Evaluation Management Response & Tracking System

Evaluation

Previewed Date 9/10/2018
Evaluation Year 2018
Evaluation Report Sequence Number 2018/001
Region CEE/CIS
Office Republic of Montenegro
Person In Charge Ana Dautovic
For Follow Up to Management Response

Overall Response

Overall Response to the Evaluation: The general impression on the process and outcomes of the evaluation, adequacy of evidence collected, and reasonableness of and the concurrence with findings is overall very encouraging and good. It is a comprehensive evaluation report which will be a most useful guidance for both UNICEF future programmatic evidence-based interventions in the area of child rights monitoring and State actions in regard to strengthening the system for monitoring child rights. Inception report was rated ‘satisfactory’ by the external review facility while the final report was rated ‘highly satisfactory’. The ownership and buy-in by relevant national institutions was high and they actively participated in inception mission, in-country data collection and debriefing and later in providing comments on the draft and final evaluation reports. The CO established an ad hoc Steering Committee meeting on the Evaluation of the Child Rights Monitoring System in Montenegro at the beginning of the evaluation process and this body was instrumental in preparing and finalizing the report as well as ensuring political commitment for implementation of its recommendations. The Steering Committee was composed of representatives of the Parliament of Montenegro, Office of the Prime Minister, Ministry of Labour and Social Welfare, Ministry of Foreign Affairs, Ministry of Justice, Ombudsperson’s Office and an NGO. Evaluators were open and willing to improve the draft evaluation reports, following extensive comments provided by CO in Montenegro, ad hoc National Steering Committee for the Evaluation of the Child Rights Monitoring System in Montenegro, external review facility, ethical review board as well as participants of the validation workshop. It resulted in a quality final product.

Planned Use of the Evaluation: The evaluation report will be used to inform future programmes to be implemented under the Country Programme Document 2017-2021 (CPD), specifically the programme component on Child Rights Monitoring and Access to Justice. Due to the object of the Evaluation, it is very relevant for planning programmatic interventions in other two CPD components (Social and Child Protection; Quality Education and Adolescent Empowerment). In addition, it will be very useful in advocating with national partners on strengthening the child right monitoring system (why and how) and reporting on child rights. The Evaluation will also be useful for conceptualization of future national activities in this area of child rights monitoring, especially in relation to the work and results of the National Council on Child Rights, Parliament and Ombudsperson’s Office. The report will be translated, designed and shared with the key partners at the central and local level. As such, it will be used as a reference point for developing policies and programme documents by the national partners.

Recommendations and Actions

Recommendation #1:
Reforming of the National Council on Child Rights (CCR) - It is recommended that the Government should: •Review its policy on CRM and children’s issues to give these activities a higher profile and integrate them within its strategy for EU accession; •Consider reform to the institutional structure of the CCR by having the multi-sector committee chaired by the Deputy Prime Minister and including representatives from all line Ministries involved in children’s matters, including the MoFA which is currently unrepresented on the CCR; •Establish a Secretariat within the CCR staffed by a team of four civil servants on a full-time basis to ensure that the CCR can continue to function on a day-to-day basis; •In collaboration with civil society, include a fifth, paid, staff member to the Secretariat seconded from a NGO that works on children’s issues. This secondment should be for a duration of up to three years and be rotated amongst relevant NGOs on a biannual basis; •Retain the broad remit of the CCR; •In collaboration with the Ombudsperson, civil society and academia, establish an ‘expert council’ to the CCR consisting of professionals, academics or practitioners specialising on child rights. The role of the council should be to advise the CCR on its approach and activities, adding an extra level of scrutiny to the CCR as well as further strengthening inter-sectoral collaboration; •With the technical assistance of UNICEF, develop a new, costed NPAC via the CCR for the Country Programme period, rooting its activities and goals in the CRC, Optional Protocols, and recommendations of the CRC Committee, especially with regard to the most vulnerable and marginalised...
groups of children; •Allocate financial resources to the CCR to cover the activities outlined in the action plan for the Programme 
Period; and •With the technical assistance of UNICEF, consider establishing ‘local councils on child rights’ in each municipality 
which mirror the CCR. Similar to the approach of the gender councils and National Council on Gender Equality, the local councils on 
child rights should monitor implementation of NPAC at the local levels by developing, implementing and monitoring local action 
plans for children based on the NPAC. The progress of the local councils should be reported to and monitored by the CCR at the 
national level, which should follow-up issues of non-implementation directly with the relevant council.

Management Response: Agree

---

**Action #1:**

Responsible Section: Office of Representative  
Responsible Person: Osama Makkawi  
Expected Completion: 12/15/2018 12:00:00 AM  
Implementation Stage: Underway

**Action Planned:** 1.1. Establish close partnership with the Office of Deputy Prime Minister to give children’s issues a higher profile 
in the national strategy for EU accession.

**Action Taken:** 1.1 UNICEF CO received an official information from the Cabinet of the Prime Minister, dated 7 May 2018, that the 
Prime Minister was informed about recommendations of the Evaluation of the CRM system in Montenegro and that the information was 
shared with the Deputy Prime Minister for implementation of recommendations and establishment of a restructured Council on Child 
Rights under the leadership of the Deputy PM.

---

**Action #2:**

Responsible Section: Office of Representative  
Responsible Person: Osama Makkawi  
Expected Completion: 11/30/2018 12:00:00 AM  
Implementation Stage: Underway

**Action Planned:** 1.2 Advocate with the Deputy Prime Minister as Chair of the Council to ensure that the agenda of the inter-
ministerial Council promotes mainstreaming of child rights and closer inter-sectoral cooperation on child rights.

**Action Taken:** 1.2 UNICEF met with representatives of the Cabinet of the Deputy Prime Minister in May to discuss the findings of 
the CRM Evaluation and agreed to work closely on implementation of recommendations. The CRM Evaluation was also one of major 
topics in official meeting of the Regional Director with Montenegrin high officials during the RD’s visit in late May, and specifically with 
the Deputy Prime Minister Pažin himself. The Deputy PM informed the RD that his Cabinet would come back to UNICEF once they 
thoroughly read the CRM Evaluation and decide on the recommended restructuring of the Council on Child Rights and its work. A hard 
copy of the CRM Evaluation was shared with all high officials by the RD in her official meeting in mid May.

---

**Action #3:**

Responsible Section: Office of Representative  
Responsible Person: Ana Dautovic  
Expected Completion: 4/30/2019 12:00:00 AM  
Implementation Stage: Not Started

**Action Planned:** 1.3 Support the Council in defining an agenda and objectives to be reached including roles and responsibilities of 
its members and the Secretariat.

**Action Taken:** Not started yet, expecting the Government to decide on the timelines for reforming the Council and its chairing.

---

**Action #4:**

Responsible Section: Programme  
Responsible Person: Michaela Bauer  
Expected Completion: 2/28/2019 12:00:00 AM  
Implementation Stage: Not Started

**Action Planned:** 1.4 Support the development of the National Action Plan on Children via the Council on Child Rights for the 
Country Programme period, rooting its activities and goals in the CRC, Optional Protocols, and recommendations of the CRC 
Committee, especially regarding the most vulnerable and marginalised groups of children.

**Action Taken:** /

---

**Action #5:**

Responsible Section: Programme  
Responsible Person: Nela Krnic  
Expected Completion: 7/30/2019 12:00:00 AM  
Implementation Stage: Not Started

---

https://icon.unicef.org/apps02/cop/emrtracker/SitePages/PreviewPage.aspx?ResponseId=8...  9/10/2018
**Recommendation #2:**

Child Right Monitoring by Parliament - It is recommended that Parliament, including all Parliamentary committees that engage with children’s matters, should consider: •Making full use of their powers to question Government on its CRM record, using the findings of the Ombudsperson’s reports, amongst other sources, to inform its deliberations; and •Encouraging the development of a culture of accountability, making full use of its statutory powers to require the Government to provide public statements in response to Ombudsperson’s reports on children’s issues.

**Management Response:** Agree

**Action #1:**

<table>
<thead>
<tr>
<th>Responsible Section</th>
<th>Representative</th>
</tr>
</thead>
<tbody>
<tr>
<td>Responsible Person</td>
<td>Ana Dautovic</td>
</tr>
<tr>
<td>Expected Completion</td>
<td>6/5/2018 12:00:00 AM</td>
</tr>
<tr>
<td>Implementation Stage</td>
<td>Completed</td>
</tr>
</tbody>
</table>

**Action Planned:** 2.1 Advocate for the introduction of relevant recommendations pertaining to the Parliament into the action points of the 2018 Action Plan of the Parliamentary Committee for Human Rights and Freedoms: •Make full use of their powers to question Government on its CRM record, using the findings of the Ombudsperson’s reports, amongst other sources, to inform its deliberations; and •Encourage the development of a culture of accountability, make full use of its statutory powers to require the Government to provide public statements in response to Ombudsperson’s reports on children’s issues.

**Action Taken:** 2.1. As a follow-up to the recommendations of Evaluation of the CRM system, the Parliamentary Committee on Human Rights and Freedoms included the following activities in its 2018 Action Plan, adopted in March (which will help to achieve the Parliament related recommendations from the CRM Evaluation): a) Consultative hearing of the Ombudsperson of Montenegro, the Minister of Labour and Social Welfare, the Minister of Health, the Minister of Education, the Minister of Justice, the Minister for Human and Minority Rights, the Minister of Finance and the Minister of the Interior on the topic: "Implementation of the Action Plan for the implementation of the Strategy for the Prevention and Protection of Children against Violence from 2017-2021 and activities undertaken to implement recommendations from the Report of the Evaluation of the Child Rights Monitoring System for the period 2014-2017 which, at the request of UNICEF, was prepared by Coram International at the Coram Children’s Legal Center" (Article 73 of the Assembly’s Rules of Procedure), planned in quarter 3 of 2018; b) Discussion and familiarization with Concluding Observations of the UN Committee on the Rights of the Child on the Second and Third Periodic Reports of Montenegro on the Application of the UN Convention on the Rights of the Child, planned in quarter 3 of 2018.

**Action #2:**

<table>
<thead>
<tr>
<th>Responsible Section</th>
<th>Office of Representative and Programme</th>
</tr>
</thead>
<tbody>
<tr>
<td>Responsible Person</td>
<td>Ana Dautovic</td>
</tr>
<tr>
<td>Expected Completion</td>
<td>12/14/2018 12:00:00 AM</td>
</tr>
<tr>
<td>Implementation Stage</td>
<td>Underway</td>
</tr>
</tbody>
</table>

**Action Planned:** 2.2 Follow up with the Parliament on the implementation of 2018 Action Plan of the Parliamentary Committee for Human Rights and Freedoms and take active part in its meetings, upon request.

**Action Taken:** 2.2 UNICEF CO took active part in Parliamentary Committee on Human Rights and Freedoms in March 2018. UNICEF CO also took part in June meetings of the Parliamentary Committee on Human Rights and Freedoms and on Education, Science, Culture and Sports where the findings of Ombudsperson’s reports were discussed with representative of the Committee, Government, NGO dealing with human rights, UNICEF and OSCE.

**Recommendation #3:**

Ombudsperson and Deputy Ombudsperson for Child Rights, Social Protection and Youth - It is recommended that the Ombudsperson and DO should develop a costed strategy and work plan outlining their vision in the area of CRM for the next five years, including concrete goals and activities, within the broader objective of attaining ‘A status’ by the GANHRI. The strategy and action plan should factor in the following sub-recommendations, the achievement of which is likely to require technical support by UNICEF: •Advocate for the amendment of the Ombudsperson’s Law or regulatory framework to improve the breadth and transparency of the selection and appointment process of the Ombudsperson and DOs, in line with the guidance issued by the SCA; •Advocate for the amendment of the Ombudsperson’s Law to clarify the establishment of the position of a DO focusing solely on child rights; •Review and refine its working protocols to improve its process of filtering and investigation of individual complaints, data collection and enforcement of recommendations in the area of child rights by making full use of its statutory powers. The protocols should also include firm time limits within which final decisions in individual cases should be reached; •In collaboration with academia and professional training institutions, assist in the development of teaching and research programmes in the area of child rights, using newly established links with the Law Faculty in the University of Montenegro; •Continue to raise awareness on child rights and the role of the Ombudsperson in relation to CRM, with enhanced use of social media platforms, competitions for children and adolescents to raise awareness, targeted outreach initiatives to marginalised groups particularly in rural and remote areas, and continued participation of children in the design and implementation of such projects. These projects should also be
designed and evaluated according to robust monitoring frameworks that assess outcomes and impacts of the initiatives, as well as implementation of activities.

Management Response: Agree

---

**Action #1:**

Responsible Section: Office of Representative  
Responsible Person: Ana Dautovic  
Expected Completion: 12/15/2019 12:00:00 AM  
Implementation Stage: Not Started  

**Action Planned:** 3.1 Provide support to the Ombudsperson’s Office to review and refine its working protocols to improve its process of filtering and investigation of individual complaints, data collection and enforcement of recommendations in the area of child rights by making full use of its statutory powers.  

**Action Taken:** /

---

**Action #2:**

Responsible Section: Programme  
Responsible Person: Nela Krnic  
Expected Completion: 7/30/2019 12:00:00 AM  
Implementation Stage: Underway  

**Action Planned:** 3.2 Provide support to the Ombudsperson’s Office to continue to raise awareness on child rights and the role of the Ombudsperson in relation to CRM, with enhanced use of social media platforms, competitions for children and adolescents to raise awareness, targeted outreach initiatives to marginalised groups particularly in rural and remote areas, and continued participation of children in the design and implementation of such projects.  

**Action Taken:** 3.2 UNICEF provided technical assistance to the Ombudsperson’s Office in raising awareness on child rights and the role of the Ombudsperson in relation to CRM and in continued participation of children in the design and implementation of activities of Ombudsperson’s Network of Golden Advisors (inauguration of new generation of Golden Advisors and capacity building camp for Golden Advisors to raise their knowledge on child rights and the role of the Ombudsperson in relation to CRM).

---

**Action #3:**

Responsible Section: Programme  
Responsible Person: Michaela Bauer  
Expected Completion: 6/30/2020 12:00:00 AM  
Implementation Stage: Not Started  

**Action Planned:** 3.3 Advocate for the amendment of the Ombudsperson’s Law or regulatory framework to improve the breadth and transparency of the selection and appointment process of the Ombudsperson and DOs, in line with the guidance issued by the Sub-Committee on Accreditation, Global Alliance of National Human Institutions (GANHRI).  

**Action Taken:** /

---

**Action #4:**

Responsible Section: Programme  
Responsible Person: Michaela Bauer  
Expected Completion: 6/30/2020 12:00:00 AM  
Implementation Stage: Not Started  

**Action Planned:** 3.4 Advocate for the amendment of the Ombudsperson’s Law to clarify the establishment of the position of a DO focusing solely on child rights.

**Action Taken:** /

---

**Recommendation #4:**

Capacity building - It is recommended that UNICEF considers providing technical assistance to the Government and relevant professional training bodies, such as the Institute for Social and Child Protection, to develop a knowledge and skills-based capacity-building training-of-trainers course, focusing on a broader education on children’s rights; the aims, objectives and purpose of CRM and the CRM Mechanisms; child rights budgeting; and the effective use of data to monitor child rights, with a view to working with professional training academies to integrate this course into existing training programmes for civil servants involved in CRM.

Management Response: Agree
**Action #1:**

**Responsible Section:** Programme  
**Responsible Person:** Ida Ferdinandi  
**Expected Completion:** 12/15/2019 12:00:00 AM  
**Implementation Stage:** Underway

**Action Planned:** 4.1 Provide technical assistance to the Government and relevant professional training bodies, such as the Institute for Social and Child Protection, to develop a knowledge and skills-based capacity-building training-of-trainers course, focusing on a broader education on children’s rights; the aims, objectives and purpose of CRM and the CRM Mechanisms; child rights budgeting; and the effective use of data to monitor child rights, with a view to working with professional training academies to integrate this course into existing training programmes for civil servants involved in CRM.

**Action Taken:** 4.1 UNICEF CO already initiated discussions with the Institute for Social and Child Protection, to develop a knowledge and skills-based capacity-building training-of-trainers course, focusing on a broader education on children’s rights; objectives and purpose of CRM and the CRM Mechanisms. UNICEF CO also began discussions with the Ministry of Finance on potential introduction of child right budgeting and a planned Technical Assistance from the Regional Advisor on Social Policy will have this segment in her TOR and discussions with national partners (finance and labour and social welfare).

**Recommendation #5:**

Data collection and sharing mechanism - UNICEF and the Government should consider extending their planned CRM activities under the Country Programme to strengthening national systems for data collection beyond SWIS and PRIS, including MEIS, the planned new judicial information system, 'ISP', and the collection of data by the MoH, to establish a harmonised data collection system for CRM bodies with the inclusion of disaggregated indicators according to gender, age, ethnicity, geographical local, and disability status.

**Management Response:** Agree

---

**Action #1:**

**Responsible Section:** Programme  
**Responsible Person:** Maja Kovacevic  
**Expected Completion:** 12/15/2019 12:00:00 AM  
**Implementation Stage:** Underway

**Action Planned:** 5.1 Provide support to the Ministry of Education to upgrade its information system to better monitor student outcomes and other key issues at the school level.

**Action Taken:** 5.1 UNICEF CO and the Ministry of Education on the Montenegrin Education started a new joint programme in 2018 on upgrading the Information System (MEIS) to include Early Warning System & feedback to schools (School Profile Card) and the system plus to strengthen the analysis and use of data collections by the education sector.

**Action #2:**

**Responsible Section:** Programme  
**Responsible Person:** Nela Krnic  
**Expected Completion:** 12/15/2019 12:00:00 AM  
**Implementation Stage:** Underway

**Action Planned:** 5.2 Advocate for the introduction of child rights-based indicators in the upcoming judicial information system.

**Action Taken:** 5.2 UNICEF CO is currently negotiating with the Ministry of Justice the development of the new judicial information system, 'ISP' with a focus on data of children in conflict with the law, children victims of crime and so on.

**Action #3:**

**Responsible Section:** Programme  
**Responsible Person:** Ida Ferdinandi  
**Expected Completion:** 12/15/2019 12:00:00 AM  
**Implementation Stage:** Underway

**Action Planned:** 5.3 Advocate with the Ministry of Labour and Social Welfare for swift introduction of VAC indicators in the Social Welfare Information System.

**Action Taken:** 5.3 UNICEF CO began advocating with the Ministry of Labour and Social Welfare on integrating VAC data, case management of children in residential care, foster families etc. in SWISS (data on children and families in social and child protection system).