruction and Development's Green Economy Financing Facility in the Western Balkans, which on-lends to the residential sector for energy efficiency and renewable energy projects.

16. The pathway to a regulatory environment that encourages green and sustainable growth also calls for removing barriers to competitiveness and creating incentives to embrace Fourth Industrial Revolution concepts, knowledge and skills. This will identify ways to improve the business environment; develop new opportunities in greening economic sectors, such as in the circular economy, including in waste management/recycling, creative industries and cultural heritage valorization; and drive competitiveness through digitalization. It will also spur more entrepreneurial activities, especially led by women, in the formal sector.

¹⁴ Natura 2000 is a network of nature protection areas in the EU. <https://ec.europa.eu/environment/nature/natura2000/>

17. UNDP will also develop pilot initiatives to generate evidence for economic empowerment strategies, with particular attention to women and girls. This will be combined with technology skills training to support a smoother school-to-work transition and greater participation in the COVID-19 economic recovery. UNDP will support a science and technology park linked to the higher education system, complementing the World Bank's support for higher education institutions to develop solutions for COVID-19 response and recovery.

18. As a means of creating financing mechanism to spur the green economy, UNDP will support the national innovation fund, which will help to build capacities of small and medium size enterprises to embrace innovation and green solutions. In addition, UNDP will help develop a strategic framework for the circular economy to complement EU priorities¹⁵ and circular economy initiatives of international financial institutions^{16,17} in the Western Balkan region.

Human development and social inclusion

19. The key to more rights-based, inclusive social assistance and better designed and targeted social transfer programmes lies in effective design and implementation, with greater civic input and more integrated data systems. UNDP will promote a systems-based approach to social reforms through institutionally coordinated support to data systems, legislative and capacity-building initiatives. UNDP will continue its long-standing engagement in this area, particularly in policy planning/modelling and development of a legislative framework, jointly with the United Nations Children's Fund, in support of government plans to invest in further social sector reforms.

20. In parallel, UNDP will continue to build capacities of social protection institutions to improve servicing of beneficiaries, and better design and implementation of 'activation' and skills development programmes to engage them in work and society and enable the transition to employment. This will improve social, employment and health services through the application of new tools. For women — who are under-represented in the labour force, earn less than men and are far more likely to be employed in the informal sector — it will help open avenues to upward mobility, increasing their activation, employment and generation of income. This will also provide skills training to improve young people's employability.

21. Another cornerstone of the programme will be to regulate the status, servicing and accessibility of social and employment programmes for people with disabilities. UNDP will support the country in defining the criteria for determination of disability, thus enabling a transition to a more just model in line with the Convention on the Rights of Persons with Disabilities. This work will take a holistic approach to align information technology/data systems, legislation, regulations and financing needs, thus addressing stigma, exclusion and inaccessibility of adequate services.¹⁸ In collaboration with other United Nations entities, UNDP will explore possibilities for accelerating the transition from social assistance to social economy.

22. Given the wide scope of work in social protection, health and employment, UNDP will pursue a collaboration with the EU, World Bank and other United Nations organizations on particular sectoral issues. Gender analysis will be embedded in social reforms, awareness raising for gender equality will be increased, and the legal framework to address gender-based violence will be strengthened and services expanded. To increase the relevance of reforms, UNDP will collaborate with service-oriented civil society organizations that are working with the most vulnerable groups.

¹⁵ https://ec.europa.eu/environment/strategy/circular-economy-action-plan_en.

¹⁶ <https://www.ebrd.com/news/2021/ebrd-launches-first-circulareconomy-programme.html>.

¹⁷ https://www.eib.org/attachments/publications/eib_in_western_balkans_2021_en.pdf.

¹⁸ <https://montenegro.un.org/en/124464-un-common-country-analysis-montenegro-2021>.

Trusted, accountable, people-centred and gender-responsive institutions

23. UNDP's contribution will be central to exploiting the expertise across the United Nations system to provide comprehensive and integrated support to public administration reform, digital transformation and social cohesion. Much of this work will contribute to results in the other two priority areas. It is expected that broader reforms to improve development planning and capacities through innovative and increasingly digital systems will complement work by other United Nations entities.

24. UNDP will support public administration reform to design services that are more people-centred, gender responsive, adaptable and efficient. The primary focus will be on improving inclusive local and national strategic planning, participatory results-based management, and better monitoring and evaluation, with data and evidence at the centre of decision-making on policies. UNDP will support the government in pursuing financial technology solutions to improve the transparency and efficiency of public finance management. The work will be closely coordinated with initiatives implemented by the Organisation for Economic Co-operation and Development through its initiative supporting improved governance and management and the Regional School for Public Administration. UNDP's work on public financial management through development of national capacity for 'foresight' techniques to anticipate emerging issues and trends, as well as accounting standards and revenue management, will complement the World Bank's efforts to improve the sustainability and resilience of public finances.

25. In order to increase trust within institutions and across social groups and communities, UNDP will focus on measures to strengthen integrity and anti-corruption efforts in all three branches of government, while also promoting meaningful civic dialogue. To increase social cohesion through forging trust among communities, and between people and institutions, UNDP will work with stakeholders to address hate speech, primarily against women, and divisive narratives. This will complement the Council of Europe's regional initiative on inclusion of the Roma and Egyptian minority and on access to local services. UNDP will facilitate regional initiatives promoting women's empowerment and prevention of hate speech, collaboration on transitional justice, gender equality in the defense sector and youth dialogues, and improving control of small arms and light weapons.

26. As a further trust-building initiative UNDP will help to improve the efficiency of the judicial sector, especially to process cases of gender-based violence and hate speech. UNDP will also participate in developing standards for mainstreaming gender equality in public administration, media and public discourse. Through this work UNDP will contribute to removing barriers to women's participation in leadership at all levels of decision-making and in public life.

27. Underpinning all of this work will be UNDP's comprehensive support to the inclusive digital transformation of Montenegro's public administration in collaboration with other United Nations entities. Capitalizing on the lessons learned in transforming delivery of public services during COVID-19, new digital strategies and services will be implemented across the public administration. They will be deepened in particular sectors, such as social protection, health, judiciary and education. The newly developed digital solutions coupled with improved capacities for management of information technology will help to build resilience against future shocks. UNDP will also support the government in developing gender-responsive digital governance policies and advise on personal data protection and human rights.

III. Programme and risk management

28. The programme will be governed by a joint government-United Nations steering committee, co-chaired by the Ministry of Foreign Affairs and the resident coordinator. It will undertake annual reviews of the UNSDCF, including of the contributions by the UNDP country programme, in coordination with relevant ministries, municipalities and other stakeholders. The

steering committee will make any necessary programme adjustments, especially in response to external shocks and/or changes in national policies or priorities.

29. UNDP will continue to use a portfolio approach to ensure coherence of the programme. UNDP will facilitate global and regional exchanges of lessons learned for Montenegro's benefit and will share good practices and experiences from Montenegro. Partners in these exchanges will include Western Balkan countries/economies and those that recently joined the EU; lessons from other countries will be shared through South-South and triangular cooperation. Making use of recent changes to corporate policies, UNDP will streamline recruitment and procurement to obtain timely support on policy advocacy and innovative initiatives and in response to any shocks.

30. The main risks pertain to (a) the degree to which programme interventions can be scaled up and sustained, (b) the possibility that fiscal pressures from the COVID-19 recovery may crowd out investments needed to maintain and scale up next-generation systems and (c) whether the civil service has the capacity to adopt and drive long-term system improvements. These risks will be mitigated by preparing scalability and sustainability strategies and through monitoring by project boards and the joint steering committee.

31. The practice of government allocation of seed funding to initiate programme support, especially in new areas, proved productive during the last country programme. This attracted additional partner resources and allowed for scaling up of innovative ideas and policy recommendations.

32. UNDP will manage the risk of limited financing partners by pursuing funding opportunities in collaboration with national counterparts, while ensuring a balance among three sources of non-core funds: government cost-sharing, vertical funds and EU pre-accession instruments. Bilateral funding is expected to diminish even further as the country progresses towards accession. This is the reason for the new focus on developing the capacities of national institutions and funds and sustaining the flow of funds.

33. This country programme document outlines UNDP's contributions to national results and serves as the primary unit of accountability to the Executive Board for results alignment and resources assigned to the programme at country level. Accountabilities of managers at the country, regional and headquarter levels with respect to country programmes is prescribed in the organization's Programme and Operations Policies and Procedures and Internal Control Framework.

34. The programme will be nationally executed. If necessary, national execution may be replaced by direct execution for part or all of the programme to enable response to *force majeure*. Modalities for implementation will be agreed on with the authorities and will be selected depending on need. The harmonized approach to cash transfers will be used in coordination with other United Nations entities to manage financial risks. Cost definitions and classifications for programme and development effectiveness will be charged to the relevant projects.

35. The country office will continue to use the UNDP Gender Marker to ensure that a minimum of 15 per cent of the programme budget is invested in gender-specific initiatives. UNDP will ensure the programme meets UNDP's social and environmental standards and that risks stemming from programmatic interventions in sensitive areas — such as the security sector and hate speech — will be assessed and minimized. In addition, disability determination reform will be undertaken in line with the principles of the Convention on the Rights of Persons with Disabilities.

IV. Monitoring and evaluation

36. UNDP will make sure that monitoring and evaluation frameworks are aligned with national strategies and UNSDCF priorities, and include measures to review and strengthen the capacities

of national partners in data collection and usage, especially with respect to the Goals. UNDP will support institutions to make use of digital technologies to deliver effective services, which will make monitoring and assurance more inclusive and will support real-time decision-making.

37. Montenegro has identified around 100 priority Sustainable Development Goals indicators, aligned with the monitoring priorities of the European Union Agency for Statistics. However, national data systems are not yet fully disaggregating data. Where data gaps exist, UNDP will help the national statistical office to develop data collection methods, especially to support collection of gender statistics in support of gender equality priorities. Consistent with recommendations of the independent country programme evaluation of 2021, the emphasis will be on data disaggregation for monitoring impacts on target groups, prioritizing women, youth and people with disabilities.

38. Outcome-level results groups for the UNSDCF will be used to monitor progress under the country programme. The COVID-19 response generated valuable lessons on making use of networks with communities to assess their needs. The results groups will prepare multi-year work plans for each outcome in consultation with national partners, especially those civil society organizations best placed to engage with target groups. The results groups will monitor outputs and their contributions to achievement of country programme outcomes, the UNSDCF and national development objectives.

39. To support the United Nations effort to broaden the debate on the national development agenda and the Goals, a multi-year research agenda will produce policy briefs, simulations, discussion papers and surveys. UNDP will increasingly use data modelling tools, real-time information systems, qualitative surveys and other data-generation mechanisms. Evaluations will engage all key stakeholders to support continuous learning and adjustment of programme design and implementation.

Annex. Results and resources framework for Montenegro (2023-2027)

NATIONAL PRIORITY: Inclusive economic development and environmental sustainability Sustainable Development Goals 3, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15				
COOPERATION FRAMEWORK OUTCOME involving UNDP: Outcome 1: By 2027, all people, especially vulnerable people, benefit from improved management and state of natural resources and increasingly innovative, competitive, gender-responsive and inclusive economic development that is climate resilient and low carbon				
RELATED STRATEGIC PLAN OUTCOME: Outcome 1: Structural transformation is accelerated, particularly green, inclusive and digital transitions				
UNSDCF OUTCOME INDICATORS, BASELINES, TARGETS	DATA SOURCE, FREQUENCY OF DATA COLLECTION AND RESPONSIBILITIES	INDICATIVE COUNTRY PROGRAMME OUTPUTS	MAJOR PARTNERS / PARTNERSHIP FRAMEWORKS	ESTIMATED COST BY OUTCOME (\$)
1. Greenhouse gas emissions: Total greenhouse gas emissions expressed as gigagram carbon dioxide equivalent Baseline (2019): 3,623 Target (2027): 3,597 2. Area of landscapes under improved management to benefit biodiversity, in hectares Baseline (2021): 0 Target (2027): 80,000 3. Global innovation index score Baseline (2021): 35.4 Target (2027): >47 4. Share of electricity produced from renewable sources in total net electricity consumption annually Baseline (2020): 62% Target (2027): >64% 5. Gender Equality Index score, dimensions: money, time, work Baseline (2019): Total: 55 Money: 59.7, Time: 52.7 Work: 65.2 Target (2027): Total: >62 Money: >67, Time: >60 Work: >72	1. Government 2. Government 3. World Intellectual Property Organization 4. MONSTAT 5. MONSTAT Frequency: Annually	Output 1.1: Policy and regulatory environment and financing mechanisms developed to enable mitigation and adaptation actions in support of green and inclusive transformation. Indicators: 1.1.1. Number of mitigation and adaptation measures recommended and financing mechanisms in place to improve key sectoral policies: Baseline measures (2021): 18 Target measures (2026): 30 Source/frequency: Government, UNDP/every other year Baseline financing mechanism (2021): 0 Target financing mechanism (2026): 7 Source/frequency: Government/annually 1.1.2. Number of measures to promote gender equality included in the nationally determined contributions (NDC) and national adaptation plan (NAP) Baseline (2021): 14 (NDC, 14; NAP, 0) Target (2026): 30 (NDC, 18; NAP, 12) Source/frequency: Government, UNDP/annually Output 1.2: Policies and financial mechanisms developed to protect, value and sustainably manage natural resources Indicators: 1.2.1. National spatial planning policy incorporating biodiversity measures is in place Baseline (2021): No Target (2026): Yes Source/frequency: Government/annually	Ministries International organizations Civil society organizations United Nations entities Eco Fund Investment Development Fund National parks of Montenegro Municipalities Environment Protection Agency National Council for Sustainable Development Business sector Chamber of Economy Innovation Fund Science and technology park	Regular 250,000 Other 19,000,000 TOTAL: 19,250,000

		<p>1.2.2. Amount of co-financing leveraged to protect, value and sustainably manage country's natural resources</p> <p>Baseline (2021): \$0 Target (2027): \$32 million Source/frequency: UNDP/annually</p> <p>1.2.3. Number of people benefiting from UNDP interventions to protect, value and sustainably manage country's natural resources (male/female)</p> <p>Baseline (2021): Male, 0; female, 0 Target (2027): Male, 23,000; female, 27,000 Source/frequency: Government, UNDP/annually</p> <p>Output 1.3: Innovation capabilities increased and financing mechanisms developed to expand policy options for structural transformation of economy</p> <p>Indicators:</p> <p>1.3.1. Number of innovative and green financial mechanisms available at national/subnational level (innovative/green)</p> <p>Baseline (2021): 2 (Innovative, 1; green, 1) Target (2027): 10 (Innovative, 5; green, 5) Source/frequency: UNDP/annually</p> <p>1.3.2. Number of innovative and scalable solutions adopted by programme partners</p> <p>Baseline (2021): 2 Target (2027): 12 Source/frequency: UNDP/annually</p> <p>Output 1.4: Policy framework and capacities of public and private actors in place to increase women's entrepreneurship and labour market competitiveness</p> <p>Indicators:</p> <p>1.4.1. Number of policies/legal reforms initiated to support women's employment, entrepreneurship and financial access</p> <p>Baseline (2022): 2 Target (2027): 4 Source/frequency: Government/annually</p>		
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		1.4.2. Number of public and private actors who initiate processes to improve women's leadership, economic empowerment and gender mainstreaming Baseline (2022): 0 Target (2027): 10 Source/frequency: Government/annually		
NATIONAL PRIORITY: Human capital development, reducing vulnerability, social inclusion Sustainable Development Goals: 1, 5, 8, 10				
COOPERATION FRAMEWORK OUTCOME INVOLVING UNDP: Outcome 2: By 2027, all people, especially vulnerable people, increasingly benefit from an equitable, gender-responsive and universally accessible social and child protection system and quality services, including labour market activation, skills and capabilities				
RELATED STRATEGIC PLAN OUTCOME: OUTCOME 2: Leaving no one behind, a rights-based approach centred on human agency and human development				
1. Proportion of people at risk of poverty disaggregated by sex and age Baseline (2020): Total, 22.6% Male, 23%; female, 22% Target (2027): Total, 21.4% Male, 21.8%; female, 21%	1. MONSTAT	Output 2.1: Social protection institutions and systems enabled to address vulnerabilities, exclusion and gender inequalities Indicators: 2.1.1. New legal framework for reformed disability assessment system adopted and in force Baseline (2022): No Target (2024): Yes Source/frequency: Official gazette/annually 2.1.2. Number of disability assessment applications processed (male/female) Baseline (2022): 0 Target (2027): 10,000 (male, 4,500; female, 5,500) Source/frequency: Government/annually	Relevant ministries Local government Employment agencies International organizations Civil society organizations United Nations entities	Regular 250,000 Other: 9,750,000 TOTAL: 10,000,000
2. Proportion of people with severe material deprivation, disaggregated by sex Baseline (2020): Total: 13.5% Male: 13.1% Female: 14.0% Target (2027): Total: 12.5% Male: 12.1% Female: 13.0%	2. MONSTAT			
3. Activity rate as proportion of population (aged 15+), disaggregated by sex Baseline (2020): Total: 53.3% Male: 60.6% Female: 46.4% Target (2027): Total: > 63% Male: > 70% Female: > 56%	3. MONSTAT Frequency: Annually			
		Output 2.2: Vulnerable populations benefit from well-targeted, quality social protection and income-generation programmes Indicators: 2.2.1. Number of youth (ages 15-29) obtaining employment with UNDP support (male/female) Baseline (2021): 85 (male, 22; female, 63) Target (2027): 400 (male, 150; female, 250) Source/frequency: UNDP/annually 2.2.2. Number of vulnerable people activated with UNDP support (male/female) Baseline (2022): 100 (45/55) Target (2027): 1,000 (male, 450; female, 550) Source/frequency: UNDP/annually		

		<p>2.2.3. Number of new licenses issued for social services Baseline (2021): 60 Target (2027): 70 Source/frequency: Government/annually</p> <p>Output 2.3: Multisectoral institutional response is strengthened to eliminate all forms of violence and discrimination against women/girls in public/private spheres</p> <p>Indicators: 2.3.1. Number of specialized services to address gender-based violence by type of civil society organizations Baseline (2022): Victim-oriented: 7 Perpetrator-oriented: 0 Target (2027): Victim-oriented: 10 Perpetrator-oriented: 2 Source/frequency: UNDP/annually</p> <p>2.3.2. Percentage of national action plan measures completed, with UNDP support, to implement Istanbul Convention Baseline (2022): 10% Target (2027): 50% Source/frequency: Government/annually</p> <p>2.3.3. Number of protection measures for victims of violence taken by court (misdemeanour/criminal courts) Baseline (2022): 360 (Misdemeanour, 340; criminal, 20) Target (2027): 600 (Misdemeanour, 520; criminal, 80) Source/frequency: Court reports/annually</p>		
NATIONAL PRIORITY: Social cohesion, people-centred governance, rule of law and human rights Sustainable Development Goals: 5, 10, 16, 17				
COOPERATION FRAMEWORK (OR EQUIVALENT) OUTCOME INVOLVING UNDP: Outcome 4: By 2027, all people, especially vulnerable people, benefit from improved social cohesion, increased realization of human rights and rule of law, and accountable, gender-responsive institutions				
RELATED STRATEGIC PLAN OUTCOME: OUTCOME 3: Resilience built to respond to systemic uncertainty and risk				
1. Proportion of seats held by women in national and local parliaments and governments Baseline (2020): National parliament: 27.2%	1. National Parliament Inter-parliamentary Union	Output 3.1: Open and accountable national/subnational institutions strengthened to promote transparency, gender mainstreaming and rule of law Indicators:	Relevant ministries National and subnational institutions International organizations Civil society organizations United Nations entities	Regular 250,000 Other 5,500,000

<p>Local parliaments: 31.8 % Mayors: 8.33% National government: 33% Target (2027): National parliament: 40% Local parliaments: 40% Mayors: 15% National government: 40%</p> <p>2. Balkan Barometer survey a) Level of tolerance and respect for differences: Baseline (2021): 34% satisfied Target (2027): >36% satisfied b) Trust in institutions: Baseline (2021) i) Trust in Parliament: 44% ii) Trust in government: 46% iii) Trust in courts and judiciary: 35% Target (2027): i) Trust in Parliament: >46% ii) Trust in government: >48% iii) Trust in courts and judiciary: >37%</p> <p>3. World Bank Worldwide Governance Indicators score Baseline (2020): a) Government effectiveness index: 53.37 b) Voice and accountability index: 48.79 c) Rule of law index: 55.29 Target (2027): a) Government effectiveness index: >55 b) Voice and accountability index: >49 c) Rule of law index: >57</p> <p>4. Corruption perception index score Baseline (2021): 46/100 Target (2027): >63.7/100</p>	<p>2. Regional Cooperation Council Balkan Barometer</p> <p>3. World Bank</p> <p>4. Transparency International Frequency: all annually</p>	<p>3.1.1. Number of institutions supported by UNDP with measures in place to mainstream gender in the internal and external aspects of their work Baseline (2022): 0 Target (2027): 3 Source/frequency: UNDP/annually</p> <p>3.1.2. Number of transitional justice cases handled in Montenegro supported through regional cooperation (coordination, expertise and data) facilitated by UNDP Baseline (2021): 0 Target (2027): 2 Source/frequency: European Commission/annually</p> <p>3.1.3. Number of institutions that publish data in open format Baseline (2022): 18 Target (2027): 35 Source/frequency: data.gov.me/annually</p> <p>3.1.4. Extent to which institutions supported by UNDP have put in place:¹⁹ a) Evidence-based policy planning Baseline (2021): 2 Target (2027): 4 b) Programme-based budgeting Baseline (2021): 1 Target (2027): 3 c) Efficient local government systems of funding civil society organizations Baseline (2021): 2 Target (2026): 4 Source/frequency: UNDP/annually</p> <p>Output 3.2: Capacities for merit-based and people-centred governance system at national/local level and judiciary strengthened to deliver services in an effective, efficient, inclusive manner. Indicators: 3.2.1. Number of new public, private and judicial institutions leveraging digital technologies to deliver effective services (national/subnational level) National baseline (2022): 0 National target (2026): 15 Subnational baseline (2022): 0 Subnational target: (2026): 10 Source/frequency: UNDP/annual</p>	<p>TOTAL: 5,750,000</p>
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¹⁹ Note: Rating scale: 0 = Not in place, 1 = work started, 2 = work in progress, 3 = work almost complete, 4 = in place

		<p>3.2.2. Proportion of civil servants who have been promoted or rewarded based on their performance appraisal Baseline 2020: 0 Target 2027: 10% Source/frequency: Government/annually</p> <p>3.2.3. Proportion of citizens who are fully acquainted with the use of public administration e-services (male/female) Baseline (2021): 8.1% (male, 4.2%; female, 3.9%) Target (2027): 10% (male, 5.1%; female, 4.9%) Source: UNDP (2021-2023), government (2024-2027) Frequency: annually</p> <p>Output 3.3: Mechanisms for public engagement expanded to create safe and secure civic space for dialogue and building trust. Indicators:</p> <p>3.3.1. Number of people taking part in multi-stakeholder platforms to promote civic space and dialogue, address hate speech and divisive narratives (male/female) Baseline (2022): 6,995 (male, 3,193; female, 3,802) Target (2027): 13,600 (male, 6,300; female, 7,300) Source/frequency: UNDP/annually</p> <p>3.3.2. Number of civil society groups representing women, including those with disabilities, consulted in the design and implementation of public sector initiatives Baseline (2021): 9 Target (2027): 23 Source/frequency: UNDP/annually</p> <p>Output 3.4: Legal framework improved to enable increased women’s leadership and participation, in all their diversity, in public spheres Indicators:</p> <p>3.4.1. Quota for less-represented gender in draft electoral law Baseline (2021): 30% Target (2027): 40% Source/frequency: Draft electoral law/annually</p> <p>3.4.2. Proportion of women in leadership positions in public administration Baseline (2021): 10% Target (2027): 50% Source/frequency: Government/annually</p>		
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