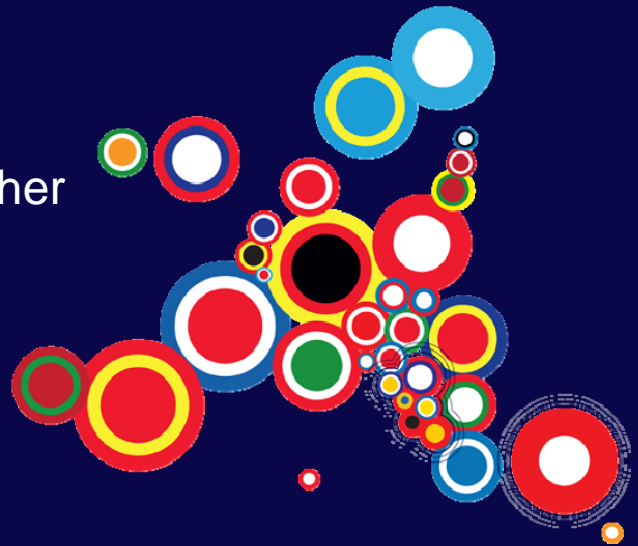




**INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II)  
2014-2020**

## **MONTENEGRO**

Promotion and protection of  
human rights of Roma and other  
vulnerable groups



### **Action summary**

The objective of this Action is to ensure that fundamental human rights have been protected and promoted in compliance with international standards ensuring durable and sustainable solutions for Roma and other vulnerable groups for comprehensive social inclusion in Montenegro.

After finishing housing process and secured the adequate living conditions and improved access to legal status, the main factors for overall integration of Roma and other vulnerable groups in Montenegro is related to improvement of their access to health care, education and employment.

<b>Action Identification</b>	
<b>Action Programme Title</b>	Annual Action Programme for Montenegro for the year 2015
<b>Action Title</b>	Promotion and protection of human rights of Roma and other vulnerable groups
<b>Action ID</b>	IPA/2015/037-894/4/ME/Roma
<b>Sector Information</b>	
<b>IPA II Sector</b>	Rule of Law and Fundamental Rights
<b>DAC Sector</b>	
<b>Budget</b>	
<b>Total cost</b>	EUR 1 000 000
<b>EU contribution</b>	EUR 1 000 000
<b>Management and Implementation</b>	
<b>Method of implementation</b>	Direct management
<i>Direct management:</i> <b>EU Delegation</b> <i>Indirect management:</i> <b>National authority or other implementing body</b>	EU Delegation to Montenegro
<b>Implementation responsibilities</b>	/
<b>Location</b>	
<b>Zone benefiting from the action</b>	Montenegro
<b>Specific implementation area(s)</b>	Municipalities: Podgorica, Niksic and Berane
<b>Timeline</b>	
<b>Deadline for conclusion of the Financing Agreement</b>	At the latest by 31 December 2016
<b>Contracting deadline</b>	3 years following the date of conclusion of the Financing Agreement, with the exception of the cases listed under Article 189(2) Financial Regulation
<b>End of operational implementation period</b>	6 years following the date of conclusion of the Financing Agreement.

## 1. RATIONALE

### PROBLEM AND STAKEHOLDER ANALYSIS

Roma<sup>1</sup> represent the most vulnerable national minority in Montenegro. According to the official census from 2011, the total number of Roma in Montenegro is 8,305, but based on Council of Europe and civil sector estimations, there are about 20,000 of Roma (both domicile and displaced persons) in Montenegro, which is almost three percent of the total population. This difference in estimation of the total number of Roma residing in Montenegro originates from the complexity of gathering comprehensive, reliable and sex-segregated data on Roma population. Census results are based on free will of citizens to declare which nationality they belong to, which leads to many inconsistencies between the official data and reality in the field. Many of Roma have also been faced with the problem of their legal status, missing identity documents, unresolved citizenship status and possibility of voluntary return to Kosovo, all of which created additional obstacles in running official statistics.

According to numerous analysis and reports, the majority of Roma people still live in conditions of extreme poverty. Low economic power, low level of education, a very low rate of employment, inadequate housing conditions, social exclusion with backlashes of ethnic stereotypes and prejudices, specific way of living and other characteristics are some of the causes of their difficult position in the society. Moreover, within this population of around 20.000 persons, there is an especially marginalized group that lives in very extreme poverty conditions, representing Roma families that moved to Montenegro from Kosovo 15 years ago during the armed conflict. According to the latest census, the majority of RE population is located in the following municipalities: Podgorica (4,673), Niksic (929) and Berane (701).

The problems related to the marginalized position of Roma in the society are inter-linked on many levels, creating a vicious circle for representatives of this group to get out of the extreme poverty. There are still Roma lacking legal status, which is the link to majority of other rights. The high rate of unemployment is caused by their specifically vulnerable position: they are often persons without elementary education, long-term unemployed, low-skilled workers or with no skills nor professional or any other experience. On December 31<sup>st</sup> 2014 there were 1326 persons registered at the Employment Agency of Montenegro who identified themselves as members of the Roma population, while the share of Roma women was about 42%. In the total number of unemployed, Roma population amounts to 3-4%, while more than 90% of the registered members of this population are persons without any professional qualifications. Additionally, in access to employment, Roma often suffer discrimination. Discrimination is in general influencing the quality of life of Roma and discourage their social inclusion in different sectors. There are deeply rooted prejudices, justified often by poverty in which they live, that Roma are often into criminal acts (begging, stealing, violence), living in bad hygienic conditions with potential diseases, as well as by national customs prone to early marriages with no family planning etc. It is due to these reasons that Roma stay on the margins of the society and do not enjoy their human rights nor fulfil their citizens' duties. In those conditions, children do not go to school regularly even though the state has facilitated their access to education. The problems related to education are also numerous: illiterate parents not able to provide support to children, lack of pre-school education, low quality of segregated classes provided to Roma that discourage them from further education, financial constraints, lack of skills of teachers to deal with Roma children, lack of knowledge of Montenegrin language, subsequently high level of drop outs (caused also by early marriages and begging).

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<sup>1</sup> Roma" is used as an umbrella terminology which includes groups of people who have more or less similar cultural characteristics, such as Sinti, Travellers, Kalé, Egyptian, Gens du voyage, etc. whether sedentary or not.

Therefore, the way out of the poverty remains a challenge: even those who make some earning (crafts, services, recycling) are not registered and work illegally.

Finally, the extreme poverty leaves them stuck in dire housing situation, living in the camps with all other families and with low level of hygiene. The health of the Roma population in Montenegro is hugely affected by their poor living conditions combined with inadequate education level, not to mention expensive specialized care. This leads to bad health situation, premature deaths, risk for birth deliveries, and making life expectancy of the group lower than the national average. Even though there is no official statistics, as the health system institutions do not keep records based on ethnic, national or some other affiliation of beneficiaries of health care, many surveys and studies indicate that this is the case (eg. in the municipality of Niksic there are 9,51% of residents older than 60, while there are only 1,65% of Roma in this age group). In addition to this, early marriage and birthrates among Roma are very high. According to the MICS survey of UNICEF, in Roma settlements early childbearing indicators for women age 15–19 years are much higher than that of the general population: Within this age group 23 percent have begun childbearing, and 20 percent have already had a live birth. Early marriages are also in most of the cases forced marriages, combined with domestic violence, and they represent the threat not only for health, but the overall wellbeing and integrity of Roma girls in particular, but also boys who become breadwinners at an early age, thus reaffirming very patriarchal gender and family roles.

One of the reasons hampering Roma's social inclusion is also their underrepresentation in public life. There is a Roma Council established under the Law on Minority Rights and Freedoms, which is financed by the state budget and does not have real decision making power due to its unclear legal status. There is no Roma political party. Roma participation in Government structures also remains low. In 2012 there were two Roma employed in the Government; one as an adviser to Prime Minister. In 2014 there was one Roma woman employed in the Ministry for Foreign Affairs and EU Integration, and one Roma man in the Department for the Improvement and Protection of Rights of Roma and Egyptians within the Ministry for Human and Minority Rights, with the aim of strengthening administrative capacities of the Department. A Roma needs assessment conducted by Montenegrin Centre for Democracy and Human Rights notes that there are around 20 active Roma NGOs, while the annual rate of registering new NGOs is not more than one percent of the total number of registered NGOs. This is the consequence of insufficient knowledge of administrative procedures, and generally low level of community activism. Although Roma NGOs had an important role in designing and implementing inclusion policies – especially when it comes to National Action Plan for the Roma Decade, the Strategy for Improving of the Position of Roma and Egyptians (and the committee for the monitoring of its implementation) and local Roma inclusion action plans – still the deficit of internal organizational capacities is notable, along with the lack of mutual networking and networking with other social inclusion process stakeholders.

It is obvious that protection of human rights and integration of Roma population need to be tackled simultaneously from many aspects. The Government of Montenegro started to systematically address the problems of Roma population after the regional conference "Roma in expanded Europe", followed by the

project "Decade of Roma Inclusion 2005-2015." Government of Montenegro adopted the Strategy for the

improvement of the status of RAE population in Montenegro 2008-2012. Measures and activities aimed at

advancement of the status of Roma and Egyptians resulted in visible but still not sufficient changes. Due to

that fact, the Government of Montenegro adopted new strategic document on 5 April 2013 – Strategy for the advancement of the status of Roma and Egyptians in Montenegro 2012-2016, which relies on the European

framework for national strategies of Roma integration until 2020, taking into consideration the four objectives of integration. The Strategy represents a set of concrete measures and activities in four-year period of legal, political, economic, social, urban and communal, educational, health, cultural-informative and of any other necessary character. The overall Strategy was also put in to the local context through development of Local Action Plans for integration of Roma population in the specific municipalities, including Berane, Niksic, Herceg Novi, Bijelo Polje, Ulcinj, Tivat and Kotor. In the broader context of human rights, Government of Montenegro has adopted the Action Plan for Chapter 23 in June 2013 (updated in October 2014) which has the specific measures related to anti-discrimination of minorities. The Action took into consideration the 10 Common Basic Principles on Roma Inclusion: Constructive, pragmatic and non-discriminatory policies; Explicit but not exclusive targeting; Inter-cultural approach; Aiming for the mainstream; Awareness of the gender dimension; Transfer of evidence-based policies; Use of European Union instruments; Involvement of regional and local authorities; Involvement of civil society; Active participation of the Roma.

Besides regular activities and efforts made by the Government of Montenegro in the previous decade related to improvement of the status of Roma, there was a number of donor funded projects implemented that resulted in positive changes. In that regard, there is a need to emphasize a joint initiative of Sarajevo process at the level of the South-East Europe, which was launched in 2005 and aimed to find long-lasting solutions for refugees and displaced persons. This initiative, but also many other projects (which results are elaborated in the section lessons learned and link to previous financial assistance) provided assistance on many levels, starting with resolving issues related to housing and continuing with all other aspects of social inclusion and anti-discrimination. As it is stated above, the highest number of Roma population lives in the Camp Konik located in Podgorica. Providing housing conditions is one of the key elements for local integration of displaced persons. Through the Regional Housing Programme for Montenegro, funds will be provided for resolving the housing issue for 6,063 people (1,177 households) belonging to the most vulnerable categories (persons accommodated in informal collective centers and vulnerable persons in private accommodation, with special emphasis on Konik Camp). Municipalities which are currently subject of Regional Housing Programme are Podgorica, Niksic and Berane. Therefore the activities of this Action will mainly focus on development of durable and sustainable solutions for overall integration of Roma population in these municipalities, but also may target any other municipality in the country, thus creating environment without social exclusion or any other forms of discriminatory behavior.

## **RELEVANCE WITH THE IPA II STRATEGY PAPER AND OTHER KEY REFERENCES**

This Action responds to priorities defined by the Indicative Strategy Paper for Montenegro (2014-2020) under the sector of Rule of law and fundamental rights. As it is stated by the Indicative Strategy Paper, there is a comprehensive legislative framework on anti-discrimination but provisions are not yet fully aligned with the EU acquis and international standards. In addition, the institutional framework to protect fundamental rights and combat discrimination is in place, but the financial and human resource capacities are limited and the key issue remains enforcement of fundamental rights. Discrimination is prevalent particularly against the Roma community, LGBTI persons, women and persons with disabilities.

The last Progress Report of the European Commission confirmed that the capacity of the institutions in charge of protection and enforcement of human rights remains weak and needs strengthening.

The Action is also directly linked to Europe 2020, through inclusive growth – guaranteeing respect for the fundamental rights of people experiencing poverty and social exclusion, and enabling them to live in dignity and take an active part in society. As mentioned above, the Action will also directly contribute to fulfillment of defined measures (section 3.10) from the Action Plan for Chapter 23, as well as the Strategy for

improving the position of Roma in Montenegro 2012-2016, and so far 7 Local Development Plans for integration of Roma population.

Furthermore, the Action will be linked also with the Sector Operational Programme (SOP) for Education, Employment and Social Policies (under preparation). The specific objectives of SOP are the following: Improving the conditions for the continuous creation of new jobs for the unemployed and inactive persons, taking into account regional needs and differences, and encouraging social dialogue; encouraging the development of human capital through formal and informal education system at all levels and promoting lifelong learning, research and development and improving the social and child protection system with the full implementation of the new strategic, legal and institutional framework, taking into account the needs of marginalized groups. The issue of social inclusion of Roma population will be covered through activities within all three actions foreseen in the SOP, based on the experience gained in the implementation of the project “Identifying Sustainable Solutions for Internally Displaced Persons, Residents of Konik Camp (Phase I and II)” supported through national programmes of IPA 2011 and 2013. This action will make sure that there is no overlapping with the activities to be carried out in SOP due to the fact that currently they are defined relatively broadly.

Apart from this, there are other national strategies that this Action will contribute to, such as the Strategy for Early and Preschool Education 2010-2015 (to be renewed this year) and the Strategy for Development of Primary Education (2011-2017) and Strategy for Minority Policies (2008-2018).

## **SECTOR APPROACH ASSESSMENT**

Sector Rule of Law and Fundamental Rights was designed in order to cover interlinked institutions and measures set out in the Chapter 23 and 24 of the EU Accession negotiations of Montenegro. This Sector represents political priority of Montenegro in sense of reaching certain level of standards in Justice and Home Affairs Area, as well as in terms of further promotion and protection of Fundamental Rights and Freedoms.

Leading institution for this Sector is Ministry of Justice. Other institutions concerned are: Ministry of Finance, Supreme Court, State Prosecution Office, Public Property Administration, Public Procurement Administration, Commission for Prevention of Conflict of Interest, Ministry of the Interior, Ministry of Foreign Affairs and European Integration, Ministry of Human and Minority Rights, Police Directorate, Customs Administration, Tax Administration, Real-Estate Administration, Directorate for Anti-Corruption Initiative, Administration for Execution of Criminal Sanctions, Administration for Prevention of Money Laundering and Terrorist Financing, Personal Data Protection Agency and Free Access to Information, Bar Association, Judicial Training Centre, Commission for Control of Public Procurement Procedures, Faculty of Law and relevant NGO's.

In the context of reforms in these areas, Montenegro adopted the Action Plans for Negotiation Chapters 23 and 24 as key strategic documents for guiding reforms in the sector.

Sector encompasses four main streamlines in terms of core challenges and needs in pre-accession perspective:

1. Strengthening the Rule of Law through further Justice Reform;
2. Enhancing the capacities in prevention and suppression of organized crime and corruption;
3. Home Affairs;
4. Further improvement of the mechanisms of protection and promotion of Human Rights.

The area of protection of Fundamental Rights and Freedoms and struggle against discrimination, especially for marginalized groups (LGBT, national minorities, especially Roma, women and people with disabilities) are very high on the agenda of Montenegrin Government and need urgent, systematic and common approach. For fulfilment of these aims it is necessary to undertake the following measures, concerning the pre-accession perspective:

- 1) Improved and harmonized anti-discrimination legislation;
- 2) Decrease the level of discrimination in Montenegro through raising awareness of the general population on human rights of marginalized groups, as well as raising the level of information among the discriminated about their rights and instruments for protection, in accordance with the new legislation;
- 3) Raise understanding, knowledge and commitment of civil servants, judges, prosecutors and politicians to work in accordance with the highest human rights standards, and to offer more effective protection and services to people who are victims of any kind of discrimination (Permanent education and promotion of anti-discrimination policy and practice);
- 4) Raise capacities of civil servants to implement policies related to anti-discrimination of vulnerable groups and legislation on gender equality, through tailor-made trainings, campaigns, exchange of good practices etc.;
- 5) Support development of systemic and sustainable national and local mechanisms for implementation of legislation and standards on anti-discrimination and gender equality, including establishment of data bases, Codes of practice, development of national system for calculating the costs of violence, systems of internal mechanisms for monitoring of the discrimination cases, etc. It will be made through establishing new and supporting the existing inter-institutional and inter-sector mechanisms for enforcement of anti-discrimination policies and gender equality policies.

#### **LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE**

Measures and activities undertaken so far for the purpose of improvement of position of Roma resulted in significant and evident, but not entirely positive changes. Although implementation of the mentioned strategies gave certain positive results, in particular in the area of education, health and solving the legal status, expected steps towards improvement of the overall position of Roma community have missed out.

In order to change and improve the status of Roma, and thus provide their complete inclusion in social, economic, cultural and political life, certain systemic solutions must be put in place, which would provide Roma population with more efficient access to most challenging areas.

This action will build upon best practices and lessons learnt from previous financial assistance, as the issues that will be covered with this Action (education, employment, health, social inclusion) have already been tackled with those projects, but there is the obvious need for continuation of efforts, and for targeting other Roma communities in Montenegro, besides Konik Camp.

IPA provided assistance for the following Projects:

- IPA 2008 - Comprehensive Support to Refugees and Displaced Persons in Montenegro (18 months, EUR 1 500 000);
- IPA 2010 - Social Welfare and Child Care System Reform: Enhancing Social Inclusion (30 months, EUR 3 000 000);
- IPA 2011 - Identifying Durable Solutions for IDPs and Residents of Konik Camp (24 months, EUR 2 500 000);
- IPA 2013 - Identifying Durable Solutions for IDPs and Residents of Konik Camp, II phase (18 months, EUR 1 000 000).

There are number of lessons learned from the implementation of those. One of them relates to the difficulty of gaining and maintaining trust of target population, having in mind their experiences of being discriminated against. Dealing with this issue requires full commitment of the project staff but also readiness and flexibility for making adjustment during project implementation, in order to meet imminent needs of the beneficiaries which would eliminate particular barriers to their participation in the project. Involvement of members of Roma population in all the phases of the project is of the utmost importance for gaining trust of the target group. This is why the institute of Roma mediators and assistants has proven to be one of the crucial success factors in the projects implemented so far.

The other lesson learned is that it takes particular effort and strategic action to ensure greater participation of women in project activities. The main reasons for this is women's low level of education, but most importantly traditional values and roles which are predominant in Roma communities. In order to overcome this challenge it is necessary to develop particular approach to their male family members and continuously raise awareness about the importance of women's greater participation in making decisions which affect their lives.

One of the most important lessons is related to the need to act simultaneously on different fronts in tackling the rights and integration of Roma population in Montenegro in order to have durable solutions. Therefore, this Action will focus on those municipalities which have established some conditions for development of durable and sustainable solutions for Roma population. Since Konik camp has already been targeted through IPA 2011 and 2013, this Action will represent logical continuation and upgrade of best practices, while these best practices will serve as a model in other two municipalities which have not been covered so far. The novelty is also that the Action will include domicile Roma and representatives of other vulnerable groups (people living in extreme poverty, socially excluded, long-term unemployed).

In addition to this, it needs to be mentioned that IPA 2014-Support to the Anti-discrimination and Gender Equality Policies (36 months, EUR 1 435 000) has been approved. The purpose of that Action is to contribute to the protection, promotion and enforcement of human rights and equal opportunities. It addresses the need for a stronger implementation of the anti-discrimination and gender equality policies and standards and also aims at enhancing the system of protection of human rights of persons deprived of liberty. Since both this 2015 Action on Roma and other vulnerable groups and 2014 IPA on Anti-discrimination and Gender fundamentally deal with human rights, equal opportunities and anti-discrimination they will be complementary. The population of Roma is one of the target groups of IPA 2014 through planned awareness raising of the general population on the rights of marginalised groups as well as raising their level of information about their rights and instruments for protection, in accordance with the new legislation. Since one action is targeting the issue from the anti-discrimination aspect in general and the other one from the social inclusion and capacity and skill development aspect of Roma specifically, there will be no overlapping, and this will be ensured by the key institution responsible for the activities targeting Roma in both actions, and that is the Ministry for Human and Minority Rights.

Overview of the previous financial assistance in more details is provided under Annexes.





## 2. INTERVENTION LOGIC

### LOGICAL FRAMEWORK MATRIX

<b>OVERALL OBJECTIVE</b>	<b>OBJECTIVELY VERIFIABLE INDICATORS (*)</b>	<b>SOURCES OF VERIFICATION</b>	
To ensure durable and sustainable solutions for protecting fundamental human rights of vulnerable groups in compliance with international standards	The percentage of closing benchmarks for Chapter 23 fulfilled	European Commission, Montenegro Progress Report	
<b>SPECIFIC OBJECTIVE</b>	<b>OBJECTIVELY VERIFIABLE INDICATORS (*)</b>	<b>SOURCES OF VERIFICATION</b>	<b>ASSUMPTIONS</b>
To enhance access to social, economic and cultural rights for the Roma and other vulnerable groups in Montenegro through increased capacities in the state administration	Number of measures related to human rights from the Action Plan for Chapter 23 (section 3.10) successfully achieved	Reports on implementation of Action Plan for Chapter 23	Established horizontal coordination between relevant ministries Capacities of the Ministry of Human and Minority Rights enhanced
<b>RESULTS</b>	<b>OBJECTIVELY VERIFIABLE INDICATORS (*)</b>	<b>SOURCES OF VERIFICATION</b>	<b>ASSUMPTIONS</b>
<b>Result 1:</b> Improved access to rights of Roma and other vulnerable groups to employment, education, health care and social inclusion in municipalities of Podgorica, Niksic and Berane	Number of women and men from Roma and other vulnerable groups whose employability skills have been developed Number of girls and boys benefiting from education- support programs Percentage of Roma household members (men and women) regularly using health care services Number of Roma men and women who	Report on the implementation of the Action plan for Chapter 23: Judiciary and Fundamental Rights and Freedoms  Action implementation reports	Created positive trend within relevant institutions and stakeholders regarding implementation of human-rights commitments Implementation of recommendations from Progress Reports and Action Plan for Chapter 23 commitments regarding RE population

	are actively involved in local-level initiatives concerning improvement of their status		
<b>ACTIVITIES</b>	<b>MEANS</b>	<b>OVERALL COST</b>	<b>ASSUMPTIONS</b>
<p><b>Activities to achieve Result 1:</b></p> <p><b>1.1. EMPLOYMENT</b></p> <p>1.1.1. Awareness raising of Roma on their rights and obligations in the field of employment while supporting them in active job search</p> <p>1.1.2. Trainings for improving employability skills for members of Roma and other vulnerable groups in accordance with identified priorities for economic development at the local level</p> <p>1.1.3. Developing measures to encourage employers to hire members of Roma population while overcoming their stereotypes and prejudices towards Roma population</p> <p><b>1.2. EDUCATION</b></p> <p>1.2.1 Awareness raising of Roma parents of the importance of providing education opportunities to their children, starting with pre-school up to university level, with particular focus on education of girls</p> <p>1.2.2. Developing measures for decreasing segregation of Roma in schools and supporting them in improving their school achievement</p> <p>1.2.3 Engagement of Roma assistants and work of commissions for monitoring drop-out in selected municipalities</p> <p>1.2.4. Developing and implementing professional orientation and adult education program for Roma and other vulnerable groups in selected municipalities</p>	<p>Grant to international organization or international NGO,</p> <p>Sub-grants to NGOs and/or specialized agencies (in case of capacity assessment and training)</p>	<p>EUR 1 000 000</p>	<p>Efficient cooperation with local governments and other stakeholders</p> <p>Active participation by RE community</p> <p>The housing units from the Regional Housing Programme will be built up by the time Action starts</p> <p>Most of the RE will have their legal status resolved</p>

**1.3. HEALTH CARE**

1.3.1 Awareness raising of Roma on the rights to health care and the manner of exercising the rights

1.3.2. Encouraging and guiding members of Roma population to choose their doctor, women to choose gynaecologist and a special incentive for parents to choose their children's paediatrician

1.3.3. Training of mediators in the health system and improvement of knowledge of health workers in relation to the specifics of Roma population

1.3.4. Setting up of temporary health care centres/stations in Niksic and Berane for Roma communities

**1.4. SOCIAL INCLUSION**

1.4.1. Tailored campaigns and education of parents, children, Roma activists and civil servants on the issue of family violence and forced early marriages in Roma population

1.4.2. Educational activities fostering promotion of political participation and social activism as well as employment of Roma in the state administration, local government and public services

1.4.3. Promotion of the Roma culture, language and customs and encouraging Roma activism in media, scientific and cultural sphere in order to preserve their cultural identity

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## **ADDITIONAL DESCRIPTION**

The Action will support Montenegro to implement Action Plan for Chapter 23 in the segment of protection and promotion of human rights in line with EU standards and best practices. Duration of the Action will be 18-24 months.

The Action will produce the following result:

**Result 1:** Improved access to rights of Roma and other vulnerable groups to employment, education, health care and social inclusion in municipalities of Podgorica, Niksic and Berane. Other vulnerable groups primarily refer to communities from the selected municipalities that also live under the poverty line, who are long-term unemployed and socially excluded. These can but need not be other national minorities or people with chronic illness and disabilities. It is assumed that most of them will be targeted through measures that concern employment, and to some extent education and healthcare. Municipalities of Podgorica, Niksic and Berane are selected because they are inhabited by the largest number of Roma population in Montenegro. Also, they are targeted through Regional Housing Programme so that by the time this Action is implemented some solid grounds for sustainability of these social integration measures will already be in place. On top of that, both municipalities of Niksic and Berane developed Local Action Plans for Roma, and this Action will directly contribute to their implementation, since priorities for Roma inclusion in those municipalities are the same: education, employment, health, representation, preservation of tradition and culture etc. The Action may also include any other municipality inhabited by Roma which, by the time the Action starts, enters the Regional Housing Programme.

This Action will shift the focus from resolving legal status and housing issues, which has been the case thus far, to developing their skills for employability and increase chances for more substantial social integration. As currently the legal status is unresolved for some 840 RE people who have not applied for the status of a foreigner with a permanent residence in Montenegro, the assumption is that by the time the Action is implemented the unresolved cases will be at the minimum, and they will be dealt with on an ad hoc basis. The Action will also support voluntary return to Kosovo for families who might be subject of activities (if there happen to be such cases), as some of the families cannot return before 2016/2017. The support will be in the form of transport facilitation and basic return assistance, i.e. financial and every other assistance to be able to visit Kosovo and become familiar with the procedures for return.

Within the Result 1, the Action will focus on several aspects, including employment, education, health care and social inclusion. Since no reliable baseline data exists at the moment, in all of the four areas of activities, a mapping survey will be conducted in the initial stage of the Action in order to determine current status based on which the progress will be measured. The Action will not overlap with the activities planned in Sectoral Operational Programme, since this Action will cover three municipalities in Montenegro, whereas SOP will be implemented nationwide.

*Employment* of Roma will be supported through the following activities:

- Awareness raising of Roma on their rights and obligations in the field of employment and supporting them in active job search and participation in active employment policy measures.
- Trainings for improving employability skills for members of Roma and other vulnerable groups in accordance with identified priorities for economic development in selected municipalities. Since majority of Roma who are unemployed do not have any formal qualifications, the Action will focus on their vocational training for those occupations that are most important for the local development. This Action will cover beneficiaries from Podgorica, Berane and Niksic, while SOP will focus on other municipalities in Montenegro. In such a way maximum result will be achieved with no overlap.
- Developing measures to encourage employers to hire members of Roma population while overcoming their stereotypes and prejudices towards Roma population. Even though there are affirmative measures in place for employing member of Roma population, most of the employers are still reluctant to employ Roma due to the negative opinion that they personally hold against them, on one side, and due to the fear that Roma employees may affect negatively their business, in terms of

the impression they leave on their clients and customers. The Action will target this issue through tailor made campaigns, developing affirmative actions for companies that employ Roma other vulnerable groups, and educational activities at the local level.

The scope of needed interventions in the area of *education* is quite broad, but since the SOP also covers this sector through targeting primarily quality of teaching and the educational content which matches the needs of the labour market, we have identified the following activities to deal with the currently identified gaps in the education of Roma:

- Awareness raising of Roma parents of the importance of providing education opportunities to their children, starting with pre-school up to university level, with particular focus on education of girls. Since the attitude of Roma parents towards education plays a crucial role, it is necessary to continue targeted education activities at the local level, based on best practices from already implemented and ongoing IPA projects in Konik camp.
- Developing measures to decrease segregation of Roma in schools and supporting them in improving their school achievement. Even though increasing number of RE students is integrated into city schools, their true social integration and acceptance by mainstream community in many cases is still lacking. One of the reasons is insufficient knowledge of Montenegrin language, and other reasons have to do with prejudices and stereotypes. As it happens, in one Podgorica school the number of enrolled mainstream students is decreasing from year to year, and the reason is that the school is attended by an increasing number of Roma students. This situation largely affects their achievement and motivation to continue with their schooling, and that is why this Action will provide particular support to students in mastering both Montenegrin language, but also other subjects, doing their homework etc. The parents of the students will also be included in the process. Increasing the pre-primary attendance rate is also one of the entry points to more substantial integration at the primary school level.
- Engagement of Roma assistants and work of commissions for monitoring drop-out in selected municipalities. To continue to good practice model from the Konik camp in ongoing IPA project, and replicate it to the municipalities of Niksic and Berane, the Action will support engagement of assistants from Roma community and running of multisectoral commissions that regularly meet and monitor drop-out and achievement of Roma students from those communities.
- Developing and implementing professional orientation and adult education program for RE and other vulnerable groups in selected municipalities. Adult education program will contribute not only to employability of adult members of Roma community but will also affect their attitudes towards importance of education for their children and raise their skills to support children who are already in school, and will thus have a multiple effect.

In order not to overlap with the Sectoral Operational Programme, it has been decided that this Action will cover pre-primary and primary level of education, while affirmative measures to encourage Roma students to enrol in secondary schools and universities will be in the scope of SOP. However, since this AD will cover three municipalities, and SOP will cover other municipalities in Montenegro, and also since SOP covers Roma as only one out of a number of marginalized target groups (such as children with special educational needs), the scope of activities is very broad and there will be no obstacles to ensure coordination during both preparation and implementation phase.

In the area of *health care*, the focus will be on continuation of good practices that have been carried out so far, such as awareness raising of Roma on the rights to health care and the manner of exercising the rights, as some of them are still not aware that they are entitled to free health care. The Action will also encourage and guide members of Roma population to choose their doctor, women to choose gynaecologist and provide special incentive for parents to choose their children's paediatrician, since primary health protection relies on the system of elected doctor. Since the institute of health mediator has proven to be a great success, the Action will continue to foster training of mediators in the health system, but on the other side also work with health workers on improving their knowledge in relation to the specifics of Roma population. Since in Konik camp in Podgorica there is a health station which is open few hours a week or day (it has been changing),

and the results have been very positive, the Action intends to set up similar stations in the municipalities of Niksic and Berane. This will, on one side, provide the opportunity for health care for those members of Roma community that are for some reasons unable or still reluctant to use the services of the city health centres, either because they cannot afford transportation costs, or because for women with small children going to the city health centre takes much of their time, or because some of them are still unaware of their rights to free health care. On the other side, as it will be open for only few hours a week, it will not allow them to rely too much on it, and will thus avoid the risk of contributing to another level of segregation. These stations will also serve as a basis for awareness raising programs having to do with health issues.

Finally, under the Result 1 the Action also plans to tackle the alarming issue of early and forced marriages, but also promote social and political activism and preserving Roma cultural identity. These three areas are covered under the pillar of *Social Inclusion*. Combating early marriages will be done through tailored campaigns and education of parents, children, Roma activists and civil servants on the issue of family violence and forced early marriages in Roma population. Political participation and civil sector activism will be promoted through tailored educational activities, and affirmative measures to employ Roma in state administration, local government and public services. Preserving cultural identity of Roma will be fostered through promotion of the Roma culture, language and customs and encouraging Roma activism in media, scientific and cultural sphere. This section will be done in close cooperation with the activities from Sectoral Operational Programme, which will cover the issue of including marginalized groups in the community through grants to NGOs on the basis of Local action plans for Roma inclusion. Since Ministry for Human and Minority Rights will be in charge of this component of SOP, coordination will be in place and there will be no overlapping, since grants from municipalities other than these three will have the priority, and also the type of activities covering the same issue will be different (promotional campaigns vs. direct work with particular families etc). It is important that both AD and SOP deal with these issues as they are crucial for social inclusion of Roma and the exercise of their basic human rights, and therefore the more funds invested and the more municipalities covered, the more sustainable the impact.

### **3. IMPLEMENTATION ARRANGEMENTS**

#### **ROLES AND RESPONSIBILITIES**

The Ministry of Justice is the leading institution for the sector of Rule of Law and Fundamental Rights. The key stakeholder in this area is the Ministry for Human and Minority Rights which will be largely accountable for the coordination of the Action, but also other institutions established for improvement and protection of minority rights and freedoms, including Minority Councils, Fund for the protection and exercise of minority rights, and Centre for preservation and development of minority culture.

The Ministry of Justice has a key coordination role for the Rule of Law and Fundamental Rights sector and specifically for the implementation of the Action Plan of Chapter 23.

#### **IMPLEMENTATION METHOD(S) AND TYPE(S) OF FINANCING**

The Action will be implemented through grant to international NGO or international organisation. The reason for this is because international organisations are the only ones which have the capacity for running the project of such a scope they are well experienced in the area and have a history of strategic cooperation with the Government and municipal authorities, which is a precondition for the Action to have a sustainable impact. The cooperation with the civil sector is one of the guiding principles of the Ministry of Human and Minority Rights, but also the increased activism of Roma is one of the goals that the Action aims to achieve. In addition, the local NGOs do not have the capacity to run a grant with such allocation. Therefore the possibility of sub-granting to local NGOs for particular interventions at the local level will be considered.

Working at the grass-roots level with Roma NGOs will both help to reach the members of Roma community and attract them to participate in the Action but will also raise capacities of these NGOs.

In order to be eligible for a grant, the applicant must be: legal persons, non-profit-making, non-governmental organisation, an international organisation or be nationals of Montenegro or nationals of a Member State of the European Union or the countries covered by Article 19 of IPA Regulation, and directly responsible for the preparation and management of the action with their partners, not acting as an intermediary and have at least three years of experience in implementing and supporting projects facilitating the integration of Roma in Eastern Europe and/or the Balkans.

The essential selection criteria will be experience in managing projects in the cumulative value of equivalent value; Sufficient technical expertise, especially knowledge of the issues to be addressed; Sufficient management capacity, including staff, equipment and ability to handle the budget for the action; Stable and sufficient sources of finance. The essential award criteria are relevance, effectiveness and feasibility, sustainability and cost-effectiveness of the action.

#### **4. PERFORMANCE MEASUREMENT**

##### **METHODOLOGY FOR MONITORING (AND EVALUATION)**

Monitoring and evaluation of the implementation of this Action will be conducted in accordance with the rules of direct management and respecting the requirements and provisions of IPA II regulations and those that will be laid down in the Framework Agreement and in respective Financing Agreement. Achieving results of the Action will be regularly monitored by the EU Delegation to Montenegro and National IPA Coordinator.

Implementation of this Action will be subject of special attention of Sectoral Monitoring Committee and IPA Monitoring Committee which shall measure progress in relation to achieving the objectives of the actions and their expected outputs, results and impact by means of indicators related to a baseline situation, as well as progress with regard to financial execution. The Sectoral Monitoring Committee will report to the IPA Monitoring Committee and will make proposals on any corrective action to ensure the achievement of the objectives of the action and enhance its efficiency, effectiveness, impact and sustainability.

Moreover, in accordance with Article 8 of the Commission Implementing Regulation (EU) No. 447/2014, NIPAC shall take measures to ensure that the objectives set out in the Action are appropriately addressed during the implementation of EU assistance. Procedures for implementing monitoring activities will be set out in the revised Manuals of Procedures aligned with new IPA regulations. Best practices from the monitoring of implementation of previous actions and recommendations given by external monitoring in this sector will be also taken into consideration.

This action shall be subject to evaluations, in accordance with Article 30(4) of Regulation (EU, EURATOM) No. 966/2012 and with Article 22 of the Commission Implementing Regulation (EU) No. 447/2014. The results of evaluations shall be taken into account by the IPA Monitoring Committee and the Sectoral Monitoring Committee.



## INDICATOR MEASUREMENT

Indicator	Baseline (2010)	Last available (2014) <sup>2</sup>	Milestone 2017	Target 2020 <sup>3</sup>	Source of information
<b>ISP INDICATOR:</b> Progress made towards meeting accession criteria	n/a	Chapter 23 opened	50% of closing benchmarks fulfilled		DG ELARG – Progress Report  Government Reports on implementation of the programme for Accession
<b>ACTION OUTCOME INDICATOR:</b> Number of measures related to human rights from the action plan for Chapter 23 (section 3.10) successfully achieved	n/a	80% <sup>4</sup>	90% of measures successfully achieved		DG ELARG – Progress Report  Report on the implementation of Chapter 23
<b>ACTION OUTPUT INDICATOR 1.1</b> Number of women and men from Roma and other vulnerable groups whose employability skills have	n/a	0	200		Report on the implementation of Chapter 23  Action reports  Reports on the implementation of the

<sup>2</sup> It is not possible to provide reliable baseline data, due to the following reasons: The available data is not segregated by municipalities (or refer only to Konik camp); or the data does not refer to a particular year; or the type of activities that members of RE population have been included do not coincide with those anticipated in this Action; or the data does not include domicile Roma and other vulnerable groups

<sup>3</sup> Since the Action is expected to finalize by the end of 2017, milestones at the same time represent targets

<sup>4</sup> Most of the measures are implemented continuously and therefore their status is 'completed' for the current year

been developed					Strategy for improving the position of RE population Reports on the implementation of local action plan for RE
<b><i>ACTION OUTPUT INDICATOR 1.2</i></b> Number of girls and boys benefiting from education-support programs	n/a	To be defined in the initial phase of the action	20% increase		Report on the implementation of Chapter 23 Action reports Reports on the implementation of the Strategy for improving the position of RE population Reports on the implementation of local action plan for RE
<b><i>ACTION OUTPUT INDICATOR 1.3</i></b> Percentage of Roma household members (men and women) regularly using health care services	n/a	To be defined in the initial phase of the action (mapping survey)	20% increase		Report on the implementation of Chapter 23 Action reports Reports on the implementation of the Strategy for improving the position of RE population Reports on the implementation of local

					action plan for RE
<b><i>ACTION OUTPUT INDICATOR 1.4</i></b> Number of Roma men and women who are actively involved in local-level initiatives concerning improvement of their status	n/a	To be defined in the initial phase of the action (mapping survey)	20% increase		Report on the implementation of Chapter 23 Action reports Reports on the implementation of the Strategy for improving the position of RE population Reports on the implementation of local action plan for RE

## **5. CROSS-CUTTING ISSUES**

### **EQUAL OPPORTUNITIES AND GENDER MAINSTREAMING**

The Action deals with rights of vulnerable groups to have equal access to rights and their utilization. The goal is to enable the principle of equal opportunities for all citizens of Montenegro, with specific focus on RE population and other vulnerable groups. The Action will support provision of equal opportunities and non-discrimination principles for women in terms of access to education, employment and personal integrity. The Action will take into account gender and equal opportunities issues during implementation, including ensuring a gender balance with regard to capacity building/training activities. As mentioned above, women participation in activities for RE population is a special concern, due to their low level of education, but more importantly the traditional gender roles. The experience so far has shown that it is very important not to avoid males while trying reach out to women, but rather to include them, to try to gain their approval and understanding of why it is important for women to participate, otherwise any efforts would eventually be undermined. Including women in income-generating activities has been so far met with most favour by male members of the community, and this can be an entry point for their broader involvement, and educating them about other issues having to do with health, reproductive rights, early marriages, violence etc. Literacy classes for women have also shown to be a success as they also serve as a tool for raising awareness of importance of education of children, especially girls, and increasing their skills to help children with their schooling. Only this kind of multi-level approach can both ensure participation of RE women but also the sustainable impact of the Action to the overall improvement of rights of RE women.

### **ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)**

The activities envisaged under the present Action are not affecting the environment. During the design and implementation phase of the Action production of printed materials will be kept to the strictest minimum and therefore have positive influence on environment. In the area of employment, the Action may come up with specialised trainings for particular green business in the selected municipalities and will thus positively contribute to environment protection.

### **ENGAGEMENT WITH CIVIL SOCIETY (AND IF RELEVANT OTHER NON-STATE STAKEHOLDERS)**

Inputs from the civil society representatives have been taken into consideration during the problem analysis phase which was instrumental to produce the Action design. Results and activities defined in this Action are all in line with the Strategy for improving the position of Roma and Egyptians in Montenegro (2012-2016), and the Strategy and its annual action plans are designed, and their implementation monitored, by working groups which include Roma NGOs. It is also worthwhile mentioning that the Head of Directorate for Roma issues in the MHMR (the sector which is responsible for this Action) is a Roma representative, who came to the position from previous engagement in Roma civil sector. Civil society will also be involved during implementation of the Action, not only through participation in structures which make decisions with regards to implementation of activities, such as advisory boards, but also through direct engagement in the form of sub-granting. In addition, representatives of the NGOs are part of the working groups responsible for the negotiations of Chapter 23.

### **MINORITIES AND VULNERABLE GROUPS**

The Action directly addresses the discrimination of marginalized social groups – Roma population but also other vulnerable groups who are either socially excluded and/or live in the conditions of extreme poverty. The Action interventions are designed to ensure that fundamental human rights have been protected and promoted in compliance with international standards ensuring durable and sustainable solutions for Roma and other vulnerable groups for comprehensive social inclusion in Montenegro.

## **6. SUSTAINABILITY**

The Action is designed to target disadvantaged population needs but also policymakers and executive institutions, assessing their knowledge and perceptions based on which needs-based policy interventions will be developed in accordance with international commitments and best practices. The Action will look into specific institutional capacities and abilities to convert these policies into services of value for their citizens, fulfilling their functions on a permanent basis with decreasing levels of external support.

The Action will promote non-discriminatory legal and policy frameworks and institutional capacities aiming to strengthen institutional service delivery and human rights protection by building skills and capacities of professionals and NGOs, which will provide long-term sustainability well beyond the scope of the project.

Sustainability was one of the main considerations when selecting municipalities, as, besides being inhabited by the largest number of Roma, two of them have adopted Local Action Plans for Roma, and they are targeted with the Housing Programme, which creates the assumption that all the proposed cross-cutting measures will surely have a sustainable impact and will continue after the Action implementation period. Local Action Plans set out priority areas for improvement of the position of Roma population at the local level and define policy interventions of the local authorities in direction of fulfilling the identified needs of Roma population. In all the local action plans for Roma population, the same key priorities are identified as in this Action Document (employment, education, health, social inclusion), which makes a strong basis for multi-level approach and creating durable solutions for Roma integration at the local level.

## **7. COMMUNICATION AND VISIBILITY**

Communication and visibility will be given high importance during the implementation of the Action.

The implementation of the communication activities shall be the responsibility of the beneficiary, and shall be funded from the amounts allocated to the Action.

All necessary measures will be taken to publicise the fact that the Action has received funding from the EU in line with the Communication and Visibility Manual for EU External Actions.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process. Actions shall be aimed at strengthening general public awareness and support of interventions financed and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions. Visibility actions should also promote transparency and accountability on the use of funds.

It is the responsibility of the beneficiary to keep the EU Delegation fully informed of the planning and implementation of the specific visibility and communication activities.

The beneficiary shall report on its visibility and communication actions in the report submitted to the IPA monitoring committee and the sectoral monitoring committees.

All the activities from the Action document will be communicated externally through the following communication tools: press releases, media conferences, media reporting, awareness raising and information sharing campaigns, social media, and promotional material. Stakeholders who are involved in implementation will be regularly informed through regular meetings, bulletins and updates, depending on the mode to be agreed upon beforehand. As mentioned above, besides these regular communication and visibility activities, there will be a number of tailored awareness raising initiatives in targeted communities, having to do with education, employment, health, social inclusion, and each of them will have its own communication and media plan, to be developed upon consultation with direct beneficiaries and their NGO representatives in the field, and other stakeholders.

## **LIST OF ANNEXES**

- 1. Overview of implemented projects aimed at enhancing the status of Roma in Montenegro;**
- 2. Ministry of Human Rights and Minorities organizational chart.**

## ANNEX 1

### Overview of implemented projects aimed at enhancing the status of Roma in Montenegro

#### 1. Introduction

Unlike other minority groups and minority national communities who are included in contemporary mainstreaming of Montenegrin society, Roma are members of the most vulnerable and marginalized national minority in Montenegro. Based on the analysis made in the previous period, it can be concluded that majority of Roma people still live in conditions of extreme poverty and very poor living standards, especially in terms of health and hygiene. Furthermore, many of them do not possess identity documents, do not have health and social insurance and most of them are undereducated. Majority is unemployed, while those employed often operate in the least qualified and paid positions.

Systematic response of the Government of Montenegro to the issues of Roma population started soon after the regional conference »Roma in an Enlarged Europe«, which was held in Hungary in 2003, after which Montenegro had accepted the project *Decade of Roma Inclusion 2005-2015*. In January 2005, the Government of Montenegro adopted its Action Plan for Implementation of *Decade*, with tendency to stop the vicious circle of poverty and exclusion of Roma people from the social life in Montenegro through projects in the areas of education, employment, housing and health care. Given the limitations of effectiveness of the Action Plan with regard to four priority areas, the Government of Montenegro adopted the *Strategy for Improvement of Position of RAE Population in Montenegro 2008-2012* and the *Strategy for Improvement of Position of Roma and Egyptians in Montenegro 2012-2016*. The Strategy represents a set of concrete measures and activities in four-year period of legal, political, economic, social, urban and communal, educational, health, cultural-informative and of any other necessary character.

In addition, the Government of Montenegro adopted the *Strategy for permanently resolving the issue of displaced and internally displaced persons in Montenegro for the period 2011-2015* and annual Action Plans for its implementation. The Strategy outlines two ways to resolve the issue: integration of the persons concerned in Montenegro through access to the status of “foreigner with permanent residence” or voluntary return to their place of origin.

Measures and activities undertaken so far for the purpose of improvement of position of Roma resulted in significant and evident, but not entirely positive changes. Although implementation of the mentioned strategies gave certain positive results, in particular in the area of education, health and solving the legal status, expected steps towards improvement of the overall position of Roma community as collective have missed out.

In order to change and improve the status of Roma, and thus provide their complete inclusion in social, economic, cultural and political life, certain systemic solutions must be put in place, which would provide Roma population with more efficient access to most challenging areas.

Beside regular activities and efforts made by the Government of Montenegro in the previous decade related to improvement of the status of Roma, there was a number of donor funded projects implemented that resulted in positive changes. This document provides an overview of implemented projects financed both by IPA and from the state budget in Montenegro.

## 2. Overview of IPA funded projects in Montenegro

Year	Title of the Project	Beneficiaries	Time frame	IPA contribution (EUR)	Co-financing (EUR)	Total Budget (EUR)
IPA 2008	Comprehensive Support to Refugees and Displaced Persons in Montenegro	Bureau for Care of Refugees, Ministry of Labour and Social Welfare	18 months	1 500 000	70 268	1 570 268
IPA 2010	Social Welfare and Child Care System Reform: Enhancing Social Inclusion	Ministry of Education and Sports, Ministry of Labour and Social Welfare	30 months	3 000 000	335 000	3 335 000
IPA 2011	Identifying Durable Solutions for IDPs and Residents of Konik Camp	Ministry of Labour and Social Welfare	24 months	2 500 000	500 000	3 000 000
IPA 2013	Identifying Durable Solutions for IDPs and Residents of Konik Camp, II phase	Ministry of Labour and Social Welfare	18 months	1 000 000	112 000	1 112 000

In the Human Resources Development Programme 2012-2013 (IPA component IV), the third priority axis relates to improvement of social inclusion. The specific objective of this measure is to improve social inclusion of persons with disabilities and Roma population who are in a disadvantaged position by their better integration in the labour market. It was envisaged to implement this measure through service contract to the amount of EUR 513,648 and grant to the amount of EUR 800,000, and the funds have recently been made operational.

## 3. Projects and activities implemented by sector

### 3.1. Legal status

Legal status is the most important component of the Strategy and at the same time the basis for achievement of all other rights of displaced persons. Aimed at creating the preconditions for resolving the legal status of I/DPs, the Government of Montenegro has made a decision to, once again, prolong the deadline for submitting requests for status of foreigner, which was on 31 December 2014. In the period from November 2009 until December 2013, displaced persons submitted in total 11300 requests for permanent residence. Out of this number 8200 requests have been positively solved, while 71 were negative and 3000 are in the



procedure. There is around 3400 I/DPs who still have not submitted the request for resolving the legal status in Montenegro.

With the assistance of international organisations (UNHCR, OSCE, ODIHR), in 2013 there was one bus visit to Serbia organized for 41 persons (including municipalities of Kragujevac and Niš) and six bus visits to Kosovo organized for 259 persons (Priština, Peć, Dečane, Đakovica, Klina, Istok, Kosovo Polje, Vučitrn and Obilić). Those visits were organized for IDPs from Konik Camp. The result was obtaining 900 different documents. In total, for the period 2011-2013, there were 31 visits organized for 847 persons, resulted in providing around 3,000 different documents.

Mobile biometric station was placed in Konik Camp I in April 2014, where I/DPs may directly submit their requests for obtaining the status of foreigner with permanent residence, as well as requests for obtaining documents. Ministry of Interior, Ministry of Labour and Social Welfare and UNHCR have signed the MoU in March 2014 setting up the operational team which monitors the process of submitting the requests of I/DPs for obtaining the status of foreigner in Montenegro.

In the **IPA 2011 project Identifying Durable Solutions for IDPs and Residents of Konik Camp**, there is a number of activities related to providing assistance in acquiring documentation for status of foreigner, free legal counselling, and registration in civil registries.

Under IPA project **Assistance programme for the integration and return of RAE and other I/DPs residing in the Konik area**, the Legal Center (LC) organizes bus visits to municipalities in Kosovo (Peć, Klina, Obilić, Kosovo Polje, Vučitrn) in order to enable the most vulnerable members of Roma population to obtain personal documents (birth certificates, citizenship certificates, ID cards, passports and the like) as well as the subsequent registration into the birth/citizenship registries for those persons who were born in Kosovo. The LC also provides counselling and representation before the administrative and judicial bodies in Montenegro.

Further **regular activities** on resolving the legal status are related to compliance of the national legislation, including the adoption of bylaws, with the Law on Amendments to the Law on Foreigners, in order to provide I/DPs with all the rights envisaged once gaining the permanent or temporary residence permit. In every day communication with local services and during information campaigns, the representatives of local bodies and RE population have been informed about the specific needs of this population and obligation of special access in resolving their status.

### **3.2. Education**

**Education is very important for faster socialisation and integration of persons in a society. The number of Roma and Egyptian children included in the educational system in Montenegro is constantly increasing. Thus, for school year 2013/2014, there are 1853 pupils in primary education, 68 high school students and 10 university students.**

IPA 2010 Project on Social Inclusion, implemented in the period December 2011 – February 2013, covered the pilot programme *Preparation kindergarten for Roma and Egyptian children*. In total, 151 children attended kindergarten (106 in Podgorica and 45 in Nikšić). All the children were enrolled in primary schools. Prevention of drop-out through the detection mechanism and case management was performed in 8 schools (4 in Podgorica, 2 in Nikšić, one in Tivat and one in Berane). Trainings of principals, teachers and associates have been performed, and manual for professionals has also been issued.

Through the IPA 2011 project Identifying Durable Solutions for IDPs and Residents of Konik Camp, the educational component on REF (Roma Education Fund) has been implementing in cooperation with the Ministry of Education, and it focuses on education rights among children, youth and adults who are residents of Konik area, and achieving results at different levels, from grassroots to institutional level for the beneficiaries. Specifically, REF has been working with RE community in order to strengthen its capacities to be prepared and involved in the process of desegregation (performed in 6 schools in Podgorica). This also includes the additional classes to overcome children's language barriers and create conditions for enrolment in integrated schools through the provision of intensive community work, extracurricular activities, transportation, equipment, footwear, clothing, free textbooks and cooperation with relevant institutions at the local and central level.

During 2013, the Ministry of Education has been taking up **regular activities** in terms of preparing Roma children for primary education. Activities were taken for 87 preschool children in one school in municipalities of Podgorica, Nikšić, Berane, Tivat and Herceg Novi respectively.

In addition, Ministry of Education, as of 2008/2009, implements activities related to inclusion of Roma children in city schools. As of 2013/2014 the desegregation for RE children from Camp Konik I and II is performed in 6 primary schools in Podgorica: “Božidar Vuković Podgoričanin”, “Marko Miljanov”, “21. maj”, “Savo Pejanović”, “Vladimir Nazor” and “Vuk Karadžić”. The funds have been provided in cooperation with the Ministry for Human and Minority Rights for transfer of 140 children to city schools and this is a continuous activity.

**Regular activities** have been taken by the Ministry of Human and Minority Rights, in cooperation with the Ministry of Education, financed by the state budget, related to providing free textbooks for all Roma children enrolled in the first, second and third classes of primary schools all over Montenegro. In school year 2013/2014, 969 free textbooks were provided (in 2011/2012 it was 651 and in 2012/2013 the number was 882). The budget for this activity in 2013 was EUR 54,349. In addition, free textbooks and scholarships have been also provided for Roma high school students in cooperation with Ministry for Human and Minority Rights. Affirmative actions have been applied for enrolment in vocational schools and at the university. Scholarships have regularly been provided by Ministry for Human and Minority Rights for university students in cooperation with the Institute for Social Inclusion. In 2013, there were 75 high school students and 14 university students included in the program of scholarship and the budget was EUR 75 000.

Volunteers – 72 students from the Faculty of Philosophy in Nikšić have been providing assistance in overcoming language barriers to 220 children attending “Božidar Vuković Podgoričanin” school and 120 children attending town schools.

There are information campaigns implemented, aimed at increasing the number of IDPs in educational system and stressing the necessity of pre-school education, as well as activities related to provision of school material, transfer of children to city schools, and other social activities. The commission, composed of representatives of line ministries, Red Cross and NGOs, was set up to monitor the drop-out of Roma children.

### 3.3. Health

In Konik Camp, there is an ambulance for a number of years now, where residents of Konik exercise health rights aimed at providing accessible health protection and prevention of epidemic. In other towns in Montenegro, representatives of Roma population are encouraged to choose their own doctor, while in Berane all persons are registered and have chosen their own doctor. All health workers, including doctors, are informed on rights to health protection of Roma population, and they are obliged to provide information about all prevention services accessible in medical centres, aimed at preservation and improvement of health of Roma population.

Within IPA 2011 project Identifying Durable Solutions for IDPs and Residents of Konik Camp, the survey was performed in 2013 on the access to health institutions, health and living conditions. Vaccination of children living in the camps has been done (1,306 children have been regularly vaccinated and additional 70 children through the campaign). Through the project, Roma health mediators (RHMs) provide services that contribute to improved access of Roma to the health system in Montenegro. RHMs also work on health promotion (healthy lifestyles, reproductive health, mental health, chronic non-infectious disease and infectious diseases) through health sessions. RHMs facilitate the communication between the medical personnel and the Roma community, representing a cross-cultural bridge with a role in conflict prevention.

**Regular activities** have been taken in terms of free mammographic screening provided during 2013 for 45 RE women from Konik Camp. The programme of early detection of colon cancer is continuously implemented for all Roma over 45 years of age. A publication has been issued as assistance to Roma women on how to take care of their health. In addition, the following publications have been issued: Reproductive Health of Roma Women, Health of Roma Children, and Health of Young Roma (2011). Training of 4 Roma mediators has been implemented. 25 Roma activists have been trained for providing services on HIV

prevention among Roma youth. Precise data record on provided health services for I/DPs is continuously updated.

The Ministry of Health signed MoU with NGO Centre for Roma Initiatives and NGO Women's Network aimed at improvement of health protection of Roma women. The Ministry performs regular activities related to improvement of knowledge on health, family planning and reproductive health.

### **3.4. Social integration**

The main goal of **IPA 2010 project on Social Inclusion** is to facilitate inclusion of the vulnerable and socially excluded groups. It is important to underline that the minorities with specific social integration issues such as Roma were one of the final beneficiaries of the mentioned project.

In **IPA 2011 project Identifying Durable Solutions for IDPs and Residents of Konik Camp**, there is a number of activities related to social integration.

Within IPA 2011 project Identifying Durable Solutions for IDPs and Residents of Konik Camp, social integration is promoted through interactive workshops addressing human rights, active citizenship and professional orientation, environmental protection issues and the like, and through regular meetings with Roma youth and adults and counselling sessions.

**Regular activities** of the line ministries are related to social inclusion of vulnerable and socially excluded groups, through compliance of legislation, campaigns and education.

### **3.5. Employment**

The Employment Office of Montenegro has so far registered 1,118 persons belonging to Roma population, out of which there are 471 women (42.12%). The largest share of registered persons is those without any occupation and qualification (94%). Also, the largest share is registered in the Branch Office in Podgorica – 43.76%, then in Herceg Novi – 14.40%, Nikšić – 13.95%, Berane – 11.71%, Bar – 8.85%, Bijelo Polje – 6.17% and Pljevlja – 1.16%.

In the period from 1 January till 31 December 2013, there were 39 persons included in the programme of active employment policy (17.94% of women), which makes 3.4% out of total number of unemployed persons belonging to Roma population: there are five men included in the public work "Let It Be Clean"; in local public work, in cooperation with public utility institution Čistoća there are 14 men included; in the programme of education and training for hairdressers, implemented in Podgorica, there are two women involved; there is one man included in the programme of vocational training of persons with acquired university education and 17 persons (5 women) in the season work.

Vocational training, training for seasonal occupations and self-employment for different occupations have been undergoing through the **IPA 2011 project Identifying Durable Solutions for IDPs and Residents of Konik Camp**.

Under IPA project **Assistance programme for the integration and return of RAE and other I/DPs residing in the Konik area**, support to income-generation activities has proven to be one of the best ways to enable the vulnerable population to sustain an acceptable standard of living based on their own resources, focusing on long-term solutions for the beneficiaries. Within this component, HELP has foreseen support to 80 RAE and I/DPs from the Konik Camp with sound business ideas, but insufficient own means for their implementation, to start up or develop existing economic activities in order to provide a regular income for their families. The assistance will consist of in-kind grants (equipment and/or material, livestock) with an average value of EUR 1,200 for starting up, improving or resuming economic activities and basic business, and vocational trainings and constant professional follow-up and advice.

### **3.6. Housing**

#### **Regional Housing Programme**

Providing housing conditions is one of the key elements for local integration of I/DPs and it is planned to be implemented through regional initiative, international donors, credits and own budget. Montenegro will contribute by providing land and primary infrastructure.

Through the Regional Housing Programme for Montenegro, funds will be provided for resolving the housing issue for 6,063 people (1,177 households) belonging to the most vulnerable categories (persons accommodated in informal collective centres and vulnerable persons in private accommodation, with special emphasis on Konik Camp).

- Total value of the project: EUR 27.696 million;
- Contribution of the state: 15%, i.e. EUR 4.154 million;
- Donor funds: EUR 23.542 million.

Within the Regional Housing Programme, in March 2013, Montenegro nominated a Pilot Project – Nikšić, construction of 62 housing units, the total value of which amounts to EUR 2,780,000.00, of which grant funds account for EUR 1,980,000.00 and the contribution of the local unit EUR 600,000.00. For the purpose of implementing this project, the terms of reference were prepared, while the project documentation is being prepared by the Agency for Planning and Design of the Municipality of Nikšić. The Municipality of Nikšić will submit the revised main structural design and a building permit to the Implementation Unit – LLC Project Consulting PROCON. The Ministry of Labour and Social Welfare has adopted the Rulebook on selection of beneficiaries, formed a committee for the selection of beneficiaries and determined a preliminary list of beneficiaries.

On 11 October 2013, the assembly of donors approved the Camp Konik Project, which envisages construction of 120 housing units. The total value of the project is EUR 7,374,135.00, with grant funds amounting to EUR 5,993,785.00, as well as the Project on construction of a centre for the elderly in Pljevlja, whose total value amounts to EUR 2,612,407.00, of which donor funds account for EUR 2,078,278.00. The Implementation Unit LLC Project Consulting PROCON is working to resolve administrative issues in order to create conditions for implementation of the project in the part related to the public procurement procedure. The Framework Financial Agreement was signed in Paris on 5 November 2013. The Ministry of Labour and Social Welfare, the Ministry of Finance and Implementation Unit LLC Project Consulting PROCON signed an agreement on managing donor funds provided through the fund called Regional Housing Programme Fund (RHP Fund). The agreements on the implementation of the project were signed with local self-governments. According to Article 12, paragraph 1 of the Law on Social Housing (Official Gazette of Montenegro 35/13 of 23 July 2013), local self-governments are the owners of newly constructed buildings and they manage the buildings. The Capital City of Podgorica did not provide a certificate of ownership and management of newly constructed buildings, required to be submitted to donors in order for the approved funds to become operational.

The main Agreement on Grant was signed between the Ministry of Labour and Social Welfare and the Council of Europe Development Bank.

When it comes to the Regional Programme – Belgrade Initiative, the Working Group for information campaign officially started its work on 6 March 2013, in Belgrade. Coordinators of the four partner countries have had joint appearances on national television stations, visited settlements in which displaced and internally displaced persons reside, organised panel discussions and conducted interviews with potential beneficiaries of the programme. In the next period, the website of the Ministry of Labour and Social Welfare will make available the information on the Regional Housing Project. Also, information on the project with which Montenegro has applied under the RHP will be distributed, especially to beneficiaries who will be encompassed by it. In coordination with the participating countries of the RHP, information which will include an overview of planned activities in these countries within the RHP will be distributed. A short documentary film that follows the RHP was made, while the promotional materials funded by UNHCR are being prepared.

Through the Regional Programme, the Municipality of Berane provided a location, under the current General Urban Plan, for the purposes of providing housing care to displaced persons and internally displaced persons, on which it is possible to build housing buildings and issue urban and technical requirements. For this purpose, the Municipality of Berane is ready to equip the building with utilities. The National Housing Programme has been added to the agenda for the next session of the local assembly. Also, the Municipality of Herceg Novi has allocated 15,000 square meters of land for the needs of the Regional Housing Programme.

ANNEX 2

Ministry of Human Rights and Minorities organizational chart (Red colour indicates filled-in posts)

