



MONTENEGRO
MINISTRY OF HUMAN AND MINORITY RIGHTS

**THE STRATEGY FOR SOCIAL INCLUSION OF
ROMA AND EGYPTIANS IN MONTENEGRO
2016 - 2020**

Podgorica, March 2016

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ABBREVIATIONS

AEP - Active Employment Policy
ASIRAH - Associate in the Social Inclusion of Roma and Egyptians in the Area of Health
BAM- Broadcasting Agency of Montenegro
CEDB - Council of Europe Development Bank
CET - Centre for Education and Training
CSW - Centre for Social Work
CVE - Centre for Vocational Education
DP - Displaced persons
DR - Directorate for Refugees
EI - Educational Institutions
EIM - Employment Institute of Montenegro
EU - European Union
HC – Health Centre
HELP - International Organisation "*Hilfe zur Selbsthilfe e.V.*"
IDF - Investment - Development Fund
IDPs - Internally Displaced Persons
IPH – Institute for Public Health
LAP - Local Action Plan
LPSH - Local program for social housing
LS - Local self-government
ME - Ministry of Education
MHMR - Ministry of Human and Minority Rights
MIA - Ministry of Internal Affairs
MLSW - Ministry of Labour and Social Welfare
MSDT - Ministry of Sustainable Development and Tourism
NGO - Non-governmental organization
NRIS - European Framework for National Roma Integration Strategies (National Roma Integration Strategies)
OSCE - Organization for European Security and Cooperation
PBS - Public Service
PD – Police Directorate
PS - Primary School
RHP - Regional Housing Programme
UNHCR - United Nations High Commissioner for
USA - United States of America

I.INTRODUCTION

In the years of dissolution of the Yugoslav federation, when the ethnically inspired wars were reaching their peak in our immediate neighbourhood, Montenegro has managed to preserve its inner peace and multi-ethnic coexistence. It succeeded not only in maintaining inner peace, but in these difficult times Montenegro opened its doors and became a haven for thousands of refugees and displaced persons, as evidenced by the data showing that at one point, refugee and displaced population in Montenegro constituted about one-fourth of the total population of the country. Because of the war activities in Kosovo and the arrival of a significant number of displaced persons pertaining to Roma and Egyptian population, the overall socio-economic situation of this population was additionally exacerbated.

Aware of the fact that there is a gap between Roma and Egyptians and the rest of the population, which is further deepened by the arrival of large number of refugees and displaced persons, and that Roma and Egyptians cannot overcome it by themselves, and in trying to change the existing situation with a view of achieving the rights guaranteed by the Constitution and legal system of Montenegro and eliminating all forms of discrimination, in 2005 the Government of Montenegro, along with several European countries (Bulgaria, Czech Republic, Hungary, Macedonia, Romania, Slovakia, Croatia and Serbia), acceded to the **"Decade of Roma Inclusion 2005-2015"** (hereinafter referred to as the Decade) launched by the World Bank and the Open Society Institute, in cooperation with several international actors.

In 2005 the Government of Montenegro adopted the National Action Plan for Implementation of the Decade, with the aim to by 2015 implement projects in the field of education, employment, housing and health care, and thus break the vicious circle of poverty and exclusion of Roma from social life in Montenegro. According to the provisions of the Decade, each year the government of different participating country takes over the function of presidency over the Decade. In June 2013 Montenegro took the presidency over the Decade from the Republic of Croatia, and in June 2014 handed it to Bosnia and Herzegovina.

Given the limited effects of the Action Plan on four priority areas, the Government of Montenegro in late 2007 adopted the **Strategy for Improving the position of the RAE population in Montenegro 2008 to 2012**, which was followed by the second one, entitled **Strategy for improving the position of Roma and Egyptians in Montenegro 2012 - 2016**.¹

¹According to data from the Institute for the Care of Refugees on the pre-registration of internally displaced persons from Kosovo residing in Montenegro, which was conducted in 2009, 43 persons declared themselves as Ashkali. Given the low number of members of this ethnic community and the fact that it does not appear as a separate group in the 2011 census, Ashkali are not mentioned as a separate

Since the acquisition of independence in 2006, the general assessment of the regular Progress Reports on Montenegro in the process of accession to the European Union (hereinafter referred to as the EU) is that all conditions and standards which are key to the final accession of Montenegro to the family of European countries are timely met. Compared to countries in the region that aspire to be members of the EU, and on the basis of objective criteria, such as the number of opened and closed chapters, Montenegro is certainly a leader in the region. The continuous progress of Montenegro is provided because of the acceptance of standards and best practices from the EU countries, as well as because of the great efforts undertaken in order to strengthen the capacity of the institutions of the system. One of the important issues that constitute an integral part of the progress is the issue of the manner in which the state treats marginalized social groups, as well as all individuals who are characterized by the position of social deprivation. Roma and Egyptians in Montenegro are precisely the group which is characterized by the intense social deprivation, social segregation and poverty. Therefore, it is important to give to this issue the special attention, both in the spirit of the need for solidarity and respect for the EU standards, and because the effective social inclusion of Roma and Egyptians strengthens the entire society as a political community.

The measures and activities taken so far which aimed at improving the position of Roma and Egyptians in Montenegro, resulted in a very significant and visible, but not entirely sufficient, positive changes. Although specific results in the application of the Action Plans of the Decade in Montenegro of the Strategy for Improving the Position of RAE population in Montenegro 2008-2012 and the Strategy for Improving the Position of Roma and Egyptians in Montenegro 2012-2016 are met, the expected progress in terms of improving the overall situation of Roma and Egyptian community is lacking.

Since the position of members of this population is still uneven in many areas, and that because of achieving the improvement of the socio-economic situation need to be set concrete goals for each area that relates to Roma and Egyptians and developed adequate indicators and baselines for monitoring the progress over time, the Government of Montenegro decided to prepare the new **Strategy for Social Inclusion of Roma and Egyptians 2016 - 2020** (hereinafter referred to as the Strategy), which builds on the previous two, redefining national priorities, methods of implementation and taking special measures in accordance with the changed social and political circumstances, achieved progress and further challenges in the process of inclusion and improvement of socio-economic position of Roma and Egyptians. This Strategy was created also because of the fact that the previous Strategy and its implementation was set until 2016 so it was necessary to make an evaluation of all the achievements of the previous and approach the strategic planning of new/old objectives for the next period.

ethnic group in this strategy. However, members of this nation will be fully covered with all activities envisaged in this Strategy deriving from their legal status.

In addition, this Strategy, as the main strategic document of Montenegro for the integration of members of Roma and Egyptian population, will be further aligned with the Commission's Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on the EU Framework for National Roma Integration Strategies up to 2020.

It is estimated that in Europe there are between 10-12 million Roma. According to the current and available data from the census on population, households and apartments in Montenegro, 6,251 persons or 1.01% of the total population declared to belong to Roma nationality. Population of Egyptians consists of 2,054 persons, or 0.33% of the total population, while Romani language as a mother tongue is used by 5,169 persons. The largest number of Roma is living in the territory of Podgorica (3,988), followed by Berane (531), Niksic (483), Bijelo Polje (334), Herceg Novi (258), and the majority of Egyptians are in Podgorica (685), Niksic (446), Tivat (335) and in Berane (170). Roma members in the world speak a language diasystem which accounts for about 60 dialects, often completely different. The most common dialect with us is Gurbet dialect. The largest number of Egyptians living in Tivat speaks Albanian language.

For the full affirmation of Roma and Egyptian community in social, economic, cultural and political life of Montenegro it is necessary to have a systematic solution that will enable more efficient access to the areas in which members of this community are most vulnerable.

This strategy rests on five key foundations.

First, is the evaluation and implementation of the previous Strategy. In other words, based on the experience acquired by writing and implementing the previous Strategy, are formulated the objectives and measures in the manner to enhance their efficiency in the period ahead of us.

Second, is the real experience of the employees in the institutions of the system which are faced on daily basis with problems when it comes to social inclusion of Roma and Egyptians. To this end, the Strategy writing was preceded by intense individual and group consultations with representatives of all relevant institutions, ministries and non-governmental sector.

Third, there is no doubt that in the previous period the Roma and Egyptian NGO sector is significantly strengthened. Unlike four years ago, today in Montenegro there are several outstanding and prominent Roma and Egyptian NGOs that can significantly contribute to determination and implementation of the objectives and measures with their experience and capacity.

Fourth, for the purpose of writing this Strategy was made so-called meta-analysis of all Strategies dealing with Roma issues in other European countries. This way will be used

the experience and knowledge of these countries in order for this strategy to give the best possible results.

Fifth, and last in this part, for the purpose of writing this Strategy, by order of the Ministry of Human and Minority Rights, in 2016 was conducted an extensive research providing data important for better understanding of all the problems that Roma and Egyptians face, with the aim of refining and effective defining of instruments and measures.

Therefore, with great seriousness and taking into account the complexity of the problem, this Strategy planned an integrated approach. With the active measures of systematic monitoring and evaluation of the implementation of the Strategy, it is expected that by 2020 will significantly increase the level of inclusion of Roma and Egyptians in Montenegro.

The Strategy will, if necessary, be revised periodically, in accordance with the identified needs and changes related to the situation of Roma and Egyptian population in general and in particular the situation of excluded and marginalized groups within the Roma and Egyptian community (women, children, persons with disability, elderly persons) in Montenegro. In addition, amendments to the Strategy can be expected in the area of connection to other national documents that are in the process of development or will be developed within preparation of Montenegro for membership in the EU, as well as with respect to programming in the pre-accession period 2014-2020.

II. STRATEGIC FRAMEWORK

The elements of the strategic framework are found in **the need for integrative approach in the fight against social exclusion, segregation and in poverty reduction**. It is clear that without the cooperation and support of all the institutions of the system, complex problems such as social exclusion and poverty of marginalized social groups cannot be solved. Therefore, it is insisted on several aspects, which are an integral part of the strategic platform and condition of the effective implementation of the Strategy for Social Inclusion of Roma and Egyptians.

II.1 Compliance of the Strategy for Social Inclusion of Roma and Egyptians with other strategies and Government programs

Human rights and freedoms are guaranteed by the Constitution of Montenegro, numerous ratified international treaties, as well as national regulations in force. The Constitution of Montenegro guarantees multi-ethnic harmony, protects the basic principles of human rights and freedoms, and guarantees the protection of political, economic, social and cultural rights. The Constitution also guarantees the protection of a set of special, minority rights.

Government programs and strategies in various areas are effectively aimed at solving the problem of poverty and social exclusion of marginalized groups. All the current programs of the Government insist on reducing poverty and combating social exclusion, especially of marginalized groups. Therefore, this strategy also take into account all other programs of the Government, which are complementary to the objectives to be achieved in terms of social inclusion of Roma and Egyptians. However, the implementation of other strategies and programs that focus on poverty are not sufficient to solve specifically expressed problems that characterize Roma and Egyptian population. The strategic proposals in this document will aim at the achievement of two key effects. **First, to allow access of other programs and measures for Roma and Egyptian population, and second to formulate specific instruments and measures which are complementary to the existing measures, with the aim of achieving the set goals.**

II.2 Compliance with the Policy of the European Union

The Strategy is based on the provisions of international documents on human rights and the rights of national minorities which are ratified by Montenegro. Also during the process of development of the Strategy was used the experience of other countries which have systematic way of working to solve the problems of Roma and Egyptians.

In developing the Strategy, special attention was paid to compliance of the objectives with the priorities that have been set at the EU level. Here we particularly think of compliance with the "*EU Framework for National Roma Integration Strategies*²", i.e. the European Framework for National Roma Integration Strategies (hereinafter referred to as the NRIS).

The EU strategy until 2020 is a new growth strategy, strong and sustained progress that includes and leaves no room for the persistent economic and social marginalization of those who are Europe's largest minority. Decisiveness in action and active dialogue with Roma, are needed at national and the EU level. While the primary responsibility for these activities lies on state administrations, as a challenge remains the fact that the socio-economic integration of Roma is a dual process that requires the change in consciousness of the majority of people, but also of members of Roma community³.

In addition, the Strategy for Social Inclusion of Roma and Egyptians in Montenegro 2016 - 2020 is in line with the identified needs and challenges related to social inclusion of Roma and Egyptians at all levels: local, national and EU. The Strategy includes general and specific objectives set as guidelines for policy-making aimed at socio-economic inclusion of Roma and Egyptian community until 2020.

²http://ec.europa.eu/justice/discrimination/roma/eu-framework/index_en.htm

³ COM(2010) 133, p.5.

The strategic document of the EU suggests the following areas as a key areas:

- Education
- Employment
- Housing
- Health Care

It is recommended that depending on the country should be introduced other areas, but it is insisted on the objectives which promote social inclusion of Roma and Egyptian in exactly mentioned areas. Moreover, NRIS insists that each area upholds the principle of non-discrimination and that all measures in specific areas be based on reducing discrimination against Roma and Egyptians. Further, NRIS as a strategic framework of the EU until 2020, recommends that the social inclusion of Roma and Egyptians include the following:

- 1) Constructive and pragmatic approach that reduces discrimination;
- 2) Clear targeting;
- 3) Inter-cultural approach;
- 4) The use of so-called '*mainstream*' measures;
- 5) Respect for gender issues;
- 6) A policy that can be monitored and evaluated (evidence-based policy);
- 7) Use of the EU instruments;
- 8) The inclusion of regional and local authorities;
- 9) The active inclusion of civil society;
- 10) The active participation of Roma and Egyptian community.

In drafting the Strategy all recommendations of the NRIS were respected, and by adding on the proposed document, is written the strategic document which is certainly in line with the EU recommendations. Moreover, we used the evaluation reports of NRIS in some countries as accumulated experience, all in order to better define the measures and policy of social inclusion of Roma and Egyptians in Montenegro in the coming period.

II. 3 Strategic approach

The Strategy for Social Inclusion of Roma and Egyptians is based on the following approaches:

- Integrativity (*comprehensive approach*)
- Reachability/feasibility (*measures are realistic and achievable*)
- Active participation and involvement of Roma and Egyptian civil society (*participation and cooperation*)

- Monitoring and evaluation of implementation of the Strategy (*evidence-based policy*)
- Assessment of the effects of implementation of the Strategy (*impact assessment*)
- Special sensitivity about the inclusion of women and children (*gender and child sensitive approach*)

First, one of the key benefits proposed by the Strategy is an **integrative approach**. It is clearly defined that on effectiveness and efficiency of measures in one area depends the efficiency in other areas. Therefore, the integrated approach is based on the complementarity of the effects of measures that will be carried out in all areas.

Second, in the proposal of measures it is particularly insisted **that they should be realistically attainable**. Drawing from the experience on the implementation of the previous Strategy, as well as from the experience of other countries, the Strategy is not formally written in a way to exhaustively list a large number of measures, while at proposing such measures there is a dilemma whether there are sufficient financial and other capacities to implement them. In other words, the limit is set to the objectives and measures that are attainable and realistically achievable in the next period.

Third, during the definition of all the measures, and the same is expected during the implementation of the Strategy, we extensively **relied on civil society and in particular Roma and Egyptian NGOs**. In other words, the Strategy is guided by the principle of active involvement of Roma and Egyptian civil society and the strengthening of cooperation between the institutions of the system and Roma civil society.

Fourth, while defining the Strategy the special attention was given to **monitoring and evaluation of the implementation of the Strategy**. Moreover, based on recommendations from NRIS for the so-called policies based on data (*evidence based policy*), the entire segment of the objectives of the Strategy was designed as a result of the need for clear monitoring of the implementation of the Action Plan stemming from the Strategy. In this way, implementers of the Strategy will be able to incorporate corrective measures at any time of implementation.

Fifth, regardless of the evaluation of the implementation of the Strategy itself, it was built the mechanism for **assessing the effects of the Strategy** (so-called *impact assessment*). To this end, for all the key indicators of the objectives to be achieved, was conducted an extensive research in Roma and Egyptian community covering almost half of Roma and Egyptian households. Thanks to these data, after four years when the deadline for implementation expire, will be conducted the research with the same instruments and will be assessed to which extent all undertaken activities gave results.

Sixth, and last, special attention in the **Strategy is dedicated to children and women from Roma and Egyptian population**, as categories that are identified by NRIS as those

groups that are on the margins of margins. The measures proposed in this direction are specifically designed to solve the problems in the sphere of health care and education.

III. PRINCIPLES OF THE STRATEGY

The Strategy for the Inclusion of Roma and Egyptians is based on three key principles. The principles, as noted, are harmonised with NRIS standards.

- **The principle of equality and equal opportunities.** This principle recognizes the need for members of Roma and Egyptian community to have equal opportunity in all social areas as it is the case with the majority population.
- **The principle of non-discrimination.** This principle is the basis for all the measures in a way that their application significantly reduces the degree of discrimination against Roma and Egyptian community in all aspects of social life.
- **The principle of desegregation.** One of the key reasons of social exclusion and deprivation of Roma and Egyptians is the fact that they in most of the cases live in segregated conditions. In this way the mechanisms and factors of social marginalization are reproduced and prevent the effect of measures aimed at social inclusion.

The principle of affirmative action. The principle of non-discrimination and equality before the law are essential preconditions for the enjoyment of all human rights and minority rights, but not sufficient for the provision of factual equality of a minority with the majority. Therefore, the international legal standards and national legislation provide for the institute of recognition of an additional set of rights for members of minorities, which is called affirmative action - preferential treatment - positive discrimination, as provided for in Article 8 of the Constitution of Montenegro in which it is anticipated that regulations and introduction of special measures aimed at creating conditions for achieving national, gender and overall equality and protection of persons who are on any basis in an unequal position, will not be considered to be discrimination. Special measures may be applied only until the achievement of the objectives for which they were taken.

IV. OBJECTIVES AND AREAS OF APPLICATION OF THE STRATEGY

Key and the overall objective of the Strategy is the **social inclusion of Roma and Egyptians** by improving the socio-economic position of Roma and Egyptians in Montenegro. To achieve this objective, were defined seven key areas that actually represent the operationalization of the concept of social inclusion. Within each area are defined specific objectives, and consequently, every objective is going to be achieved by applying proposed measures and instruments. When it comes to the objectives, at the first place, taking into account the recommendations of NRIS, the Strategy defines the measures and instruments for the four areas listed above. In addition, the Strategy

covers additional areas that are considered to be important for solving the problems of Roma and Egyptian population, based on an integrated approach. All treated areas are displayed in the graph below:



Therefore, for operational reasons, in order to achieve social inclusion, the Strategy envisages measures to improve the social and economic position of Roma and Egyptians when it comes to the housing situation, education, health care, employment, legal status, social and family protection, and finally, when it comes to their identity as a distinct ethnic group.

V. HAUSING

1. Analysis of the situation

Housing conditions are among the most important criteria forming the standard of living. Certain percentage of Roma and Egyptian population doesn't have permanent accommodation, and many of them reside in an area that is not nearly adequate for housing. Hygienic and health conditions for housing of a large number of members of the population are particularly bad and extremely worrying. In the case of a not small number of members of Roma and Egyptian community, the problem is primarily about

surviving - the *de facto* right to life - as a result of the unavailability or lack of clean drinking water, the fact that their homes are of a temporary nature, often from poor, insufficiently solid material, of small area, without sanitation and sewage, not rarely located near the municipal waste landfills.

The area of housing is regulated by the relevant laws and legal acts. The implementation of the Strategy and Action Plans in this area is entrusted to the Ministry of Labour and Social Welfare, the Ministry of Sustainable Development and Tourism and the Ministry of Finance. When it comes to Roma and Egyptian population, the great part of the problem arises particularly in the area of housing. These problems are identified and addressed in the context of relevant goals which are listed below. The very issue of Roma and Egyptian population in the area of housing is very emphasised in several key aspects.

Based on the research of the Ministry of Human and Minority Rights (2016), the largest number of Roma and Egyptians (about 77%) lives in segregated settlements, predominantly in three municipalities, namely Podgorica (57% of Roma and Egyptian population in total), Niksic (11 %) and Berane (9%). In the past period the problem is aggravated due to the fact that regional and internal mobility of Roma and Egyptians led to the formation of several additional segregated Roma and Egyptian settlements in other municipalities (Tivat, Ulcinj and Herceg Novi). In these threemunicipalities, segregated settlements were formed on very inadequate locations, especially in Tivat, where the settlement is located on the private property and under the threat of forced eviction. Of all the structures inhabited by Roma and Egyptians in Montenegro, some 60% of households is located in legalized establishments which are owned by a family member, i.e. 40% of households is located in structures that are not legalized, and in many cases there is no legal way to perform legalization. The Government of Montenegro in July 2012 adopted the *Proposal Law on Legalization of Informal Structures*, which from this period is in the parliamentary procedure. The Proposal Law prescribes the procedure, i.e. conditions and manner of legalization of informal objects, defines informal structures that can enter in the legalization process, the zones in which this will not be possible, resolution of property - legal relations, jurisdiction, categorization of structures, and the manner of repayment of obligations of illegal builders, and other issues of importance for legalization. Also, one should bear in mind the fact that the existing informal structures have not gone through the process of verifying the implementation of standards, both in design process and in the course of works, particularly in terms of seismic risk, so therefore the Proposal Law provided for mandatory verification of static and seismic stability of informal structures. In this way, it is estimated that with the adoption and implementation of the *Law on Legalization of Informal Structures* itself will be solved the problem of Roma and Egyptian households.

When it comes to housing conditions, the data show that in inadequate structures is accommodated about 60% of households (30% in the barracks, 37% in the tin objects, and about 3% in the structures of other materials). Of those which can be qualified as

adequate, 31% is accommodated in structures that were built of bricks and/or blocks, and about 7.3% in buildings. When it comes to household equipment, data show that 47% of households has a bathroom, 81.7% has electricity, and 39% has sewerage. Of course, illegal structures and illegal settlements are most common in this distribution.

Sarajevo declaration process, which was launched in 2005, aims at finding durable solutions for refugees and displaced persons from the conflict in 1991-1995 on the territory of the former Yugoslavia. The donors' conference was held in Sarajevo on 24 April 2012, under the auspices of the partner countries. At that occasion were raised significant funds. Partner countries have established a range of housing solutions (models) which would solve the needs of the target user population in the best way. Such arrangements reflect the main three situations of displaced persons addressed by the Regional Housing Program: return, local integration and special solutions for the elderly and extremely vulnerable displaced individuals.

Regional housing project is implemented, i.e. will be implemented in more of 13 Montenegrin municipalities: Berane, Andrijevica, Podgorica, Ulcinj, Niksic, Budva, Rožaje, Plav, Herceg Novi, Bar, Danilovgrad, Tivat, Pljevlja and others. This program will significantly contribute to the closure of the Konik camp (the largest collective camp for displaced persons in Montenegro) and other collective centres for accommodation of displaced and internally displaced persons (hereinafter referred to as I/DPs).

Providing accommodation is one of the key elements for local integration of I/DPs, and is envisaged to be implemented through regional initiatives, international grants, soft loans and own sources. Montenegro's contribution is reflected primarily in the allocation of land and the provision of basic infrastructure.

2. Objectives and measures envisaged by the Strategy

When it comes to the housing, the Strategy identifies a number of key objectives to be implemented in the said period until 2020, and these are:

- Objective 1.1 Construction of social housing in Podgorica, Niksic and Berane;
- Objective 1.2 Improving housing conditions of Roma and Egyptians;
- Objective 1.3 Legalization of Roma and Egyptian settlements and/or structures;
- Objective 1.4 Resettlement (reallocation) of Roma and Egyptian settlements and/or structures;
- Objective 1.5 Application of the so-called *ad hoc* measures for improvement of housing conditions.

Objective 1.1 Construction of structures for social housing in Podgorica, Niksic and Berane

In the framework of the Regional Housing Programme (RHP) in Podgorica, for residents of Konik camp is envisaged the construction of 120 housing units, whose total value amounts to EUR 7,374,135.00. Funds for the construction of social housing were provided from international donations and the relevant institutions have provided a legal framework, which allows the construction itself (urban development plan and the necessary building permits).

It is anticipated that by the end of 2017 will be solved the housing issue for 120 Roma and Egyptian families (with the status of I/DPs, i.e. 600-700 Roma and Egyptians).

Also, within the framework of the Regional Housing Programme, in March 2013, Montenegro nominated the "Pilot Project - Niksic", i.e. the construction of 62 housing units, whose total value amounts to EUR 2,780,000.00, where the grant funds amount to EUR 1,980,000.00, and the contribution of the local unit is EUR 600,000.00. The works on the structure began in May 2015 and are planned to be completed in May 2016.

Finally, for the purposes of housing for displaced and internally displaced persons, as part of the Regional Housing Programme is envisaged the construction of 94 housing units in Berane. The total value of this project is EUR3,774, 701.90, the grant funds are EUR 3,477,198.21, and the contribution of the local unit is EUR 297,503.69.

As an important part of this objective, the Strategy envisages the training for the future tenants. The training will be provided in cooperation with the Roma Council and NGO sector (funds are provided from international donations), and will aim to provide long-term and ongoing valorisation of newly built apartments.

The first objective will be achieved through the implementation of the following measures/instruments:

- **Instrument/measure 1.1.1:** *Selection of beneficiaries of social housing*
- **Instrument/measure 1.1.2:** *Training of future tenants*
- **Instrument/measure 1.1.3:** *Development of the Act on the maintenance of social housing apartments*
- **Instrument/measure 1.1.4:** *Analysis of the possibilities of building structures for social housing in all municipalities in Montenegro*

Instrument/measure 1.1.1: *Selection of beneficiaries of social housing*

In the framework of this instrument/measure will be the selection of beneficiaries of social housing. The procedure for the selection of tenants will be carried out under the provisions of the *Law on Social Housing*⁴. In December 2015, on the basis of this Law, was brought the *Decision on detailed criteria for*

⁴ (Official Gazette of Montenegro, no 35/13).

*eligibility for social housing for displaced persons*⁵ while for the other target groups selection will be made in accordance with current regulations. Article 8 Paragraph 2 of the *Law on Social Housing* provides that specific criteria for eligibility for social housing for persons within the group of persons defined in accordance with the program of social housing, will be defined by the regulation of the Government of Montenegro, or a local self-government unit, in accordance with the local program. This implies that local self-government units will provide within the local programs, for which is required to be adopted each year, for projects and funding for social housing for specific target groups, as well as the secondary legislation on the basis of which the end users will be selected.

Instrument/measure 1.1.2: *Training of future tenants*

In the framework of this instrument/measure will be taken all necessary measures in order to prepare, and then conduct the training for future users of social housing.

Instrument/measure 1.1.3: *Development of the Act on the maintenance of social housing apartments*

Within this instrument/measure, two activities are going to be implemented: development of the Act on the maintenance of apartments and the adoption of that Act.

Instrument/measure 1.1.4 *Analysis of the possibilities of building structures for social housing in all municipalities in Montenegro*

In the context of this instrument/measure will be carried out several activities. First of all, the collection of relevant information on the possibility of construction of social housing apartments in municipalities in Montenegro, where this is necessary, followed by the identification of potential donors.

Table 1.1 Construction of social housing apartments in Podgorica, Niksic and Berane: review of instruments/measures

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
1.1.1 Selection of beneficiaries of social	MLSW	Directorate for Refugees, LS,	Public call	III quarter 2016	Published and archived public call

⁵(Official Gazette of Montenegro, no 70/2015).

housing		UNHCR, Red Cross, International organizations	Registering future tenants	III quarter 2016	List of registered tenants
			Selection of tenants	III quarter 2016	List of selected tenants
1.1.2 Training of future tenants	MLSW	Roma Council, NGO, International organizations, Red Cross, CSW	Preparation of training	IV quarter 2016	Training program
			Delivering training	IV quarter 2016	Report on performed training
1.1.3 Development of the Act on the maintenance of social housing apartments	MLSW	Roma Council, NGO, International organizations,	Development of the Act on the maintenance of the apartments.	IV quarter 2016	Control and monitoring measures formaintenance of the apartments stipulated in the Act
			Adoption of the Act on the maintenance of the apartments	IV quarter 2016	
1.1.4 Analysis of the possibilities of building structures for social housing in all municipalities in Montenegro	MLSW	MSDT, LS, Directorate for Refugees, UNHCR, Red Cross, OSCE	Collection of relevant information on the possibilities of construction of apartments	2017 i 2018	Report which includes an analysis of the possibilities of constructing apartments
			Identification of potential donors	2019 i 2020	List of possible donors and funding sources

Objective 1.2 Improving housing conditions of Roma and Egyptians

Social housing is largely the responsibility of local self-governments. The key instrument/mechanism through which is expected the improvement of the situation of housing in Roma and Egyptian population is *Local program for social housing* (hereinafter referred to as the LPSH).

It is expected that all municipalities by the end of 2016 adopt LPSH regulating these issues. It is insisted on the significant role of the Government and line ministry to influence all local communities in order to timely adopt Local Action Plans to Improve the Position of Roma and Egyptians (hereinafter referred to as LAP). Also, recognizing the complexity of the problem of the entire population which expects help and assistance in the area of social housing, and in accordance with particularly pronounced deprivation of Roma and Egyptian population, it is insisted that local self-government carefully consider the specifics of this population in delivering LAP.

In this respect, and in line with the EU and NIRS recommendations, the local self-governments are encouraged to in the process of delivering LAP engage the Roma Council and Roma and Egyptian civil society representatives. In this way we will be sure that the situation of Roma and Egyptian population was taken into account. This would also open up the opportunities for specifications of those measures and activities stemming from the LAP, and which can directly improve the housing situation of Roma and Egyptian population.

In situations where the settlement and/or structures are legalized, but inappropriate for living, LAP would have to pay special attention to strengthen the infrastructure of those structures. In this regard it is recommended to the local community to in cooperation with civil society identify the relevant number of buildings/structures in their municipality in order to enable infrastructure projects (electricity, water, sewer, road, etc.). The objective in this regard is the identification of the number of structures as well as the number of Roma and Egyptians, and the assessment of financial resources to be allocated for the strengthening of the infrastructure. This objective will be achieved by implementing the measures that have been elaborated in more detail below.

Instrument/measure 1.2.1: Adoption of Local programs for social housing

In the context of this instrument/measure it is envisaged the inclusion of representatives of the Roma Council and civil society in the process of delivering Local Action Plans, then the analysis of the situation and needs of Roma and Egyptian community and finally defining measures and activities related to

improving the housing conditions of Roma and Egyptians. All this will be inserted in the Local Action Plans.

Table 1.2 Improving housing conditions of Roma and Egyptian community: review of the instruments and measures

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
1.2.1: Adoption of Local programs for social housing (LPSH)	LS	Roma Council, NGOs, international organizations	Analysis of the situation and needs of Roma and Egyptian community	IV quarter 2016	Report on the status and problems of housing of Roma
			Inclusion of the Roma Council and NGOs in the process of bringing the LAP	III quarter 2016	Agreement on cooperation between local self-government and NGOs
			LAP measures and activities related to improving the housing conditions of Roma and Egyptians	IV quarter 2016	Special report identifying only those instruments and measures that are designed to improve the housing of Roma and Egyptians

Objective 1.3 Legalization of Roma and Egyptian settlements and/or structures

As already mentioned in the analysis of the situation, about 40% of Roma households are living in illegal structures, mostly in Roma settlements that as such are outside the scope of legalization. For illegal objects is very difficult to provide support in terms of improving living conditions. Namely, since they are illegal, the provision of the infrastructure for these facilities (electricity, sewage, roads) is not possible. Therefore, it is necessary to legalize these structures and settlements, because in this way will be possible to work on improvement of infrastructure, or if legalization is not possible, we should look for the possibility of reallocation. If there is no possibility for legalization of structures/settlements, then we must offer a permanent solution, and this is relocation/resettlement of Roma and Egyptian settlements (this is proposed in details in the next section). However, a number of structures inhabited by Roma and Egyptians can be legalized. Therefore, the Strategy recommends the identification of these structures and active support of local self-government in legalization of these structures as a precondition for improvement of housing through the extent of the measures of the affirmative action. This goal will be achieved by implementing the measures which below are described in detail.

Instrument/measure 1.3.1: *Adoption of Local Programs for Social Housing, Local Action Plans and amendments of detailed urban plans*

In the framework of this instrument/measure will be carried out the identification of structures that can be legalized through the inclusion of the Roma Council and NGO sector in the process of legalization, and then will be defined the measures and activities necessary for the legalization of Roma settlements and/or structures.

Table 1.3 Legalization of Roma and Egyptian settlements and/or structures: Overview of measures and instruments

Instrument /measure	Carrier	Partners	Activities	Timeframe	Monitoring
1.3.1 Adoption of Local Programs for Social	LS	Roma Council, NGO, Public enterprises	Identification of objects that can be legalized	IV quarter 2017	Report on the number of structures

Housing		at the local level	Inclusion of Roma Council and NGOs in the process of legalization	I quarter 2018	Report of Roma NGOs on the necessary measures and steps for legalization
			Measures and activities necessary for the legalization	IV quarter 2018	Adopted measures and activities within the framework of the LAP for the legalization of Roma structures

Objective 1.4 Resettlement (reallocation) of Roma and Egyptian settlements and/or structures

One of the key aspects of the LAP must be the consideration of the problem of segregated Roma settlements. Given that in many cases the *Law on Legalization* will not be applicable on those settlements, there is a need to strategically solve the problem of their relocation/resettlement/moving as well as of moving Roma and Egyptians, who are living in there. Also in this respect the intensive communication and cooperation with representatives of the Roma Council and Roma and Egyptian civil sector is necessary for permanent and strategic problem-solving. In accordance with the principle of equality, it is insisted that Roma and Egyptian households which are in the state of social need are in this respect treated in the same manner as the majority population households are. Particularly emphasised is the problem of Roma and Egyptian families with single mothers, bearing in mind the fact that all social problems arising from inadequate housing are very pronounced precisely in this category. Therefore, in addition to the principle of equality, the local self-governments are urged in this regard to consider the possibility of affirmative action when it comes to Roma and Egyptian population, in accordance with applicable legislation and in the active consultation with the relevant ministries. In accordance with the principle of desegregation, LAP should identify opportunities to resolve issues of legal status of segregated settlements. Namely,

permanent solution of the housing problem of Roma and Egyptians should be managed in a way not to produce a new situation of segregation, which would not be in line with the principles on which this Strategy is based, as well in contradiction with the applicable international standards and recommendations. This goal will be achieved through the implementation of the measure below.

Instrument/measure 1.4.1: Adoption and/or amendment of detailed urban plans

In the framework of this instrument/measure will be developed an analysis of possible relocation of Roma and Egyptian settlements. Then will be performed the identification of alternative locations where such settlements can be relocated, and then will be undertaken the measures and activities related to the objective of adopting new or amending existing detailed urban plans.

Table 1.4 Resettlement (reallocation) of Roma and Egyptian settlements and/or structures: review of the instruments and measures

Instrument /measure	Carrier	Partners	Activities	Timeframe	Monitoring
1.4.1 Adoption and/or amendment of detailed urban plans	LS	Roma Council, NGO Public enterprises at the local level	Analysis of possibilities to relocate Roma settlements	IV quarter 2017	Report on possibilities to relocate settlements
			Identification of alternative locations	IV quarter 2017	Report on suitability of conditions for housing at alternative locations
			Measures and activities related to the relocation of Roma and Egyptians in the detailed urban plan	IV quarter 2017	Special report which identifies only instruments and measures provided for reallocation

Objective 1.5 Application of the so-called ad hoc measures for improvement of housing conditions

The Strategy recommends that *ad hoc* measures for housing improvements should specifically target Roma and Egyptian population. In this respect it is proposed that the principle of non-discrimination be strengthened by the principle of affirmative action. Under the *ad hoc* measures are comprised those measures that currently meet the specific needs of this population in the field of housing, and which are manifested in the form of direct assistance. The need for these measures is particularly pronounced at certain times of the year, which make living conditions to be particularly difficult in inadequate segregated Roma and Egyptian settlements. In previous years, in accordance with the principle of solidarity, a large number of activities of this type was carried out in the Roma and Egyptian settlements, especially when it comes to roofing and distribution of tiles in rainy months. Local self-governments and donors are encouraged to, in the extent possible and in accordance with the financial possibilities, work together on the implementation of these measures so to improve the current situation of Roma and Egyptian population. This goal will be achieved through the implementation of the measures stated below.

Instrument/measure 1.5.1: Application of ad hoc measures

The inclusion of Roma and Egyptian representatives through lobbying for implementation of *ad hoc* measures for improvement of housing conditions of Roma and Egyptian population will be intensified in the framework of this instrument/measure.

Table 1.5 Application of so-called ad hoc measures for improvement of housing conditions: a review of instruments and measures

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
1.5.1 <i>Application of ad hoc measures</i>	MLSW LS	Roma Council, NGO, public enterprises at the local level, international organizations	Intensive lobbying of Roma and Egyptian representatives	Continuously	Ann. reports on implementation of measures that include numerical indicators (number of roofed structures, number of distributed tiles. Quantity of used construction

VI. EDUCATION

1. Analysis of the situation

In the past ten years Montenegro has made progress in the area of inclusive education. An increasing number of children of Roma and Egyptian population attends primary school. According to the data from the Census of the population, households and apartments from 2011, half of all children of Roma and Egyptian population is attending school. Less than one-third completed primary school, while 7% of them completed secondary education. This is still a huge difference compared to 98% and 86%, which is the completion rate in primary and secondary school respectively among the children from the majority population.⁶ Therefore, success in the education of children of Roma and Egyptian population is much lower compared to the rest of the population.⁷

This situation results in the fact that most of the Roma and Egyptians in the working age do not possess adequate education, needed for the engagement on better-paid jobs. Because of this it is very important to invest in the education of Roma and Egyptian children and train them to successfully compete at the labour market.

The system of education is focused on the development of democratic values and creation of an environment free of social exclusion or other forms of discriminatory treatment. General *Law on Education*⁸ (Article 9a) stipulates the prohibition of discrimination in the field of education. In addition to this, under the provisions of the *Law on Prohibition of Discrimination*⁹, the discrimination in the area of education and vocational training is considered to be hindering or preventing the enrolment in an educational institution and the institution of higher education, the choice of educational programs at all levels of education, exclusion from these institutions, impeding or denying the possibilities of attendance and participation in other educational or training activities, classification of children, students, participants of the education and students, abuse or otherwise unjustified distinction or unequal treatment of them, on any of the grounds specified in Article 2 of this Law (race, colour, national origin, social or ethnic origin, affiliation to minority nation or minority national community, language, religion or belief, political or other opinion, gender, gender identity, sexual orientation, health status, disability, age, property, marital or family status, membership in a group or a presumption of belonging to a group, political party or other organization, as well as

⁶Source: *Study on obstacles to education in Montenegro, UNICEF, 2013*

⁷Research made by the Open Society Institute in 2008 shows that only about 10% of Roma population acquired secondary education (data available for seven EU Member States)

⁸(Official Gazette of the Republic of Montenegro, No. 64/2, Official Gazette of Montenegro, No. 49/07, 45/10, 40/11, 45/11, 39/13, 44/13)

⁹Law on Prohibition of Discrimination (Official Gazette of Montenegro, No 46/10, 18/2014)

other personal characteristics). This Law in Article 9 defines segregation as any act, action or failure to perform the action, with which is performed forced and systematic separation or distinction of persons on any of the above grounds.

Knowledge, education and lifelong learning are fundamental drivers of the development of the Montenegrin society and every individual. Education has the power to break the cycle of intergenerational poverty and exclusion of Roma and Egyptians. In working with children of Roma and Egyptian population focus is put on their integration, improvement of school and social achievements. Programs to include children of Roma and Egyptian population are continuously implemented at all levels of education in Montenegro.

It is important to point out that in the process of European integration Montenegro has temporarily closed Chapter 26 "*Education and Culture*", what certainly represents a form of recognition for the results achieved so far in this area.

1.1 Preschool education

Preschool education is crucial for the overall growth, development and formation of the personality of a child. The importance of preschool education is particularly emphasized due to the fact that in the family environment Roma and Egyptian children are not able to acquire the necessary basic knowledge and skills that will increase the chances for the effectiveness of results in primary education.

In this regard, the data indicates that from all the children of preschool age, around 21.5% get enrolled in kindergarten (boys 20.6% and girls 22.4%). Positive indicator is surely the finding that from all children enrolled in preschool institutions we have a very small percentage of those who abandon it, i.e. only 2.2% (2.8% boys and 1.5% girls). In other words, the drop-out of Roma and Egyptian children upon entry into kindergarten is almost non-existent. This is one reason more to insist on higher degree of enrolment in kindergartens. Therefore, the Strategy envisages to increase the percentage of enrolled children in kindergartens on 40% (from the current 21.5 %) by 2020 by the application of the measures proposed below.

According to the plans in the area of preschool education, in the past was realized the activity related to the preparatory kindergartens for children of Roma and Egyptian population. The aim of the preparatory kindergarten is to encourage linguistic and communication skills, increase the level of socialization among children, with the aim of preparation for regular school attendance. Accordingly, except for pre-school activities prescribed in the curricula, was organized a series of open events, excursions and the like. The preparatory kindergartens for children of Roma and Egyptian population was

conducted for pre-schoolers who were eligible for enrolment in primary school and were not covered by any systematic form of education.

Activities included contact with the families, Roma and Egyptian community, local government, local Red Cross, centres for social work, schools in which children will be enrolled and other stakeholders. In addition, authorities have conducted training and supported the involvement of Roma and Egyptian educational mediators. In addition, in the past period were implemented information campaigns on the necessity of attending preschool education and activities referring to the provision of school materials, transportation of children, meals for children and so on.

1.2 Primary Education

According to the *Law on Primary Education*¹⁰ (Article 4), primary education is compulsory for all children of age six to fifteen. As attendance of classes during primary education is compulsory, the state of Montenegro has an obligation to ensure that all children of the said age attend, regardless of gender, race, religion, social background or other personal characteristics.

According to the research conducted by the Ministry in 2016, in primary school enrol 76% of Roma children. Thus, the percentage is significantly higher than when it comes to kindergarten, but with an important remark that the primary school is mandatory. In other words, one in four children of Roma and Egyptian nationality does not enrol in primary school, although enrolment is obligatory by law. On the other hand, a particular problem is primary school drop-out which in the majority population is almost non-existent.

The data shows that over 11% of Roma children abandon school (boys 9.4% and girls 13.8%). This means that after the abandonment, the total number of Roma and Egyptian children who finishes primary education is something around 68% compared to the total number of children of that age. As a reminder, the recommendations of the EU and NRIS are to focus the objectives of all the strategies on getting all children of Roma and Egyptian population to complete primary school. Therefore, beside measures that will be provided for enrolment in primary school, the Strategy must provide also the measures to reduce the drop-out.

The number of Roma and Egyptian children in primary education in Montenegro, according to the data of competent institutions, classified by gender:

- school year 2011/12 - 1582 children (856 M, 726 F)
- school year 2012/13 - 1583 children (857 M, 726 F)

¹⁰(Official Gazette of Montenegro, No. 64/2002, 49/2007, Official Gazette of Montenegro, No. 45/2010, 40/2011 and 39/2013)

- school year 2013/14 - 1582 children (856 M, 726 F)
- school year 2014/15 - 1538 children (816 M, 722 F)
- school year 2015/16 - 1438 children (772 M, 666 F)¹¹

Desegregated education of Roma and Egyptian children from camps Konik 1 and 2 in the previous period took place in six primary schools in Podgorica. As a result, segregated regional department of the school "Bozidar Vukovic Podgoricanin" in Podgorica is gradually shutting down. In the current school year 2015/16 there are only two classes of the fourth grade, and the expectations for the school year 2016/17 is all children to be integrated into the city schools. It is important to point out that children are provided with transportation to school in the framework of the program of desegregation. In addition, mediators and volunteers/students continuously assist them in overcoming language barriers and improve school achievement.

Significant support came from the Institute for Education which prepared the curriculum for Montenegrin language as a second language. Accordingly, the Institute for Textbooks adapted textbooks for students of first, second, fourth, sixth and seventh grade to which Montenegrin is not their mother tongue. For the third, fifth, eighth and ninth grade the adjustments are under development. All customized textbooks were put into use in schools where disaggregated education takes place.

In the past period the Ministry of Human and Minority Rights was regularly allocating the funds for the purchase of textbooks for I, II and III grade of primary school which then, in cooperation with relevant institutions, were distributed to the students of Roma and Egyptian population. Thus, in previous years were distributed textbooks as follows:

- school year 2012/13 - 882;
- school year 2013/14 - 969;
- school year 2014/15 - 1003;
- school year 2015/16 - 765 free textbooks sets for children of Roma and Egyptian population attending I, II and III grade.

In addition, every year are organized seven-day summer or winter vacations for the best students of seventh, eighth and ninth grades from all over Montenegro, as a reward for their achievements and motivation to continue education.

1.3 Secondary and university education

Due to the identified high drop-out from primary school, as well as incomplete coverage of Roma children when it comes to enrolment in primary school, understandable is the

¹¹The number of children enrolled in school year 2015/2016 is slightly lower as a result of migrations in the previous year.

fact that of all Roma children in that age group, 49% enrol in secondary school (52% of boys and over 44% of girls). More specifically, out of 68% of those who have completed the primary school, every fifth does not enrol secondary school.

Thus, the Strategy will be focused on increasing the level of enrolment and decreasing the level of drop-out. However, it must be remembered also that certain measures must be defined when it comes to education and professional training of the elderly population, i.e. those who are not of school age. The data indicate that the educational structure of this population is very unfavourable, and this disadvantage very negatively impacts their employment opportunities. The data also indicate their failure to provide adequate support for their own children who are in the process of education. Based on the research is identified that 38% of adult Roma and Egyptians have no education. 37% of them enrolled but have not completed primary school, and 17% completed primary school. Under 6% of adult Roma and Egyptians have third level of qualifications and fourth only 2.2%. Accordingly, adult education is a particular problem which must be addressed.

Students of Roma and Egyptian population in the past period were enrolled in secondary schools in which instruction is given in Montenegrin and other languages in official use in accordance with the principles of affirmative action. By the same principle, through the efforts of the relevant institutions and civil sectors, significantly increased the number of members of Roma and Egyptian population enrolled in secondary education institutions.

The program of scholarships and educational assistance for all secondary school and university students of Roma and Egyptian population is in place since 2008. Scholarships are given to all secondary school and university students who meet the requirements, in the amount of EUR 60.00, or EUR 150.00 monthly. For this purpose in the budget of the line ministry were allocated the following funds:

- school year 2012/13 - EUR 75,600.00,
- school year 2013/14 - EUR 75,000.00,
- school year 2014/15 - EUR 75,000.00,
- school year 2015/16 - EUR 80,000.00.

Apart from this, were selected mentors for all enrolled secondary school students of Roma and Egyptian population. Mentors are responsible for following the students and take care about their school attendance and school performance. For the school year 2015/2016 were hired 26 mentors in over twenty secondary schools in Montenegro. In addition, in cooperation with mentors and school management, for these students were selected tutors. Tutors are professors in schools attended by children who provide them with additional support in those subjects in which they have negative marks and need additional learning support.

Also, on the initiative of the Roma Education Fund and the Institute for Education, the Ministry of Education sent a recommendation to all secondary schools to, according to the principles of affirmative action, grant to all interested Roma and Egyptians the enrolment in secondary schools of their choice.

According to the data of the competent institutions, the number of enrolled secondary school and university students of Roma and Egyptian population is shown in the chart below:

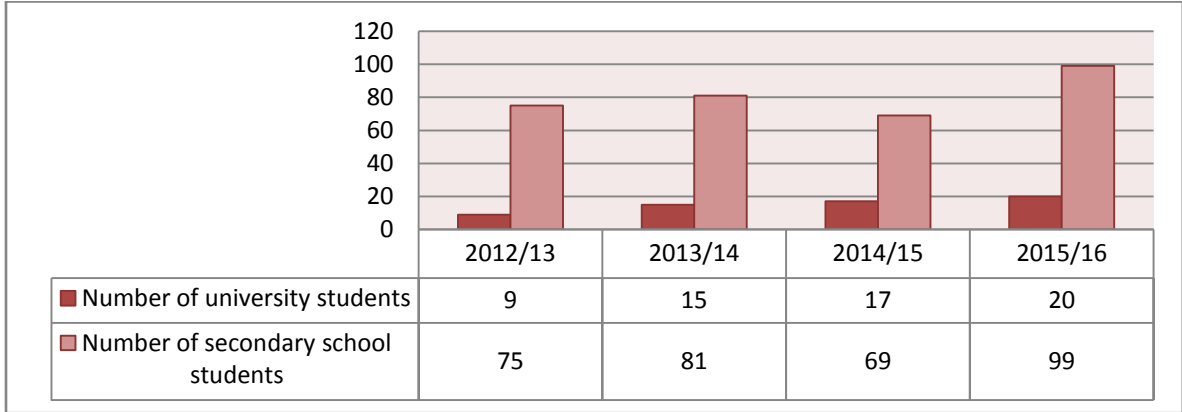


Chart 2: Number of enrolled secondary school and university students of Roma and Egyptian population from 2012 to 2016

The organizers of adult education, licensed for implementation of the Program of education for elementary functional literacy and Program of primary school for adults, are implementing programs for illiterate persons and persons who did not complete primary education. Most of the participants are representatives of Roma and Egyptian population. In order to encourage employment and self-employment of the working Roma and Egyptian population and I/DPs from Kosovo, who are living in Konik, through the cooperation of HELP, the Centre for Vocational Education of Montenegro and Centre for Education and Training, were implemented training programs for acquiring the first occupation (assistant bender - 10 participants). The Centre for Vocational Education in cooperation with the Institute for Social Inclusion prepared occupational standards for the working posts Associate in social inclusion of Roma and Egyptians and Organizer of social inclusion, adopted in 2013.

Based on all the above, it can be said that the analysis of the situation shows that despite the efforts that have been undertaken in the past, the indicators that point to deficits in the education of Roma and Egyptian population are not sufficiently improved. Research of the Ministry from 2016 points on significant problems that still exist and that should be addressed in this Strategy with precise measures.

2. The objectives and measures envisaged by the Strategy

When it comes to education, the Strategy sets the following goals:

- Objective 2.1 Increasing the enrolment level and reducing drop-out rate at all levels of education
- Objective 2.2 Increasing the level of enrolment of Roma and Egyptian children in preschool education
- Objective 2.3 Enhancing school achievements of Roma and Egyptian children
- Objective 2.4 Specific measures aimed at reducing the drop-out rate
- Objective 2.5 Raising awareness on the importance of education

Objective 2.1 Increasing the enrolment level and reducing drop-out rate at all levels of education

The main instrument which aims to increase enrolment and decrease drop-out is the introduction in the system of occupational standards of the working post “Associate in social inclusion of Roma and Egyptians in the area of education” (hereinafter referred to as the Associate). The key objective of the Associate is to provide constant communication between Roma and Egyptian community and education system. The recommendations of the EU as well as the practice of some countries (Portugal, Sweden and Romania) that have implemented NRIS indicate that Roma and Egyptian mediators in education play an important role in achieving the intended objectives.

This goal will be achieved by applying the following measures and instruments:

- **Instrument/measure 2.1.1:** *Introduction and strengthening the role of Associate in social inclusion of Roma and Egyptians in the area of education*
- **Instrument/measure 2.1.2:** *Providing free textbooks for children of Roma and Egyptian population*
- **Instrument/measure 2.1.3:** *Increase the level of enrolment of members of Roma and Egyptian population in secondary school, with a special emphasis on girls*
- **Instrument/measure 2.1.4:** *Increase the level of enrolment of members of Roma and Egyptian population in university, with special emphasis on Roma and Egyptian women*

Instrument/measure 2.1.1: *Introduction and strengthening the role of Associate in social inclusion of Roma and Egyptians in the area of education*

In the framework of this instrument/measure will be carried out the standardization of the occupation and strengthening the role of Associate in social inclusion of Roma and Egyptians in the area of education. A key task of an

Associate in education is to in cooperation with educational institutions help in the identification and enrolment of Roma and Egyptian children in the education system. Particularly, the task of the Associate is to provide immediate support to Roma and Egyptian children in exercising their right to education, encourage children to get involved in the education system, promote attendance of curricula and extra-curricular activities in both formal and non-formal education, organize transport of students to educational institutions, mediate in the overcoming of language barriers between educational institutions and students, and in intensive communication with parents takes concrete measures to prevent drop-out. Special measures to be taken in the institutionalization of Roma and Egyptian mediators in education are provided in the table below.

Instrument/measure 2.1.2: *Providing free textbooks for children of Roma and Egyptian population*

In the framework of this instrument/measure is envisaged the allocation of funds in the state budget in order to provide free sets of textbooks for children of Roma and Egyptian population attending I, II and III grade. In addition, intensive work will be performed on the improvement of the efficiency in terms of timely distribution of textbooks in order to avoid further delays in distribution to the municipalities where children of Roma and Egyptian population are living.

Instrument/measure 2.1.3: *Increase the level of enrollment of members of Roma and Egyptian population in secondary school, with a special emphasis on girls*

In the framework of this instrument/measure is envisaged to, in accordance with the principle of affirmative action, set quotas for enrolment of members of Roma and Egyptian population in secondary schools in Montenegro. In addition, each year in the budget will be allocated funds for scholarships for secondary school students of Roma and Egyptian population, and will be regularly carried out the campaign for enrolment in secondary school. The emphasis will certainly be put on enrolment in four-year secondary schools.

Instrument/measure 2.1.4: *Increase the level of enrolment of members of Roma and Egyptian population in university, with special emphasis on Roma and Egyptian women*

In the framework of this instrument/measure is envisaged to, through the principle of affirmative action, set quotas for enrolment of a certain number of members of the Roma and Egyptian population in university institutions in Montenegro. In addition, each year in the budget will be allocated funds for scholarships for students of Roma and Egyptian population, while in cooperation

with relevant institutions will be provided accommodation in student dormitories for the students of this population who require accommodation.

Table 2.1 Increasing the enrolment level and reducing the drop-out rate at all levels of education: a review of the measures and instruments

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
2.1.1 Introduction and strengthening the role of Associate in social inclusion of Roma and Egyptians in the area of education	ME	MLSW, National Council for Education, Centre for Vocational Education, REF, IFE, International organizations, Roma Council, NGO	Standardization of the occupation Associate in social inclusion of Roma and Egyptians in the area of education	II quarter 2016	Standard is adopted
			Training of Associate in social inclusion of Roma and Egyptians in the area of education	III quarter 2016	Training report
			Selection of Associates	IV quarter 2016	List of selected Associates
			Employment of new Associates in Podgorica	IV quarter 2016	Permanently employed two associates
2.1.2 Providing free textbooks for children of Roma and Egyptian population	MHMR	ME, IFT, Roma Council, NGO	Solving the problem of delay of distribution of textbooks	III quarter Continuously	Annual reports with dates of distributions of textbooks
2.1.3	ME	MHMR, IFE,	Through affirmative	Continuously	Number of enrolled

Increase the level of enrolment of members of Roma and Egyptian population in secondary school, with a special emphasis on girls		Centre for Vocational Education, Roma Council, NGO	action determine the quotas for enrolment in four-year secondary schools		secondary school students	
			Scholarships		Continuously	Number of granted scholarships
			Campaign for enrolment		Continuously	Report on realized campaigns
2.1.4: Increase the level of enrolment in university	ME	MHMR, UMN, Roma Council, NGO	Through affirmative action determine quotas for enrolment in university	Continuously	Number of enrolled students	
			Scholarships		Number of granted scholarships	
			Free accommodation in student dormitory		The number of Roma students in student dormitory	

Objective 2.2 Increasing the level of enrolment of Roma and Egyptian children in preschool education

The importance of pre-school education is precisely addressed in the analysis of the state of this Strategy. Due to the low education level of Roma and Egyptian adult population, Roma and Egyptian children are significantly disadvantaged when it comes to adopting basic knowledge and culture norms that are needed for the success of elementary education. Therefore, in addition to the role of Roma and Egyptian

Associates, we need particular measures so to increase the enrolment of Roma and Egyptian children in kindergartens and/or ideas for alternative forms of preschool education, which should compensate for the aforementioned deficits.

Also, we note it turned out that the current practice of preparatory kindergarten is efficient. Accordingly, for the future period the Strategy suggests organization of preparatory kindergartens on the annual bases for children of Roma and Egyptian population who have never been in formal education before, and have acquired a legal requirement for enrolment into school. Preparatory kindergartens which already existed in the past period in eight Montenegrin cities (Podgorica, Nikšić, Bijelo Polje, Berane, Ulcinj, Bar, Tivat and Herceg Novi), will continue to be implemented in the future. The training of teachers will be implemented by the Department of Education, which formally bears the costs of mediators. The costs for transport, food and accommodation would be borne by kindergartens. All children will be examined under usual systematic medical examination and will be tested for admission to school. Practice has shown that all children attending preparatory kindergartens, successfully complete the first grade, and at the same time the drop-out rate is reduced.

This objective will be achieved by realization of the following measures and instruments:

- **Instrument/measure 2.2.1:** *Increasing the level of enrolment of Roma and Egyptian children in preschool institutions by covering the costs for preschool education*
- **Instrument/measure 2.2.2:** *Strengthening the frequency, function and effects of preparatory kindergartens*

Instrument/measure 2.2.1: *Increasing the level of enrolment of Roma and Egyptian children in preschool institutions by covering the costs for preschool education*

In the framework of this instrument/measure it is envisaged the preparation and adoption of amendments to the *Law on preschool education*, which by fully exemption from payment of the costs for accommodation in preschool institutions for children of Roma and Egyptian population, would increase the number of enrolled, or children who attend preschool education institutions.

Instrument/measure 2.2.2: *Strengthening the frequency, function and effects of preparatory kindergartens*

In the framework of this instrument/measure it is envisaged the increase of the duration of preparatory kindergartens for children of Roma and Egyptian population, which were not included in regular preschool institutions, from two weeks, as the case is now, to one month in the future. In addition, in accordance with certain procedures the system of functioning and organization of

preparatory kindergartens it selves will be improved, with the aim of increasing the number of children who will be attending.

Table 2.2 Increase the enrolment of Roma and Egyptian children in preschool education: a review of the measures and instruments

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
2.2.1 Increasing the level of enrolment of Roma and Egyptian children in preschool institutions by covering the costs for preschool education	ME	IFE, Roma Council, NGO International organizations	Proposal for amendments to the Law on Preschool Education	Continuously (every school year)	Amendments to the Law guaranteeing the funding in the full extent adopted
2.2.2 Strengthening the frequency, function and effects of preparatory kindergartens	ME	IFE, Preschool institutions, Primary Schools	The increase of the period of preparatory kindergarten from two weeks to one month	III quarter continuously	Document/plan on the length of the preparatory kindergarten adopted
			Better organization of preparatory kindergarten	III quarter	Report on the improvements adopted
			Inclusion of as many children as possible in preparatory kindergarten	continuously	Keeping records on the number of children attending preparatory kindergarten

Objective 2.3 Enhancing school achievements of Roma and Egyptian children

School achievement of Roma and Egyptian children is significantly worse than the achievement of the children belonging to the majority population. Therefore, in addition to the regular activities envisaged by the school system, it is necessary to envisage specific measures aimed at enhancing the school performance of Roma and Egyptian children. In this goal the Strategy envisages a set of measures described in more details below.

This objective will be achieved by applying the following measures:

- **Instrument/measure 2.3.1:** *Providing information about the possibilities of enrolment of children whose mother tongue is Albanian in schools where the instruction is carried out in Albanian language*
- **Instrument/measure 2.3.2:** *Organization of winter and summer camps for the best students of VII, VIII and IX grade belonging to Roma and Egyptian population*
- **Instrument/measure 2.3.3:** *Training of teachers for the work with children of Roma and Egyptian population*
- **Instrument/measure 2.3.4:** *Education and training for parents*
- **Instrument/measure 2.3.5:** *Increased participation of Roma and Egyptian children in additional classes*
- **Instrument/measure 2.3.6:** *Increased participation of parents of Roma and Egyptian children in school operations*
- **Instrument/measure 2.3.7:** *Volunteer practice for university students*

Instrument/measure 2.3.1: *Providing information about the possibilities of enrolment of children whose mother tongue is Albanian in schools where the instruction is carried out in Albanian language*

In the framework of this instrument/measure is foreseen preparation, printing and distribution of informative flyers and other advertising materials in order to inform members of Roma and Egyptian population whose mother tongue is Albanian about the possibility of attending those educational institutions where teaching is held in Albanian. Advertising material will be printed in the official, Romani and Albanian language.

Instrument/measure 2.3.2: *Organization of winter and summer camps for the best students of VII, VIII and IX grade belonging to Roma and Egyptian population*

In the framework of this instrument/measures is envisaged to take all necessary measures and activities aimed at preparing free of charge winter and summer

vacations for the best students of the final grades belonging to Roma and Egyptian population. Regarding this, in cooperation with educational institutions and in accordance with the established criteria, each year will be selected children to be awarded with summer/winter vacations. Summer vacations will be organized for children from the cities of northern and central regions, while winter vacations will be organized for children from the cities of central and southern regions.

Instrument/measure 2.3.3: *Training of teachers for the work with children of Roma and Egyptian population*

In the framework of this instrument/measure is foreseen the preparation and conduction of educational activities aimed at strengthening capacity of teachers in working with children of Roma and Egyptian population, with the aim of improving the quality of their education.

Instrument/measure 2.3.4: *Education and training for parents*

In the framework of this instrument/measure is foreseen the preparation and conduction of education/training aimed at raising awareness of parents from Roma and Egyptian population about the importance of education.

Instrument/measure 2.3.5: *Increased participation of Roma and Egyptian children in additional classes*

In the framework of this instrument/measure is envisaged the intensification of work with children of Roma and Egyptian population in order to increase the number of those who need additional instruction.

Instrument/measure 2.3.6: *Increased participation of parents of Roma and Egyptian children in school operations*

In the framework of this instrument/measure is envisaged the increase of the presence of parents of Roma and Egyptian children at parent-teacher meetings, through motivational meetings that should result in the inclusion of parents from this population in the work of the Parents Council which are operating at the primary schools.

Instrument/measure 2.3.7: Volunteer practice for university students

In the framework of this instrument/measure through student volunteer practice is envisaged that students - volunteers help children of Roma and Egyptian population in doing their homework in order to more rapidly overcome language and all other barriers that these children face in terms of education.

Table 2.3 Enhancing school achievements of Roma and Egyptian children: a review of the measures and instruments

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
2.3.1 Providing information about the possibilities of enrolment of children whose mother tongue is Albanian in schools where the instruction is carried out in Albanian language	ME PS	Roma Council, NGO	Printing and distributing leaflets and other promotional materials	Continuously	Number of distributed units and the report on distribution
2.3.2 Organization of winter and summer camps for the best students of VII, VIII and IX grade	MHMR	Educational institutions, Roma Council, International organizations	Preparation of camps	Continuously	Report on the number of organized camps and the number of children attending
			Selection of children		
			Realisation		
2.3.3 Training of teachers for the work with children of Roma and Egyptian population	IFE	Educational institutions, Roma Council, NGO International organizations	Preparation of workshops	Continuously	Report on the number of workshops and the number of teachers who have been trained
			Realisation		

2.3.4 Education and training for parents	CVE	Educational institutions, Roma Council, NGO International organizations	Preparation of workshops	Continuously	Report on the number of workshops and the number of parents who have been trained
			Realisation		
2.3.5 Increased participation of Roma and Egyptian children in additional classes	ME, IFE	Primary schools	Direct work with Roma and Egyptian children	Continuously	Number of Roma and Egyptian children who actively attend additional classes per semester
2.3.6 Increased participation of parents of Roma and Egyptian children in school operations	EI	Roma Council, NGO	Parents-teachers meetings	Continuously	Number of Roma parents who regularly attend parent-teacher meetings
			Motivational meetings	Continuously	Number of motivational meetings and the number of parents who attended
			Parents Council	Continuously	The number of Roma and Egyptian parents in the Parents Council

2.3.7 Volunteer practice for university students	ME	University of Montenegro, Department of Education, Roma Council, NGO	Assistance in doing homework for children of Roma and Egyptian population provided by volunteers	Continuously	Number of volunteers involved and the number of Roma children included in the program

Objective 2.4 Specific measures aimed at reducing the drop-out rate

All the measures set out in this part of the Strategy are in the function of reduction of school abandonment at all levels. However, given the high level of so-called drop-out in primary and secondary schools, the Strategy envisages particular measures which are directly aimed at reducing the level of school abandonment.

This goal will be achieved by applying the following instruments and measures:

- **Instrument/measure 2.4.1:** *Case Management*
- **Instrument/measure 2.4.2:** *Provision of transport to school for Roma and Egyptian children*
- **Instrument/measure 2.4.3:** *Prevention of juvenile and/or forced marriages among Roma and Egyptian population*
- **Instrument/measure 2.4.4:** *Tutorial classes*
- **Instrument/measure 2.4.5:** *Teacher/mentor*
- **Instrument/measure 2.4.6:** *Exemption from paying the fee when enrolling in the fourth year of secondary school*

Instrument/measure 2.4.1: *Case Management*

In the framework of this instrument/measure is foreseen the formation and operation of the Commission for monitoring children at risk of dropping out.

Instrument/measure 2.4.2: *Provision of transport to school for Roma and Egyptian children*

In the framework of this instrument/measures will be carried the identification of bus routes and organization of transport for children of Roma and Egyptian population from home to school and back.

Instrument/measure 2.4.3: *Prevention of juvenile and/or forced marriages among Roma and Egyptian population*

In the framework of this instrument/measure will be carried out the accreditation of training programs for teachers. After that, will be organized the educational activities for teachers, after what will be developed appropriate practicum. In the framework of this instrument/measure will be implemented activities of teachers aimed at preventing juvenile and/or forced marriages, which are particularly pronounced among the Roma and Egyptian population.

Instrument/measure 2.4.4: *Tutorial classes*

In the framework of this instrument/measure it is foreseen organization and implementation of tutoring classes for secondary school students from Roma and Egyptian population.

Instrument/measure 2.4.5: *Teacher/mentor*

In the framework of this instrument/measures is going to be organized the selection and will be improved the work of teachers or mentors in charge of working with secondary school students of Roma and Egyptian population in order to monitor school attendance and accomplished success of these students.

Instrument/measure 2.4.6: *Exemption in paying the fee when enrolling in the fourth year of secondary school*

In the framework of this instrument/measure are going to be provided the conditions for exemption from payment of the cost for extracurricular enrolment and examination for obtaining IV degree of secondary education for Roma and Egyptians who have completed the three-year secondary school.

Table 2.4 Specific measures aimed at reducing dropout: review of instruments and measures

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
2.4.1 Case Management	ME	MHMR, IFE, Educational institutions, Roma Council, NGO	Formation and operation of teams which are following the children at risk of dropping	Continuously	The report on the activities of teams and the number of children covered by the teams'

		CSR, Red Cross	out		work
2.4.2 Provision of transport to school for Roma and Egyptian children	ME	Educational institutions, Roma Council, NGO	Plan of bus routes and transport	Continuously	Number of bus lines and of the children who are covered by the program
2.4.3 Prevention of juvenile and/or forced marriages	Office for Combating Trafficking in Human Beings	IFE, Educational institutions, Roma Council, NGO International organizations	Accreditation of teacher training programs	Continuously	Program accredited
			Teacher training		Number of teachers
			Development of the practicum		Practicum developed
			Activities of teachers on prevention		Report of teachers/schools on number of preventive actions
2.4.4 Tutorial classes	NGO	IFE, Roma Council	Organization and realization of tutoring classes	Continuously	Number of tutoring classes and number of secondary school students who attended
2.4.5 Teacher/mentor	NGO	IFE, Roma Council, NGO	Organization and work with the teacher/mentor	Continuously	The number of classes with the teacher/mentor and the number of secondary school students who attended
2.4.6 Exemption in paying the fee when enrolling in the fourth year of secondary school	ME	Secondary Schools, Roma Council, NGO	Identification of the students who have completed the III degree of education and wish to	Continuously	Number of secondary school students who are exempt from paying for enrolment

Objective 2.5 Raising awareness on the importance of education

A special segment of the Strategy is dedicated to raising awareness about the importance of education of Roma and Egyptian population. Campaigns are primarily aimed at parents. Their implementation, in cooperation with relevant institutions, should be predominantly implemented by Roma and Egyptian NGOs.

This objective will be achieved by applying the following instruments and measures:

- **Instrument/measure 2.5.1:** *Campaign for enrolment in kindergarten*
- **Instrument/measure 2.5.2:** *Campaign for enrolment in primary school*
- **Instrument/measure 2.5.3:** *Campaign for enrolment in secondary school*

Instrument/measure 2.5.1: *Campaign for enrolment in kindergarten*

In the framework of this instrument/measure, all necessary measures and activities in order to prepare, organize and carry out campaigns on the importance of enrolment and attendance of kindergarten are going to be taken.

Instrument/measure 2.5.2: *Campaign for enrolment in primary school*

In the framework of this instrument/measure, all necessary measures and activities in order to prepare, organize and carry out campaigns on the importance of enrolment and attendance of primary school are going to be taken.

Instrument/measure 2.5.3: *Campaign for enrolment in secondary school*

In the framework of this instrument/measure, all necessary measures and activities in order to prepare, organize and carry out campaigns on the importance of enrolment and attendance of secondary school are going to be taken.

Table 2.5 Raising awareness on the importance of education

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
2.5.1 Campaign for enrolment in kindergarten	Roma Council, NGO	Educational institutions, International organizations	Preparation	Continuously beginning of each school year	Report on realized campaign
			Organization		

			Realisation of Campaign		
2.5.2 Campaign for enrolment in primary school	Roma Council, NGO	Educational institutions, International organizations	Preparation	Continuously beginning of each school year	Report on realized campaign
			Organization		
			Campaign		
2.5.3 Campaign for enrolment in secondary school	Roma Council, NGO	Educational institutions, International organizations	Preparation	Continuously beginning of each school year	Report on realized campaign
			Organization		
			Campaign		

VII. HEALTH CARE

1. Analysis of the situation

The problem of health care in Roma and Egyptian population is particularly pronounced and clearly identified in the relevant recommendations of the EU, as well as in the NRIS criteria. All countries in the EU as well as neighbouring countries specifically identified the need for significant improvement of the health care of Roma and Egyptians. Based on the research conducted by the Ministry in February 2016 for the purpose of writing the Strategy, as well as for monitoring the effects of implementation of the Strategy over the next four years, were identified the key issues concerning the health care of Roma and Egyptian population.

First of all, about 40% of sampled Roma and Egyptians assessed their own health status as bad or very bad. In 26% of Roma and Egyptian households is living at least one person with serious health conditions or disabilities, of which in 6% of these households (of those 26%), is living more than one person with serious health conditions. From 2010 until today in more than a third of surveyed households a family member died. Calculating life expectancy only for this period we obtained the datashowing that the life expectancy of a member of Roma population is 55 years. Life expectancy for members of the majority population in Montenegro is 76 years. This means that, when someone is born as Roma or Egyptian in Montenegro it is expected that he/she in average would live about 20 years less than someone who is born in the same country as someone who does not belong to Roma and Egyptian population. To put it mildly, this data is worrying and shows the conditions and quality of life of Roma and Egyptian population, especially the neglect of their own health.

As an additional negative indicator when it comes to health care, especially of pregnant women and new-borns, is the finding that almost 12% of Roma and Egyptian households had a case of death of a new-born. This data indicates that the possible measures for prenatal care and care of new-borns must be particularly considered. The key finding when it comes to access to health care, is the data that indicates that as much as 40% of adult Roma and Egyptians does not possess certified health card.

A key problem identified by analysing the situation is the fact that a large part of Roma and Egyptian population has no access to health care. However, in this regard should be clearly defined key factors due to which the access is limited. The analysis shows that the health system is designed to provide free health care for all categories of the population, and that the health system has built-in mechanisms for providing help and support to socially marginalized social groups, and therefore also to Roma and Egyptians. The problem, though, is that Roma and Egyptians in Montenegro do not use all the features and benefits of the health system.

The reasons for not using these benefits can be identified in three key segments. First, a large number of Roma and Egyptians has never regulated legal status¹², and therefore is unable to certify the health card and consequently access the health care (simply put, they do not possess the health card because they do not have citizenship and/or birth certificate). Second, a large number of Roma and Egyptians simply is not informed about the rights and opportunities for obtaining health care. They simply do not know how the system works and/or have no information about that and/or do not know what specific steps to take in order to get health care. Third, due to low levels of education and other factors of deprivation, members of Roma and Egyptian population lack awareness about the importance of health and all actions to be taken in order to improve it. Thus, apart from the issue of resolving the legal status in the function of strengthen the health situation of Roma and Egyptians, which will be the subject of the special part of this Strategy, there are two key objectives identified by the Strategy: increase the level of use of access to health care and raise awareness on the importance of the health. The following is a proposal of measures to achieve these objectives.

2. The objectives and measures envisaged by the Strategy

The Strategy envisages the realization of three key objectives:

- Objective 3.1 Increasing the level of use of access to health care
- Objective 3.2 Preventive actions and field campaigns
- Objective 3.3 The information and awareness-raising campaigns

¹²We will propose the modality for solving the issue in this segment in a special section concerning the resolution of the legal status.

In the function of realization of these objectives below are precisely listed the instruments and measures to be taken.

Objective 3.1 Increasing the level of use of access to the health care

The key issue was identified in considering the ways to achieve this objective in the analysis of possible measures. This issue is the establishment of mediation between the health system and members of Roma and Egyptian population. In other words, it is necessary to establish a 'bridge' through which the members of Roma and Egyptian population will achieve the rights they have within defined health system. Therefore, a key measure envisaged for this purpose is the introduction of the institute "Associate in social inclusion of Roma and Egyptians in the area of health care" (hereinafter referred to as the Associate). The main role of the Associates is active communication with Roma and Egyptian community and their inclusion in the health care system. In this way the possibility to bridge the gap between the needs of Roma and Egyptians on the one hand, and what they are offered by the health care system on the other, will be realised. Justification of the proposed measure is in the two key arguments. First, the proven effectiveness of these measures in the countries where they were implemented¹³ (Czech Republic, Spain, Romania), and second, the fact that in the previous period has been implemented a pilot project for so called "mediators in health care", what also justifies the introduction of this measure.

Therefore, in order to improve the availability of the health care to Roma population, the introduction of the Associates will be implemented in the manner that is described in detail in identification of measures/instruments. Also, after the introduction of the system of the Associates in Podgorica, the Strategy recommends, following the model of the Capital City, the Associates to be introduced in the system of at least two municipalities until 2020, first of which Niksic and Berane. For the realization of this objective is provided, therefore, only one, but fundamentally important instrument.

Instrument/measure 3.1.1: *Introduction and strengthening of the role of "Associate in the social inclusion of Roma and Egyptians in the health care" (SSIREHC).*

In the framework of this instrument/measure it is going to be adopted the standard for the occupation Associate in the social inclusion of Roma and Egyptians in the area of the health care (SSIREHC). After that, it is going to be carried out the training for interested Associates, after what it is going to be made the selection of the best candidates to be employed in the health care institutions.

¹³http://ec.europa.eu/justice/discrimination/files/roma_implement_strategies2014_en.pdf (downloaded on 10 January 2016 in 10.00h)

Table 3.1 Increasing the level of use of access to the health care: a review of the instruments and measures

Instrument/ measure	Carrier	Partners	Activities	Timeframe	Monitoring
3.1.1 Introduction and strengthenin g of the role of "Associate in the social inclusion of Roma and Egyptians in the health care" (SSIREHC).	MH	MLSW, National Council for Education, international organizations	Standardizati on for the occupation Associate in the social inclusion of Roma and Egyptians in the area of Health Care (SSIREHC)	II quarter 2016	Standard is in the process of adoption Systematizati on of the Ministry of Health provided and included theworking post Associate
			Training of SSIREHC	III quarter 2016	Report on the performed training
			Selection ofSSIREHC	IV quarter 2016	List of selected mediators SSIREHC
			Hiring SSIREHC in Podgorica	IV quarter 2016	Permanently employed two mediators

Objective 3.2 Preventive actions and field campaigns

In addition to the introduction of the Associates in the health care sector, the Strategy provides for conduction of annual campaigns in the field, in the very Roma and Egyptian settlements, trough the so called "field teams" aiming *ad hoc* implementation of certain preventive measures, as well as diagnostics for those members of Roma and Egyptian population to whom the health care, due to the unresolved legal status, and/or due to the lack of awareness/interest, is not yet available.

This objective will be achieved by means of two key measures:

- **Instrument/measure 3.2.1:** *Vaccination of children*
- **Instrument/measure 3.2.2:** *Preventive medical examination of pregnant women*

Instrument/measure 3.2.1: *Vaccination of children*

In the framework of this instrument/measure will be organized and conducted the vaccination of children in Roma and Egyptian settlements.

Instrument/measure 3.2.2: *Preventive medical examination of pregnant women*

In the framework of this instrument/measure will be organized and carried out the preventive medical examinations of pregnant women from Roma and Egyptian population.

Table 3.2 Preventive action and field campaigns: a review of the instruments and measures

Instrument/ measure	Carrier	Partners	Activities	Timeframe	Monitoring
3.2.1 Vaccination of children	PHI, HC	SSIREHC, PHI, Roma Council, NGO	Organization and implementation of field vaccination of Roma children in settlements	II quarter 2016	Report on the number of vaccinated children
			Organization and implementation of field vaccination of Roma children in settlements	II quarter 2017	Report on the number of vaccinated children
			Organization and implementation of field vaccination of Roma children in settlements	II quarter 2018	Report on the number of vaccinated children
			Organization and	II quarter 2019	Report on the number of

			implementation of field vaccination of Roma children in settlements		vaccinated children
3.2.2 Preventive medical examination of pregnant women	PHI, HC	SSIREHC, PHI, Roma Council, NGO	Organization and implementation of preventive medical examination	III quarter 2016	Report on the number of examined pregnant women with a note on key risks to the health of pregnant women and child
			Organization and implementation of preventive medical examination	III quarter 2017	Report on the number of examined pregnant women with a note on key risks to the health of pregnant women and child
			Organization and implementation of preventive medical examination	III quarter 2018	Report on the number of examined pregnant women with a note on key risks to the health of pregnant women and child

			Organization and implementation of preventive medical examination	III quarter 2019	Report on the number of examined pregnant women with a note on key risks to the health of pregnant women and child
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Objective 3.3 The information and awareness-raising campaigns

Considering that the large part of Roma and Egyptian population does not understand and/or does not accept the importance of the health care, as well as the fact that many of them are not informed about what health care system allows, the Strategy envisages awareness campaigns and information that primarily should be implemented by Roma and Egyptian NGOs. The importance of this segment of the Strategy is particularly emphasized given the fact that the assessment of the effects of the previous Strategy (for the period 2012-2016), based on the results of the research, indicates that only 2% of Roma and Egyptians attended training/seminars/workshops thematically dedicated to health issues. All objectives are individually explained and measures to be taken in order to achieve these objectives are identified below.

This goal will be accomplished by applying the following instruments and measures:

- **Instrument/measure 3.3.1:** *Campaign: Meet your Associate/SSIREHC*
- **Instrument/measure 3.3.2:** *Campaign about the importance of reproductive health, with emphasis on Roma and Egyptian women*
- **Instrument/measure 3.3.3:** *Campaign: Choose your doctor*
- **Instrument/measure 3.3.4:** *Campaign on infectious diseases, with an emphasis on Roma and Egyptian women*
- **Instrument/measure 3.3.5:** *Campaign about the importance of vaccination of children*

Instrument/measure 3.3.1: Campaign: Meet your Associate/SSIREHC

In the framework of this instrument/measure will be organized and carried out the campaign called "Meet your Associate," focused on members of Roma and Egyptian population.

Instrument/measure 3.3.2: *Campaign about the importance of reproductive health, with emphasis on Roma and Egyptian women*

In the framework of this instrument/measure will be organized and carried out the information campaigns about the importance of reproductive health.

Instrument/measure 3.3.3: *Campaign: Choose your doctor*

In the framework of this instrument/measure will be organized campaign for selecting a doctor.

Instrument/measure 3.3.4: *Campaign on infectious diseases, with an emphasis on Roma and Egyptian women*

In the framework of this instrument/measure will be organized and carried out the information campaigns on infectious diseases.

Instrument/measure 3.3.5: *Campaign about the importance of vaccination of children*

In the framework of this instrument/measure will be organized and carried out the information campaigns about the importance of regular immunization of children.

Table 3.3 The information and raising awareness campaigns: an overview of the instruments and measure

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
3.3.1 Campaign: Meet your Associate/SSIREHC	MH	SSIREHC, media, Roma Council, NGO	Preparation of the campaign	III quarter 2016	Material prepared
			Implementation of the campaign	I quarter 2017	Report on the implemented campaign
3.3.2 Campaign about the importance of reproductive health, with emphasis on Roma and Egyptian women	MH	SSIREHC, media, Roma Council, NGO	Preparation of the campaign	IV quarter 2016	Material prepared
			Implementation of the campaign	II quarter 2017	Report on the implemented campaign

3.3.3 Campaign: Choose your doctor	MH	SSIREHC, media, Roma Council, NGO	Preparation of the campaign	III quarter 2017	Material prepared
			Implementation of the campaign	I quarter 2018	Report on the implemented campaign
3.3.4 Campaign on infectious diseases, with an emphasis on Roma and Egyptian women	MH	SSIREHC, media, Roma Council, NGO	Preparation of the campaign	III quarter 2018	Material prepared
			Implementation of the campaign	I quarter 2019	Report on the implemented campaign
3.3.5 Campaign about the importance of vaccination of children	MH	SSIREHC, media, Roma Council, NGO	Preparation of the campaign	III quarter 2019	Material prepared

VII. EMPLOYMENT

1. Analysis of the situation

The European Strategy 2020 sets the main objective at 75% of the population of age 20-64 to be employed (on average, the employment rate in the EU is 68, 8%)¹⁴.

The employment policy in Montenegro is defined by the National Strategy for Employment and Human Resources Development, which was adopted in December 2015, for the period 2016-2020. The Strategy provides for the inclusion of socially vulnerable groups in the labour market by increasing the employability and employment.

In accordance with the Law on Employment and Achievement of the Right from Unemployment Insurance, carriers of certain employment affairs are the Employment

¹⁴ COM(2011) 11, Annex 3, Draft Report on the joint employment.

See also: Labour Force Survey, 2009: the employment rate was 62.5% for women and 75.8% for men. http://epp.eurostat.ec.europa.eu/tgm/table.do?tab=table&init=1&plugin=1&language=en&pcode=t2020_10 (downloaded on 21 January 2016 at 14:00h)

Institute of Montenegro and the Employment Agency, who perform tasks under the conditions prescribed by that Law.

The lack of education and educational opportunities as well as discrimination and lack of acceptance by non-Roma and employers is one of the biggest obstacles to employment of Roma and Egyptian population. Other barriers that put this population in disadvantage when entering the labour market and retaining employment, are: lack of personal documents (which is a prerequisite for obtaining services in the field of employment); difficult economic and social situation, because they are not able to accept longer training programs and education; living in unsafe and non-standardized settlements; lack of guarantees in the form of real estate and guarantors for loans; lack of information; negative aspects of their own tradition; lack of trust in the institutions of the system; lack of staff for education of members of this population; social isolation and lack of social skills, and so on.

The Employment Institute of Montenegro doesn't keep the records of unemployed persons by their ethnicity, but for the needs of the project the Decade of Roma Inclusion, the application is changed, what enabled the search of the records on that basis, with the note that declaration of unemployed persons about their ethnicity is not obligatory, but purely voluntary.

Annually on the average in the records of the Institute are found about 1000 persons who identify themselves as members of Roma and Egyptian population. Participation of women is about 40%. In the overall registered unemployed population, Roma and Egyptian population accounts for 3-4%.

However, there are no precise data on registered unemployment in this population, given that the regulations on records in the area of unemployment and employment doesn't provide for recording data on ethnicity of a person seeking employment.

Over 90% of registered members of Roma and Egyptian population are persons with no professional qualifications, which, as a rule, are long-term unemployed.

Providing quality education and training for Roma and Egyptians, were some of the active employment measures¹⁵, which aimed to raise the level of employability of this population, all in direction of making potential for self-generating income, which is the starting point for release from poverty and ensuring full membership in the society. The existence of discrimination in the labour market, in terms of employment of Roma and Egyptians, after completing educational and training is the issue which limits the efforts of the Employment Institute and its partners in the field of education and training.

¹⁵Active employment policy

The structure of qualifications¹⁶

Year	Persons without occupation and qualifications	II level of qualifications	III level of qualifications	IV level of qualifications	V level of qualifications	VII level of qualifications
2012	94% (42,4% women)	1,08% (54,54% women)	3,16% (21,87% women)	1,38% (64,28% women)	0,09	0,19% (50% women)
2013	94,38% (42,27% women)	0,98% (54,54% women)	3,04% (23,52% women)	1,42% (60% women)	0,08%	0,1% (50% women)
2014	94,75% (42,66% women)	0,99% (61,53% women)	2,90% (28,94% women)	1,22% (56,25% women)	0,07%	0,07%
2015	95,07% (43,48% women)	0,91% (64,28% women)	2,73 % (30,95% women)	1,23% (57,89% women)	/	0,06 %

Representatives of the business companies believe that the key issue of employment is low level of education of members of Roma and Egyptian community (82.1%). Further, as the reasons for the large number of unemployed persons from Roma and Egyptian community they are stating that members of the majority community generally have negative attitudes and prejudices (64.9%) and that members of Roma and Egyptian community do not have the skills they need to be employed (60, 9%).

One of the key reasons for the situation of social exclusion and deprivation of Roma and Egyptian population is the fact that a large number of Roma and Egyptians are unemployed. Long-term unemployment is a reason of poor financial status, but also of creation of specific Roma and Egyptian culture of life that is reflected in the application of various 'survival strategies', which have direct negative impact on other aspects of their difficult social situation.

Research data obtained by the Ministry shows that 83% of Roma and Egyptians are unemployed. However, it is important to say that a large number of Roma and Egyptians from mentioned percentage, declare themselves to be in the status of "unemployed person who is not seeking employment" (33%). These are mostly unemployed women who are housewives. Thus, we can say that effectively about 50% of Roma and Egyptians are in the status of an unemployed person seeking employment. Of those who are employed, it was found that in the public sector works 6% of Roma and Egyptians, in private just over 5%, while 4.3% of them are self-employed. When it comes to the very status of employment, 4.5% Roma and Egyptians have permanent employment, while 6.7% are employed on fixed-term.

¹⁶Source: data of the Employment Institute of Montenegro

A number of factors causing long-term unemployment and difficult employability of Roma and Egyptians is big. On the basis of relevant information, in this Strategy are targeted those factors which might be considered to be essential.

First problem is that Roma and Egyptians do not have sufficient access to the institutions of the system that are responsible for employment, and here primarily we refer to the Employment Institute of Montenegro (EIMN), for reasons of lack of information, lack of personal documents, lack of motivation for applying for the unemployment registers. As a result, members of Roma and Egyptian population simply do not use the services and programs that this institution offers. Therefore, one of the first goals of the Strategy is to increase the availability of employment services for Roma and Egyptian population.

Second problem for difficulty in employment of Roma and Egyptian population is the low level of education and lack of sufficient expertise to perform the work. Research from 2015 (CEDEM) indicates that over 82% of employers believe that the lack of education of Roma and Egyptians is the key factor for their unemployment and over 60% of employers believe that the reason is the lack of professional skills. Consequently, from all the measures proposed in the Questionnaire, to be taken in order to higher the level of employment of Roma and Egyptians, the most frequent stance of employers (38.4%) is that Roma and Egyptians should be provided with additional professional training, so to obtain necessary skills to perform specific tasks. Furthermore, nearly 55% of employers claim that they are unable to recruit members of Roma and Egyptian population because they would have to further train them for the job. Therefore, there is no doubt that one of the key objectives of the Strategy should be aimed at increasing the capacities of the Roma and Egyptian population in the direction of their professional training.

Third, in order to strengthen the social inclusion of Roma and Egyptians, it is necessary to constantly increase the capacity of institutions to work with this category of less employable persons. In this regard, it is necessary to foresee measures that will strengthen the institutions of the system to show a special sensitivity when it comes to working with Roma and Egyptians. The strategy envisages relevant objectives and instruments/measures for achieving them.

2. The objectives and measures envisaged by the Strategy

The Strategy in the area of employment provides for achieving the following objectives:

- Objective 4.1 Increase of the participation of Roma and Egyptians in the measures of active employment policy
- Objective 4.2 Increase of the level of qualification of Roma and Egyptians

- Objective 4.3 Direct measures aimed at employment of Roma and Egyptians
- Objective 4.4 Strengthening the capacity of institutions of the system

These objectives will be achieved by using instruments and measure that are listed in detail in the following text.

Objective 4.1 Increase of the participation of Roma and Egyptians in the measures of active employment policy

The first objective in this part of the Strategy is to increase the availability of services provided by the Employment Institute. The strategy designed measures to increase the participation of members of Roma and Egyptian community in the programs of the Employment Institute. Key measure foreseen is the introduction of the work position of Associate in social inclusion of Roma and Egyptians in the area of employment in the system. This measure is classified under the first objective, but it must be borne in mind that the introduction of an Associate in this area is actually in the function of the realization of all the objectives that have been identified.

This goal will be achieved by using two key instruments/measures:

- **Instrument/measure 4.1.1:** *Motivation of Roma and Egyptians in active employment seeking and participation in active employment policy programs*
- **Instrument / measure 4.1.2:** *Introduction of occupation "Associate in social inclusion of Roma and Egyptians in the area of employment"*

Instrument/measure 4.1.1: *Motivation of Roma and Egyptians in active employment seeking and participation in active employment policy programs*

As part of these measures there are the activities related to increasing the availability of services provided by the Employment Institute. The Strategy identifies measures that contribute to the increase of the participation of members of Roma and Egyptian community in the programs of the Employment Institute. These are, above all, informing of newly registered persons individually in the Institute, and then providing information to newly registered persons in groups. Individual counselling as one of the key measures is also identified in the Strategy. After individual counselling, under this measure, will be defined and developed individual employment plan. Finally, these measures will contribute to

higher motivation of members of Roma and Egyptian community for active employment seeking and participation in active employment policy programs.

Instrument / measure 4.1.2: Introduction of occupation "Associate in social inclusion of Roma and Egyptians in the area of employment"

In the framework of this instrument are included the activities related to the introduction of occupation "Associate in social inclusion of Roma and Egyptians in the area of employment" through several steps. First will be made the standardization of the aforementioned occupation, which is already in the process of adoption. After standardizing the occupation, it is going to be carried out the training for potential candidates through the implementation of a pilot project, and then, according to the predetermined procedure, shall be the selection of candidates. As part of this measure, in addition to standardizing the occupation, the role of the Associate in the area of employment will be tested in practice through the implementation of the pilot project.

Table 4.1 Increase of the participation of Roma and Egyptians in the measures of active employment policy: a review of instruments and measures

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
4.1.1 Motivation of Roma and Egyptians in active employment seeking and participation in active employment policy programs	EIMN	EIMN	Informing newly registered persons individually	Continuously	Number of persons who are individually informed
			Providing information to newly registered persons ingroups	Continuously	Number of persons who are informed in groups
			Individual counselling	Continuously	Number of Roma and Egyptians who used counselling services
			Defining and developing individual employment plan	Continuously	Number of individual plans that was made

4.1.2 Introduction of occupation "Associate in social inclusion of Roma and Egyptians in the area of employment"	EIMN	National Council for Education, NGO Roma Council, CVE, MLSW, ME	Standardization of occupation	III quarter 2016	Standard of occupation adopted
			Introduction of Associate through the implementation of the pilot project	III quarter 2017	Pilot project completed

Objective 4.2 Increase of the level of qualification of Roma and Egyptians

As we highlighted in the analysis of the situation, one of the key problems of difficult employability of Roma and Egyptians is the lack of education, professional knowledge and skills. Therefore, one set of measures is dedicated exclusively to raise the capacity of members of Roma and Egyptian population. Achieving this goal is envisaged by applying one essentially important measure/instrument.

Instrument/measure 4.2.1: Vocational education and training

Activities aimed at raising the level of qualifications of Roma and Egyptians in the labour market are in the framework of this instrument. In this regard, the Strategy defines the activities for obtaining qualifications for the first occupation, then, innovation of knowledge within the same occupation and the level of education. Another important activity is prequalification and acquisition of key skills for which employers believe that are very important when members of Roma and Egyptian population are seeking employment.

Table 4.2 Increase of the level of qualification of Roma and Egyptians: a review of instruments and measures

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
4.2.1 <i>Vocational education and training</i>	EIMN	Organizers of adult education, Roma Council, NGO	Acquisition of qualifications for the first occupation	continuously in accordance with the annual work program of EIMN	Number of acquired qualifications and the number of program participants

			Innovation of knowledge within the same occupation and level of education		The number of persons involved in the program
			Prequalification		Number of prequalified persons
			Acquisition of key skills		The number of persons who acquired key skills

Objective 4.3 Direct measures aimed at employment of Roma and Egyptians

Due to the particularly difficult employability of Roma and Egyptians, the Strategy envisages a set of measures that are directly aimed at employment. The aim of these measures is to cumulatively increase the number of members of Roma and Egyptian community in the work process.

This objective will be accomplished by applying the following instruments/measures:

- **Instrument/measure 4.3.1:** *Inclusion of Roma and Egyptians in public works programs*
- **Instrument/measure 4.3.2:** *Stimulating employment on seasonal jobs by subsidizing salaries and/or the use of tax incentives*
- **Instrument/measure 4.3.3:** *Training program for work with the employer*
- **Instrument/measure 4.3.4:** *Self-employment programs*

Instrument/measure 4.3.1: *Inclusion of Roma and Egyptians in public works programs*

This measure defines the activities related to the increase of the number of Roma and Egyptians involved in public works programs of the Employment Institute. Therefore, the Institute will first launch a public call for selection of contractors for public works. The decision on the selection of the contractor will be brought by the Management Board of the Employment Institute. After the selection of the contractor the Institute will sign a contract with it and other legal persons involved in the public work and choose the participants of the public work. Then, finally, under this measure, members of Roma and Egyptian community will be engaged in public works programs of the Employment Institute.

Instrument/measure 4.3.2: *Stimulating employment on seasonal jobs by subsidizing salaries and/or the use of tax incentives*

Activities to increase employment in seasonal jobs, in addition to the provision of opportunities for employers to use subsidies that are available to them¹⁷, are in the framework of this instrument. The Employment Institute shall select persons who will be employed. The result of implementation of these measures is the increased number of members of the Roma and Egyptian community involved in seasonal jobs.

Instrument/measure 4.3.3: *Training program for work with the employer*

In the framework of this instrument is defined a set of measures that will increase the number of employed Roma and Egyptians. Given that all researches, which are listed in the section dedicated to analysis of the situation in this area, are indicating that employers recommend additional professional training, this measure provides for the delivery of training in the workplace in the minimum duration of one month, and then employment in the minimum duration of three months. To make this measure more effective and efficient, employers who employ a member of Roma and Egyptian population are subsidized up to 50% of the gross salary of the employee, for a period not exceeding 12 months.

Instrument/measure 4.3.4: *Self-employment programs*

This instrument foresees activities on developing secondary legislation governing the issue of the formation of a special credit line designed to finance self-employment of Roma and Egyptians. Therefore, first is needed the delivery of an adequate secondary legislation that would later allow creation of credit lines for financing self-employment for members of Roma and Egyptian community.

Table 4.3 Direct measures aimed at employment of Roma and Egyptians: a review of instruments and measures

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
4.3.1 Inclusion of Roma and Egyptians in public works programs	EIMN	Employers, local self-governments, NGO Roma Council	EIMN announces a public competition for the	Continuously In accordance with the annual work	Report on public competition

¹⁷Government regulation stipulates that employers who hire a member of Roma and Egyptian population will not pay contributions for compulsory social insurance on salaries, pension and disability insurance, health insurance and contributions for unemployment insurance and the Labour Fund and the tax on income of natural persons.

			selection of contractors for public works	program of EIMN	
			Decision on selection (MB EIMN)		Decision
			Signing of the contract between EIMN, contractor of public works and other legal persons involved in public work		Signed contracts
			Selection of participants in public works (EIMN)		The list and number of participants
4.3.2 Stimulating employment on seasonal jobs by subsidizing salaries and/or the use of tax incentives	EIMN	Employers, NGO Roma Council, PU	Preparation of persons who are going to be employed	Continuously In accordance with the annual work program of EIMN	Number of employees
			Realization of the program of stimulating employment for seasonal jobs		Number of subsidies
4.3.3 Training program for work with the employer	EIMN	Employers, organizers of adult education (as subcontractors of the training program)	Training in duration of at least one month in order to acquire knowledge and skills to work with employer	Continuously In accordance with the annual work program of EIMN	The number of participants of the program

			Employment in duration of at least three months		
			A subsidy of up to 50% of total expenditure for the employee's earnings during the period not longer than 12 months		Number of employees, duration of employment
4.3.4 Self-employment programs	Government IDF EIMN	NGO Roma Council	The adoption of secondary legislation	2016-2020	Legislation adopted
			Creation of credit line to finance self-employment	2016-2020	Number of loans disbursed

Objective 4.4 Strengthening the capacity of institutions of the system

To achieve more efficient inclusion of Roma and Egyptians in the programs of institutions of the system, the employees in institutions need to be further sensitized and gain additional skills to work with Roma and Egyptians. This would accelerate the process of social inclusion of Roma and Egyptians and increase the overall capacity of the institutions. The strategy provides for one crucial instrument/measure to achieve this objective.

Instrument/measure 4.4.1: *Training for employees of the Employment Institute and centres for social work*

By strengthening the cooperation of the Employment Institute of Montenegro and centres for social work (CSW) and through the implementation of joint training, there is a room for improvement of professional knowledge and skills of professional workers in the centres and local employment offices, when it comes to the inclusion of less employable persons into the labour market, including

Roma and Egyptians. The stated objective will be achieved by using instruments and measures relating to the organization of training for employees of the Employment Institute and centres for social work. In order this to be implemented, first will be drafted a detailed training plan. After that will be made a list of participants to attend the training. Finally, the implementation of training for the employees of the EIMN and CSR will contribute to their greater sensitization to work with members of the Roma and Egyptian community. These activities also promote social inclusion of Roma and Egyptians.

Table 4.4 Strengthening the capacity of institutions of the system: an overview of the instruments and measures

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
4.4.1 Training for employees of the EIMN and CSW	MLSW, CSW, EIMN	Training providers	Training plan	Continuously	Report on implemented trainings
			List of the participants		Number of participants in training
			Implementation of the training		

VIII. LEGAL STATUS

1. Analysis of the situation

A special segment of the Strategy on inclusion of Roma and Egyptians is dedicated to solving the problem of legal status. Improvements that must be achieved in this regard are of particular importance. Based on the implementation of the Strategy for improving the position of Roma and Egyptians in Montenegro 2012-2016 in order to regulate the status of foreigners with approved permanent or temporary residence in Montenegro, the Montenegrin Government, through the relevant ministries and institutions, and with the help of international organizations, made visible and measurable results. Through the institutions of the system and in cooperation with NGOs and international organizations have been achieved measurable results when it comes to the regulation of the Montenegrin citizenship for domicile Roma and Egyptian population.

The legal status is the basis for the realization of other rights of displaced and internally displaced persons (I/DPs) and it is necessary for their integration. Possession of identification documents is a basic precondition for inclusion of Roma and Egyptian population in all aspects of social life. The Ministry of Internal Affairs of Montenegro has provided for the possibility for submitting the application to regulate the legal status of

displaced and internally displaced persons residing in Montenegro, on the basis of an ID for displaced or internally displaced persons. This decision allowed to all registered displaced and internally displaced persons to submit their applications by the end of 2014 and thus enter into the procedure for obtaining the status of foreigner. If these persons subsequently obtain and submit an identity card of a country of origin, they will, in accordance with the *Law on foreigners*¹⁸, get the temporary residence up to three years. However, if they obtain a travel document of a country of origin they will obtain the legal status of foreigners with permanent residence in Montenegro. In this way is opened a significant opportunity for displaced and internally displaced persons to regulate their own legal status in Montenegro.

A positive example of commitment, concern and efforts of the Government of Montenegro regarding the regulation of the legal status of all persons including children, is the public call to persons residing in Montenegro, and have no access to citizenship of any country or cannot prove that they have it, to contact the nearest unit of the Ministry of Internal Affairs, in order to submit data, which lasted from 22 September to 22 November 2014. The Ministry of Internal Affairs, as the carrier of primary jurisdiction and the UNHCR as a partner in the implementation, prepared a Questionnaire for persons who have responded to the public call, which confirmed that there is a number of persons who are living in Montenegro and do not have the citizenship. Preliminary analysis of the data obtained from these persons during the public call, leads to the conclusion that most of them have the legal option to seek the citizenship of some other state immediately after registration in the birth registry or through the program of free legal aid for those persons who are already registered in the birth registry. In addition, there is no specific legislation providing for a procedure in which a person should obtain the status of stateless persons.

In order to solve these and similar problems, the Government of Montenegro and the Government of the Republic of Kosovo signed in 2011 the Agreement on subsequent registration of internally displaced persons from Kosovo residing in Montenegro in the civil registers (of births, marriages and deaths) and the register of citizens of the Republic of Kosovo.

The Ministry of Internal Affairs of Montenegro addresses the requests for citizenship under the *Law on General Administrative Procedure*¹⁹ and the *Law on Montenegrin citizenship*²⁰, which lay down the procedures for the proper and complete determination of the facts that are important for the legal acting in this administrative matter.

According to Montenegro's obligations, as a signatory of the leading international and regional documents in the field of statelessness, the Ministry of Internal Affairs of

¹⁸ (Official Gazette of Montenegro, no.56/2014 and 28/2015)

¹⁹(Official Gazette of the Republic of Montenegro, no. 60/03 of 28.10.2003, Official Gazette of Montenegro, no.73/10 of 10.12.2010, 32/11 of 01.07.2011)

²⁰ (Official Gazette of Montenegro, no. br. 13/2008, 40/2010, 28/2011, 46/2011 and 20/2014)

Montenegro and UNHCR will continue to cooperate and in every particular case will provide the assistance in order to in the shortest possible period carry out all the necessary procedures and create the conditions for making decisions on individual requests with the assessment of the need for adoption of regulations governing the special procedure for granting the status of stateless person.

*The Law on Amendments to the Law on Extra-judicial Proceeding*²¹, which was adopted by the Parliament of Montenegro in 2015, began with the application. This Law prescribes the procedure for determining the time and place of birth in order to regulate the status of persons who are not registered in the civil registry and persons born outside health institutions. It is prescribed that this procedure will initiate at the proposal of the person who is not entered in the birth registry or at the proposal of any person who has a direct legal interest, or the guardianship authority. In order to facilitate the exercise of the rights, is prescribed that the territorial jurisdiction lies on any actually competent court. Also, the provisions stipulate that the first instance court will submit the final decision on the time and place of birth to the body responsible for keeping birth registry within eight days as of the date it becomes final, in order for this fact on birth to be entered in the birth registry. Further it exempts the proposer from payment of taxes and other costs of the proceedings.

According to the *Law on Civil Registry*²² the procedure for registration (up to 30 days from the birth) or subsequent registration (after the expiry of 30 days) for children born in health institutions, will be initiated before regional units and branches of the Ministry of Internal Affairs of Montenegro.

Memorandum of Understanding between the Ministry of Internal Affairs, the Ministry of Labour and Social Welfare and the United Nations High Commissioner for Refugees (UNHCR) was signed in Podgorica in 2014 and contains a set of measures and actions to be taken in order to finally resolve the legal status of displaced (DPs) and internally displaced persons (IDPs) in Montenegro. The Memorandum commits the Ministry of Internal Affairs, MLSW and UNHCR to jointly coordinate and implement operational measures and activities, in order to finally resolve the legal status of displaced and internally displaced persons in Montenegro.

The Operational Team, where the Contracting Parties have delegated their representatives, was created in order to monitor the implementation of the measures and activities referred to in Article 1 of the Memorandum. The main determinants of the organization of work of the Operational Team are further implementation of the Strategy for permanently resolving the issue of displaced and internally displaced persons with special emphasis on camp Konik.

²¹(Official Gazette of the Republic of Montenegro, no. 027/06 of 27.04.2006, Official Gazette of Montenegro, no. 073/10 of 10.12.2010, 020/15 of 24.04.2015)

²²(Official Gazette of Montenegro, no. 47/2008, 41/2010 and 40/2011).

The Operational team is working intensively on helping and supporting displaced and internally displaced persons in Montenegro towards obtaining the necessary missing documentation for seeking and obtaining legal status of foreigner with permanent or temporary residence in Montenegro. The Operational team initiates and coordinates the main activities in the field, as well as exchanges and updates information on displaced and internally displaced persons, between the Ministry of Internal Affairs of Montenegro, the Ministry of Internal Affairs of Kosovo, UNHCR, Directorate for Refugees and NGO "Legal Centre".

Combined mobile biometric teams of the Ministry of Internal Affairs of Montenegro, Ministry of Internal Affairs-Civil Registration Agency of Kosovo, UNHCR and the NGO "Legal Centre" were intensively providing legal and practical support (interviews, biometrics and delivery of issued personal documents) to internally displaced persons from Kosovo, which from the end of the 90s are residing in Montenegro.

Given that there are still 600 to 650 persons who need help with documents, it was agreed to organize four more visits of mobile teams of the MIA Kosovo to refugee camps and refugee accommodations in Montenegro in 2016.

The Strategy concludes that the activism of the Ministry of Internal Affairs of Montenegro, Ministry of Internal Affairs-Civil Registration Agency of Kosovo, OSCE, UNHCR and the NGO "Legal Centre", who are actively involved in the process of resolving the legal status of Roma and Egyptians (IDP) in Montenegro, should be further supported.

2. The objectives and measures envisaged by the Strategy

When it comes to the legal status, the Strategy envisages the realization of three key objectives:

- Objective 5.1 Increase of the level of registration in birth registry
- Objective 5.2 Continuation in resolving the requests of IDPs and the domicile Roma and Egyptian population for obtaining the status in Montenegro
- Objective 5.3 Support in obtaining personal documents

All goals have been individually explained and measures to be taken to achieve these objectives identified.

Objective 5.1 Increase of the level of registration in birth registry

Registration into the birth registry, as noted, is one of the aspects of the Strategy for which we have designed special measures. Although this problem is not as large as in the previous period, more precisely, although in the past four years we made significant progress, still, according to the non-governmental sector and the results of some researches, there is a number of children belonging to the Roma and Egyptian population, who are not registered in the civil registry of births. The procedure for registration is relatively simple and there are no institutional and legal problems in this regard. Parents in fact, have to go to the competent authorities to enter their children in birth registry within 30 days after birth, if children are born in a health institution. If they fail to do so, after expiry of 30 days from the date of birth of a child, then should be initiated the procedure for subsequent registration in birth registry book for children born in a health institution. Therefore, we have the instruments and measures designed in a way to enhance the effectiveness of this procedure.

This goal will be achieved by applying the following instruments/measures:

- **Instrument/measures 5.1.1:** *Providing assistance to parents to register children at birth*
- **Instrument/measures 5.1.2:** *Identification of children who are not registered in the birth registry*
- **Instrument/measures 5.1.3:** *Informative campaigns for parents*

Instrument/measures 5.1.1: *Providing assistance to parents to register children at birth*

In the framework of this instrument/measure the assistance to parents is provided in order to immediately after the birth enter their children in the birth registry.

Instrument/measures 5.1.2: *Identification of children who are not registered in the birth registry*

In the framework of this instrument, i.e. measure, will be carried out the identification of children who are not registered in the birth registry to have them register subsequently.

Instrument/measures 5.1.3: *Informative campaigns for parents*

In the framework of this instrument/measure will be prepared and implemented the campaign aimed at informing parents about subsequent registration in the birth registry. The main activity during these information campaigns on the registration of Roma and Egyptians in the civil registers of births will be communication with Roma and Egyptian community about the

importance of registering i.e. entering a new-born child in the register of births and about the procedures for registration in the register of births. The expected results from the campaign are greater awareness of Roma and Egyptians about the importance of civil registers, which will increase the number of registered Roma and Egyptian children. This will allow them the better access to rights. It is anticipated that this activity is going to be implemented once a year.

Table 5.1 Increase of the level of registration in birth registry: a review of instruments and measures

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
5.1.1 Providing assistance to parents to register children at birth	NGO	MHMR, International organizations, Associate, Roma Council	Directing parents to registration of children immediately after leaving the hospital	Continuously	A report on accompanying parents after leaving the hospital
5.1.2 Identification of children who are not registered in the birth registry	NGO	MHMR, International organizations, Associate, Roma Council	Identification of children who are not registered	Continuously	Report from the field by the NGOs and mediators
5.1.3 Informative campaigns for parents	NGO	MHMR, International organizations, Associate, Roma Council Red Cros	Creation and implementation of campaigns	Continuously Once a year	Report on realized campaigns

Objective 5.2 Continuation in resolving the requests of IDPs and the domicile Roma and Egyptian population for obtaining the status in Montenegro

Resolving the legal status of IDPs is particularly complex problem that requires significant financial expenditures. First, the analysis shows that the mobile teams as an instrument are very effective in this regard. This instrument is possible thanks to the

significant financial support provided by the UNHCR and the OSCE Mission to Montenegro. In practice, mobile teams are coming from the home country of IDPs and perform all necessary actions in order to provide necessary documentation for IDPs. Of course, for successful implementation of these actions it is necessary to perform the preparatory activities in the field before mobile teams get in, and this requires the identification and organization of individuals who will pass through the procedure of mobile teams. Also, it is foreseen, as a special measure, the fieldwork of NGO teams, who will actively carry out the activities in Roma and Egyptian community in order to provide documents for Roma and Egyptians without going to the appropriate authorities. Finally, in the context of measures/instruments in this segment, it is necessary to have a continuous campaign to inform IDPs about ways and possibilities of resolving their legal status.

This goal will be achieved by applying the following instruments and measures:

- **Instrument/measure 5.2.1:** *Mobile teams*
- **Instrument/measure 5.2.2:** *Procurement of the documents through NGOs*
- **Instrument/measure 5.2.3:** *Continuation of provision of information to IDPs about possibilities of resolving their status*

Instrument/measure 5.2.1: *Mobile teams*

In the framework of this instrument/measure will be carried out the identification and organization of persons who will pass through the working procedures of the mobile teams, after what is going to be organized a visit of mobile teams. Four working visits are envisaged during 2016.

Instrument/measure 5.2.2: *Procurement of the documents through NGOs*

In the framework of this instrument/measure are planned field activities that will be implemented by civil society organizations in the process of collecting data on persons from Roma and Egyptian population who do not have resolved the status in Montenegro and which will be conducted during 2016. The holders of these activities are NGOs, while the implementing partners are the Ministry for Human and Minority Rights, international organizations and the Associates in the social inclusion of Roma and Egyptians.

Instrument/measure 5.2.3: *Continuation of provision of information to IDPs about possibilities of resolving their status*

In the framework of this instrument/measure, to persons from Roma and Egyptian population, is going to be provided the necessary information on the possibility of resolving their status in Montenegro. This activity will be performed continuously.

Table 5.2 Continuation in resolving the requests of IDPs and the domicile Roma and Egyptian population for obtaining the status in Montenegro: a review of instruments and measures

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
5.2.1 Mobile teams	MIA	MIA- Civil Registration Agency of Kosovo, Roma Council, International organizations, NGO	Preparatory activities (collection of information on persons) and scheduling interviews with mobile teams	2016 2017	The number of persons who were identified and prepared for the arrival of mobile teams
			Four visits of mobile teams	2016	The number of 'processed' persons
5.2.2 Procurement of the documents through NGOs	NGO	MHMR, Roma Council, International organizations, Associates	Field activities of NGOs in the process of collecting data on individuals	2016	Number of persons who obtained the documents
5.2.3 Continuation of provision of information to IDPs about possibilities of resolving their status	NGO	MHMR, DR, CSW, LS, International organizations, Associates	Providing necessary information and realisation of campaigns	Continuously	Report on realized campaigns

Objective 5.3 Support in obtaining personal documents

The analysis of the situation further shows that in many cases, to members of Roma and Egyptian community should be provided direct assistance when it comes to obtaining personal documents. Problems in this regard have two fundamental aspects for which specific measures/instruments are designed. First, this is a problem of lack of information and mobilization of Roma and Egyptians in obtaining documents. Second,

this is taking in consideration the possibility for provision of financial assistance necessary for the issuance of documents. These funds, due to the difficult economic situation of Roma and Egyptians, are important for their standard. Thus, in the table we enclose two key instrument for addressing these problems.

This goal will be accomplished by using two key instruments/measures:

- **Instrument/measure 5.3.1:** *Activities of NGOs in informing, motivating and mobilizing members of Roma and Egyptian population to solve problems of citizenship and obtaining documents*
- **Instrument/measure 5.3.2:** *Consideration of the possibility of financing the process and provision of documents needed for obtaining personal documents.*

Instrument/measure 5.3.1: *Activities of NGOs in informing, motivating and mobilizing members of Roma and Egyptian population to solve problems of citizenship and obtaining documents*

In the framework of this instrument/measure, direct communication and motivation of Roma and Egyptians in the field, to solve problems of citizenship and obtaining documents will be carried out. This activity will be carried out continuously.

Instrument/measure 5.3.2: *Consideration of the possibility of financing the process and provision of documents needed for obtaining personal documents.*

In the framework of this instrument/measure is foreseen the development of the analysis of possibilities for solving the problem of financing the process and provision of documents needed for obtaining personal documents for Roma and Egyptian population that have not yet solved the legal status.

Table 5.3 Support in obtaining personal documents: a review of the measures and instruments

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
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5.3.1 Activities of NGOs in informing, motivating and mobilizing members of Roma and Egyptian population to solve problems of citizenship and obtaining documents	NGO	MHMR, International organizations	Direct communication and motivation of Roma and Egyptians in the field	Continuously	Report on field activities to inform and motivate
5.3.2 Consideration of the possibility of financing the process and provision of documents needed for obtaining personal documents	MHMR	International organizations	Analysis of the possibility of resolving the problem of funding	2016.	Proposal of the plan to solve the problem of financing of personal documents

IX. SOCIAL STATUS AND FAMILY CARE

1. Analysis of the situation

In this part of the Strategy is processed a whole set of issues that cover different aspects of social problems. Methodically, although there are certain differences between these aspects, we believe that all of these segments, however, should be included within this unit. First, when it comes to material status, about 12% of Roma and Egyptian households have no income, and the average income per household is between EUR 150 and 200 (on average). In 60% of cases, the key or significant revenue of Roma and Egyptian families is social assistance they receive in various forms. This data is interesting because "only" 19% of Roma and Egyptians have applied for the services of the Centre for Social Work. In other words, in some way they receive social benefits without intervention of the Centre. When it comes to the services of the Centre, in most of the cases (12%), respondents claim to have received direct financial support. In situations when social assistance is received, based on the data we found that this is in the average amount of 120 euros per month. One-time financial assistance annually is

received by about 7% of Roma and Egyptians, with also 6.5% of those who receive this kind of assistance several times a year. When they receive one-time assistance, it is the amount of EUR 15-20. In addition to financial assistance, the data indicate that often or occasionally Roma and Egyptians receive food (15.5%), clothing (17.2%), footwear (16%), bedding (11%), firewood (10%), hygiene products (10%), building materials (7%).

Free daily meals are provided regularly to about 5% of Roma and Egyptians. Disability benefits as a form of assistance receives 4% of Roma and Egyptians. In 6% of the cases, based on the testimony of parents, respondents reported that have children with disabilities in the family. However, only 7% of the total number of these children is covered by the specific programs of the state. Child benefit, as one of the most important forms of social assistance receives over 20% of Roma and Egyptians, in the average amount of EUR 60.00. Assistance in school supplies gets almost 25% of Roma and Egyptian households, and financial support for new mothers over 13%, with over 20% of them who received the package for the new-born baby. It is important data that almost 30% of Roma and Egyptians received from the municipality the structure for accommodation for temporary use. Furthermore, the accommodation for the elderly is used by almost 5% of Roma and Egyptians, while over 26% of them used accommodation in a hospital or in a psychiatric institution. The right to free vacation and recreation is used by 4% of Roma and Egyptians, a slightly smaller number (over 3%) of those who have used financial aid to pay for kindergarten for children.

However, with the exception of those aspects of social benefits when it comes to this segment of the Strategy, are identified several specific areas where interventions are desirable in order to improve the social position of Roma and Egyptians. Here is primarily thought of a particularly sensitive issue, and that is the domestic violence.

Montenegro has established a good legal and strategic framework to combat violence against women and domestic violence. The statistics on cases of violence against women and violence in Montenegro are not kept at the basis of ethnicity, so there are no data relating exclusively to Roma and Egyptian population. However, the general assessment of the employees in the public sector, especially those dealing with gender equality, is that the problem of domestic violence and violence against women in Roma and Egyptian families is very strong and it is essential that this issue get special attention. Another problem that needs to be addressed as a special area in this segment is the issue of concluding forced/illicit marriages. And in this respect, unfortunately, it is not possible to determine the precise data, but based on the assessment of the competent

authorities and Roma and Egyptian NGO activists, it can be said that the number of cases of forced marriages is such that deserves the special attention.

2. The objectives and measures envisaged by the Strategy

Based on the presented analysis, the Strategy defined the following objectives:

- Objective 6.1 The fight against domestic violence and violence against women
- Objective 6.2 Preventing and combating begging
- Objective 6.3 The fight against human trafficking
- Objective 6.4 Preventing children marriages

Objective 6.1 The fight against domestic violence and violence against women

When we talk about the violent behaviour the problem is very complex. It stems from a number of factors such as lack of education, low economic status, patriarchal way of life and legitimization of violent behaviour due to the inherited culture of family life. In other words, to prevent violent behaviour in families and especially violence against women, it is necessary to develop more extensive set of instruments that is capable to in a multidisciplinary and integrative way produce changes in behavioural patterns of violent behaviour. Due to very pronounced patriarchal relations that are prevalent in the Roma and Egyptian community in Montenegro, a large number of Roma and Egyptian women are facing domestic violence and arranged marriages, which is why the Centre for Roma Initiatives (CRI) in the last six years opted for intensive work on these issues. Centre for Roma Initiatives conducted a research in 2014, which was supported by the Ministry of Human and Minority Rights, on children's arranged marriages in four municipalities in Montenegro: Niksic, Podgorica, Berane and Ulcinj on a representative sample of 643 members of Roma and Egyptian population. Results of the research on domestic violence confirmed that Roma and Egyptian women are constantly facing violence (from father, brother, husband, father in law, and even the mother in law) within their ethnic community. As the most common reasons for domestic violence the respondents of the research stated: tradition 32.4%, alcohol 18.4%, narcotics 2.2%, poverty 6.5%, low educational level 1.6%. These results support the fact that women in Roma and Egyptian family have always had a disadvantaged position, that have always been exposed to various forms of violence. Through the primary socialization, Roma and Egyptian women accept patterns of violent behaviour toward them as entirely natural, what can be concluded from their attitude towards violence. On the other hand, the apparent isolation of Roma and Egyptian women from the majority population prevents

them from finding a way out of violence in the institutions of the system. Specifically, 12.4% of married respondents considered that violence is acceptable in all circumstances, as many as 25.6% that is acceptable, but in certain circumstances, 9.5% points out that violence is not acceptable, but it should not be sanctioned, while 51.6% of them considered violence as unacceptable and emphasize that it should be sanctioned.

This goal will be achieved by applying the following instruments/measures:

- **Instrument/measure 6.1.1:** *Education of parents, children, women, women activists of Roma and Egyptian population, state administration officials on protection against domestic violence and juvenile forced marriages among the Roma population*
- **Instrument/measure 6.1.2:** *Organization of the campaign in Roma settlements on the problems of violence against women and forced marriages of girls of the Roma and Egyptian population*
- **Instrument/measure 6.1.3:** *Strengthening the system of integrative and multidisciplinary approach*

Instrument/measure 6.1.1: *Education of parents, children, women, women activists of Roma and Egyptian population, state administration officials on protection against domestic violence and juvenile forced marriages among the Roma population*

In the framework of this instrument/measure will be organized and conducted educational workshops and training about the problem of domestic violence and violence against women, and these activities will be primarily focused on Roma and Egyptian population, education of parents, children, Roma and Egyptian activists as well as representatives of competent state institutions.

Instrument/measure 6.1.2: *Organization of the campaign in Roma settlements on the problems of violence against women and forced marriages of girls of the Roma and Egyptian population²⁴*

In the framework of this instrument/measures is foreseen the organization and implementation of information campaigns in Roma settlements in order to raise awareness about the problem of domestic violence and violence against women. These campaigns will be covered by a large number of Roma and Egyptian settlements throughout Montenegro.

²³Link: measure of 3.10.1.26 the Action Plan for Chapter 23.

²⁴Link: measure of 3.10.1.27 the Action Plan for Chapter 23..

Instrument/measure 6.1.3: Strengthening the system of integrative and multidisciplinary approach

In the framework of this instrument/measure continuously will be organized meetings to exchange information and propose appropriate solutions.

6.1 The Table fight against domestic violence and violence against women: a review of instruments and measures

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
6.1.1 Education of parents, children, women, women activists of Roma and Egyptian population, state administration officials on protection against domestic violence and juvenile forced marriages among the Roma population	MHMR	Office for Combating Trafficking in Human Beings, International organizations, Roma Council NGO	Preparing and conducting training	IV quarter	Number of training and the number of Roma who participated in training
6.1.2 Organization of the campaign in Roma settlements on the problems of violence against women and forced marriages of girls of the Roma and Egyptian population	MHMR	Roma Council, International organizations, NGO	Preparation and carrying out of campaigns	IV quarter	Report on the number and content of campaigns
6.1.3 Strengthening the system of integrative and multidisciplinary approach	MLSW	MHMR, MIA Police Administration, the Office for Combating Trafficking in Human Beings	Meetings to exchange information and propose appropriate solutions	Continuously	The report on the operation and effects of action of multidisciplinary teams

Objective 6.2 Preventing and combating begging

Begging children of Roma community is a common pattern of behaviour both in Montenegro and in the region. Comparative practice has shown that all the previous measures have had a limited effect. There are two aspects to this problem. First, the parents themselves or encourage or approve begging of their children, and second, in most of the cases it is about organized begging, which is organized by individuals in order to acquire proper profit. Therefore, the matter is about illegal and immoral exploitation of Roma children.

This goal will be achieved by applying the following instruments / measures:

- **Instrument/measure 6.2.1:** *Tightening and stricter application of existing legislation on prohibition of begging*
- **Instrument/measure 6.2.2:** *Direct communication with parents of children caught begging*

Instrument/measure 6.2.1: *Tightening and stricter application of existing legislation on prohibition of begging*

In the framework of this instrument/measure are going to be taken all necessary steps and actions in order to amend existing regulations or adopt secondary legislation, which would lay down the sanctions for persons who are giving money to beggars because this is considered to be the way of encouragement to them to continue with begging. After that, it is going to be set up a direct communication between members of civil society and the officers of the Police Directorate, actually multidisciplinary teams for support of Roma and Egyptian population which, among other things, deals with the prevention and combating begging.

Instrument/measure 6.2.2: *Direct communication with parents of children caught begging*

In the framework of this instrument/measure it is foreseen that through intensive communication with the parents of children caught begging, efforts will be made to prevent the recurrence of child begging, mostly common in Roma and Egyptian communities.

Table 6.2 Preventing and combating begging: a review of instruments and measures

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
6.2.1 Tightening and stricter application of existing legislation on prohibition of begging	MLSW	Ministry of Internal Affairs, MHMR, Office for Combating Trafficking in Human Beings, Roma Council, NGO	Amendment of legislation (adoption of secondary legislation) Direct communication with the police, NGOs and multidisciplinary teams	Continuously	Report on all actions aimed at preventing beggary
6.2.2 Direct communication with parents of children caught begging	NGO RS	Associates in social inclusion of Roma and Egyptians	Work with parents to prevent recurrence of child begging	Continuously	Report on the contents and number of direct communications with the proposed measures in each case

Objective 6.3 The fight against human trafficking

This is very specific area that is the subject of strong measures of criminal legislation. In this regard Roma and Egyptians are particularly at risk of becoming victims of trafficking. Therefore, even in this respect, are needed specific measures of prevention and suppression of trafficking. The problem is particularly complex because it requires regional cooperation between the competent authorities, which means that the inter-state cooperation, and especially cooperation with the border police is of special importance.

There are two key instruments/measures envisaged to achieve this objective:

- **Instrument/measure 6.3.1:** *Education and training*
- **Instrument/measure 6.3.2:** *Cooperation with the border police*

Instrument/measure 6.3.1: Education and training

In the framework of this instrument/measure are going to be implemented training programs for representatives of law enforcement authorities, both at national and at international level in the context of the signed protocols on cooperation in the fight against human trafficking. Activities will be implemented in order to raise awareness of the general public about the phenomenon of trafficking in persons/children, and a better understanding of the problem, strengthening confidence in state authorities and informing the public on how to report the criminal act of human trafficking.

Instrument/measure 6.3.2: Cooperation with the border police

In the framework of this instrument/measures will be improved communication and cooperation with police officials of the Sector of general jurisdiction, the Criminal police and the Border Police in order to combat human trafficking in relation to all manifestations of this phenomenon.

Table 6.3 The fight against human trafficking: a review of the instruments and measures

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
6.3.1 Education and training	Office for Combating Trafficking in Human Beings	MHMR, MLSW, MIA-PD, International organizations, Roma Council, NGO	Preparation and implementation of education and training	Continuously	Report on the number of trainings and number of participants
6.3.2 Cooperation with the border police	MIA	Office for Combating Trafficking in Human Beings, MHMR, Roma Council, NGO	Improving communication and cooperation with border services of neighbouring countries	Continuously	Report on cooperation and the number of identified and prevented cases

Objective 6.4 Preventing children marriages

When we speak about forced marriages, the problem is also complicated due to the fact that in one part of the living culture of Roma and Egyptians this model is legitimized and standardized through the generations. Although it is, with no doubt, about the illegal activities that often imply certain acts of buying and selling of children, the problem is that the actors of the transaction are the parents of children, who, instead of protecting the children, regulate their marital status by market transactions.

The fact that the child forced and arranged marriages are still a major problem in Roma and Egyptian community, was confirmed by the following data: in 59.1% of the cases, the decision on marriage is brought by parents, 52% of women respondents claim that they do not chose partners or the moment when they will get married, but on their behalf that is done by their parents, extended family and old council, while as many as 44.2% of girls until the very entry into marriage did not even know their husbands to be. The disturbing fact is that the above mentioned study confirmed that up to the age of 18 in marriage enters even 72.4% of respondents (the age between 12 -17)²⁵

The fact is that in the context of Roma and Egyptian ethnic groups under-age marriages are not a coincidence, but the established pattern of behaviour that causes a series of far-reaching consequences, in particular for Roma and Egyptian girls and women. It is evident that when negotiating child marriage it is granted a certain amount of money, and according to the respondents, it is moving in the following ranges: from EUR 200 to 1,000 responded them 10.2%, from EUR 2,000 -3,000 responded them 35,7%, from EUR 3,000 to 4,000 responded them 31.1%, and over EUR 4,000 them 25.3%. How much patriarchal collectivism in Roma and Egyptian communities is dominant is confirmed by the fact that 76.8% of respondents and 64.9% of married women respondents agree that the custom of „virginity of the bride“ should be preserved. This confirms the theory that woman who is exposed to various forms of inequality and discrimination, and is excluded from the education system, and is closed in society itself, begins to function by the principles of closure. The survey results show that women respondents in 75.8% of the cases considered that the state and its institutions should participate in the fight against arranged marriages, while unmarried respondents even in 81.3% were showing affirmative attitude towards the possibility of involvement of state institutions in the process of preventing such marriages.

This goal will be achieved by applying the following instruments / measures:

²⁵SOURCE: NGO Center for Roma Initiatives <http://crink.me/brosure/>

- **Instrument/measure 6.4.1:** *Education, conferences and training*
- **Instrument/measure 6.4.2:** *Information and campaigns of compulsory legal measures to prevent the conclusion of child illegal marriage*
- **Instrument/measure 6.4.3** *Integration of measures in Local Action Plans to improve the situation of Roma and Egyptians - LAP*
- **Instrument/measure 6.4.4:** *Strengthening the role of Associate in the social inclusion of Roma and Egyptians*
- **Instrument/measure 6.4.5:** *Forming teams for the support of Roma and Egyptians at the local level*
- **Instrument/measure 6.4.6:** *Strengthening the role of multidisciplinary teams*

Instrument/measure 6.4.1: *Education, conferences and training*

In the framework of this instrument/measure it is going to be prepared and organized the education, training and conferences on the methods of combating and preventing the conclusion of child illegal marriages, intended primarily for members of Roma and Egyptian population, officials of the competent state authorities and representatives of civil society. The fact is that the problem exists and that the amendments to the criminal legislation from 2013-2015 defines the conclusion of illegal marriage as a form of the criminal act of human trafficking under Article 444 of the Criminal Code. However, to date we don't have a single example of case law in relation to this form of criminal act of human trafficking. Therefore, in addition to education and training, will be organized a conference that will bring together representatives of professional, scientific and practical public, which would aim at analysing problems, and which would result in appropriate recommendations that would improve the processing of such cases.

Instrument/measure 6.4.2: *Information and campaigns of compulsory legal measures to prevent the conclusion of child illegal marriage*

In the framework of this instrument/measure will be implemented all necessary activities in order to prepare and implement information campaigns aimed primarily at parents, children and activists of Roma and Egyptian population, as well as representatives of relevant government services.

Instrument/measure 6.4.3 *Integration of measures in Local Action Plans to improve the situation of Roma and Egyptians - LAP*

In the framework of this instrument/measure in the Local Action Plans for improvement of the situation of Roma and Egyptians are going to be incorporated the measures aimed at preventing the conclusion of children illegal

marriages in municipalities where LAPs are already adopted, or included the measures to treat this area in Local Action Plans which have yet to be adopted.

Instrument/measure 6.4.4: *Strengthening the role of Associate in the social inclusion of Roma and Egyptians*

In the framework of this instrument/measures the role of Associates in the social inclusion of Roma and Egyptians will be strengthen through direct communication with them in terms of combating and preventing conclusion of children illegal marriages.

Instrument/measure 6.4.5: *Forming teams for the support of Roma and Egyptians at the local level*

In the framework of this instrument/measure are going to be formed the Teams to support Roma and Egyptian population, which will have competency in this area and will prepare and adopt an action plan with measures to be implemented by the Team in order to prevent and suppress illicit child marriages.

Instrument/measure 6.4.6: *Strengthening the role of multidisciplinary teams*

In the framework of this instrument/measures are going to be taken the necessary measures in order to strengthen the role of multidisciplinary teams in the part of the competence relating to this area.

Table 6.4 Preventing children marriages: a review of instruments and measures

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
6.4.1 Education, conferences and training	MHMR	Office for Combating Trafficking in Human Beings, Ministry of Internal Affairs-PD, Roma Council, International organizations, NGO	Preparation and implementation of education and training	Continuously	Report on the number of trainings and number of participants
6.4.2 Information and campaigns of	MHMR	Office for Combating Trafficking in Human	Preparation and implementation of campaign	Continuously	Report on the contents and the number of campaigns

compulsory legal measures to prevent the conclusion of child illegal marriage		Beings, Roma Council, International organizations, NGO			
6.4.3 Integration of measures in Local Action Plans to improve the situation of Roma and Egyptians - LAP	LS	MHMR, Office for Combating Trafficking in Human Beings, Roma Council, NGO	Amendments to existing or introduction of measures in the new LAP	Continuously	Identification of LAP parts relating to this problem
6.4.4 Strengthening the role of Associate in the social inclusion of Roma and Egyptians	MLSW	MHMR, Office for Combating Trafficking in Human Beings, Roma Council, International organizations, NGO	Direct the work of Roma assistants in this area	Continuously	Report of Associates on the number of identified and prevented forced marriages
6.4.5 Forming teams for the support of Roma and Egyptians at the local level	MLSW	CSW, MHMR, Office for Combating Trafficking in Human Beings, Roma Council, NGO	Forming the teams and their action plan	Continuously	Report on the establishment of teams as well as annual reports on their work
6.4.6 Strengthening the role of multidisciplinary teams	MLSW	MHMR, LS, Office for Combating Trafficking in Human Beings, Roma Council, NGO	Forming the teams and their action plan	Continuously	Report of multidisciplinary teams on this area

X. CULTURE, IDENTITY AND INFORMATION

1. Analysis of the situation

One problem that deserves special attention is the issue of culture and identity of Roma and Egyptians. Roma ethnic community has a variety of cultural characteristics that make their unique identity. Nevertheless, in Montenegro, and the same goes for other countries, awareness on their own identity is not sufficiently developed, and there are no organized mechanism to protect that identity. The problem is emphasized also by the fact that the self-identification of Roma is usually defined negatively, as opposed to the majority population. As a result of this, the level of discrimination and stigmatization of Roma increased. Data show that the ethnic distance towards members of Roma population is very strong and comparatively at much higher level than in regard members of any other ethnic community. Based on the research (CEDEM, 2013) it was found that over 22% of respondents do not want Roma people living in their country, 31.5% do not want Roma in their own neighbourhood, 32% would avoid to be Roma co-workers, 43.5% do not want Roma for their superior at work, over 53% do not want the members of Roma minority to be teachers of children in school, nearly 43% would avoid to hang out and visit with Roma. Over 58% would like not to see Roma in leading positions in the country while almost 70% do not want kinship ties through marriage with members of Roma community. Cumulatively, over 46% of the citizens of Montenegro reported distance towards Roma.

When the culture and identity is about, the research from 2016 which was realised by the Ministry of Human and Minority Rights finds that in 33% households is spoken exclusively Romani language. Almost 40% of Roma population sufficiently enough speak Montenegrin language. In addition, over 45% of Roma do not read and do not write in Montenegrin language, with 20% of those who read and write, but with problems. When we talk about information, the data show that just under 15% of Roma are able to identify TV shows in Romani language broadcasted on national service. On the other hand, despite the campaigns that have been conducted in the past, less than 4% of Roma is able to recall some advertising that promotes the rights of Roma. Accordingly, no doubt that in the sphere of information is necessary the achievement of certain progress.

The problem of the lack of Romani identity conditions negative perception of Roma by the majority community. Since the positive identity of Roma community is not built, which could be achieved using any affirmative feature of Romani culture, prejudices and stereotypes often functionalize treatment of all members of Roma ethnic community. Therefore, an integral part of this part of the Strategy must be measures against discrimination of Roma and Egyptians, preferably, on the basis of accentuation of identity and positive values of Romani culture.

2. The objectives and measures envisaged by the Strategy

Based on the presented analysis, the Strategy defines the following objectives:

- Objective 7.1 Building and strengthening Romani culture and Romani identity
- Objective 7.2 Specific measures to improve publishing and measures focused on the importance of Romani language
- Objective 7.3 Measures aimed at prevention of discrimination by the majority population
- Objective 7.4 Raising public awareness about the problems of Roma and Egyptian population in an inclusive process

All objectives will be realized thanks to the measures/instruments and activities that are elaborated in the following text.

Objective 7.1 Building and strengthening Romani culture and Romani identity

Culture and identity of each social community requires special care in order to be established, maintained and passed from generation to generation. The problem of Romani identity and distinctive cultures is burdened with substantial deficits in this regard. Therefore, we propose a set of measures specifically designed precisely in this sense.

This goal will be accomplished by applying the following instruments/measures:

- **Instrument/measure 7.1.1:** *Events dedicated to Romani culture and identity*
- **Instrument/measure 7.1.2:** *Establishment and support of the new Roma NGO that would deal only with issues of culture and identity*
- **Instrument/measure 7.1.3:** *Recording and broadcasting the series on national service on Roma and their culture*

Instrument/measure 7.1.1: *Events dedicated to Romani culture and identity*

In the framework of this instrument/measure is envisaged continuous preparation of events that will be dedicated to Romani culture and identity.

Instrument/measure 7.1.2: *Establishment and support of the new Roma NGO that would deal only with issues of culture and identity*

In the framework of this instrument/measure is envisaged the establishment of new Roma non-governmental organizations (NGO), which will deal exclusively with issues of culture and identity of Roma and Egyptians.

Instrument/measure 7.1.3: Recording and broadcasting the series on national service on Roma and their culture

In the framework of this instrument/measure is envisaged recording and broadcasting on the Public Broadcasting Service of the variety of series and programs that will be dedicated to the life of Roma and Egyptians, their culture and identity.

Table 7.1 Building and strengthening Romani culture and Romani identity: a review of the measures and instruments

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
7.1.1 Events dedicated to Romani culture and identity	RS NGO	MHMR, Centre for Cultural, NGO	Preparation of events	Continuously	Report on the content of events, which includes a number of events, visitors and the number of participants
7.1.2 Establishment and support of the new Roma NGO that would deal only with issues of culture and identity	RS NVO	MHMR, Centre for Culture, NGO	Establishment of a new NGO	III quarter 2017	Report on the process of establishment of NGO
7.1.3 Recording and broadcasting the series on national service on Roma and their culture	JS	MHMR, NGO	Recording and broadcasting of the series	Continuously	Number of programs and the rating

Objective 7.2 Specific measures to improve publishing and measures focused on the importance of Romani language

The language as the most important institution of the culture of a nation requires special attention. In this respect, Roma community is particularly damaged (deprived), given that all attempts to standardize the language did not give proper results. On the other hand, as we explained showing the data in the analysis of the situation, a large part of Roma population has problems with Montenegrin language. Therefore, in the following table we suggest measures and instruments that directly serve the purpose of strengthening the institution of Romani language.

This goal will be accomplished by applying the following instruments / measures:

- **Instrument/measure 7.2.1:** *(Re) issue of the Roma dictionary*
- **Instrument/measure 7.2.2:** *Translation of literature in Romani language*
- **Instrument/measure 7.2.3:** *Production and broadcasting of radio programs in Romani language*
- **Instrument/measure 7.2.4:** *Starting and realization of the magazine in Romani language*

Instrument/measure 7.2.1: *(Re) issue of the Roma dictionary*

In the framework of this instrument/measure is envisaged production and publication of new, revised edition of Romani dictionary.

Instrument/measure 7.2.2: *Translation of literature in Romani language*

In the framework of this instrument/measure is envisaged production and publication of literature that will be exclusively translated in Romani language.

Instrument/measure 7.2.3: *Production and broadcasting of radio programs in Romani language*

In the framework of this instrument/measure is envisaged preparation and broadcasting of radio programs in Romani language, which continually will be broadcasted on the Public Broadcasting Service and Roma radio.

Instrument/measure 7.2.4: *Starting and realization of the magazine in Romani language*

In the framework of this instrument/measure are planned activities related to the preparation, editing and publishing of the magazine in Romani language.

Table 7.2 Specific measures to improve publishing and measures focused on the importance of the Romani language: a review of instruments and measures

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
7.2.1 (Re) issue of the Roma dictionary	MHMR	RS NGO	Preparation and publishing of a new, revised edition of Roma dictionary	III quarter 2018	Dictionary published and the number of printed copies
7.2.2 Translation of literature in Romani language	MHMR	RS NGO	Preparation and publication of literature	Continuously	Number of translated and published titles
7.2.3 Production and broadcasting of radio programs in Romani language	PS RR	RS NGO ARD	Preparation and broadcasting shows	Continuously	Number of shows and number of broadcasts
7.2.4 Starting and realization of the magazine in Romani language	RS NGO	NGO Centre for Cultural	Activities related to the preparation, editing and publishing of the magazine	Continuously	Number of published editions and copies

Objective 7.3 Measures aimed at prevention of discrimination by the majority population

In this section, we are paying special attention to the problems of discrimination that takes place against Roma at all levels, which is a direct result of stereotypes and

prejudices that exist in relation to Roma and Egyptians due to the specifics of their culture. The ultimate goal of all these measures is to reduce the degree of discrimination that the majority population is expressing in relation to Roma and Egyptians. The strategy identifies key measures that will be implemented in the function of achieving this objective.

This goal will be accomplished by applying the following instruments/measures:

- **Instrument/measure 7.3.1:** *The campaign against discrimination of Roma and Egyptians*
- **Instrument/measure 7.3.2:** *Affirmation of investigative reporting in the media about the process of social integration of Roma and Egyptian population in Montenegrin society*
- **Instrument/measure 7.3.3:** *Co-financing production of program content*
- **Instrument/measure 7.3.4:** *Media presentation of the key issues of inclusion of Roma and Egyptian population in society*
- **Instrument/measure 7.3.5:** *Increasing the participation of Roma and Egyptian population in the political and public life, with particular emphasis on women*

Instrument/measure 7.3.1: *The campaign against discrimination of Roma and Egyptians*

In the framework of this instrument/measure is foreseen the organization and implementation of campaigns against discrimination of Roma and Egyptians.

Instrument/measure 7.3.2: *Affirmation of investigative reporting in the media about the process of social integration of Roma and Egyptian population in Montenegrin society*

In the framework of this instrument/measure is foreseen that, as in the past eight years, the Ministry of Culture will announce the annual competition for the best investigative article published in the media on the topic of "Social Integration of Roma in Montenegro", and the right to participate have journalists who work in the media registered in Montenegro. Announcement of the competition seeks to affirm the investigative reporting in the media on the process of social integration of Roma and Egyptian population in society

Instrument/measure 7.3.3: *Co-financing production of program content*

It is a regular activity of co-financing of programs in local printed media about the problems of Roma and Egyptian population at the local level, in order to raise public awareness of the difficulties faced by Roma and Egyptians in the process of integration into Montenegrin society.

Instrument/measure 7.3.4: *Media presentation of the key issues of inclusion of Roma and Egyptian population in society*

Through the creation and broadcasting of audio-visual media contents, in order to speed the process of integration into Montenegrin society, in the future the key issues that are important for the inclusion of Roma and Egyptians will be more accessible to the general public.

Instrument/measure 7.3.5: *Increasing the participation of Roma and Egyptian population in the political and public life, with particular emphasis on women*

Table 7.3 Prevention of discrimination by the majority population: a review of instruments and measures

Instrument/measure	Carrier	Partners	Activities	Timeframe	Monitoring
7.3.1 The campaign against discrimination of Roma and Egyptians	MHMR	Roma council, NGO	Organization and implementation of campaigns	Continuously	Report on realized campaigns
7.3.2 Affirmation of investigative reporting in the media about the process of social integration of Roma and Egyptian population in Montenegrin society	MC	MHMR	Competition for the best investigative article published in the media, on the subject "Social integration of Roma in Montenegro" and prize award	Continuously	Number of applications; awarded article

7.3.3 Co-financing production of program content	MC		Competition for co-financing of programs in local print media	Continuously	Reports on realisation of the production of program contents
7.3.4 Media presentation of the key issues of inclusion of Roma and Egyptian population in society	MC	The national public broadcaster (RTCG) Local public broadcasting services	Financing of the development of audio-visual spots and radio jingles, Broadcasting	Continuously	Number of funded audio-visual spots and radio jingles; Number of broadcast TV spots and radio jingles
7.3.5 Education with the objective of increasing the participation of Roma and Egyptian population in the political and public life, with particular emphasis on women	MHMR	Roma Council, NVO	Organization and implementation of education	Continuously	Number of realised trainings; Report on realized trainings

XI. IMPLEMENTATION, MONITORING AND FINANCING OF THE STRATEGY

The Strategy is in line with the identified needs and challenges related to social inclusion of Roma and Egyptians at all levels: local, regional, national and EU. The Strategy includes general and specific objectives set as guidelines for policy-making aimed at socio-economic inclusion of Roma communities by 2020.

The Strategy covers four-year period, and will be implemented through one-year action plans. The action plans will be prepared in the last quarter of the current year for the following year. Annual action plans will specify the priority measures and activities to be implemented in that year. For the realization of the activities envisaged by the Strategy and Action Plans in charge are:

- The Ministry of Human and Minority Rights;
- The Ministry of Finance;
- The Ministry of Internal Affairs;
- The Ministry of Education;
- The Ministry of Culture;
- The Ministry of Labour and Social Welfare;
- The Ministry of Health;
- The Ministry of Sustainable Development and Tourism;
- The Employment Institution of Montenegro;
- The Directorate for refugees;
- The Association of Municipalities;
- The Office for Combating Trafficking in Human Beings.

In the implementation of the activities will participate also:

- The Association of Municipalities (local governments);
- The Roma Council;
- Non-governmental organizations.

In order to monitor the implementation of activities, the Government will form a Commission and appoint the National Coordinator for monitoring the implementation of the Strategy. The Commission will consist of representatives of the institutions that are recognized by the Strategy and Action Plan as well as the holders of certain activities, as well as representatives of the Roma Council in Montenegro and Roma and Egyptian NGOs. The Committee will be chaired by the National Coordinator. The task of the Commission is to determine the action plans for the implementation of the Strategy, monitoring of their implementation, evaluation of the achieved results on the basis of monitoring of established indicators, proposing changes and amendments to the Strategy annually and inform the Government of Montenegro on the implementation of the Strategy. In order to efficiently conduct its activities, the Commission may invite representatives of the state administration and other institutions, NGOs, and representatives of local self-governments to participate in the work of the Commission.

Funds for the implementation of the Strategy will be provided from:

- the Budget of Montenegro,
- budgets of local communities,
- donations,
- foreign financial support.

The Government will provide the budget for each year of application of the Strategy from its own resources and/or from relevant international funds. The total amount of funds that will be allocated from the state budget in the coming years to finance the Strategy will depend on the funds planned for this purpose with the annual budget laws of the carriers of activities envisaged by the Strategy.