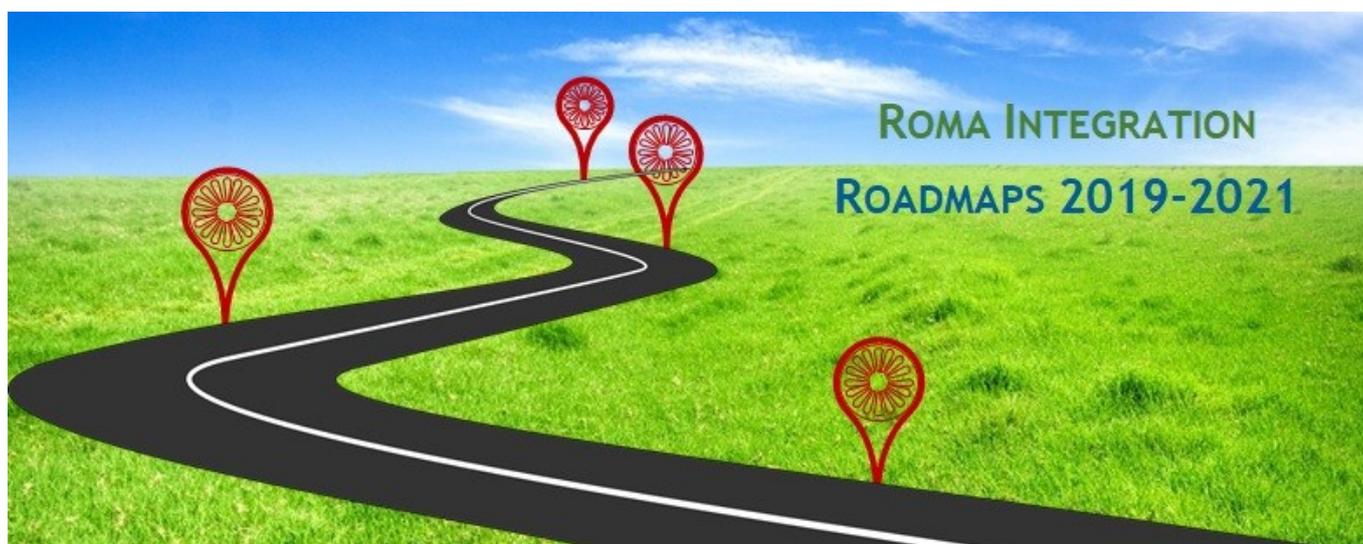




ROMA INTEGRATION

ROADMAP 2019-2021

MONTENEGRO



Roma Integration 2020 is co-funded by

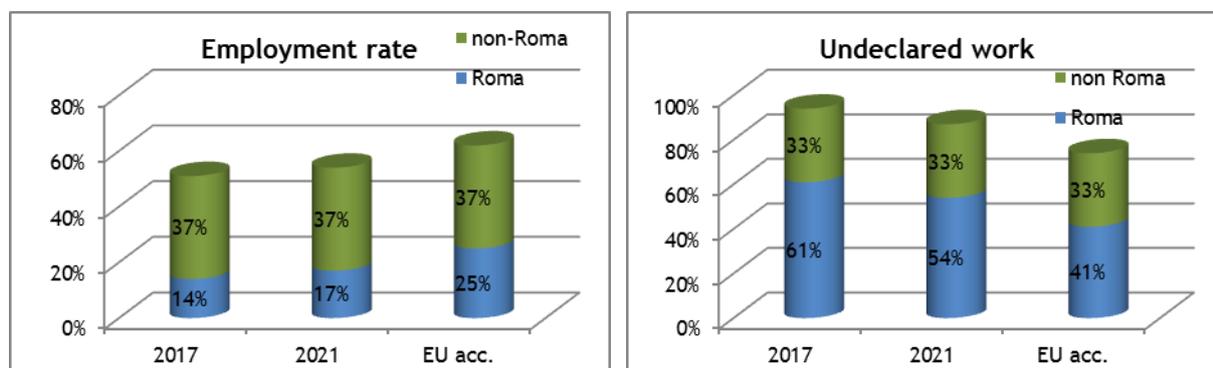


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Employment



Information on the employment of Roma¹ in Montenegro is available from the 2017 Regional Roma Survey² according to which the **employment rate of Roma stood at 14%**. In comparison, the employment rate of their non-Roma neighbours was 37%, while the general employment rate was 52%. In relation to the informal work rate, **61% of Roma were engaged in undeclared work** compared to only 33% of non-Roma living in their proximity. The gap in the employment rate should be reduced gradually. **Roma employment rate should be at least 25% by the time Montenegro acquires European Union (EU) membership³**. Assuming stable employment rate of their non-Roma neighbours, this would mean that the employment rate gap is reduced to only 12% at the time of EU accession. **The most effective and efficient way to achieve this is by transforming undeclared work among Roma into declared work. The target is to transform at least 20% of the undeclared work among Roma into declared work by the EU accession.** Assuming that the undeclared work rate of non-Roma living in Roma proximity remains stable, Montenegro will effectively reduce the gap in undeclared work to only 8%. To achieve set targets, the milestones are to reduce the undeclared work among Roma to 54% and increase the employment rate to 17% in 2021.

The [National Roma Integration Strategy](#) (NRIS) lays down the need to increase the number of Roma in the work process through direct measures aimed at their employment, whereas the Operational Conclusions (not available online) envisage to increase employment of Roma in public and private sphere. One of the direct employment measures stipulated by NRIS relates to the development of secondary legislation governing formation of special credit line designed to finance Roma self-employment. Similar measure is envisaged within the Operational Conclusions on the need to create a special credit line for Roma to launch individual or family businesses that would benefit from tax and other duties exemptions for up to 5 years. **Activities relating to promoting special tax treatment of Roma who launch new business were not implemented thus far.** The [2018 Action Plan for Roma Integration](#) envisaged development of professional qualifications for individual collectors of secondary raw materials, as well as realisation of educational programmes for obtaining professional qualifications. In 2018, an agreement with the [Center for Vocational Education](#) was reached to standardise the profession of secondary raw materials collectors.

Logical continuation of activities to standardise the profession of secondary raw materials collectors is to start formalising their employment following the approach defined throughout the Roma integration policy documents adopted by the Government of Montenegro. **The Roma Integration action will work with the Government of Montenegro to develop a comprehensive policy for formalising undeclared work. Particular focus will be on developing a comprehensive programme for the formalisation of work of secondary raw materials collectors, through support in data collection, preparation of accompanying primary and secondary legislation, and preparation of funding proposals for the programme implementation.**

The programme will be brought to the local level, in cooperation with municipalities with the largest share of Roma population. The programme should consider appropriate specific solutions for the following key issues: need for gradual reduction of social aid (governed by the [Law on Social and Child Protection](#)) to families that will

¹) In line with the terminology of the European institutions and international organisations, the term 'Roma' is used here to refer to a number of different groups (e.g. Roma, Sinti, Kale, Gypsies, Romanichel, Boyash, Ashkali, Egyptians, Yenish, Dom, Lom, Rom and Abdal) and includes 'travellers' or 'itinerants', without denying the specificities of these groups.

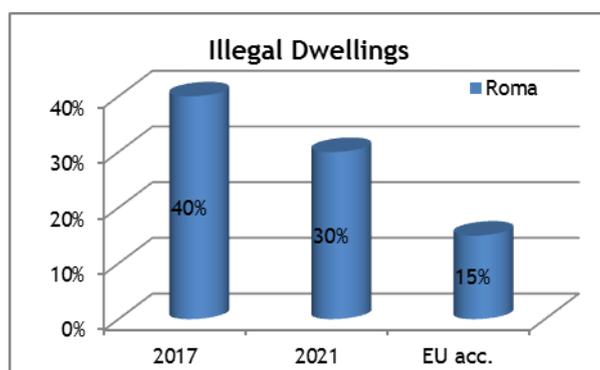
²) 2017 Regional Roma Survey of the European Commission, United Nations Development Programme and the World Bank - Country Fact Sheet Montenegro, available at: http://www.eurasia.undp.org/content/dam/rbec/docs/Factsheet_MONTENEGRO_Roma.pdf

³) This is in line with the aspirations of Montenegro in promoting Roma integration as recognised in the Western Balkans Declaration on Roma and EU Enlargement. The Declaration will be signed in the 2019 Western Balkans Summit in Poznan.

be employed through the programme and need for preferential tax treatment in the period right after their work is formalised until exit from poverty is ensured; possible modalities of organising formalisation of undeclared work; necessity to integrate the secondary raw material collectors in integrated waste management legislation at the central and local level (including in multi-annual waste collection plans); and the possibility to activate [legislation on State Aid](#) in support of organising and formalising their work. The programme should also consider training needs for obtaining qualifications for the standardised profession and need for specific treatment of this particular work because of its specific nature - relating to its contribution to environmental protection and on-the-job safety requirements.

The Roma Integration will further provide expert support in official data collection on the situation on Roma in Montenegro in 2020, in cooperation with MONSTAT Statistical Office of Montenegro. Based on the results that are expected in 2021, including those on the educational and work profiles of Roma, additional support should be conceptualised, such as for formalising work in other fields of employment.

Housing



Only available information on the number of illegal dwellings in Montenegro is included in NRIS. According to the Strategy, 40% of the dwellings where Roma live are illegally built. At the same time, the 2017 Regional Roma Survey shown that 77% of Roma live in segregated settlements, 60% Roma households live in inadequate housing, and 94% of Roma face severe material deprivation. The explained multiple adverse factors point to the necessity to provide Roma with specific support that will tackle multi-dimensionality of the housing and poverty issue. **Recognising this need, legalisation of Roma housing and Roma informal settlements will be prioritised in the first phase of resolving housing problems of Roma. Montenegro aims to reduce the number of Roma owned illegal dwellings to 30% in 2021, and to 15% at the time of EU accession.** Since the baseline is an estimate, the targets should also be considered as estimates. More reliable data need to be collected, after which updated targets and milestones can be set.

Montenegro NRIS stipulates identification of Roma owned housing units that can be legalised, active support of local self-governments to Roma in the legalisation process, **and the definition of measures and activities necessary for the legalisation of Roma settlements and structures.** The need to legalise informal settlements is further recognised in the [Social Housing Programme 2017-2020](#). The Programme and the [Law on Social Housing](#) identify Roma as a priority group in the field of housing, but without additional guarantees on how to ensure prioritisation. **Up to date no activities were performed to support legalisation of Roma housing and Roma informal settlements.** Information on the number of legalisation cases applied by Roma and their status is also not available. The deadline for legalisation has passed, whereas responsible officials estimate that Roma did not resolve legal status of their dwellings in significant numbers due to the high price of the procedure and some of legalisation criteria that Roma could not comply with.

Montenegro has set up the [Geoportal](#) of the Real State Administration that provides overview of all data available in the immovable property cadastre. Information is available for 99% of urban areas and 75% of the total territory of Montenegro (according to the [Economic Reform Programme 2018-2020](#)). Here lies the opportunity to identify informal Roma settlements, opportunities for individual housing and settlements legalisation, land ownership structure, and infrastructure works and desegregation requirements. The information should be obtained by comparing existing data with information available at the local levels of governance and from the Roma civil society, as well as through additional data collection (if required).

Besides the need for data, other key considerations for resolving housing issue of Roma are as follows: it is less costly to legalise existing housing than construct new social housing; in the medium-term it is required to pilot holistic settlements legalisation programmes that will combine legalisation, social housing, and settlements re-configuration; the legislation needs to be adjusted to allow for settlements legalisation programmes in

accordance with Roma integration policy document; and finally the provisions of the Law on Social Housing prescribing Roma as a priority group should be further operationalised in order to guarantee and define the support to Roma in line with their priority status.

The Roma Integration action shall provide expert support to the Government of Montenegro to compare existing data and identify Roma settlements and Roma owned housing units, identify additional data collection (if necessary - such as on the quality and construction material of housing units and possibility of their legalisation) and housing investment requirements, legislation gaps and appropriate legislative solutions in housing, and to prepare a funding proposal for settlement legalisation (or alternatively social housing) initiative.

In order to comprehensively tackle the social integration needs of Roma, the Roma Integration will support development of an integral approach in housing that will as a minimum combine employment and housing support. Combining housing with employment support is necessary to ensure security of tenure (employed persons are better able to maintain their housing and cover utility costs) and sustainable integration. As an example, integral approach would allow for those benefiting from housing support initiatives to be included in their planning and implementation (participative approach) such as by being employed in execution of construction and infrastructure works. At the same time, the beneficiaries would receive comprehensive on-the-job training for the type of work performed. By acquiring necessary skills and experience, Roma beneficiaries will be much more likely to receive long-term employment. Montenegro already initiated development of social activation methodology within the [Regional Housing Programme](#) as self-employment grants were provided to some of the social housing beneficiaries. Lessons learned from the Regional Housing Programme will be integrated in the new integral approach. **The Roma Integration assistance will consist of conceptualising the integral approach and the methodology of its execution, including the requirements for Roma participation and inter-institutional cooperation (horizontal and vertical central and local level cooperation).** The integral approach, as a transition towards a fully holistic approach, might possibly include other types of support, such as educational support.

