

Standard Summary Project Fiche – IPA centralised programmes
Project fiche: 2

1. Basic information

1.1 CRIS Number: 2011/023-173

1.2 Title: Identifying durable solutions for (I)DPs and residents of Konik camp

1.3 ELARG Statistical code: 1.63

1.4 Location: Podgorica, Montenegro

Implementing arrangements:

1.5 Contracting Authority: Delegation of the European Union to Montenegro

1.6 Implementing Agency: Delegation of the European Union to Montenegro.

1.7 Beneficiary:

Ministry of Labour and Social Welfare

Address: Rimski trg 48, 81000 Podgorica

Project Manager: Deputy Minister of Labour & Social Welfare, Ms Snezana Mijuskovic

Phone: +382 20 482 447

e-mail: snezana.mijuskovic@gov.me

Contact person: Aleksandra Vojinovic, Senior advisor

Ministry of Labour and Social Welfare

Address: Rimski trg 48, 81000 Podgorica

Phone: [+382 20 482 137](tel:+38220482137)

E-mail: a.vojinovic@mrs.gov.me

Financing:

1.8 Overall cost (VAT excluded): €3,000,000

1.9 EU contribution: €2,500,000

1.10 Final date for contracting: Three years after the signature of the financing agreement

1.11 Final date for execution of contracts: Two years from the final date for contracting

1.12 Final date for disbursements: One year from the final date of the execution of the contracts

2. Overall Objective and Project Purpose

2.1 Overall objective

To ensure durable and sustainable solutions for RAE and other (I)DPs residing in the Konik area, both those who wish to obtain residence and opt for integration in Montenegro, and those who wish to return voluntarily to their countries of origin.

2.2 Project Purpose

Provide RAE and other (I)DPs in Konik with adequate living conditions and improved access to legal status, education and employment to enable their full integration in Montenegro. Enhance conditions for those who wish to return to their countries of origin.

2.3 Link with AP/NPAA/ EP/ SAA

In the European Partnership Implementation Action Plan (EP Action Plan), in the chapter on Human Rights and Protection of Minorities, one of the midterm priorities is to ensure the inclusion of minority children in mainstream education. Further in the EP Action Plan a number of social inclusion objectives are envisaged to be carried out by the Ministry of Labour and Social Welfare (MoLSW), the Ministry for Human and Minority Rights Protection, the Ministry of Education and Science, the Employment Agency and others. These objectives include among others the upgrading of policy formulation and monitoring capacities of the Ministry of Labour and Social Welfare, with an emphasis on the integration of young people, women and vulnerable groups into the labour market whilst modernizing social policies.

The Stabilisation and Association Agreement (SAA) emphasises in Article 102, Education and training that access to all levels of education and training is to be free of discrimination on the basis of gender, race, ethnic origin or religion.

In the EU Progress Report 2008, the following is noted in chapter 4.1.8 Employment and social policies: "The 2007-2011 Strategy for Reduction of Poverty and Social Exclusion was re-focused on four fields (health, education, social protection and employment). Steps have been taken to establish a coordination unit to implement it. Nevertheless there is still a lack of shared analyses and cooperation between the relevant stakeholders in charge of fostering implementation of social inclusion policies. Regarding *social protection*, in November 2007 the Government adopted a Strategy for the Development of Social and Child Protection, a Strategy for the Development of Social Protection for the Elderly and a Strategy for the Inclusion of Disabled Persons in Montenegro. All three cover the period 2008–2012. However, implementation of these strategies is weak."

The National Programme of Integration (NPI) contains a sub-chapter on Children's Rights under the section 'Political Criteria' of the *National Programme of Integration to the EU, 2008-2012*. This marked a major breakthrough in efforts to put children at the heart of the accession process, bearing in mind that the NPI is a key strategic document for defining the five-year timetable of the EU accession process.

Further, under chapter 3.19.5 Social Inclusion, the following is stated: "In line with the recommendations from the European Partnership, the main priorities are a further development

of social and child protection system, including the institutional and personnel strengthening of the social protection system’..

2.4 Link with MIPD

The draft 2011-2013 MIPD identifies specific priorities for IPA support from the "key priority areas" of the Commission Opinion to be fulfilled before opening negotiations, and from the related analytical report. Key priority 7 states that the government should:

- “Implement the legal and policy framework on anti-discrimination and guarantee the legal status of displaced persons, in particular Roma, Ashkali and Egyptians and respect for their rights. This will include the adoption and implementation of a sustainable strategy for the closure of the Konik camp”;

Sector 5. Social Development: of the draft MIPD 2011-2013 in addition to the key priority mentioned above also states that the objective of IPA interventions is to improve social inclusion in general, to improve social services as well as education and high quality vocational education and training (VET) system, and improve access of unemployed people to the labour market.

2.5 Link with National Development Plan

N.A.

2.6 Link with national / sectoral activities

The EC has formulated priorities on which the government of Montenegro needs to make progress, before the negotiations for membership can start (see under MIPD above). The government of Montenegro has responded to these priorities by creating a draft action plan. Activities of this IPA project form part of the response of the government’s action plan. These include interventions in areas such improving living conditions (urban settlement) education, employment and social development for vulnerable groups.

The Constitution provides a favourable legal framework for the protection of human and minority rights. Within this context a number of strategic documents have been developed and adopted in the past five years:

The Strategy on Poverty Alleviation and Social Inclusion in Montenegro, the revised version of the PRSP, was passed in July 2007. This Strategy defines the national development priorities and the achievable goals contributing to poverty reduction, by integrating the social, macroeconomic and structural elements and identifying the instruments for measuring progress towards those goals.

The leading principle for the Strategy for Inclusive Education in Montenegro is quality and accessible education for all children and youth with special educational needs in accordance with their interests, capabilities and needs. The aims of the Strategy are: 1) harmonization of normative acts with national and international documents; 2) systematic support for professional development of staff; 3) organizing network technical support; 4) quality assurance and

monitoring of the education system, and 5) promotion of positive attitudes in regard to inclusive education.

The main objective of the Strategy for Improvement of the Position of Roma, Ashkalia, and Egyptian (RAE) population in Montenegro, 2008-2012, in the field of education and preservation of the culture and tradition of the RAE minority is the creation of basic conditions allowing the RAE to access specific rights including those relating to language and education.

Despite the efforts made in developing and adopting the above mentioned strategic documents, further actions are needed to ensure adequate implementation.

Wherever possible, synergy and complementarity with ongoing and planned IPA MB projects will be ensured.

3. Description of project

The focus of this project will be to provide durable solutions for the residents of Konik camps, be it integration of the RAE IDPs into Montenegrin society or voluntary return..

Integration in Konik suburb of Podgorica

The overall integration and closure of the two Konik camps will be stretched over a period of some 5 years (2011-2015). The IPA 2011 intervention however will deal with a period of two years from 2012 onwards. This will have two components;

- (i) Construction of 90 housing units and a community centre in The Konik area.
- (ii) Social integration of RAE which will include measures to improve access to employment, education and documentation.

Voluntary Return

For those families, who opt for voluntary return to their countries of origin, appropriate activities will be facilitated. These families will be assisted with logistics, go-and-see visits, return-packages and liaison with the local authorities will be facilitated on a bi-monthly basis to discuss the return policies and implementation.

3.1 Background and justification:

When the 1999 conflict in Kosovo ended, a new flow of some 30,289 IDPs arrived in Montenegro. After the 2003 registration there were 18,047 and in 2011 there are only **10,926¹ (approx. 2%)** IDPs remaining. Of these **3,192 (0,5%)** are RAE and the remaining displaced persons are mainly refugees from Croatia and Bosnia. The total number of RAE, both domicile and IDPs, is **9,934² (less than 2%)** in Montenegro³.

¹ According to the Bureau for Care of Refugees (BCR)

² May 2009, MONSTAT

³ Percentages based on total of 672,180 persons living in Montenegro

When the RAE who were expelled from Kosovo came to Montenegro many of them settled in the Konik area on the outskirts of Podgorica. TWO IDP camps were established to accommodate this outflow. These camps were established as temporary measures but remain open until this day, for environmental and health reasons Konik camp 2 should be closed and Konik camp 1 should be upgraded and improved in accordance with the city government development plans (DUP/SUP). There is an illegal settlement ‘Shanty Town’ in the vicinity of the two camps where more IDPs live. Both the Shanty Town and Konik camp 2 are constructed on land that the municipal authorities intend to use for industrial development in connection to the landfill.

There are currently 1,387 RAE IDPs living in Konik camps 1 and 2. The living conditions in the camps are deplorable and efforts to increase the level of education, health and employment of this population have only been partially successful. Currently there are two options for these people: voluntary return to country of origin or integration.

Once the (I)DPs have received ‘foreigner’ status, they are entitled to all social rights including adequate living conditions (social housing), access to education, health, employment and social services and no longer depend on government support under IDP status;

1. Ultimately, the aim is that these people will be independent and responsible for their own lives,

3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact

Without the active participation of the proposed beneficiaries in Konik camps, the project impact is likely to be minimal. This requires a process of consultation throughout the lifetime of the project so that people are informed and can provide input into the decision making process. Other stakeholders in the project are the relevant government ministries and/or institutions, UN agencies and NGOs. All stakeholders need to coordinate their efforts to better enable them to work with the RAE in Konik to resolve the Konik issue.. A gradual shift should be established from the institutions dealing with IDPs (such as BCR, Montenegrin Red Cross and UNHCR) to the regular institutions such as Centre for Social Welfare, Housing Agency and Employment Bureau. This will require well-defined goals and activities in order to reduce gaps and to avoid overlap.

The aim of the project is to raise the family’s independence to the level where they are able to take full responsibility for their own lives.

Sustainability and a durable solution will be developed through the multi-annual strategy for the Konik area. The new urban development will help to regenerate the neighbourhood and provide a catalytic effect on its surroundings. The project will also try to attract other interest groups who might be willing to provide support with funds and expertise including international donors, government agencies and private capital both local and international.

Cross border activities are foreseen regarding voluntary return to Kosovo. It is important to facilitate bi-monthly meetings of the government of Kosovo and Montenegro to ensure return can be facilitated wherever possible. The meetings will serve as platforms to reach agreements on return, draft conditions for the returnees and also to discuss other important

issues such as the lack of documents (personal ID, passports, etc.) of many RAE, which hampers their integration in the Republic of Montenegro.

3.3 Results and measurable indicators:

Expected Results of Activity 1 Housing

Result 1.1 90 Social housing units built in Konik and connected to services and the construction of a community centre

Indicator 1.1 Residents of housing units obtain occupancy permit/right of residence and stay
Indicator 1.2 Community centre constructed and in use

Expected Results of Activity 2: Social integration/Documentation/Education/Employment

.Expected results of Activity 2.1 Social Integration

Result 2.1.1 RAE adults and children have adapted to new conditions

Indicator 2.1 .1 Families have settled into new environment and children have adjusted

Result 2.1 2 Beneficiaries trained in civic education, rights, rules/procedures and obligations

Indicator 2.1.2 X number of beneficiaries trained and practising civic duties, rules and obligations

Result 2.1.3 Awareness raised about obligation to enrol children in school

Indicator 2.1.3 Increase in the number of children enrolled in school

Result 2.1.4 Ensure beneficiaries register with Employment Agency and with Social Centre

Indicator 2.1.4 75% of beneficiaries registered with Employment Agency and Social Centre

Result 2..1.5 Ensure beneficiaries apply for 'foreigner status' so that the beneficiaries are entitled to social welfare support

Indicator 2.1.5 100% of the beneficiaries have applied for foreigner status

Result: 2.1.6: Beneficiaries have received foreigner status with permanent residence by mid 2012

Indicator 2.1.6 50% of the beneficiaries received foreigner status in 2012 Result

Result 2.1.7 Beneficiaries receive training in disaster preparedness so they can help maintain their environment and assist authorities in their response to natural calamities

Indicator 2.1.7 x number of beneficiaries trained in disaster preparedness including environmental protection and x number participating in disaster response exercises

Expected Results of Activity 2.2 Documentation

Result 2.2.1 Assistance provided in acquiring documentation for status of foreigner

Indicator 2.2.1 X number of DPs/IDPs have obtained foreigner status in Montenegro

Result 2.2.2: Free legal counselling provided, and initiation where necessary of administrative/court proceedings to more than 1,000 DPs/IDPs

Indicator 2.2.2 1000 clients provided with free legal counselling and the initiation of court proceedings for cases where necessary

Result 2.2.3 Registration in civil registries

Indicator 2.2.3 Numbers of cases successfully resolved in terms of the provision of relevant documentation. Statistical records updated indicating number of successfully resolved cases.

Result 2.2.4: Monitoring and advocacy with authorities vis a vis the changing of status as per the amended Law on Foreigners:

Indicator 2.2.4: Agreement (as measured by regular reports) between external agencies such as the EU and UN agencies and Montenegrin authorities on the progress made in fulfilling obligations under the accession process and international treaties to which Montenegro is a signatory.

2.3 Expected Results of Activity 3 Education:

Result: 2.3.1: Increased number of children in integrated kindergartens with improved education conditions;

Indicator 2.3.1 Numbers of RAE children in kindergarten increased by 100% (baseline: approx 50 children included in state run kindergarten system and around 250 in Red Cross facilities in Konik).

Result: 2.3.2 Pedagogical Methodology improved

Indicator 2.3.2. New teaching methodology implemented in the kindergartens with 10 Teachers and 10 RAE assistants trained in the new agreed methodology

Result: 2.3.3. Knowledge of Montenegrin language improved

Indicator 2.3.3. Programme for basic skills in Montenegrin language developed and introduced with appropriate teaching material prepared and a record kept of the numbers availing of language classes

Result 2.3.4: Increase the number of children in integrated state run primary education and decrease the number of dropouts

Indicator 2.3.4.. Number of children in primary education in integrated state run schools increased by 15% and number of drop-outs decreased by 15%

Result 2.3.5 Integrated education

Indicator 2.3.5 No. of children enrolled in all schools in Podgorica increased as recorded by educational authorities and civil society partners

Result 2.3.6 Homework classes organised

Indicator 2.3.6. More than 50% of children from all grades involved in homework classes, with the assistance of RAE assistants and youth activists.

Expected Results of Activity 2.4 Employment

Result 2.4.1 RAE beneficiaries undergo vocational training and training of trainers for relevant occupations in the labour market

Indicator 2.4.1 x number of trainers trained for specific occupations and approx. 100 RAE beneficiaries trained

Result 2.4.2: RAE beneficiaries trained for seasonal occupations and trainers trained (also women and girls if possible)

Indicator 2.4.2...Number of training materials developed, and number of trainers trained and up to 100 RAE IDPs trained for seasonal occupations

Result 2.4.3 RAE beneficiaries trained for self-employment for different occupations

Indicator 2.4.3 Number of training materials developed, numbers of trainers and RAE beneficiaries trained

Result 2.4.4: Subsidies for establishing SME or start up for small businesses provided

Indicator 2.4.4: Minimum 10 RAE beneficiaries programmes provided with support for establishing or developing SME

Expected Results of Activity 3 Voluntary Return to country of origin

Result: 3.1 Families have returned voluntarily to country of origin

Indicator 3.1 40 families return and stay

Result 3.2: Financial support provided to families

Indicator 3.2. Families opting to return receive 500 euro for start-up in country of origin

Result 3.3: Material support provided to families

Indicator 3.3. 40 families receive in kind contribution to households

Result 3.4.: Legal support provided

Indicator 3.4 40 families have appropriate documents for return

Expected Results of Activity 4 Technical Assistance

Result 4.1 Project Unit established at government level

Indicator 4.1 Project unit is coordinating all project activities

Result 4.2 Capacity building provided to facilitate the change of management responsibilities to local institutions

Indicator 4.2 Local institutions are increasingly responsible for management

3.4 Activities:

Activity 1:

Urban and housing development

A durable and sustainable living environment for RAE IDP population is foreseen in a new urban development for social housing in the Konik area of Podgorica including proper infrastructure and a community centre. Based on the general planning concept adopted by Podgorica municipality for the zones A (former Konik camp 1) and B (Konik camp 2 and Shanty Town – larger area) of the Konik settlement and a formal change of the Detailed Urban Plan (DUP) for the Zone A, 90 municipal social housing units will be built and basically equipped, adequate to the housing needs of the target beneficiaries.

The target beneficiaries will be eligible RAE IDP households from the camps Konik 2 and Konik 1 and other low-income population from Podgorica. In parallel, the Project will support establishing capacities of relevant public institutions in implementation of social housing programmes through detailed planning, effective beneficiary selection, property management and introduction of housing subsidy mechanisms.

Activity 2:

Social integration

The RAE IDPs have lived in the Konik area in camps that were temporarily set up to deal with the needs of the IDPs when they fled to Montenegro in 1999. The government of Montenegro realises that most of this population will remain in the country and need appropriate living conditions for full integration. Social measures will be needed to accompany the construction activities and form the basis of a social and cultural shift. The direct target groups are in the beginning 55 families from Konik 2, and 25 families from Konik 1 and 10 socially vulnerable Montenegrin families.

These social integration activities will focus on several areas ensuring that RAE adults and children have adapted to their new conditions. Beneficiary families will be trained in civic education, rights, rules/procedures and obligations and will be helped to register with the

Employment Agency and with the Social Centre for instance. This of course presupposes that beneficiaries will have applied for 'foreigner status' so that they are entitled to social welfare support. In addition civic education will lay emphasis on 'disaster readiness' with a view to ensuring residents of the new social housing units are aware of their responsibilities in terms of the upkeep of their environment and are ready to be mobilised in co-operation with local authorities in terms of response to natural environmental calamities such as floods, etc

Documentation

The RAE needs to be able to access their rights in all areas and this can only be done if they have access to proper documentation. Prior to social integration and indeed as a prerequisite for such a process to develop the displaced currently resident in Montenegro must acquire appropriate documentation. This particularly affects members of the RAE communities. Whilst lack of documentation may affect many of the displaced it is particularly prevalent among the displaced RAE communities from Kosovo. Without a recognised birth certificate it is virtually impossible to obtain other documents that establish the legal status of the individual therefore ruling out access to various rights guaranteed to those who have a recognised status. Thus, social integration begins with a process of regularising the status of the potential beneficiaries thereby facilitating the provision of documents that formally establish their 'identity'. With this in mind this project will provide legal services on a caseload basis to displaced persons from Konik. The project will seek to address the issue of registration in other jurisdictions where applicable. Procedures will be initiated for those displaced that were never registered in birth/citizenship registries or whose entries in registration books may have been destroyed during conflict. This activity will address both those who were never registered most notably the RAE and those who were registered but whose records were destroyed or displaced. This activity will reduce the risk of statelessness for the DPs/IDPs. The amended Law on Foreigners in Montenegro foresees that DPs from Croatia and BiH and IDPs from Kosovo will change their legal status. UNHCR estimates that many of the current caseload of DPs/IDPs will fall short of the requirements to achieve the new status. Thus there is a need to work on mitigating potential setbacks during the application process and enhance monitoring and advocacy with relevant authorities.

Employment – access to labour market

For RAE IDPs permanent government employment is difficult because their status, as foreigner with permanent residence, needs to be resolved first. However, despite this lack of 'permanent' jobs the RAE from Konik are active in public works, construction development as unskilled workers, and mostly as collectors of recyclable materials and other small entrepreneurial activities. These trading skills can be further developed and in conjunction with the Employment Agency job opportunities can be created in the private sector. The project will focus on facilitating employment through ensuring proper documentation and registration, training and retraining and seeking to help beneficiaries identify viable economic opportunities for them to pursue. SME development will focus on providing beneficiaries with the necessary start up inputs to develop their business ideas in their local environment.

Education

The RAE children from Konik camp 1 and 2 and the existing apartment block on the site of Konik 1 house comprise 932 children in the following age groups: 651 age group 5-17 and 281

age group 0-4⁴. These children need adequate preparation for school, they need support with their Montenegrin language skills and they need to learn how to do their homework and all other demands made on them in the school environment. Teachers also need to understand the specific needs of RAE population and take this into account in the classroom and in extra-curricular activities. Special measures within the terms of this project will seek to ensure that the number of RAE drop-outs decreases and literacy increases. Training of trainers and RAE teaching assistants will help facilitate the change in attitude towards education and training among the RAE and success stories among RAE children in school will be disseminated through the media to encourage more to develop their educational attainments.

Activity 3: Voluntary Return

According to BCR some 40 RAE IDP families choose voluntarily return to Kosovo each year. This process is facilitated by UNHCR and supported by the Montenegrin government. Go and see visits are organised, financial and material packages prepared and legal assistance provided. In addition, bi-monthly meetings between relevant authorities in Montenegro and Kosovo will be facilitated. This would include the relevant Montenegrin authorities, the EU as donor and its implementing partners, UN agencies and authorities central and local in place of origin Agreement signed between authorities in place of origin and management of return process (including all stakeholders) about conditions of return.

Memoranda of understanding will be signed to initiate the process of return for those choosing the option. Without a memorandum of understanding between all these partners return will not take place or will not be sustainable. The international community can play an important role in lobbying for the right to return of those who would like to do so. All stakeholders need to be involved at an early stage and potential beneficiaries need to be kept up to date on latest developments to ensure their full cooperation. In addition return packages should be appropriate to the needs of the individual returning family.

Activity 4: Technical Assistance

Technical Assistance will be provided to the Project Unit at government level for coordination and financial reporting, supervision of the construction project and other relevant activities. The technical expertise from the PU should also provide guidance and advice to the implementing partners. A Steering Committee consisting of representatives of relevant stakeholders including ministries, Podgorica municipality, the RAE target community, and others will be set up.

An important starting point for successful implementation is that the RAE community is incorporated in the project. It is therefore advisable to include a representative of the RAE community in the Steering Committee. It could be a representative of the Roma NGO that will work with REF on educational issues as part of the project. Roma students can work on implementation in social and educational activities. These should be properly supervised and/or mentored by more experienced staff. Technical Assistants and or trainers from abroad should be invited to share their knowledge and monitor the effects of their trainings.

⁴ Montenegrin Red Cross, January 2011

Day to day management of the camp should be gradually transferred in 2012 to the newly established structures such as the implementation unit, but also government institutions such as Housing Agency, Social Welfare Centre and the Employment Centre. However, the implementation unit will have to deal with requests for daily maintenance and support, which should be seen as an opportunity for change, i.e. provide the RAE with tools to fix the problem themselves while providing guidance.

The transition from IDP status with support from BCR, UNHCR and MRC will gradually move to requesting support from CSW, EA, Housing Agency. This change will be accompanied by legal support from the Legal Centre. Also the institutions will receive capacity building so that they can deliver the services demanded.

NGOs and/or UN agencies can provide support in facilitating the transition. However, the aim to make the former IDPs fully integrated residents of Montenegro requires that the RAE themselves avail of this opportunity to find a durable solution.

Capacity building will be provided to facilitate the change of responsibilities for management of the Konik settlement caseload to local relevant institutions and agencies such as the Housing Agency, Social Welfare Centre and the Employment Centre.

3.5 Conditionality and sequencing:

Preconditions for the commencement of this project are:

1. An appropriate legal framework should be in place, such as:
 - Law on Ombudsman needs to be adopted to reinforce Law on Anti-Discrimination
 - By-Laws with the Law on Foreigners should be addressed
 - Language and cultural rights granted as ratified under the Framework Convention or alternatives offered (i.e. RAE assistants' position in schools strengthened)
2. Readiness of key stakeholders to accept the necessary changes in a timely manner, including:
 - There is consensus amongst the target groups (RAE, Government, City) about the planned activities.
 - A needs assessment has been carried out through the UNDP Household Survey and provides baseline data for the project.
 - All responsible government and municipal institutions support the project and agree with the development concept and their roles and responsibilities in the project.
 - The city of Podgorica has timely agreed on the future development of zones A and B and accepted to change the existing DUP, on the territory of zone A accordingly.
 - New concept for urban development of Zone A of Konik area is designed and adopted by the Podgorica municipality
 - The main design for the housing and the communal centre are available.

- Special body responsible for management of the newly constructed housing units is available and adequate staff are allocated to this purpose.
- All relevant approvals for urban development changes and permits are obtained timely.
- Effective cooperation and communication is going on among all relevant institutions and at ministerial level.
- Measures in place to support the implementation of education support (RAE assistants recognized through MoES Law on Primary Education and Pre-school)
- Measures in place to support social housing.
- Measures in place to encourage employment for vulnerable groups.
- Status of IDPs resolved or measures taken to have this resolved in due course.
- Sufficient staff will be provided by the beneficiary to follow implementation of the project.

3.6 Linked activities

Roma Education Fund (REF) project on RAE education in conjunction with the MoES as part of the Roma Decade Action Plan or the Roma Strategy.

CoE Development Bank or the World Bank should be requested to support the project with non-refundable grants for Education and Employment.

CHERI: Challenging education for Roma inclusion (18 mths)

Podgorica, Niksic, Berane and Bar

MRC Cross-sectoral initiative on Preventative Health and Special Education for Displaced Roma in Konik (18 mths)

Providing civil society interventions in the social and health related areas. The specific objective is to strengthen cross-sectoral partnerships in the fields of special education, preventative health and social welfare for and with displaced Roma in Konik.

Partner: Danish Red Cross.

Target groups: state and non-state actors in Montenegro; displaced Roma; MRC

Final beneficiaries: 160 children (age 3-5); 70 children (age 5-7), 300 adolescents (age 10-18); 30 youth > 15 years old for second chance education; 30 adults for functional literacy and vocational training; 80 mothers (Family Centre); beneficiaries of MRC social programmes throughout the country; Montenegrin society

HELP/DRC/NGO Centre for Community Development (CCD)

The project aim is to support beneficiaries with the return to their country of origin and to provide income generation support.

3.7 Lessons learned.

Urban/housing

The HELP house in Podgorica was funded by the German government, UNHCR and HELP in 2005. The housing units in a multi-storey building are functional and well maintained by the residents. However, the residents are not paying a nominal (subsidised) rent, nor are they paying for utilities. Their rental contracts are not signed with the municipal landlord (Housing Agency). This reduces the level of sustainability of the tenancy agreement and does not make the RAE take responsibility for their own lives. It also does not encourage the Municipal Housing agency to carry out their duties as is within their competence.

Social integration

Intermediary positions between the RAE community and the majority population have been created in various countries for different issues, such as Roma Health Mediators (such as in Serbia, Hungary, Romania and Bulgaria) or Roma Advocates for legal and political issues (in Serbia and Hungary) and RAE assistants in the school.

Education

Providing books, scholarship and clothes to the children who go to school raises their self-esteem and helps to ensure school attendance as measured by previous experience in Hungary and Serbia. Providing a snack or meal keeps the children in school. Use of RAE assistants in the classroom is still a good way of supporting the RAE pupils in their Montenegrin language skills.

With the purpose to integrate RAE children in the classroom and to desegregate them, REF with MoES and MRC established the following objective: dispersing the children from Konik camp to schools in different parts of the town. This has not proved successful because the transportation should have been paid but a system for this was never put into place. The children are now not going to school at all. So instead of improving the education for RAE children this has only worsened the situation.

UNHCR, the Roma Scholarship Foundation (SFO), the Roma Education Circle and the Montenegrin Red Cross have all implemented various scholarship or education projects.

There is one project with high potential, but it is not implemented yet. This is the REF project in conjunction with MoES, which intends to close the satellite/branch school in Konik camp 2 in a phased manner. The approach is systematic and clear, and if implemented by the right organisation has a good chance to gain some success. The measure of success depends also on the other interventions that may take place at the same time (such as this project), which can have a catalytic effect.

Employment

A VET project of vocational training/literacy for 90 RAE (40% women) was conducted aimed at the fields of catering and personal services. The persons who regularly attended the programme had a monthly scholarship and the opportunity to take free driving and computer lessons (elementary computer course). 61 persons of the Roma population from Podgorica and Niksic between 15 and 40 years old finished successfully the programme and they passed the final exams. Part of the success of this project is the motivation of the students for the job training offered, but equally important is the fact that during the training they acquired some income to facilitate completion.

The Employment Agency together with UNDP has supported the development of entrepreneurship with 6 grants amounted to EUR 6,000. The beneficiaries of this project gained elementary knowledge of entrepreneurship and business. The following project ideas were financed: a locksmith workshop, the hairdresser's (2), a workshop for making Roma ethnic costumes, a service for repairing car radiators, and a service for repairing and maintenance of the road vehicles. The project had a success-rate of 30%. It has to be seen how viable these businesses are, but they seem to address a need.

Voluntary Return to country of origin

Since 2004 the number of returnees to countries of origin are available annually. In 2004 the total number of returnees was 387 (365 IDPs returned to Kosovo that year), while in the years following the numbers fluctuated between 234 and 189. On average around 25 families apply for voluntary return per year through programmes organised and implemented by UNHCR, BCR and the Ministry of Labour and Social Welfare.

4. Indicative Budget (amounts in EUR)

			TOTAL EXP.RE	SOURCES OF FUNDING								
				IPA CONTRIBUTION		COMMUNITY CONTRIBUTION					PRIVATE CONTRIBUTION	
ACTIVITIES	IB (1)	INV (1)	EUR (a) = (b) + (c) + (d)	EUR (b)	%(2)	Total EUR (c)= (x) + (y) + (z)	% (2)	Central EUR (x)	Regional/ Local EUR (y)	IFIs EUR (z)	EUR (d)	% (2)
Activity 1												
<i>Contract 1 (IPA)</i> Civil works		X	1,700,000	1,700,000	100							
Activities 2,3 and 4												
<i>Grant (IPA+ national contribution)</i>	X		1.300,000	800,000	61.5	500,000	38.5					
TOTAL IB	X		1,300,000	800,000	61.5	500,000	38.5					
TOTAL INV			1,700,000	1,700,000	100							
TOTAL PROJECT			3,000,000	2,500,000	83.3	500,000	16.7					

5. Indicative Implementation Schedule (periods broken down per quarter)

Contracts	Start of Tendering	Signature of contract	Project Completion
Contract 1. (IPA)	Q1 2012	Q3 2012	Q3 2013
Contract 2. (IPA + NC)	Q1 2012	Q3 2012	Q1 2014

All projects will be ready for tendering in the 1ST Quarter following the signature of the FA

6. Cross cutting issues

6.1 Equal Opportunity

The implementation will ensure that women and girls have equal opportunity. RAE women face significant discrimination regarding their status as RAE and also as women. Implementation will seek to enhance understanding in the area of equality and human/children's and minority rights. Special attention will be paid to the introduction of gender mainstreaming practices throughout the implementation of all planned activities and promote gender equality in combating poverty and social inclusion. Given that single parents (mothers) are identified as one of the most excluded groups of the society an effort will be made to introduce gender perspective into new innovative services and programmes targeting social exclusion.

6.2 Environment

Under this Project the health hazard in the area of Konik camp 2 will be eliminated and the environment protected from further damage through provision of efficient storm water drainage for prevention of toxic effluents entering the substrata and polluting the groundwater. All permanent buildings shall be connected to the city sewerage system.

The new development projects shall include the creation of green areas and tree planting and environmental education. .

6.3 Minorities

The minorities will directly benefit from this project as it will contribute to the durable solution of the RAE population in the Konik area. Apart from housing units that will be built, in the beginning only for the most vulnerable, but after 2012 for all RAE IDPs from

the Konik camps, education and employment measures will be implemented and through hands-on social measures it is hoped the RAE can enjoy adequate living conditions. It is expected that a number will choose for voluntarily return with support to Kosovo.

ANNEXES

- 1- Log frame in Standard Format
- 2- Amounts contracted and Disbursed per Quarter over the full duration of Programme
- 3 - Reference to laws, regulations and strategic documents:
- 4 - Details per EU funded contract

ANNEX I: Logical framework matrix in standard format

LOGFRAME PLANNING MATRIX FOR Project Fiche		Programme name and number	
		Identifying durable solutions for (IDPs and residents of Konik camp	
		Contracting period expires: three years after signing of the financing agreement	Disbursement period expires 1 year after the final date for execution of the contract
		Total budget : 3.000.000 €	IPA budget: 2.500.000€
Overall objective	Objectively verifiable indicators	Sources of Verification	
To ensure durable and sustainable solutions for RAE and other (IDPs residing in the Konik area, both those who wish to obtain residence and opt for integration in Montenegro, and those who wish to return voluntarily to their countries of origin.	RAE and (IDPs residing in Konik camps are integrated into Montenegrin society through provision of better living conditions and improved access to education, employment and social assistance. Residents who opt for voluntary return to their countries of origin receive appropriate support to facilitate their safe return.	N/A	
Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions
Provide RAE and other (IDPs in Konik with adequate living conditions and improved access to legal status, education and employment to enable their full integration in Montenegro. Enhance conditions for those who wish to return to their countries of origin.	<ul style="list-style-type: none"> 90 new housing units constructed for RAE (IDP families from Konik camps 1 and 2 and local vulnerable population Closure of Konik Camp 2 Significant increase of number of children either included in mainstream education or benefiting from adequately targeted education services Social and cultural skills of RAE (IDPs 	<p>Documentation and reports from resource centres</p> <p>Preschools/elementary schools documentation, Examination centre documentation</p> <p>Project progress</p>	<p>The following legal framework should be in place:</p> <ol style="list-style-type: none"> 1.Law on Ombudsman needs to be adopted to reinforce Law on Anti-Discrimination 2.By-laws should be harmonised with the Law on Foreigners 3.

	<p>developed</p> <ul style="list-style-type: none"> • Increased number of RAE (IDPs) covered by vocational trainings in order to provide better employment opportunities. • Status resolved for increased number of RAE (IDPs) • Conditions for voluntary return of RAE (IDPs) provided. 	<p>report</p> <p>Annual reports of the Ministry of Labour and Social Welfare</p> <p>National Social Inclusion reports</p> <p>Independent External evaluation at the end of the project</p> <p>EC Progress Report</p>	<p>Consensus amongst the stakeholders about roles and responsibilities</p> <p>Needs assessment carried out through the UNDP Household Survey which provides baseline data for the project.</p> <p>-New concept for urban development of Zone A of Konik is designed and adopted by Podgorica municipality</p> <p>-Special body responsible for management of the newly constructed housing units is established</p> <p>-Measures in place to support the implementation of education support (RAE assistants recognized through MoES Law on Primary Education and Pre-school)</p> <p>-Measures in place to support social housing.</p> <p>-Measures in place to encourage employment for vulnerable groups.</p> <p>-Status of IDPs resolved or measures taken to have this resolved in due course.</p>
Results	Objectively verifiable indicators	Sources of Verification	Assumptions
<u>Activity 1 Urban and housing development</u>			

Activity 1 Social housing development in the Zone A of Konik area			
Result 1.1 90 socially vulnerable households, including eligible RAE IDP households from Konik are provided with housing units connected to services and a community centre is built,	Indicator 1: Residents of housing units obtain occupancy permits Indicator 2 Community centre constructed and in use	<ul style="list-style-type: none"> • Documentation and reports on construction developed by contractor 	<ul style="list-style-type: none"> • DUP adopted • Beneficiaries move in and stay
		•	•
Activity 2: <u>Social Integration/Documentation/Education/Employment</u>			
Activity 2.1 Social Integration			
Result 2. 1.1: RAE adults and children have adapted to new conditions	Indicator 2.1.1 Families have settled into new environment and children have adjusted	<ul style="list-style-type: none"> • Project progress report by NGOs 	<ul style="list-style-type: none"> • Readiness of children to accept new life skills
Result 2. 1.2: Beneficiaries trained in civic education, rights rules, procedures and obligations	Indicator 2.1.2: x number of beneficiaries trained and practising civic duties	<ul style="list-style-type: none"> • Project progress report by NGOs 	<ul style="list-style-type: none"> • To encourage their children to accept new life skills
Result 2.1.3: Awareness raised about obligation to enrol children in school	Indicator 2.1.3 Increase the number of children enrolled in school	<ul style="list-style-type: none"> • Project progress report by NGOs 	
Result 2.1.4: Ensure that beneficiaries register with Employment Agency and with Social Centre	Indicator 2.1.4 75% of beneficiaries have registered with the Employment Agency and Social Centre	<ul style="list-style-type: none"> • Project progress report by NGOs 	
Result 2.1.5 Ensure beneficiaries apply for foreigner status so that beneficiaries are entitled to social welfare support	Indicator 2.1.5 100 % of beneficiaries have applied for foreigner status		
Result 2.1.6 Beneficiaries have received foreigner status with permanent residence by mid 2012	Indicator 2.1.6 50% of beneficiaries have received foreigner status by 2012	<ul style="list-style-type: none"> • Project progress report 	<ul style="list-style-type: none"> • Readiness of beneficiaries to live in new

		by NGOs	living conditions
Result 2.1.7 Beneficiaries receive training in disaster preparedness so they can help maintain their environment and assist authorities in their response to natural calamities	Indicator 2.1.7 x number of beneficiaries trained in disaster preparedness including environmental protection and x number participating in disaster response exercises	<ul style="list-style-type: none"> Progress reports by NGOs 	
Activity 2.2 Documentation : Result 2.2.1 Assistance provided in acquiring documentation for foreigner status	Indicator 2.2.1 x number of beneficiaries have obtained foreigner status	<ul style="list-style-type: none"> Project progress report by NGOs 	
Result 2.2.2.: Free legal counselling provided And administrative/court proceedings initiated where necessary	Indicator 2.2.2 1000 clients provided with free legal counselling and x number of court cases initiated	<ul style="list-style-type: none"> Project progress report by NGOs 	
Result 2.2.3 Registration in civil registries	Indicator 2.2.3 number of cases successfully resolved	<ul style="list-style-type: none"> Project progress report by NGOs 	
Result 2.2.4 Monitoring and advocacy with authorities	Indicator 2.2.4 Agreement between external agencies and Montenegrin authorities on progress made under access process criteria	<ul style="list-style-type: none"> Project progress report by NGOs 	
<u>Activity 2.3 Education</u>			
Result 2.3.1 Increased number of children in integrated kindergartens with improved education conditions	Indicator 2.3.1 % increase in number of RAE children in kindergarten	<ul style="list-style-type: none"> Kinderg. documentation Project progress report by NGOs 	
Result 2.3.2 : Pedagogical methodology improved	Indicator 2.3.2 New teaching methodology implemented/number of teachers and RAE assistants trained in new methodology	<ul style="list-style-type: none"> Project progress report by NGOs 	
Result 2.3.3: Knowledge of Montenegrin language improved	Indicator 2.3.3. Programme for basic language developed and introduced/numbers attending language classes	<ul style="list-style-type: none"> Project progress report by NGOs 	

Result. 2.3.4 Increase in number of children from Konik in state run primary education Result 2.3.5 Increase in integrated education	Indicator 2.3.4 . number of children in primary education in state schools increased by 15%/ number of dropouts decreased by 15% Indicator 2.3.5 number of RAE children enrolled in all schools in Podgorica increased	<ul style="list-style-type: none"> • Project progress report by NGOs 	
Result 2.3.6 Homework classes organised	Indicator 2.3.6 More than 50% of children from all grades involved in homework classes assisted by RAE assistants and youth activists		
<u>Activity 2.4 Employment</u>			
Result 2.4.1 : RAE beneficiaries undergo vocational training and training of trainers for relevant occupations in the labour market	Indicator 2.4.1 100 RAE beneficiaries trained and x number of trainers trained	<ul style="list-style-type: none"> • Employment agency report • Project progress report by NGOs 	<ul style="list-style-type: none"> • Adequate motivation of employees • Sufficient number of trainers
Result 2.4.2 RAE beneficiaries trained for seasonal occupations (including women and girls if possible)	Indicator 2.4.2 number of training materials developed, number of trainers trained and up to 100 RAE beneficiaries trained for seasonal occupations	<ul style="list-style-type: none"> • Employment agency report • Project progress report by NGOs 	
Result 2.4.3 RAE beneficiaries trained for self employment for different occupations	Indicator 2.4.3 number of training materials developed, numbers of trainers and RAE beneficiaries trained	<ul style="list-style-type: none"> • Employment agency report • Project progress report by NGOs 	
Result 2.4.4 Subsidies for establishing SME or start up for small businesses provided	Indicator 2.4.4 Minimum 10 RAE beneficiaries supported to establish and develop SM	<ul style="list-style-type: none"> • Employment agency report • Project progress report by NGOs 	
<u>Activity 3: Voluntary Return to country of origin</u>			
Result 3.1 Families have returned voluntarily to country of origin	Indicator 3.1 40 families return and stay		

Result 3.2: Financial support provided to families	Indicator 3.2 families opting to return receive 500 euro for startup in country of origin	<ul style="list-style-type: none"> Project progress report by NGOs 	
Result 3.3: Material support provided to families	Indicator 3.3 40 families receive in kind contribution to households	<ul style="list-style-type: none"> Project progress report by NGOs 	
Result 3.4: Legal support provided	Indicator 3.4 40 families have appropriate documents for return	<ul style="list-style-type: none"> Project progress report by NGOs 	
<u>Activity 4 : Technical Assistance</u>			
<u>Result 4.1</u> Project Unit established at government level	Indicator 4.1: Project Unit is coordinating all project activities		
<u>Result 4.2 Capacity building provided to facilitate the change of management responsibilities to local institutions</u>	Indicator 4.2 Local institutions are increasingly responsible for management		
<u>Activities</u>	<u>Input</u>		
<u>1. Urban and housing development</u> <u>2.1 Social integration</u> <u>2.2 Documentation</u> <u>2.3 Education</u> <u>2.4 Employment</u> <u>3.1 Voluntary return to country of origin</u> <u>4 technical assistance</u>	<u>Urban and housing and community centre –Works contract EUR 1.700.000 (IPA)</u> <u>Grant/Call for proposals EUR 1.300.000</u> <u>EUR 800,000 (IPA)/EUR 500,000 (NC)</u>		

ANNEX II:

Amounts contracted and Disbursed per Quarter over the full duration of Programme

Contracted	Q3 2012	Q4 2012	Q1 2013	Q2 2013	Q3 2013	Q4 2013	Q1 2014	Q2 2014	Q3 2014
Contract 1 (IPA)	1,700,000								
Contract 2 (IPA)	800,000								
Cumulated	2,500,000								
Disbursed	Q3 2012	Q4 2012	Q1 2013	Q2 2013	Q3 2013	Q4 2013	Q1 2014	Q2 2014	Q3 2014
Contract 1 (IPA)	170,000	410,000	410,000	410,000		300,000			
Contract 2 (IPA)		320,000			400,000		80,000		
Cumulated	170,000	900,000	1,310,000	1,720,000	2,120,000	2,420,000	2,500,000		

ANNEX III Reference to laws, regulations and strategic documents:

Law on Ombudsman needs to be adopted to reinforce Law on Anti-Discrimination;

By-laws with the Law on Foreigners should be addressed;

Language and cultural rights as ratified under the Framework Convention should be enforced or alternatives offered (RAE assistants position in schools strengthened).

ANNEX IV: Details per EU-funded contract

Two EUD contracts are foreseen.

The EUD contracts are:

Contract 1: Urban and housing and community centre –Works contract EUR 1.7m

Contract 2: Grant/Call for proposals EUR 1.300.000 (EUR 800,000 IPA and EUR 500.000 national contribution) primarily to provide services in terms of:

- Social inclusion
- Education
- Employment
- Voluntary Return
- Technical assistance

This will be a grant to an international NGO chosen through a call for proposals. The NGO can then sub-contract to other (local) organisations and/or institutional organisations (i.e. university). For the ownership of the project, the systematic approach and the inclusion of local Roma representatives and Roma staff it is important to have one central management unit.

For the voluntary return component the Montenegrin government and the relevant agencies (UNHCR, BCR) will be consulted. Go and see visits are organised, financial and material packages prepared and legal assistance provided.

Technical Assistance will be provided to the PU (the Project Unit at government level i.e. PIU) for coordination and financial reporting, supervision of the construction project and other activities relevant to the proper implementation of the project. The technical expertise from the PU should also provide guidance and advice to the implementers. A Steering Committee of all relevant stakeholders from the ministries, the capital of Podgorica, the RAE target community, and other actors will be set up.

The National Contribution will be included in the above Grant/Call for proposals.

A Steering committee (SC) will be established to review the progresses of the project. It will comprise of representatives of the Beneficiaries and the Contracting authority and will be supported by the Contractor. The SC may invite other stakeholders to

attend meetings where this will bring added value to discussion and outcomes of the Project. Its main functions are to:

- assess Project progress and guide it strategically;
- discuss any critical points for project implementation;
- draft recommendations affecting timing, cost or project quality and inclusion concept;
- assess the performance of the contractors and to comment and/or discuss the contractors' reports.

The SC will meet every three months.