

United Nations Development Programme Bratislava Regional Centre

Improving institutional capacity and monitoring capabilities at central and local level for decreasing vulnerability of Roma in Western Balkans

Brief description

The project “Improving institutional capacity...” intends to **decrease vulnerability and human security risks Roma are facing** through improving their access to social services and development opportunities at local level. For that purpose **the capacity of both local and central level institutional frameworks involved in provision of social services will be expanded and redefined** gradually shifting the focus from social assistance to pro-active social support with more welfare-to-work elements in the existing systems of employment promotion. In particular, the project will assist the Central Governments in their efforts to implement the **National Action Plans for Roma Inclusion** adopted within the “Decade of Roma Inclusion” initiative supported by UNDP.

The project implemented in Montenegro, Serbia and the province of Kosovo is part of broader initiative UNDP is involved in targeting the most vulnerable populations in the region. It will have positive impact on other vulnerable populations as well. All vulnerable groups will benefit from a reformed system of social support and employment intermediation, which is a major expected outcome of the project. Roma however are overrepresented among most vulnerable groups (those living in extreme poverty; facing housing security threats; deprived of education etc.) and will be primary beneficiary of the project. The project has two major priority areas:

1. Supporting institutional capacity and policy support at national level
2. Improving infrastructure for social assistance through expansion and redefinition of the existing support frameworks

At regional level, benefiting from the international organizations’ and Governments’ sensitivity to Roma plight, the project will be focused at providing more targeted, effective and efficient actions for decreasing Roma poverty and exclusion. These strategic objectives are seen as intrinsically linked to the **Governments’ commitments to meeting the Millennium Development Goals**, their efforts to move closer to **EU membership** criteria and standards as well as to their **commitments within the Decade of Roma Inclusion**.

Experience of other development actors will be widely used as well as building blocs of specific solutions to specific challenges at national and local levels. Positive experience will be studied from the perspective of its replicability in the Western Balkans. Even more important will be conceptualizing the negative experience, the “development failures” to avoid their repetition in the future.

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SIGNATURE PAGE

Multi country regional project

Expected Outcome(s)/Indicator (s):

Outcome: National actors are better equipped to respond to human poverty challenges faced by vulnerable groups

SL 1.2 Pro-poor policy reform to achieve MDG targets

Expected Output(s)/Indicator(s):

Output 1: Regional component - Providing more targeted, effective and efficient actions for decreasing Roma poverty and exclusion through the Governments' commitments to meeting the Millennium Development Goals, their efforts to move closer to EU membership criteria and standards as well as to their commitments within the Decade of Roma Inclusion; Output 2: Montenegro component - Poverty reduction in targeted Roma communities through ensuring improved and sustainable social inclusion, better employment and development opportunities; Output 3: Serbia component - Support to the Government of Serbia and other relevant stakeholders to address in a sustainable manner the problem of vulnerability in the country; Output 4: Kosovo component - Strengthening capacities of central and local authorities in developing and implementing policies addressing RAE issues, strengthening RAE Community participation in the process of decision making, livelihood stability and strengthening community and municipal capacity through the community initiatives that involve RAE

Implementing partner: UNDP, DEX

Partners: UNDP BRC, UNDP CO Serbia, UNDP CO Montenegro, UNDP CO Kosovo, UN Volunteers (to be determined)

Programme Period: 2006-2010

Programme Component: Poverty reduction and economic development

Project Title: Improving institutional capacity and monitoring capabilities at central and local level for decreasing vulnerability of Roma in Western Balkans

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Project Duration: January 2007- December 2009

Total budget: eq. of EUR 2.698m

Allocated resources: _____

• Government _____

• Regular _____

• Other _____

○ SIDA EUR 2.698m

Agreed by UNDP: _____

/Ben Slay, Director, BRC/

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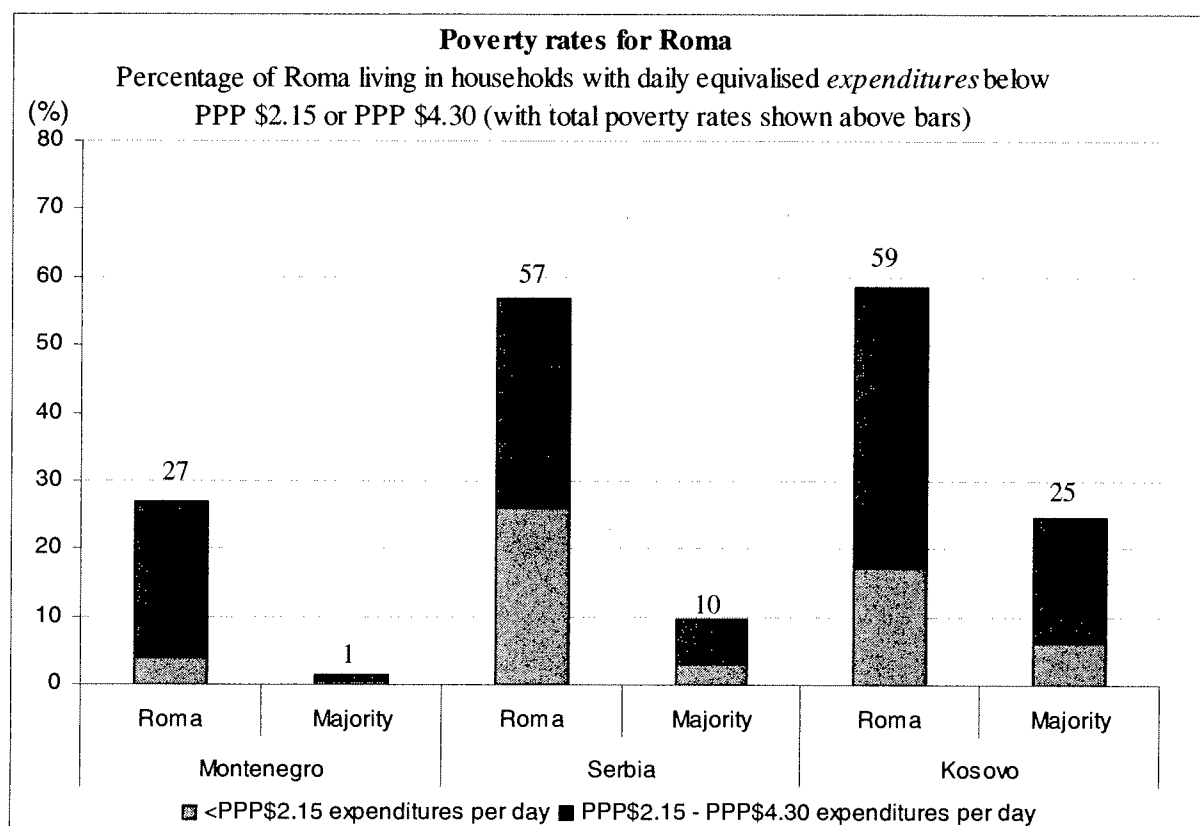
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1. Situation analysis

1.1. Regional setting

Roma are among the most vulnerable in the Western Balkans. Data available from a regional comparable survey conducted in 2004¹ suggest that it is crucial to address in a sustainable manner the social inclusion of the vulnerable groups. There can be many criteria for vulnerability (ethnic or religious minorities; old age populations' single parents; people with disabilities; refugees and IDPs; former combatants etc.). Not all of them however are equally vulnerable and can equally benefit from the existing systems of social support. In particular, Roma, refugees and IDPs² are still deprived from access to those systems for variety of reasons. Those reasons are both of discriminatory nature and indirect outcome of "ethnic neutral" events affecting disproportionately Roma. Attention of development organizations is usually focused on discriminatory aspects. However the experience from a decade and a half of Roma-targeted projects suggests that a more comprehensive, systemic approach to issues of exclusion is necessary.³



¹ UNDP conducted recently the most comprehensive survey on vulnerable groups in SEE covering Roma, IDPs, refugees and majority population living in close proximity to Roma. For details see <http://vulnerability.undp.sk>.

² The distinction between those groups is not always clear-cut. For example, in many countries Roma are overrepresented among refugees and IDPs. Also among Roma a specific sub-group constituted by returnees from Western Europe and others countries providing temporary shelter during the Balkan wars of the 1990s should be distinguished.

³ For more details on the systemic causes of exclusion see "Roma in CEE: Avoiding the Dependency Trap," UNDP Regional Report, Bratislava 2002.

The unique position of Roma as a huge “diaspora without a state behind it”, without own resources, religious, or educational institution, determined the specificity of the experience and suffering they faced during the recent Balkan wars. Roma simply found themselves in the whirlwind of the war, mercilessly chased and driven out of their homes by all of the fighting parties.

From the human security perspective, those groups need closer attention – at least for the reason that being minorities, their voices (and interests) are not articulated and defended well enough. On the other hand, resolving of the problems of these groups is in countries’ long term interest as a precondition for societal integrity in the long run. Finally, sustainable integration of those populations in their societies is tightly linked to EU Integration and Social Inclusion processes, the “Decade of Roma Inclusion” implementation, and resolving the post-Dayton refugee problems by the end 2006 etc.

The problems vulnerable groups are facing range from “traditional” employment security, insufficient incomes to lacking identity documents, registration, formal access to social support systems. This is partially the reason why many donors and national level institutions express huge interest in projects targeting Roma. There is a plethora of projects around – **but most of the projects are small addressing particular issue without broader comprehensive framework in which individual interventions would reinforce each other.** The current project will fill this gap providing such a comprehensive integrated approach focusing on systemic sources of exclusion and removing them.

The general patterns of Roma exclusion (a combination of dependency, prejudices and low education) materialize in specific national context. To adequately address those two aspects of the issue a combination of regional and local level actions specific to each country setting is necessary. This is exactly the logic of the project, which embeds the national specific components into a comprehensive regional conceptual framework.

As data in the graph shows, most Roma in all countries of the region fall into the category of “vulnerable.” In this regard they require special policy attention so that the challenges they face are properly tackled at policy level. Countries covered in this project however face also the challenge of another important humanitarian problem – those of displaced persons. Roma in these countries also face the double burden facing challenges that are associated with Roma and in addition being displaced. This is the reason why this project focuses at Montenegro, Serbia and the province of Kosovo.

The scope of countries is not exclusive though. The experience, the knowledge and good practices generated within the project are expected to be applicable to other countries in the region as well. This is why an important element of the regional component of the project would be knowledge codification and knowledge sharing. Also deliberate efforts will be made to expand the project to other Balkan countries and attract additional donors, which are also important elements of the regional component.

1.2. Country-specific contexts

1.2.1. Montenegro

The Parliament of the Republic of Montenegro declared independence of Montenegro on June 3, 2006 based on the outcome of Referendum on Independence held on May 21, 2006. Thus Serbia and Montenegro State Union was peacefully dismissed. The referendum was organized in accordance with the EU recommendations, standards, and monitoring and technical support. Montenegro independence is getting wide international recognition and the country was officially recognized and granted UN membership as July 28, 2006. Early European Union (EU) accession remains strategy and high priority while the country is looking for soon continuation of the negotiations on Stabilization and Association

Agreement with EU. Montenegro's ruling coalition garnered a large majority again in the elections as of September 10, 2006.

The decade of the 1990s for Montenegro was a decade of deep economic, social and political crisis and the effects are still very present. Despite some economic reforms encouraging trends⁴, 12,2% population lives below the absolute poverty line⁵, while 30% population is economically vulnerable. In terms of regional disparity, high poverty rate in the North 19.3% (45% of total poor). There in the still sensitive post referendum/pre-elections period, the considerable political polarization could potentially grow into social tensions and instability. If measured by the deciles ratio of 7.0, Montenegro is positioned in the top of West Balkans in inequality terms (gap between rich and poor). Furthermore, Transparency International's 2004 Corruption Perception Index for Serbia and Montenegro ranks 2.8 on a scale of 10⁶, typical of countries with high levels of corruption.

PRSP indicate that, along with Kosovo IDPs (Internally Displaced Persons) and refugees (Bosnia and Herzegovina and Croatia), **Roma are by far the most vulnerable and socially excluded group in Montenegro**. Presently, the IDPs and refugees caseload make 4% in the total population while IDP legal status is to be re-determined. The IDPs voluntary return is largely pending on availability of sustainable funding but primarily on Kosovo status i.e. in scenario of Kosovo independence IDPs are expected to largely opt for local integration in Montenegro.

There are some 20,000⁷ domiciles Roma, and 4.95⁸ IDPs Roma and Egyptians from Kosovo. The project cover and approx. 35-40% Roma (2-3 areas); dominantly domicile Roma but IDP Roma respectfully cause of their similar position and cause IDPs massive return prospects to Kosovo, at least in the near future terms, are not feasible. In subcomponent of personal identification documents (IDs) facilitated obtaining the project would seek to cover majority of domicile Roma population.

A Household Survey on Roma, IDP and Refugees conducted in 2003,⁹ complementary to PRSP, shows the following discouraging data: **Roma poverty rate is the highest - 52.3%** for domicile Roma and 46% for IDPs; Roma 76% is of income under the national poverty line, indicating that Roma is five times poorer. In the unregistered labour share¹⁰ 40% Roma earn for their living. Roma traditionally does the lowest skilled and the lowest paid jobs. Since 75% is illiterate their competitiveness in the labour market

4 According to Economic Reform Agenda (April 2005) GDP in 2004 achieved a real growth of 3.7%; inflation rate was 4.3%; unemployment rate 24.9%; share of expenditures in GDP in 2004 was at the level of 27.9%; budget deficit at the level of 2.1%; Human development index increased from 0.766 (2001) to 0.788 in 2004

5 The absolute poverty line is defined as the total expenditure below the expenses of the minimal consumer goods basket (€ 116. 2 per consumer unit) - Development and Poverty Reduction Strategy (DPRS i.e. PRSP) Montenegro, November 2003.

6 Transparency International, CPI for 2005, see <http://www.transparency.org/>

7 Data source: Poverty Reduction Strategy (PRSP) Montenegro, 2003.

8 Official data on IDPs provided by Commissariat for Refugees and IDPs of Montenegro and UNHCR as of September 2005. For numbers of domicile Roma source is PRSP (2003) based on the NGOs assessment (2003).

9 Visit link: http://www.undp.org.yu/montenegro/files/reports/Household%20Survey%20ISSP_UNDP_eng.pdf

10 Unregistered labour is in cash paid labour outside the official tax and contributions channels/systems i.e. no personal income tax and contributions covered. Unregistered labour is estimated 30% share in total labor in 2005.

is additionally limited. Roma are affected by employers' hidden discrimination¹¹ while Roma IDPs in particular, face the language and a non-resident employment tax barriers, too. The survey further estimates that 25% Roma residents are not in possession of one or more personal documents necessary for gaining access to the public services and the other citizens' rights and entitlements.

These being long-term challenges, Roma human rights, socio-economic position and living standard improvement, in terms of social security system are feasible to be achieved in the short and mid-term perspective. Addressing challenges of equal and sustainable Roma access to the public services and Roma empowerment are this project's priorities. However, the project avoiding potential dependency traps has a clear development focus and it takes the stakeholders', primarily of the Government joint, constructive endeavours and commitment. The project goes beyond the traditional social safety scope. Beside its gender sensitivity it also focuses on employment opportunities for sustainable social inclusion. These project's long-term objectives should be supportive of creating of an environment supportive of Roma own endeavours for their position improvement.

1.2.2. Serbia

During the nineties, Serbia has experienced an economic and social breakdown. Authoritative regime and numerous mistakes in economic policy, international isolation, collapse of the former Socialist Federal Republic of Yugoslavia market, wars in the surrounding and NATO bombing of the country in 1999 have altogether caused a sharp decline of GDP, total and per capita, by 50% respect to the previous decade which ranked it one of the lowest in the Europe. Industry was utilizing only 20-30% of its capacity. Banking sector was on the brink of bankruptcy. Official unemployment rate exceeded 30% and among the employed every third was a surplus. Economic isolation favoured the development of grey economy (which in volume reached half of the domestic product), corruption and organized crime. Difficult economic and social situation was additionally aggravated by a huge inflow of refugees from BiH and Croatia and internally displaced persons from Kosovo and Metohija (which in some years reached almost 10% of Serbia's population). All that contributed to a dramatic fall of standards, increase of poverty, decay of the social values, exclusion from world and development trends, apathy of the majority of population and lack of perspective - particularly among the young generation. In short, together with the deep economic crisis worsened all dimensions of the human development.

Favourable conditions for economic recovery and new development strategy in Serbia emerged after the radical political changes in the October 2000. At that time, the new democratic Government faced two equally serious problems. On the one hand, after what they have been through in the nineties, citizens expected a rapid economic recovery and immediate increase of living standard. On the other hand, in order to catch up after a ten-year delay in transition processes with other countries of Central and Eastern Europe, it was necessary to accelerate socio-economic reforms, some of them being painful.

Although the main macroeconomic indicators for 2004 show a positive trend in the increase of GDP, real wages and salaries, dramatic increase of foreign trade deficit, huge public expenditure, modest increase of foreign direct investment and unexpectedly high inflation rate of 13.7% point to the danger of future macroeconomic instability and lack of structural reforms. There is still no consensus on reforms and European orientation of Serbia. Many reckon that this process will be a long one and that the price reflected in the low standard of living and a high rate of unemployment could be too high. Such situation is used by the populists, promising immediate short-term improvements in the living conditions regardless of the subsequent negative consequences (high inflation, loss of interest of foreign investors, increase in the country's debt and further social segregation).

¹¹ Report on Roma Access to Employment in Montenegro, Council of Europe, 2005

The 2002 census indicates 100,000 individuals belonging to the Roma minority. This number is considered as not corresponding to the reality on the ground – experts' estimates suggest that the number of Roma may be as high as 500,000 persons. Also in Serbia Roma are among the most vulnerable. In addition, part of Roma population faces double risk of vulnerability – being marginalized on ethnic grounds and being displaced. Some 140,000-300,000 displaced persons from Bosnia and Croatia live currently in Serbia (of which 140,000 registered refugees and some 160,000 former refugees deserving support in the process of integration). In addition some 208,000 are displaced from Kosovo, and significant number of them is Roma (with the new political outcomes in Kosovo, these individuals may change status and become refugees, while their overall number may be increased with the arrival of new caseloads from Kosovo later this year). Finally some 50,000-100,000 individuals are returnees from Western Europe and among them the share of Roma is also significant.

If we add to this number the high number of representatives of national minorities, other than Roma, currently living in Serbia whose number amounts to up to 1,130,000, as per the 2002 census, the number of vulnerable population in Serbia would sum to 1,628,000 (without including national minorities) -2,238,000 (including national minorities) people of which 100,000-500,000 are Roma (two figures are due to the fact that not all of these individuals are covered/registered by the official census/registration exercises). But even taking as a basis the lowest (conservative) estimate, the fact that the overall number of registered citizens in Serbia is approximately 7.5 M (Serbia without Kosovo) as per the census conducted in 2002, the magnitude of the challenge is clear.

The studies recently conducted to analyze the situation of vulnerable groups in Serbia (and in SEE)¹² indicate illustrative data that describe in details the vulnerability of Roma and other populations living in economically depressed areas. Data shows that the share of persons living on less than 4.3 USD per day in purchasing power parity (PPP) terms – among vulnerable groups in Serbia rank noticeably high. While 58 percent Roma and 40 percent refugees and internally displaced persons (IDPs) live in poverty, this is the case with only 9 percent members of the domicile non-Roma living in close proximity to Roma. There are no data on chronic or persistent poverty in Serbia, yet it is generally acknowledged that the shares of Roma who live in chronic poverty conditions are much higher than those of the domicile non-Romani respondents or refugees/IDPs, as in many parts of central and east Europe ethnicity, and particularly being Romani, presents an important factor in instigating chronic poverty.¹³ Lack of employment is one of the main reasons for poverty among the Roma. 51% of Roma are unemployed compared to 19% of the general population. The situation of Roma women is even worse with an unemployment rate of 72% compared to 35% for men. As in the other countries, early drop-outs of education are a major problem as a drastic decline in enrollment rates in primary education shows (76% for children with the age of 12, 68% with the age of 13 and to 34% for children with the age of 15). Girls drop out of school much earlier than boys. While the percentage of girls attending school in primary education is close to the one of boys (ratio is 0.99), it drops considerably in secondary education (0.62). The life expectancy of Roma is generally estimated to be ten years lower than that of the non-Roma,¹⁴ where the latter is 73 years according to the

¹² *Faces of Poverty, Faces of Hope*. Regional Vulnerability Study on Roma, Refugees and IDPs, UNDP: Bratislava, 2005; *National Vulnerability Study for Serbia*, UNDP S&M, Belgrade 2006 (forthcoming); *Strength of Diversity*, National Human Development Report for 2005 for Serbia. UNDP: Belgrade; 2005; *MDG Review for Serbia 2005*. UNDP: Belgrade, 2005; *Analysis of the Situation of Internally Displaced Persons from Kosovo in Serbia and Montenegro: Law and Practice (IDP Legal Gap Analyses)* prepared by international agencies IDP WG; *Analysis of Potential for Roma Involvement in the Recycling Activities* – under preparation

¹³ Chronic Poverty Research Centre, *The Chronic Poverty Report 2004-5*. Manchester: Chronic Poverty Research Centre, 2004, p. 83.

¹⁴ Heather Doyle, "Improving Access of Roma to Health Care through the Decade of Roma Inclusion", *Roma Rights*, Nos. 3 and 4, 2004, p. 43.

World Health Organization data on Serbia for 2003 – only 16 percent of the surveyed Roma reached the age over 50, while the national average for this age category is 35 percent, according to the 2002 census. These figures suggest that urgent policy action is needed to break the cycle of exclusion and marginalization of Roma and displaced populations.

1.2.3. Kosovo

Political instability continues with the undecided future of Kosovo related to the consequence that may have further population migration to different parts of Kosovo, requiring a response of humanitarian assistance. Political instability at the central government level also tends to lead to stasis in legislation and policy reform.

The Roma, Ashkaly and Egyptian Communities are perhaps the most marginalized in Kosovo and in the whole region (South-Eastern Europe). Estimates from Kosovo Statistical Office¹⁵ suggest that 2.3% of estimated 1.9 million of Kosovo population are Roma, Ashkaliy and Egyptians groups. They generally live in the towns, neighbourhoods called "Mahalas". The largest percentage of RAE population, compared to the majority population, is present in five districts in Kosovo: (Prizren– 5%, Peja/Pec – 4%, Gjilan/Gnjilane, 3%, Ferizaj/Urosevac– 3%, Mitrovica – 2%).

Within some of the regions in Kosovo such as Peja/Pec and Prizren, Ferizaj/Urosevac RAE communities are often more integrated into local municipal structures and implementation of the local initiatives. The history of the relation between RAE communities and majority has changed gradually during the last few years resulting in the desegregation of these communities in fields such as employment, housing and education. Increased efforts of the part of Government, Local Institutions, and Civil Society Sector should be made towards improvement and promotion of RAE employment in the public administration and institutions, private companies, local and central level. The majority community would simply be facilitating and supporting implementation in this respect working towards decreasing exclusion as much as possible.

The Kosovo Human Development Report 2004¹⁶ showed that most pronounced extreme poverty in Kosovo is in the RAE community. RAE community faces major challenges such as isolation, language barriers, exclusion, marginalization, lack of effective government strategies to deal with RAE issues, which all contributes to the perpetual cycle of poverty. Economically, the RAE are the poorest of the poor in every Kosovo region. Poverty levels are highest among this community (78% live on less than USD \$2 per day). RAE also experiences a high rate of unemployment. Some 75% youth (aged 15-24) are unemployed, while 90% RAE women in this group are unemployed. Many adults have stopped looking for work because of the prejudices they face and skills they lack. Early drop-outs of education are a major reason for the lack of skills as the drastic decline in enrolment rates in primary education shows (74% for children with the age of 10, 64% with the age of 11 and to 53% for children with the age of 12). Girls drop out of school much earlier than boys. While the percentage of girls attending school in primary education is already lower than the one of boys (ratio is 0.82), it drops severely in secondary education (0.27).

RAE women are often the victims of twofold discrimination, both as women and as RAE. They enjoy a limited degree of autonomy within the family, they enter the process of biological reproduction rather

¹⁵ The last official registration of population in Kosovo was done in 1981

¹⁶ UNDP Kosovo Human Development Report

early, they are active during the entire period of fertility, they take care of a large number of children and, at the same time, they are also engaged in economic activities of the family.

A large number of RAE left Kosovo after 1999 and sought asylum in Western European countries, particularly in Federal Republic of Germany where, according to estimations, some 30,000-50,000 RAE from Kosovo enjoy the status of temporary protection. However, most of these people have been refused the asylum so they will be repatriated in near future.

On the political scene, RAE do not constitute a large electorate at central level, but in municipalities where they are living, they could be very important constituency; those few in political position are appointed by international municipal administrators who recommended their appointment by the SRSB to municipal assemblies. The Kosovo Constitutional Framework allocated a minimum number of seats to specific minority groups including RAE.

2. Strategy, objectives and UNDP role

2.1. Regional level strategy

At regional level, benefiting from the international organizations' and Governments' sensitivity to Roma plight, the project will be focused at providing more targeted, effective and efficient actions for decreasing Roma poverty and exclusion. These strategic objectives are seen as intrinsically linked to the **Governments' commitments to meeting the Millennium Development Goals**, their efforts to move closer to **EU membership** criteria and standards as well as to their **commitments within the Decade of Roma Inclusion**.

2.1.1. International commitments and policy frameworks

The Millennium Development Goals and their accompanying targets originate from the Millennium Declaration signed by 189 countries, including 147 heads of state, adopted at the Millennium Summit held at United Nations in September 2000. These goals, and the time-bound targets and quantified indicators that accompany them, are instruments for addressing the world's most important development challenges. UNDP supports governments to adapt this global initiative to national circumstances and elaborated nationally-tailored MDG strategies, including national targets and indicators. Meeting the MDG targets by looking only at national averages however can blur certain development challenges occurring at sub-national level or for particular groups of the population. In the context of the countries in SEE the real challenge is to meet the MDG targets at local level and for vulnerable groups such as Roma. This project embraces this idea and by providing development opportunities for vulnerable groups in order to move towards **achievement of the MDGs for the whole society**. This will be one of the regional priorities of the project falling within Regional Priority Area 1.

The last few years the attention to Roma issues in the region has been increasing, both on the side of national governments and international organizations. One important reason for that is the vision of EU membership that most countries in the region share. Improving the situation of vulnerable groups and of Roma in particular are important criteria that countries need to meet for progressing towards EU membership. Hence, addressing vulnerability in all countries covered by the project is strictly linked to the process of **European Integration** that represents the single most important developmental priority of the country in the forthcoming period. For that purpose capacity of various institutions needs to be improved so that the process of social inclusion as defined in the EU Social Inclusion Agenda can set off. Particularly important is to improve statistical capacities to identify and monitor social inclusion in these countries according to the EU Social Inclusion Indicators. This will be the regional Priority area 2 of the project.

The third regional policy framework the current project fits in is the **Decade of Roma inclusion**. Serbia and Montenegro are official members of the Decade and thus pledged to close the gap in welfare and living conditions between Roma and the non-Roma in their countries, and to break the vicious circles of poverty and social exclusion. The governments have designed National action plans that set out objectives and targets in the areas of education, health, employment and housing, which are to be implemented and achieved over a timeframe of ten years. These National Action Plans correspond to the target-setting of the MDGs with their emphasis on poverty, employment, education, health and housing. However, the next step is to move from target-setting to implementation of concrete activities in order to achieve these Decade objectives and thereby National action plans and Millennium Development Goals. Most of this work has to take place at national level (and is reflected in national components of the project) but it also requires important regional aspects. These aspects will constitute Regional Priority area 3. Additional important element of the Decade process is expanding its scope and including other governments in the region in the Decade.

2.1.2. Quantitative data collection to measure vulnerability

The project derives from the work done by UNDP on vulnerability and quantitative data collection in the region. Quantitative data on the status of Roma, refugees, IDPs is often not collected through the regular national statistics. The lack of quantitative data on Roma and other vulnerable groups is one of the biggest problems in addressing poverty, social exclusion and its causes. Without data that identifies magnitudes and correlates of poverty, the elaboration of targeted policies for their inclusion is made difficult. In 2002 UNDP carried out a large-scale survey on the situation of Roma in five Central and Southeast European countries: Bulgaria, the Czech Republic, Hungary, Slovakia, and Romania. The resulting regional human development report (*Avoiding the Dependency Trap*) analyzed the status of Roma from a human development perspective in these countries and was the first analysis deeply rooted in quantitative data. As a follow up, in 2004, UNDP carried out a similar survey to fill the gap of data on Roma and displaced persons in nine countries in Southeastern Europe. The resulting report provides an in-depth analysis of the determinants of vulnerability in the areas of poverty, education, employment and health and security.¹⁷ The current project will build on the data and experience UNDP has gained. Data and relevant information is seen as important prerequisite for adequate policy design and successful policy implementation, which will be reflected in all components of the project.

2.1.3. Generally principles of intervention

Policies intended to decrease vulnerability during the last 15 years in Southeast Europe (and not only) have suffered from the absence of a consistent conceptual framework. Policies have focused more on treating symptoms than causes, and have often been developed on a case-by-case basis (sometimes in response to humanitarian disasters) without a clear conceptual underpinning. Finally, individual interventions often tend to be group-oriented contributing to fragmentation of local communities. In the Balkan context with fresh experience of ethnic-based (or ethnic-worded) conflicts such interventions are far from sustainable.

This is why the current project is built along some general principles of intervention equally applicable to all national components:

Non-discrimination

Non-discrimination should be the second pillar of inclusive policies. Legal frameworks for non-discriminatory policies exist in all Southeast European countries, and are likely to undergo further development as these states transpose the *acquis communautaire* as part of EU integration and accession

¹⁷ See UNDP 2006, *Vulnerability in the Balkans: Development Challenges for Roma and Displaced* (forthcoming).

processes. At present, however, these frameworks are not fully developed, and capacity gaps in state institutions (particularly the courts) and civil society limit their implementation. Still, the belief that legal and policy frameworks should ensure fair treatment *regardless of ethnicity*, in order to encourage *equality of opportunities* (as opposed to equality of outcomes) seems widely held in Southeast Europe. The belief can be channeled into support for social policy targeting based on vulnerability (as opposed to ethnic) criteria.

Recognition of joint interest

Recognition of joint interest in mutually acceptable solutions to problems of vulnerable populations is an obvious precondition to finding these solutions. This recognition must form the basis of any dialogue, in order to gain the support of the broadest set of constituencies and avoid the perception that development intervention is benefiting one groups at the expense of the others. This is why all national components have deliberate communication elements intended to deliver the message that addressing the issue of Roma development opportunities is in the interest of Roma and majorities alike.

Reducing dependency

High rates of poverty and unemployment leave Roma households heavily dependent on social welfare payments. These payments can exacerbate problems of vulnerability by weakening incentives to improve labour market competitiveness. The failure to leave the social safety nets today can reduce the likelihood of breaking this dependency cycle in the future. In order to reduce this 'culture of dependency', the project will have deliberate focus on "Welfare to work" measures.

Redefinition of existing structures for inclusion

A major element of the regional strategy equally translated into the national components of the project is the focus on improving institutional capacities to identify and address vulnerability issues at national and sub-national levels. Redefinition – and not substitution – of existing structures for inclusion, employment promotion and social support is seen as key to sustainable development that decreases dependency. This is why the project will contribute to the process of reform and redefinition of the existing structures so that they are more responsive to the challenges vulnerable groups and Roma in particular are facing.

Including Roma in the process of Roma inclusion

"Nothing for Roma without Roma" has gained the informal status of an axiom. Unfortunately this statement is still in the area of good intentions (if not just lip-service). On the other hand lack of 'critical mass' of educated Roma and Roma elite is a major constraint to inclusive policies. Targeted support of young Roma individuals in their educational and professional development will constitute Regional Priority area 4.

Gender sensitivity

As seen from the data analysis from the "Vulnerable Groups Survey" the challenges Roma are facing have explicit gender dimension. Roma women are disproportionately hit by unemployment and face the additional burden of the household care. Roma girls have lower enrolment rates, fall out from school earlier. The early marriages make it difficult (if possible at all) their socialization as individuals beyond the traditional roles of mothers and spouses. The situation is complicated as in addition to 'usual' barriers that a woman faces in a given society, Roma women suffer more from stigma and exclusion of their own groups, and thus have even more difficult access to opportunities.

The project addresses all these challenges as well. Although not directly challenging the traditional division of roles, it employs a set of incentives that promote the inclusion of Roma women beyond the traditional roles in the family. This is particularly the case of involvement in education and targeted support of professional realization of Roma girls.

Environmental aspects

Environment is an area, which is rarely associated with Roma projects. However it is related to wellbeing of Roma at least in two ways. First, many Roma ghettos are lacking basic sanitation facilities as sewage and access to safe water. Second, Roma are often involved in recycling and garbage collection, which may be hazardous from environmental perspective. This is why, although not directly linked to environmental issues, project has important environmental dimensions. Improving living conditions of Roma to more environmentally-friendly ones is an area addressed in all national components. Second, environmental technologies can be an important area of future employment opportunities. The project builds on UNDP experience in this regard.

2.2. National level strategies

All the regional priorities outlined above translate into national-specific contexts. This is why the project addresses most of the challenges in a country-specific set of activities implemented within national-specific strategies. In all four countries the activities are aligned to and complement government strategies for Roma (through the Decade of Roma Inclusion Action plans, MDG strategies or national Roma strategies), thus ensuring local ownership of activities.

2.2.1. Montenegro national strategy

The marginalized groups inclusion, human rights and sustainable development along with the issues of fighting social exclusion and poverty are national, EU pre-accession major policy priorities. The Government, within UNDP supported participatory process, developed and adopted PRSP in 2003. Along with recognizing and elaborating poverty, defining disadvantaged, vulnerable groups, etc., PRSP outlines some 400 projects but with no adequate funding allocations, prioritisation, indicators or monitoring system.

PRSP identified the most vulnerable group, Roma were dedicated two extra, strategic, milestones national documents - *National Action Plan for The Decade of Roma Inclusion 2005-2015*¹⁸ (NAP) based on The Decade of Roma Inclusion regional initiative, and *Strategy for Resolving the Issues of Refugees and IDPs in Montenegro (2005)*¹⁹. The NAP identifies: Education, Unemployment, Housing and Health for main areas of intervention, implying long term comprehensive planning, and the respective both governmental and non-governmental actors capacity building and the concrete projects' support. *Strategy for Resolving the Issues of Refugees and IDPs (2004)* overall objective is to seek to durable resolve refugees and IDPs status (total 26.521 – 31,9% refugees and 68,1% IDPs) by 2008. Local integration by far seems to be the most likely durable solution for the majority. In that case scenario, it would imply a rather drastic increase of new vulnerable citizens the Montenegrin underdeveloped system should serve. Roma Women are additionally addressed in “*The National Action Plan for Gender Equality in Montenegro*”²⁰ and by a separate, still in draft NAP on Roma Women. These strategic' documents and new Social Security Law (2004) enforcement is still to come and the main challenges, like: general lack of capacity, insufficient funding, underdeveloped local level capacities, inappropriately decentralised social security system, the Government's long-term commitment and under funding, etc. and the system's pace of acceptance of the European standards are yet to be addressed.

18 <http://www.gom.cg.yu/eng/mininos/vijesti.php?akcija=rubrika&rubrika=1370>

19 <http://www.vlada.cg.yu/biblioteka/1110208641.doc>

20 The NAP is developed by Office for Gender Equality of Government of Montenegro. It is supported by UNDP Sub-regional Gender project.

Having recognized the strong commitment, ongoing efforts and MDGs relevance, UNDP Montenegro is strongly dedicated to this the most disadvantaged group status improvement and it allocated a portion of its core resources for. Further, UNDP ensured this proposal relevant intensive consultation are thoroughly conveyed, incorporated in and the project context confirmed with the Government representatives in charge, the other key project's partners and the concerned international agencies (the present UN agencies Council of Europe, OSCE, OSI, etc.).

UNDP has built relationships with both the Government and the respective NGOs. NGO Capacity Building program (2001-5) supported Roma NGOs situated in the less developed regions, too. These NGOs were empowered and facilitated participation in PRSP design and the NAP development; they were provided the tailored trainings and grants' support for the projects that have brought local problems up to the policy level. The program has strengthened Roma NGOs constructive cooperation that has recently resulted in Roma NGOs coalition establishment; the NGOs credibility building and it upgraded their technical expertise. UNDP further supported the NGOs to implement the small-scale community based programs (IDs acquisition, capacity building, organic waste treatment & etc. programs) that are valuable experience and from this project perspective considered pilot projects.

2.2.2. Serbia national strategy

Republic of Serbia has undertaken a firm commitment to narrow the gap in welfare and living conditions between the Roma and the non-Roma and to break the cycle of poverty and exclusion. As a signatory of the Decade of Roma Inclusion the Serbian Government has developed and approved four Action Plans in the spheres of education, housing, employment, and health. It has also developed an additional set of Action Plans that are about to be adopted and that refer to the following spheres: social welfare, media, Roma IDPs, Roma returnees from Western Europe, gender, personal documents. The Action Plans include activities such as the reform of the legislative framework, institution building, and the implementation of specific policies and projects aimed at targeting particular issues within each sector. The activities envisaged under the Serbia component of this project are in line and contribute to the implementation of these action plans.

The Agency for Human and Minority Rights will play a key role in the Roma Decade, and the Co-ordinator of the Roma Decade in Serbia will be the appointed representative of the Agency for HMR. The Roma National Strategy Secretariat has also played a key role in the elaboration of the Action Plans and continues to have an important function in the implementation phase. The Roma National Strategy Secretariat has launched a comprehensive consultative process for the Action Plans, which involves Roma civil society, in addition to the relevant Ministries and the National Council of the Roma National Minority.

The Serbian Government has pledged to implement the Action Plans and include their activities in the 2006 state budget. However, the implementation of the Action Plans constitutes a challenge for the Government of Serbia and for the Agency for Human and Minority Rights, as it requires substantial human and financial resources, political commitment, intra-governmental co-ordination, as well as a strict observance of deadlines and implementing schedules. This is where support for improving institutional capacity is needed and will be provided within the project.

All the activities will be also in line with other strategic priorities and documents of the Government. Those include the National Strategy for Strategy for Resolving the Problems of Refugees and IDPs (adopted in 2002); the Poverty Reduction Strategy Paper (adopted in 2003), which dedicates special attention to the situation of the vulnerable groups; and the Draft National Strategy for Integration and Empowerment of Roma was drafted 2002

2.2.3. Kosovo national strategy

Since Kosovo is not currently a signatory of the Roma Decade document, the situation of RAE communities within international context will be increasingly addressed through affirmative actions and measures once Kosovo status is resolved. Concrete activities proposed in this project focused at building capacity of the Ministry of Communities and Returns, FORUM (RAE umbrella organization) and Local Institutions will help these institutions in effectively addressing RAE issues at the policy level and will help them to draft and adopt a RAE Social Inclusion Plan. Further, the project will strengthen capacities of municipal authorities in reintegration of RAE population in the societies they live in and building the foundations of sustainable coexistence of RAE and other ethnic groups. This will directly contribute to the gradual inclusion of Kosovo to the Roma Decade process advocating for RAE communities. Government, local institutions, and civil society sector will be mobilized to achieve goals, such as to unify a RAE community, which often appears to be fragmented. This will be a vital contribution in leading government, local institutions and civil society towards important process of RAE integration and participation. Through the process and activities, proposed institutions will be gradually prepared to start collecting data and launching public debates, adding value towards the overall effort.

UNDP Kosovo approach to programming embodies a shared, strategic pledge to eliminate disparities limiting the population's realization of economic, social and cultural rights. A special example of social exclusion exists in relation to Roma, Ashkaly and Egyptians. The activities described herein will not only build capacity of the Government, but will complement and build on Kosovo Standards Implementation, effectively broadening the scope of anticipated results. The Millennium Development Goals (MDG) also includes specifically relevant references to improving the population's quality of life. UNDP will work directly with the Ministry of Communities and Returns in charge of minority and IDP issues, municipalities and RAE communities to promote greater involvement of RAE in central and local development planning and implementation of activities. By maintaining a close partnership with both local and central authorities, UNDP will support relevant stakeholders in their work and overcoming any challenges and obstacles during implementation.

3. Priority areas, expected outcomes, outputs, activities and indicators

3.1. Regional tier of the project

At regional level three Priority areas related to Roma inclusion will be covered. Not all necessarily translate equally into national level actions. Similarly, **not all components are expected to be funded by SIDA**. The purpose of including them in the regional project document is (1) to outline the **multidimensional nature of the project** and (2) to identify important **areas in which UNDP and other actors work and which are adequate to the overall success of the current project**.²¹

In each of the entities covered by the project the priority areas were generally following the regional set but were elaborated in depth based on the specific realities and needs on the ground and in consultation with national counterparts. This is why the priority areas for each entity are not necessarily identical.

²¹ To certain extent the outputs from these areas is UNDP contribution to the regional project. The components that are expected to be covered by the Donor are highlighted in the Project budget.

It is also important to bear in mind that some of the regional functions do not necessarily need to be performed at regional level. In some cases (indicated in the Priority areas below) a country office can be better equipped for their execution. This is also the reason why apparently similar project components may have different budgetary weights from entity to entity.

3.1.1. Priority area 1: Codification of knowledge and exchange of experience on Roma inclusion²²

The problems vulnerable groups are facing are of dual nature. They are “national” in their specifics but share common regional patterns. Any approach focusing only at national aspects or only on regional would be inevitably narrow and unsustainable. On the other hand, the common regionally-adequate aspects are translated into specific national contexts. This is the vary rationale of having a regionally coordinated project consisting of independent national components.

Experience of other development actors will be widely used as well as building blocs of specific solutions to specific challenges at national and local levels. Positive experience will be studied from the perspective of its replicability in the Western Balkans. Even more important will be conceptualizing the negative experience, the “development failures” to avoid their repetition in the future.

This is why the regional component of the project is not a typical “umbrella project”. It will make possible reflecting the issues of supra-national nature common for countries in the region. It would provide the general structure of the approach suitable for all countries covered and rooted in the concept of sustainable human development and human security. Given the existing specifics in each country’s context, the country components implemented at national level will have certain modifications to reflect the national specifics but those will be still fitting the common conceptual framework.

The *outcome* of this Priority area will be **improved awareness and knowledge of practitioners about approaches towards social systems responsive to vulnerable groups.**

Outcome indicators

- Number of hits to online database
- Number of projects developed based on “How to guides” elaborated within the project
- Number of reforms on social system targeting vulnerable groups

Outputs

1.1 Overview of available donor practices and experience in the region in the area of Roma inclusion (with a special focus on negative experience that should be avoided in the future) and on-line database of successful practices in the area of Roma inclusion

1.2. “How to guide” on reforming the systems of social support to make them more responsive to vulnerable groups’ needs;

Specific activities in that area will include:

²² The regional activities within this Priority area can be partially performed at country level with the support from UNDP Bratislava Regional Center.

1.1.1. Elaboration of on-line database on Roma development practices and a review of available donor practices and experience

1.2.1. Codification of the experience generated and elaboration of “How to” guide

3.1.2. Priority area 2: Decade of Roma Inclusion progress assessment

Two areas of regional-specific activities are linked to monitoring activities and evaluating the progress made at project as well as policy level. One is the **monitoring of the current project implementation**. The second is the **assessment of the Decade of Roma Inclusion progress**. Both are interrelated contextually and substantively.

Since February 2005 an important political framework is in place – the Decade of Roma Inclusion. Serbia and Montenegro are official members of the Decade and thus pledged to close the gap in welfare and living conditions between Roma and the non-Roma in their countries, and to break the vicious circles of poverty and social exclusion. The governments have designed National action plans that set out objectives and targets in the areas of education, health, employment and housing, which are to be implemented and achieved over a timeframe of ten years. These National Action Plans correspond to the target-setting of the MDGs with their emphasis on poverty, employment, education, health and housing. However, the next step is to move from target-setting to implementation of concrete activities in order to achieve these Decade objectives and thereby National action plans and Millennium Development Goals. Most of this work has to take place at national level (and is reflected in national components of the project) but it also requires important regional aspects. One of the important tasks that will be attributed to the regional coordination is executing components that are difficult to accept by national actors. It does not mean “imposing unacceptable topics” but rather performing tasks requiring an independent unbiased “broker”²³.

The *outcome* of this Priority area will be **improved NAPs that are filled with substance and implementation process of the Decade monitored using meaningful indicators.**

Outcome indicators

- Number of NAPs with indicators that monitor progress for improving situation of Roma men and women
- Number of NAPs monitored regularly
- Number of countries with responses to assessments
- Number of civil society organisations monitoring the Decade

Outputs

2.1. NAPs update and progress assessment reports after the first three years of the Decade of Roma Inclusion implementation

Specific activities in that area will include:

2.1.1. Assisting the national partners in designing and implementing relevant progress indicators for Decade implementation and a system of disaggregated vulnerability data monitoring

²³ One of the obvious examples in this regard is assessment of the progress in implementation of Governments’ commitments regarding Roma inclusion. An assessment done by an international organization with established record in this area will be more trustful than one performed by a Government itself.

2.1.2. Conducting “mid-term assessment of the NAPs implementation” in 2008

2.1.3. Elaboration of a regional report on the Decade progress in the region

3.1.3. Priority area 3: Regional coordination and support services

Apart from the national coordination components, the project would require also regional coordination and knowledge management inputs. The *outcome* of this Priority area will be **smooth project implementation and application in all countries involved of equal standards and improved codification and sharing of regional knowledge produced through the country components**. This will also include contractual and procurement aspects, coordination of day-to-day communication with the Donor, advocacy and lobbying for expansion of the project to other countries and involving additional donors.

Outcome Indicators

- Number of monitoring reports
- Number of countries added to project
- Number of donors (amount of resources) that joined the project

Outputs

3.1.Regional coordination and support services provided

Specific activities in that area will include:

3.1.1. Setting up project coordination unit

3.1.2. Setting up M&E components and providing periodic progress reports

3.1.3. Project expansion (new countries inclusion) and scaling-up (new donor involvement)

3.2. Montenegro component

The overall objective is: The targeted Roma poverty reduction for 25-30% ensuring improved and sustainable social inclusion, better employment and development opportunities.

A wider project's impact is development of enhanced local, vulnerable groups oriented, social security system. But also development of an environment supportive of disadvantaged Roma to improve their life quality with own endeavours. It impacts the human rights and poverty reduction but it exceeds to democracy and good governance, women empowerment, social and human development, social security for inclusion and employment opportunities, but the project actors' capacities building being a precondition, as well. The project is to result in solid ground for the national strategies further enforcement, primarily the NAP. Thus the project evaluation would contribute the NAP's implementation evaluation, too. The numerous envisaged activities are to be conducted simultaneously and in mutually supporting manner. It launches with an *introductory phase* to install the project's basic infrastructure; followed by a stage primarily focused on the access to the services, social security and support frameworks improvement and the operational capacities upgrading, thus providing a strong basis for further interventions focused on more integrated support.

The project involves both central and local levels, it engages Roma NGOs being Roma communities' representatives, and it will be implemented in the interrelated **Priority areas**, as follows:

1. The Social Security and Welfare System
2. Employment

3.2.1. Priority area 1: The Social Security and Welfare System

Identification documents (IDs) possession is the basic precondition for social inclusion and poverty reduction i.e. access to all the public social security, health, employment mediation services but travel documents, limiting their freedom of movement and other human rights exercising, etc. Roma NGOs' estimate approx. 25% domicile Roma do not possess citizens certificate, a base for the other IDs issuance. Aside of lack of awareness, from Roma perspective the IDs issuance administrative procedures are too complicated and expensive.

Though the IDs issue does not affect the majority, its addressing would significantly increase human rights and entitlements scope and public services coverage consequently decreasing poverty rate. IDPs Roma generally enjoys a scope of entitlements based on IDPs' ID cards issued in Montenegro upon their arrival. However, that might not be the case with Roma 'returnees' involuntarily deported from some EU countries. Unfortunately, no respective institution or agency has any reliable data on this case numbers, their accurate background or present status. NGOs supported by Social-Welfare Centres (SCs) and local Employment Agencies *will facilitate IDs claims processing and issuance* with the Ministry of Interior (MoI) and the other institutions in jurisdiction of. There is no separate action plan for increased accessibility of personal documents for Roma but the issue is rather incorporated into the NAP. The IDs issuance success perspectives rely on UNDP supported small, pilot project in Berane in 2005 that is to be replicated in this project.

UNDP supported "Facilitated IDs issuance" pilot program

Local NGO "Enfants" with UNDP allocated small grant of 4.680,00 Eur, in six months period facilitated issuance of over 400 personal documents for Roma in Berane municipality (out of these 400 - 30 Roma had no single personal document!). Initially, the NGO informed Roma community that they would be doing facilitated IDs issuance and promoted message of importance of IDs within Roma community. The Roma turned out for help and the NGO collected and sorted data on missing documents and claims. Simultaneously, the NGO organized a set of meetings with the local authorities (municipality, local Ministry of Interior offices (police station), local public Employment office, Social Welfare Center) advocating for these Roma's rights to personal documents. Many Roma community members took part in these meetings along too. These local institutions provided their support and ensured no obstacles in the claims processing. With the grant money the NGO processed the claims and paid mandatory administrative fees needed for issuance. The Roma were further informed how to with newly issued IDs approach the local Social Center and Employment office for their entitlements. Unfortunately, eventually the grant amount was not enough to cover all Roma requests and there is a number of still pending requests.

The major responsibility for pro-poor strategies and programs is with the Ministry of Labour and Social Welfare (MLSW), mainly administered through ten regional SCs. The national Roma Decade Coordinator is also based in MLSW. The SCs provide targeted social benefits, such as family, child and maternity benefits, ad hoc assistance, etc. to the vulnerable ones under the Social Security Law provisions. Still, SCs key scope of work is social support services, such as: family counselling, fostering, divorce issues,

domestic violence, services for vulnerable groups²⁴, etc. However, though indisputable the most vulnerable ones, only 7,8% Roma households exercise right to family benefit²⁵, while 5.4% enjoy child allowance and 1,5% only has received ad hoc assistance²⁶; while IDPs are entitled social support services²⁷ but not the social benefits.

The social system is not adequately gender sensitive. Roma women are disadvantaged both in family and community (doubly as women and as Roma). Their illiteracy and unemployment rates are extremely high. Thus, 80% Roma women get married before they are 16 and 80% of the marriages are “arranged”. Though 27% has five and more children, almost 70% do not make decision how many children she is to have but her husband and/or his family does so. Roma women both illiteracy and unemployment rates are estimated at over 80% while for example Roma unemployment rate for both men and women are estimated at 43%²⁸. The discouraging gender situation is mainly rooted in the accumulated tradition factors but the system long neglecting Roma should be blamed as well. Found extremely vulnerable and of specific needs Roma women are additionally addressed by the two drafts *The National Action Plan for Gender Equality in Montenegro*²⁹ while a separate *NAP on Roma Women* is in draft. The SCs’ engaged staff together with NGOs and local Employment Offices staffs are to be gender sensitised through a tailored training. These are further expected to, each in its scope of work, undertake gender sensitive activities in social security (like: gender sensitive data collection and social support services delivery; ensuring gender sensitiveness in provision of employment mediation services and labour programs’ design and similar.). Additionally, Roma Women NGOs gender mainstreamed, dominantly community based and in partnership with SCs and/or employment offices, initiatives are to be supported through the small grants scheme.

The social welfare system offers a significant potential in terms of its jurisdictions, facilities’ capacities and human resources (some 236 staff). Still, the system is not reformed and the decisive endeavours are needed for overcoming the traditional, centralised and unsatisfactory pro-beneficiary oriented ‘old system’ heritage. In addition, the exposure to pressure and stress, low salaries and lack of a job performance system is a justified risk of the committed SC staff leaving. Additional disadvantageous fact is that Roma communities are dislocated i.e. located at the town’s outskirts. SCs argue that lack of vehicles for field visits are constraint for SCs’s staff inadequate level of field visits. SCs stimulus, vulnerable minority sensitiveness, the facilities and skills upgrading, is a precondition for Roma for “opened” social system with increased Roma beneficiaries enjoying their legal social entitlements.

Further, the overall local level public component is weak, apparently affecting the most vulnerable ones the most. Lack of substantive cooperation mechanisms among the respective stakeholders is quite contradictory with the language and intentions of the Social Security Law (2004), implying far greater social security decentralization and the local actors’ pluralism and involvement. The social security service providers’ mobilization, empowerment, partnership, pro-active beneficiary oriented approach,

24 Like unaccompanied elderly and minors, single mothers with minors; allocation of institutional accommodation and care- (home for elderly, orphanages, disabled specialized institutions, etc

25 The benefit average is 70,4€ monthly per a family; HHS on Roma, Refugees and IDPs, Montenegro, ISSP, 2003

26 Only 14 families (out of 838 polled) exercise child allowance of 30, 5€ average monthly. HHS on ROMA, Refugees and IDPs, ISSP, 2003

27 MoU between UNHCR and MLSW.

28 There is no official ethnicity and gender disaggregated data in Montenegro. The quoted data source HHS on Roma, Refugees and IDPs in Montenegro, ISSP, 2003

29 The NAP is developed by Office for Gender Equality of Government of Montenegro. It is supported by UNDP Sub-regional Gender project.

innovative social services introduction are some of the greatest challenges. Nevertheless, the aim is not to have Roma rely on social services but to get them empowered to overcome their social exclusion and economic hardship.

The envisaged SCs improved performance regarding family support and counselling services, would positively influence education as NAP's priority. In support to the ongoing institutional framework efforts the local social security actors will motivate, by constantly communicating message of importance of education (especially in terms of education as employability determinant), Roma parents and youth.

Local authorities involvement in the vulnerable groups' issues is limited and/or inadequate. Local authorities need to develop both institutional and human capacities in order to comply with new requirements, responsibilities and the raised citizens' expectations. The related Roma national strategies enforcement has to be transferred from the central to local level i.e. to where the issues actually are located thus becoming local authorities' responsibility, too. One of the major issues in local authorities jurisdiction is legalisation of Roma illegally constructed settlements. Namely, it implies two major components - legalisation itself and infrastructure (water supply system connection, sewage, electricity connections, streets and street's lightening). UNDP will, though also to be SIDA funded urban planning project, train Roma leaders to advocate Roma interests in urban planning regard. Envisaged is Roma (likely the Roma NGOs activists) greater saying in the local authorities' affairs resulting from this marginalised minority dialogue development with the LA officials engaged in this project. Thus achieving a further stage in social inclusion process and gaining more favourite access to the LA's services.

Constructively supported by UNDP in many respects, the **Roma NGOs** have had significant role in design and development of the key Roma concerned national strategy frameworks but also in achieving social change scope and on these merits being recognized both by the media and public. Roma NGOs have proved committed in UNDP provided small grant programs delivery. From this project perspective these are pilots projects, value added experience and ground for this project success. Many of Roma NGOs in Montenegro are true Roma community voice/representatives and thus the project fully engages them throughout the both projects' priority areas. NGOs are expected to within empowered, capable engagement represent Roma community, achieving greater ownership over the processes and to greatly benefit from this program built partnership exceeding this project frame.

The outcome of this priority area will be **Roma equal access to improved social security and support services that would improve their quality of life, contribute to social inclusion and poverty reduction.** The Social-Welfare Centres (SCs) being local focal and the most embracing actor, should be capacity built to become capable of value added services delivering. Further, SCs are to be supported to improve the local stakeholders' cooperation in order to build vulnerable groups oriented system within the coherent sustainable development framework principles.

Also expected achievement is improved sensitivity of local authorities to the specific problems of Roma, better aware of the scope of these problems, their impact on overall inter-ethnic relations, and greater engaged in the Roma issues within their communities, resulting in improved dialogue and facilitated access to the LA services.

Outcome indicators

- SCs' capacities upgraded enabling SCs improved services delivery (60-70% targeted Roma covered with) and their empowered role in local social system development and coordination
- Roma poverty rate and decreased in 25-30% in the project's covered communities and 50-65% of identified Roma (in the targeted communities) missing IDs facilitated in obtaining the IDs providing Roma access to all the public services, citizens' rights and their greater social inclusion

- Roma facilitated access to the scope of local authorities provided services and their greater saying in local decision making processes, like urban planning
- Roma NGOs become partner, Roma community voice and advocate for change and services providers within the local level partnership framework through transparent, justified grants' allocation and ensured proper grants' management in the best interest of the Roma community
- Through the NGOs activities, new female and youth Roma activists identified and empowered

Outputs

1.1 Targeted SCs' endorse local partnership and empowered Roma/Roma NGOs involvement while with SCs' upgraded capacities provide, in gender sensitive manner, Roma with improved access to and social services and benefits coverage (60-70% vulnerable Roma in the targeted areas). The NGOs capacities upgraded though this project provided experience with due attention paid to Roma women NGOs. Additionally NGOs benefit from the partnership and exceeding this project's framework.

Specific activities in this area would include (pls. be referred to Budget part for a Detailed breakdown of activities):

- 1.1.1. SCs' capacities upgrading
- 1.1.2. Access to social benefits and services while local authorities and other actors get more involved in issues concerning Roma situation improvement
- 1.1.3. Roma NGOs capacities upgrading in order to enable NGOs to provide community, gender sensitive social services through small grants support

3.2.2. Priority area 2: Employment

Roma unemployment rate of 43% is the highest³⁰ and of four years long-term unemployment average. Three major employment barriers are, as follows: IDs being employment services and employment itself access precondition; lack of or low labor skills and the employers' indirect discrimination³¹. Although there are no legal barriers for IDPs employment there is an obstacle - non-resident employment tax of 2.5€ daily. Since Montenegrin economy imports seasonal workers, joint EA and NGOs advocacy efforts for some minor amendments on this regulation could stimulate the employers. One single survey³² targeting Roma women was locally conducted, and it indicates discouraging 95,1% women unemployment rate.

Though the national Employment Agency of Montenegro (EA) considers Roma hard to employ group, until so far there have been hardly any genuine, substantial effort targeting specifically Roma unemployment complexity. EA³³ is quite well organized public institution with a whole territorial

³⁰ Data source: Household Survey on RAE, refugees and IDPs – ISSP/UNDP 2003. Compared with the national unemployment rate estimated at 24, 9% (2005), Employment Agency of Montenegro (EAM).

³¹ Report on Roma Employment in Montenegro, Council of Europe, 2005

³² The Research on the Position of Roma Women in Niksic, Centre for Roma Initiatives, Niksic, 2005; http://www.osim.cg.yu/fosi_rom_en/download/research_roma_nk.pdf Note: There is no official disaggregated statistics available.

³³ EA key scope of work is, as follows: unemployed registration and record, the information and data base system maintenance, job counselling, mediation in placement, preparatory employment trainings, job openings advertising, various skills upgrading and vocational training courses, the labour market researches and planning, unemployment insurance, reporting, etc.

coverage (7 regional and 14 local branches) and solid human resources. Nevertheless, EA needs to be sensitized (through joint trainings with this project's stakeholders) and developed (both in terms of human resources (training in sensibility to vulnerable, hard to employ groups) and technical capacities) to adequately respond to, as follows: Roma improved access, job seekers registration and data maintenance, employment mediation services, targeted skills upgrading trainings, information channelling, gender sensitive stimulus initiatives, response the employers discrimination (EA's advocacy efforts with employers associations supported by NGOs), counselling, better access to low skills seasonal jobs, etc. . EA recognizes that success in achieving these takes Roma NGOs pro-active engagement throughout the process. Thus the NGOs' initiatives will be small grants supported to. Also, EA is supposed to develop pilot small business, entrepreneurship loan modalities and similar stimulated job/economic opportunities for Roma.

Encouraging is that recently the national EA has initiated Roma for incentives including Roma increased engagement in public works. Still, due to the range and complexity, EA and its local branches need to be supported in their endeavours and linked with the other local level stakeholders concerned - SCs, NGOs, and local authorities. Further, EA would need to engage its partners, too, namely the employers association, the Centre for Adults Education (in charge of the certified skills training design) and the Training Centre for trainings delivery. Special and intensive endeavours are is to be dedicated to Roma women employment efforts, engaging Roma women NGOs and SCs support. Thus, EA is to register Roma women job seekers while a separate assessment will be conducted on Roma women labour skills, job preferences and potential entrepreneurship initiatives. The findings are then to be addressed with specially Roma women for designed and conducted skills upgrading programs and/or pilot entrepreneurship support. Though it takes time and genuine efforts, Roma women are expected to be economically empowered. Combined with continued SCs' services support, Roma women would be in position to occupy a more empowered and decent position both in their families and communities and to in this spirit raise their daughters for new better times hopefully to come for Roma women, too.

The outcome of this priority area will be facilitated access to the public employment services, stimulus incentives and skills upgrading trainings, acknowledging active labour market approaches, achieving Roma increased job opportunities and higher employment rate, particularly of women, and improved opportunities for income generation, facilitated by public EA in close partnership with Roma NGOs.

Outcome indicators

- EA capacities upgraded resulting in approx. targeted 40% more Roma enjoys employment related services (and access to public health services); 20% targeted Roma gain new skills through certified trainings for additional employment opportunities, safer and better paid jobs
- Reduced employment barriers and Roma unemployment rate in the targeted areas decreased in 25-30% both though seasonal and long-term employment contracts and though the pilot jobs/economic opportunities provided trough small business and entrepreneurship incentives
- Roma women economic empowerment - 30% more registered and enjoys EA services

Outputs

- 2.1 EAs capacities upgraded thus improving access to and quality of services for Roma, including certified skills upgrading trainings resulting in decreased unemployment rate and greater employment and economic development opportunities
- 2.2 Roma women increased interest, economic empowerment and employment rate, through improved EA services and Roma NGOs dedicated engagement

Specific activities in this area would include:

- 2.1.1. EAs' capacities upgrading
- 2.1.2. Upgrading EA Services
- 2.1.3. Roma women employment programs
- 2.1.4. Roma entrepreneurship/small business pilot support
- 2.1.5. Roma NGOs capacities upgrading in order to enable NGOs to provide employment related, gender sensitive services and advocacy through small grants support

3.3. Serbia component

The **overall objective** of this project would be to provide support to the Government of Serbia and other relevant stakeholders to address in a sustainable manner the problem of vulnerability in the country during a critical transition period for the country and for the region. The project would be in this manner providing support to the Government in fulfilling criteria of relevance for the EU Integration process, with particular focus on the Implementation of the Decade of Roma Inclusion Regional initiative during its initial first several years of implementation. Specific Project priority areas have been designed with the aim of providing contribution to the two strategic areas, which are to be considered as two objectives of the project:

1. Supporting institutional capacity and policy support at national level
2. Improving infrastructure for social assistance through expansion and redefinition of the existing support frameworks

These two general objectives of the project in Serbia are consistent with (and complementary to) set of other initiatives and activities. The first is the **Human Security Programmatic Framework** elaborated by UNDP in Serbia and converted into a project signed with the **Government Agency for Human and Minority Rights in Serbia**. The project outlines the type of collaboration between the Agency and UNDP tuned to be directed towards addressing the problem of 'migration generated vulnerability' and in particular the problem of vulnerable groups such as: Roma, refugees, IDPs, returnees from Western Europe, minorities etc. The project is also complementary with and will contribute to the **Poverty Reduction Strategy** implementation and will contribute to the design of the new **Policy for Social Protection**. All the planned activities under this project are sensitive to these two processes and will contribute their successful and smooth progress. Finally, high level of complementarity with other Donors' initiatives in this sphere exists – in particular EAR/OSCE Roma project) and with other initiatives funded by SIDA in Serbia (i.e. Readmission centre).

The concerted nature of the projects addressing various aspects of vulnerability will mutually reinforce their individual outcomes making them more sustainable and achieved in more efficient way.

Partnerships are seen as important prerequisite for the project success. The implementation of the project will involve a large number of different partners and players, both at the central and local levels, whose participation will be beneficial to addressing in a sustainable manner the problem of Roma in Serbia. Just to illustrate here are some mentioned: **Donors, Governments, NGOs, Roma Associations, Roma National Minority Council, National Red Cross, Roma individuals**. The project will promote and institutionalize to the possible degree the relationship between all relevant partners in the country and foster partnerships with their equivalents in the Region.

3.3.1. Priority area 1: Institutional capacity and policy support at national level

The overall **outcome** of this priority area will be **the capacity of national and local level actors to identify and address the complex problems of vulnerable groups particularly Roma in Serbia within the broader frameworks of human rights and human security and based on relevant data inputs and data collection at the local level.** For that purpose the capacity of the Government Agency for Human and Minority Rights will be supported to become capable of performing the important role of coordination, monitoring, advocacy and also of directly supporting the implementation of the activities aimed at ensuring the protection and access to rights of the vulnerable groups that are subject of this project. It is being considered that only with a strong and adequately staffed Agency for Human and Minority Rights the vulnerable groups access to rights will be made possible.

After the project is completed the Agency for Human and Minority Rights would have, through the Roma National Strategy Secretariat, assured the adoption of the other relevant National Action Plans and assured that through adequate visibility and awareness raising on the NAPs resources from the state budget are secured for their implementation. Furthermore, Agency for Human and Minority Rights would have performed the redrafting and adoption of the finalized National Strategy for Integration and Empowerment of the Roma.

After the project is completed, the Agency for Human and Minority Rights will be empowered with adequate expertise and minimum administrative support to perform the role of coordination, monitoring, advocacy, implementation and reporting on the human security/rights issues in Serbia, particularly ensuring a systematic approach in addressing vulnerability. The creation of adequate capacities of the Roma National Strategy secretariat will assure that the government can actively support and monitor the implementation of NAPs for Roma and coordinate the Roma Decade related initiatives. The focus on building capacities for implementation of both NAPs and Local Action Plans (LAPs) within municipalities in Serbia will create the adequate mechanism for monitoring and reporting on the implementation of the NAPs on the local level. The Government will be supported in its effort to more precisely assess the overall number of Roma in the country and assessing their vulnerability.

Outcome indicators

- Government is aware of the concept of human security, and relevant programmes targeting vulnerable groups are included in governments long-term investment plans and in strategic documents pertaining the Stabilization and Association Process with the EU;
- Human security issues are approached in a targeted and strategic manner through a strong human rights and human security oriented institution within the government – the Agency for Human and Minority Rights, that can perform the role of coordination, monitoring, advocacy, implementation and reporting on the human security/rights issues in Serbia.
- Strategic documents that target the Roma such as the Draft National Strategy for the Integration and Empowerment of the Roma and the Draft National Strategy for the Integration of Returnees are passed within the government. The Agency for Human and Minority Rights performs an active role in the implementation of this framework.
- Roma NAPs implemented, including through the joint efforts of relevant contacts and stakeholders particularly at local level, led by the Roma National Strategy Secretariat.
- Stakeholders are aware of the relevance of the Roma Decade, and at the local level, Vulnerable groups/Minority Coordinators are placed within municipalities and Local Action Plans in key areas of development are adopted and implemented. Local self-government perceive the relevance of the Roma decade initiative and collaborate on the implementation of initiatives related to human security,

and include measures regarding their implementation within their action plans and strategic documents.

- Stakeholders allocate resources for the fulfilment of activities foreseen by the relevant strategies and NAPs. Stakeholders actively participate in joint forums and steering committees in this area.
- Number of Roma in Serbia is assessed with the assistance of Roma NGOs, civil society and relevant institutions. Vulnerability reports are elaborated and published.
- Roma issues are part of the overall institutional goals of relevant institutions, including line ministries. There is relevant funding allocated for activities pertaining the solution of Roma problems.

Expected outputs for priority area 1

Output 1.1: Roma National Strategy Secretariat supported and strengthened. Based on the recommendations made by the Draft Roma National Strategy, the Report on the preparedness of Serbia and Montenegro to negotiate a Stabilization and Association Agreement with Serbia and Montenegro, and the commitment of Serbia's participation in the Decade of Roma Inclusion (hereinafter: Roma Decade), the EU has recognized the necessity of supporting the Agency in the Roma Assistance Programme throughout 2006. The project implemented through the OSCE and the EAR encompasses the period April 2006-April 2007. It foresees amongst other activities to support to the Roma National Strategy Secretariat by providing funds to cover the cost of the 5 staff members of the Secretariat (3 old staff members and 2 new to be hired during the project implementation). Based on this existent capacity, the output of the current UNDP project will be achieved through:

- **Staffing of the Secretariat.** Taking into account the fact that the OSCE/EAR project will be concluded in early 2007, and that funds from the state budget have not been secured for this initiative, it is being suggested to continue funding 4 out of the above- mentioned 5 staff members throughout this project implementation during the period of one year. This support will be of crucial importance for the Agency and Roma Nation Strategy Secretariat itself during a critical transition period for the Secretariat. Amongst other regular activities of Roma integration and implementation of the NAPs that the Secretariat will need to handle at the national and international level in an increased size, the Secretariat and the Agency will need to maintain a strong presence throughout this period in order to be able to successfully perform tasks under the planned presidency of Serbia in the International Steering Committee of the Decade of Roma inclusion (July 2008 to July 2009). Taking into account that the EU structural funds will be made available only after this project implementation, it is estimated that this project input in this field will be of strategic importance.
- **Supporting the ongoing activities of the Secretariat.** In order to strengthen the intensive collaboration and partnership between the Secretariat and the local structures, its is being proposed to support through this project implementation the establishment of a practice of regular trainings and knowledge/ information sharing sessions between the Roma National Strategy Secretariat and the relevant stakeholders of the 144 municipalities in Serbia. It is proposed to hold 5 sessions per year in five different district centres in Serbia so that each municipality can be covered with the training at least once a year. The sessions will be organized at the regional level in the district centres close to the relevant municipalities. The objective of these sessions will be to support municipalities in drafting local NAPs for Roma Inclusion, strengthen the role and work of local Vulnerable groups/Minority Coordinators, implementation of the NAPs, share lessons learned and best practices etc. The trainings will particularly target Roma women. Despite the existence of the draft National Action Plan for Roma Women, gender issues are a crosscutting aspect that must be taken into consideration in the implementation of any NAP.

Output 1.1 will contribute to improving the operational capabilities of the Roma National Strategy Secretariat that would make it capable of performing key activities like redrafting and promoting the

adoption of the Draft National Strategy for Integration and Empowerment of Roma, coordination of the NAP implementation and update; ensuring that a gender sensitivity line is adopted in the implementation of the NAPs and that Roma women's issues are targeted particularly, ensuring participation of all stakeholders (representatives of line ministries of the Republic of Serbia, representatives of the National Council of Roma National Minority, representatives of the NGOs, International organizations, relevant institutions such as CSW, Urban Planning Institute), and ensuring that on the local level, municipalities are trained to transform the targets of the NAPs into their Local Action Plans, be able to implement them, and to monitor against indicators. Important aspects of activities under output 1.1 would also be providing support in ensuring sustainable financial mechanism for implementation (both at national and local level including coordination of possible donor support to NAPs and LAPs) and support the presidency of the Republic of Serbia of the International Steering Committee of the Roma Decade.

3.3.2. Priority area 2: Improving the infrastructure for social assistance through expansion and redefinition of the existing support frameworks

In order to streamline Roma policies at the level of local self-government, the Agency has established a network of local Minority /Roma facilitators in 12 municipalities in Serbia during 2005. The Agency was responsible for the training of the Roma facilitators, as well as for awareness raising on their role and the promotion of the inclusion of minorities / vulnerable groups and particularly Roma into the structures of local self-governments. The municipalities have been required to ensure that the facilitators are included in their staffing tables and that the necessary funds from the municipal budget are allocated to the implementation minority or Roma-related policies. In 2006, this network is expanded through the assistance of the EU through the OSCE and EAR to twenty municipalities. The system has been greatly praised for establishing a best practice in the region for integration of Roma and vulnerable groups at the local level, and has had significant and important results. The facilitators have participated in the preparation of Local Plans of Action based on the National Plans of Action for the Roma Decade, among other things.

The choice of the municipalities to participate in this effort follows strict criteria elaborated in cooperation with the OSCE mission to Serbia, the Standing Conference of Towns and Municipalities, UNDP experts and Roma experts. Criteria assure that the participating municipalities are regionally distributed allowing for the targeting of entire regions with the programme rather than one municipality only; that the municipalities / regions have a significant number of Roma; that there is commitment and will of the municipality to participate; that there are indicators of social exclusion that can be monitored throughout the programme. A particular concern lies with the assurance that at least 50% of the Vulnerable groups/Minority Coordinators that will be hired be Roma women, and that projects and programmes implemented in cooperation with the coordinators have a substantial gender aspect.

In view of complementing the system that will be established in 20 municipalities in Serbia through the OSCE/EAR project, it was assessed that the expansion of this local network that could be funded by UNDP project and cover another 10 municipalities would be most beneficial for the Decade of Roma Inclusion implementation at the local level. These Vulnerable groups/Minority Coordinators, located within the municipal authorities would have a very important role during the ongoing process of reform of the social welfare system to take place in the period 2006-2008 and in particular to one of its two key directions – accommodation of the specific needs of the vulnerable people/migrants such as refugees, former refugees, Roma, IDPs, returnees etc (the other direction being the PRS).

It is therefore being proposed to hire **10 Vulnerable groups/Minority Coordinators** whose task, in line with what their colleagues are already doing in the other municipalities under the OSCE/EAR project, would consist in following: do coordination and needs assessment at local level, closely collaborate with National Councils, NGOs and other representatives at local level, closely collaborate with Government

institutions at local level (COR, CSWs, etc), support the process of development and actual implementation of the LAPs for Roma, support the social reform process, facilitate final beneficiaries access to rights through direct contacts (i.e. by allowing them small grants for small businesses including recycling activities or provide one-off assistance that helps resolving immediate social problems), liaise closely with the Red Cross at the local level and make best use of their knowledge and capacity, do monitoring and help developing indicators, do awareness raising etc.

Each municipality engaging a Vulnerable group/Minority Coordinator will have available a predetermined amount for the purposes of supporting implementation of the local Action Plans per year as additional assistance to the municipal budget committed to these activities.

It is expected that the participating municipalities will adopt at least one Local Action Plan by the end of the project. To assure sustainability, the municipalities will be encouraged to systematize the position of vulnerable groups/ Minority Coordinators at the end of the project and assure funds from the municipal budget for this position. This has been a practice with previous initiatives in this area. The Vulnerable groups/ Minority Coordinators will be trained throughout the project period. Trainings will be organized at least in five sessions and performed through the Roma National Strategy Secretariat, and will assure that the coordinators can transfer the priorities and targets of the NAPs into the LAPs within their own municipality, can adequately support implementation of LAPs and can perform the monitoring of this implementation (trainings on knowledge of local self-government and administration, social assistance frameworks, legal framework in the field of education and healthcare, indicators monitoring, PRS issues and so on). Particular attention in the trainings will be given to gender issues and assuring gender sensitivity in the elaboration and implementation of LAPs.

The expected outcome of this priority area will be **local institutions for social assistance with better understanding of the needs of vulnerable groups like Roma and are equipped (in terms of staff capacity and technical infrastructure) to address priority needs of those groups.**

Outcome indicators:

- 10 additional municipalities have local Vulnerable groups/ Minority Coordinators, and these municipalities adopt at least one Local Action Plan in the area that is most urgent for their Roma community. Local coordinators assure the implementation and the monitoring of the NAP implementation on the local level. Local coordinators distribute one-off support (to the most vulnerable) or small grants for supporting their small businesses (for the ones with entrepreneurship initiatives).
- The level of awareness and knowledge among local-self governments on Roma issues is increased, and the municipalities are willing and capable of cooperating on the Roma Decade process, including through allocating relevant funds.
- In the targeted 10 more municipalities Vulnerable groups/ Minority Coordinators assist population in issues of health, education (including assisting with the spread of affirmative action information), housing options, solution to local problems. The Vulnerable groups/ Minority Coordinators and the local municipalities are trained on these issues. Trainings assure that the local coordinators are capable of assuring that measures elaborated in the NAPs can be translated into LAPs and that Roma women are especially targeted through both the trainings and the LAP implementation.
- Number of projects, initiatives and measures aiming at the active integration of the Roma national minority at local level are implemented. A number of these relate to Roma women's issues.

Expected outputs

The outcome above will require the following outputs:

1. Ten Vulnerable groups/ Minority Coordinators employed in municipal governments and the network of local coordinators complemented by this additional staff. At least 50% of the coordinators are Roma women.
2. Vulnerable groups/ Minority Coordinators are trained on how to translate NAP targets into LAP, and how to assure their implementation as well as perform monitoring.
3. Increased number of Roma, particularly Roma women, with appropriate personal documentation and accessing public entitlements.
4. Roma participation in public life and local government improved and Roma societal movement strengthened.
5. A positive change in public opinion regarding the Roma formulated, and particularly in opinions within the public administration and government apparatus.
6. LAPs for Roma developed at municipal level and municipal authorities commitment to addressing the problem of Roma strengthened, not only in the municipalities with Coordinators, but also in the other neighbouring ones (regional approach).
7. Channels of cooperation between the local municipal structures and national level structures established and well functioning, in particular with Roma National Strategy Secretariat
8. Local Roma community access rights and rights to public services particularly in the field of documentation, housing, health and education (indicators indicated in the attached NAPs) improved
9. The process of social welfare reform supported and inclusion of Roma, particularly Roma women, and other vulnerable groups adequately ensured
10. Local Roma community empowered through provision of one-off support (to the most vulnerable) or small grants for supporting their small businesses (for the ones with entrepreneurship initiatives)
11. Roma NGOs and other associations of beneficiaries supported and empowered
12. Government CSO partnership in addressing vulnerability promoted and translated into a regular practice
13. Lessons learned from the 10 municipalities where Coordinators are operating transmitted to the neighbouring municipalities with the aim of promoting this practice
14. All relevant stakeholders working together in a systematic manner on addressing the problem of vulnerability at the local level: Government (CSWs, municipal authorities, COR), Red Cross, NGOs, international organizations, National Councils etc.
15. Municipal budgets planned in such a manner to allow smooth implementation of LAPs
16. Localization of MDGs achieved and monitoring of the vulnerability at the local level made possible.

3.4. Kosovo component

The overall objective of the RAE (Roma, Ashkaly and Egyptians) Livelihood Improvement and Empowerment project is to strengthen capacities of central and local authorities in developing and implementing policies addressing RAE issues, strengthening RAE Community participation in the process of decision making, livelihood stability and strengthening community and municipal capacity through the community initiatives that involve RAE.

For achieving the overall strategic objective, two priority areas are identified. They are interrelated and activities in one priority area contribute to achieving the expected outcomes of other areas. The overall priority areas are:

1. Institutional capacity and policy support at central and local levels facilitating preparation of a RAE Social Inclusion Plan, RAE inclusion in the decision making process, planning and identification of the key priorities and communicating the need of multi-ethnic coexistence as the only sustainable long-term option with European perspective ahead
2. Improving the infrastructure for social assistance through the development of a municipal-level RAE Social Inclusion Action Plan that would address several key priorities, including employability of Roma labor force and decreasing Roma households' dependence on humanitarian assistance, inclusion of RAE children in education system and reintegration of youth that has dropped out of school.

3.4.1. Priority area 1: Institutional capacity and policy support at central and local levels

As indicated above, the Ministry of Communities and Returns is the PISG's institution responsible for minority issues in Kosovo including RAE communities. FORUM, while not formal is the strongest RAE NGO umbrella organization dealing with RAE political, cultural, social, economical issues at central and local level in Kosovo. Currently, the Ministry and FORUM are neither in a position to systematically address the RAE issues, nor have capacities and resources to do that. At the local level, it appears that Municipal Administrations have a policy of benign neglect in relation to the development of the RAE Communities.

This priority area will support the Ministry of Communities and Returns, FORUM and other relevant stakeholders including Prime Minister's Office, OSCE, UNHCR, and OCRM to address in a sustainable manner the problem of RAE vulnerability in Kosovo. Moreover, it aims at strengthening and empowering RAE communities to take an active role within the decision-making, planning and participation processes ensuring further integration of RAE communities in the society. Model of RAE integration throughout Kosovo will be created by building central and local institutions capacities, RAE Communities and RAE organizational capacities, encouraging changes within the communities, schools, municipal and central authorities. RAE Communities will be encouraged to participate in the process of developing a Kosovo RAE Social Inclusion Plan through the central level Working Groups and local level community focus groups, round table/debates and data collection.

Outcome:

Ministry of Communities and Returns and FORUM empowered with adequate expertise and minimum administrative support to perform the role of coordination, monitoring, advocacy and implementation and reporting on the human security/rights issues in Kosovo, ensuring a systematic approach in addressing vulnerability and opportunities for consensual decision making involving RAE communities at local level in place.

Efforts will be made to promote RAE empowerment initiatives at the local level as well as to support municipalities to address RAE vulnerability systematically by developing local plans of action for RAE inclusion and to mainstream these issues in respective municipal plans, social programs, etc. Further, the RAE population of Kosovo face continued discrimination and neglect in the return process. While funds are available in the Kosovo Government Consolidated Budget, the authorities refuse to allocate them to

RAE forced returns. Through the activities proposed, vulnerable IDPs and forced returnees will be provided with more support when they arrive in Kosovo in helping them to integrate.

Outcome indicators

- Issues of vulnerability and of RAE, RAE IDPs and forced returnees in particular addressed in systematic manner
- Number of round tables/debates with participation of RAE will be organized by MPDIC (Municipal Project Development and Implementing Committee) both at the central and local levels in collaboration with other stakeholders including FORUM, civil society sector, OSCE, UNHCR, OCRM etc. to discuss RAE Social Inclusion Plan.
- Kosovo RAE representatives/FORUM participate within RAE Social Inclusion Working Groups-central level

Outputs

The outcome above will be achieved through the following outputs:

- Strengthened capacity of the Ministry of Communities and Returns and FORUM (in addressing RAE issues)
- RAE Social Inclusion Plan development supported with full participation of RAE Communities

Municipal Project Development and Implementation Committees will be established consisting of municipal, RAE/FORUM representatives, civil society and project staff recruited to improve institutional capacity to respond to challenges RAE populations face

MPDIC (Municipal Project Development and Implementing Committee) will become a catalyst of change having gradually building capacities to the municipalities and FORUM. To facilitate central and local level information sharing, communication and transfer of knowledge, UNDP will assign a Municipal Coordinator in each of municipality for the whole duration of the project.

Municipalities will be expected to assign municipal staff (not full time) to the MPDIC (Municipal project Development and Implementing Committee) that will be in charge of ensuring application of relevant rules and procedures related to the identification, prioritization and funding of the initiatives that will be agreed in Project Operational Manual.

Under the leadership of executive board consisting of MCR, UNDP, FORUM and municipal authorities, the MPDIC (Municipal project Development and Implementing Committee) will work to coordinate inputs of various working groups that will draft the local Social Inclusion Action Plan and organize consultative forums to validate it.

Activities

- Human Rights Expert will be hired to provide legal advice, monitor the implementation of the projects, ensure complementarity between the various interventions, identify gaps related to the protection and access to rights of the vulnerable, RAE IDPs, RAE forced returnees and do liaising and the advocacy with the specialized bodies and institutions Furthermore, he/she will play a facilitation role in the

preparation and validation of the RAE Social Inclusion Plan throughout Kosovo under the leadership of the Ministry of Communities and Returns

- RAE groups representatives will be included in the institutional structures in charge of addressing and assessing their vulnerability
- Municipal Project Development and Implementation Committees will be established consisting of municipal, RAE representatives, civil society and project staff recruited to improve institutional capacity to respond to challenges RAE populations face
- Gaps related to the protection and access to rights of the vulnerable, RAE IDPs and RAE forced returnees will be identified

3.4.2. Priority area 2: Improving the infrastructure for social assistance through expansion and redefinition of the existing support frameworks

This priority area will be primarily focused on increasing social welfare of RAE communities and their integration in the communities they live. Problems with RAE related to education, employment, access to services have accumulated over the years in Kosovo since there was neither systematic attempt to their resolution, nor the willingness of competent bodies and institutions, which have justified the insufficient engagement by the lack of RAE motivation.

With regard to education, the Ashkaly and Egyptian children assimilated into regular school system while Roma children in some of the municipalities such as Gjilan/Gnjilane, Kamenica etc are still engaged in parallel education systems. They face serious difficulties related to existential problems, language barriers, and lack of proper documentation and validation of diplomas.

Although public health indicators for Kosovo residents are currently quite poor, figures for the RAE population, where available, point to even worse health conditions. For example, according to community reproductive health surveys conducted by Doctors Of the World (DOW), 56 percent of mothers surveyed in the RAE-inhabited Internally Displaced Persons (IDP) Camp in Plemetina gave birth at home; 12% reported losing a child in the first month after birth. For a rough comparison, the overall Kosovar "perinatal mortality rate" (including stillbirths and deaths under 7 days) stood at 2.82 percent in 2001

Outcome:

Wellbeing of RAE communities improved through identification and implementation of sub-projects that address RAE needs and challenges reflecting social and gender dimensions.

This component will be focused on building capacities of the RAE communities, municipal authorities and civil society organizations to address acute socio-economic problems that RAE are facing through identification, prioritization, implementation, and monitoring of community-development sub-projects and encouraging participation of RAE representatives in these processes. The MPDIC (Municipal Project Development and Implementing Committee) will have an overall responsibility to review, approve and monitor implementation of community-development projects.

Priorities will be given to those sub-projects that will address MDGs. Superficially, sub-projects promoting job creation, increasing school enrolment of RAE children, RAE IDPs and RAE forced returnee's integration, promoting advancement of women, addressing health status of RAE children and women, will be given highest priority. Where appropriate respective international agencies will be consulted (such as UNFPA, UNIFEM, etc.).

Outcome indicators

- Number of RAE community meetings held to discuss overall issue regarding project proposals, priorities, design and implementation
- Number of RAE communities/FORUM, municipal staff and civil society involved in the subprojects identification, design, approval and implementation as a crucial element in the process of inclusion, sustainability and ownership and partnership between RAE communities (representatives, e.g. FORUM) civil society and Institutions (municipalities) established to promote inclusion that will be crucial in the inter-ethnic relations.
- A number of community meetings and workshops organized in each of the municipalities with objectives to identify key priorities, finding consensus between the Municipality, MPDIC (Municipal project Development and Implementing Committee) members on how funding on sub-projects will be done.
- A number of subprojects implemented in close collaboration with RAE Community leaders/communities/FORUM
- Number of municipalities able to organize transparent tendering process according to their procedures with overall monitoring of UNDP.
- In-kind contributions from RAE Communities secured
- Increased quality of life within the communities

Outputs

The outcome above will be achieved through the following outputs:

- Short-term opportunities for cash incomes created through public works schemes.
- Local RAE community/FORUM involved in community projects.
- Number of RAE vulnerable profiles produced
- The culture of equity among RAE women promoted.

Activities

- RAE communities' needs assessment will be undertaken together with Municipality and local representatives in order access key development areas
- Labour intensive sub-projects will be launched to provide cash income to beneficiaries especially unemployed RAE youth
- Workers will be selected locally from the RAE communities and vulnerable/IDPs/RAE forced returnees unemployed communities

- RAE communities/FORUM, municipal staff and civil society will be involved in the sub-projects identification, design, approval and implementation as a crucial element in the process of inclusion, sustainability and ownership
- Partnership between RAE communities (representatives), civil society and institutions (municipalities) will be established to promote inclusion that will be crucial in the inter-ethnic relations
- RAE woman/RAE IDPs and forced returnees will be included in discussions through participatory approach MPDIC will ensure participation of RAE women in project identification and implementation

4. Project sustainability and phase out strategy

The project has several pillars of sustainability and therefore the phase out will be easier. The first – and the major one – is its focus on institutional capacity. The activities envisaged are supposed to redefine – and not substitute the existing institutional frameworks.

The second pillar of sustainability is the anticipate support from the majorities. The explicit focus on welfare-to-work approaches and reduction of dependency of Roma population will provide the support from broader constituencies.

Important source of sustainability are the linkages the project has with other endeavours and international frameworks (MDG, Decade of Roma Inclusion). Most of them are governments' commitments. Translating the goals and objectives of these frameworks into the specific objectives of the current project will provide additional source of legitimacy and sustainability.

The project is heavily rooted in quantitative targets and indicators. Imbedded monitoring instruments in combination with data will make possible necessary adjustments in timely manner.

Finally, the networks of partners involved are an important source of sustainability. These partners in most cases have the record of cooperation with UNDP COs and other international donors.

Throughout the project implementation phase, there will be a gradual shift of the financial burden of the donor to the central and local level of governments. Since the project is closely aligned to international frameworks (MDGs, Decade of Roma inclusion) future funding can be secured from EU funds channelled through governments.

5. Risk Management

A project involving such broad scope of actors and covering several countries inevitably faces set of risks that need to be considered so that risk mitigation strategy is put in place. Different levels of project implementation involve different risks summarized in the table below. The last column summarizes the possible steps that can be applied.

The primary risks derive from the possibility that some stakeholders and actors (NGO sector, line ministries) cannot or do not want to fulfil their obligations with regard to systemic reforms within the time frame of the Project. Furthermore, local self-governments may refuse to co-operate on all the components of the Project. Potential alterations to the government /state form are the overall context within which this project operates.

Risk	Likelihood	Risk mitigation strategy
Regional risks		
Coordination problems when many partners are involved	Low	In order to minimize this risk, the project needs an effective coordination mechanism throughout its phases. This would enable all the multiply stakeholders' coherent endeavours and efficient activities' delivery. To address it, all the project's related responsibilities are to be set up in advance with a clearly defined coordination mechanism both at the central and local level.
Change of donors' priorities	Low	Although donors are increasingly pulling out of the region, Roma issues will most likely remain among the priorities. Still, in the long run the project should have clear exit strategy regarding donor funding and gradually shifting the financial responsibilities to national stakeholders
Montenegro		
Political instability after the referendum	Medium	At the present moment, it is quite unpredictable how early independence period and potential change of the Government would affect the project. The Government structure in force is committed to Roma position improvement. However additional efforts are highly desirable and these would be a valuable asset.
Generally still unfavourable economic environment		EA should ensure the vocational, skills upgrading trainings and pilot small-business incentives for Roma are driven by the active labour market demand, both for long term and seasonal jobs, thus reducing this risk.
A gender related concern – there is no previous local experience dealing with Roma women unemployment complexity		UNDP will incorporate gender sensible incentives, especially Roma women for designed and developed. The gender issue monitoring, evaluation and flexibility efforts, as this risk overcoming tools would be an imperative.

Serbia		
Political instability/change of government causes discontinuity in Project implementation	Low	International community and donors lobby at relevant institutions for the acceptance and acknowledgement of the need to continuing with vulnerable group-related activities.
Political changes resulting in changes of the numbers and status of the vulnerable in Serbia (particularly IDPs/Roma IDPs)	High	Coordination and harmonization with the contingency planning and including the new circumstances in the project implementation
Relevant institutions do not support systemic changes	Medium	<ul style="list-style-type: none"> a) Involvement of major stakeholders (international and national) in the Project through appropriate Steering Committees b) Government, international community and donors lobby the relevant institutions to acknowledge the need of systemic reforms.
There is no support from local self-government for the Project	Low	<ul style="list-style-type: none"> a) MoU with municipal authorities prior to start of the Project. b) Involvement of relevant governmental institutions, key actors and stakeholders in transparent consultation process. c) Joint donor intervention, emphasizing relevance of co-ordination activities.
Vulnerable communities do not have sufficient capacity	Medium	Focus on municipalities with sufficient capacity.
Kosovo		
Unresolved status – the province continues to exist within a special development situation at risk due to volatile security, political and economic dynamics making operational conditions	High	Negotiations to determine Kosovo's final status commenced on Monday November 21, 2005. However, Status talks have commenced with a strong divergence between the Pristina and Belgrade positions as well as between Kosovo Albanians and Kosovo Serb communities and among the political parties about their visions for the future of Kosovo. Consequently, political

will remain fluid		stability is threatened by tense relations between the Government and the opposition and the continued boycott of Kosovo institutions by Kosovo Serbs
Majorities unwilling to endorse broad-scale RAE-targeted efforts	High	<p>a) Communication elements imbedded into the project will start from the outset and may need strengthening in the process</p> <p>b) Local majorities approached and consulted in advance</p>

6. Management, Implementation and Coordination Arrangements

6.1. General provisions

The project will be managed and implemented by the Bratislava Regional Centre within the delegated Direct Execution (DEX) authority, in line with the UNDP Programming for Results Management User Guide. The programme will be implemented in the form of one award with a number of Atlas projects, with the **UNDP BRC acting as the project implementing partner** (agency) according to DEX.

UNDP offices in the region involved in the project will be executing agencies of the national components and in cooperation with the national partners will be implementing the activities envisaged for national level implementation. This modality (BRC acting as the project implementing partner for the whole project vis-à-vis SIDA and UNDP offices in the region vis-à-vis national partners) will ensure both national ownership of actions envisaged and regional oversight, monitoring reporting to the donor from one legal entity.

At regional level the project will be supervised by a **Regional coordinator**. **Project officer will play a role of project manager and will be** responsible for the day-to-day management and decision-making. The **Regional coordinator** will be supervised by the Poverty Practice Manager. For each national/country/local component a **Local Project Coordinator** will be appointed. His/her work will be supported by a **Project Assistant** for each component.

The **Project officer** will undertake the following management activities:

- Organization of kick-off meeting, regular management and technical meetings, review preparation meetings, project reviews/audits and conference calls.
- Co-ordination of all activities within the project, including budget monitoring.
- Ensuring that the project work program is maintained.
- Serving as a channel for submitting all relevant documents for the Project Executive Group and for general liaison with the donor, UNDP country offices and RBEC NY on the project matters.
- Coordination and exchange of information with Project Managers in the Cos;
- Acting as the interface with other UNDP projects implemented at the regional and national levels.
- Organization of the Project Executive Group meetings.
- Preparation and maintenance of the project workplan, preparation of the project agreements.

- Consultation with the UNDP Office of Legal and Procurement Support, BOM/NY.
- Drafting TORs/Requests for Information/Proposals.
- Preparation of monthly reports with monitoring of the project milestones, ongoing tasks and resource consumption in line with the M&E Monitoring Tool.
- Preparation of annual progress reports with monitoring of the project milestones, ongoing tasks and resource consumption.
- Preparation of project interim and final report.
- Updating the project-related information in Atlas.

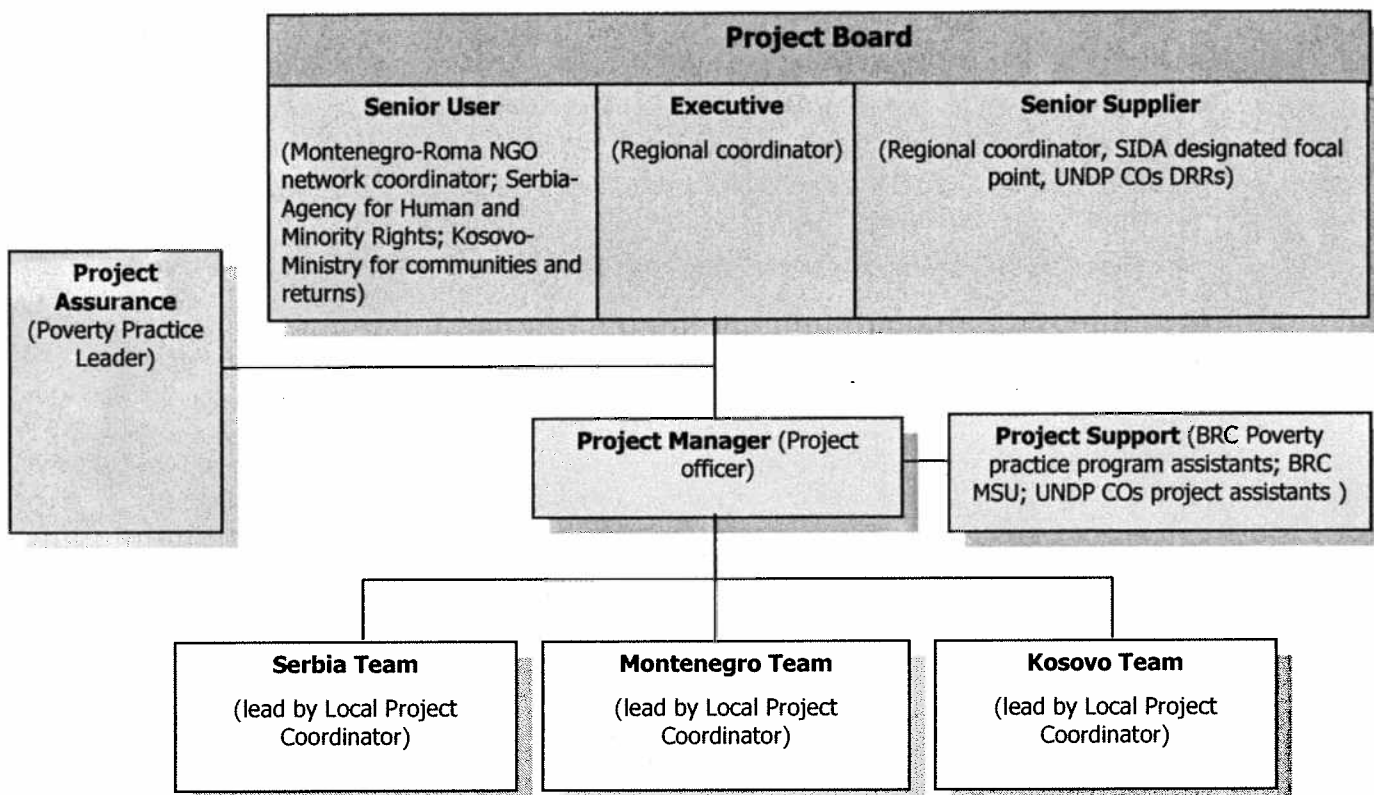
A **Project Board** is the group responsible for making by consensus management decisions for a project when guidance is required by the Project Manager, including approval of project revisions. In order to ensure UNDP's ultimate accountability, final decision making rests with UNDP in accordance with its applicable regulations, rules, policies and procedures. Project reviews by this group are made at designated decision points during the running of a project, or as necessary when raised by the Project Manager. This group is consulted by the Project Manager for decisions when project management tolerances (normally in terms of time and budget) have been exceeded. The Project Board will be comprised of the Regional coordinator, SIDA designated focal point, representatives of the respective UNDP offices involved in the project (at the level of DRR) and representatives of the project's beneficiaries (one per country). The Group's key roles will be as follows:

- Executive role representing the project ownership to chair the group. The role will be performed by the Regional coordinator, who shall be the decisive power if the opinions of senior supplier and senior beneficiary do not reach compromise.
- Senior Supplier role to provide guidance regarding the technical feasibility of the project. This role will be held by the SIDA designated focal point, Regional coordinator and the participating UNDP COs' DRRs; and
- Senior Beneficiary role to ensure the realization of project benefits from the perspective of project beneficiaries. It will be held by representative of beneficiaries of the project (one per country).

In addition and independently from the Project Board's roles two other roles will be important for the smooth project implementation:

- The **Project Assurance role** will support the Project Board by carrying out objective and independent project oversight and monitoring functions. During the Running a Project process, this role will ensure that the appropriate project management milestones are managed and completed. This role will be held by Poverty Practice Leader
- The **Project Support role** will be performed by the Poverty Practice program assistants and the Centre's Management Support Unit (MSU) to provide project administration and management support to the Project coordinator and officer as required by the needs of the project or Project coordinator. At the national level it will be provided by the project assistant appointed in respective UNDP country offices.

Project implementation would be supported by UN Volunteers at a later stage. Any financial contribution will be reflected in ATLAS



6.2. Monitoring, evaluation and reporting

The RRF reflects the project has four individual components – each component (regional, Montenegro, Serbia and Kosovo) corresponds to the outcomes of respective program document (regional to Regional Program Document, Montenegro to Montenegro Country Program Document, etc.). The outputs stated in RRF do not reflect the outputs stated in the respective program documents.

This project will be effectively monitored by assessing progress against the qualitative and quantitative indicators outlined in the Results Framework. The indicators will be further refined during the initial stage of the project.

A Communication and Monitoring Plan will be activated and updated to chart key management actions/events, and logs will be used to keep track of potential problems, risks, lessons learned, and progress.

Additionally, the project will be subject to periodic reviews (end of year project review as stipulated by the RBM guidelines) in accordance with UNDP rules and regulations.

The Local Project Coordinators will submit quarterly monitoring progress reports to the Regional Project officer. Based on these regular reports the Regional Project officer will compile consolidated progress reports and submit them half-yearly to the Project Board and to the Donor within one month from the end of reporting period. The end of year report will be accompanied with the financial report. The half yearly and annual meetings of the Project Board will be held within three month from the end of reporting period.

Upon completion, the project will be reviewed evaluated.

6.3. Legal Context and delineation of responsibilities between parties involved

This regional project document shall be the instrument referred to as such in Article I of the Standard Basic Assistance Agreement (SBAA) between SIDA and the United Nations Development Programme.

This complementarity of regional and national dimensions requires concerted efforts between different actors involved in the project implementation. Each country office will play the role of implementing partner of the relevant national component. The overall project will be executed at regional level by UNDP BRC Bratislava. The national components will be implemented by the individual UNDP country offices.

In this framework BRC will be responsible for:

- The overall project execution and project administration (for the regional level components)
- Maintaining the project's conceptual clarity and comparable standards regarding data collection, monitoring, project evaluation at different stages etc.
- Exchange of information, knowledge codification and application between different participants
- Consultancy and expert support necessary at various phases of the project implementation

Country offices will be responsible for:

- National level project implementation and support services for the national components
- Maintaining working contacts with the national partners
- Application of the commonly agreed standards and procedures regarding data collection
- Reflecting the national specifics in all components of the project when appropriate

Regional and local components of the project are clearly distinguishable both at substantive and managerial perspective. From donor's perspective however the project will not be a partnership with several entities. It will be formalized within a cost-sharing agreement with UNDP BRC and UNDP BRC will be responsible for the overall process of communication with the donor, regular monitoring and reporting. The national components will be executed in DEX modality within existing UNDP internal rules and procedures applicable to projects involving several country offices.

PROJECT RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country Programme Results and Resource Framework³⁴:

1. National actors are better equipped to respond to human poverty challenges faced by vulnerable groups (Bratislava Regional Centre)
2. The VGs poverty and social exclusion reduced through improved social security system, employment and economic, gender mainstreamed opportunities (UNDP Montenegro)
3. Effective HR institutions established and mechanisms put in place to facilitate SCG's compliance with international human rights obligations; Strengthening of capacities at the local and central level ensured for local governance and urban/rural development and in relation to the decentralization process; Improved efficiency, accountability and transparency in the public sector and national capacities strengthened (UNDP Serbia)
4. Living conditions and relations improved in communities through increased local ownership of reconstruction and rehabilitation efforts (UNDP Kosovo)

Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets³⁵:

1. Number of countries with activities targeting vulnerability issues Baseline: No activities targeting vulnerability issues in the region;
2. The National poverty rate decreased by 3% (in accordance with the national MDG Report). Baseline: Poverty rate 12.2% in 2003; VGs: 30% increased coverage in social security, health, education, employment and other quality public services. Baseline: N/A, est.40% Target: 60% VGs
3. Human rights reporting functioning; Trainings conducted in pilot municipalities; Policy dialogue on PAR enhanced through a number of workshops, presentations and conferences, development of national capacities increased through policy advice on central and local levels;
4. Ministry of Communities and Returns strengthened to strategically address RAE issues and needs; Local/municipal level mechanism in two municipalities in place ensuring RAE communities sustainable livelihoods and participation in the decision making process

Applicable MYFF Service Line³⁶:

1. SL 1.2 Pro-poor policy reform to achieve MDG targets
2. SL 1.
3. SL 2.4 Justice and Human Rights; SL 2.6 Decentralization, Local Governance and Urban/Rural Development; SL 2.7 Public Administration Reform and Anti-Corruption;
4. SL 4.2

Partnership Strategy

³⁴ The outcomes provided in this part correspond to the Outcomes of Program Documents for respective countries. When the project is put into ATLAS the Outcome taken from BRC Regional Program Document will be used as an outcome for the overall project

³⁵ The outcomes provided in this part correspond to the Outcomes of Program Documents for respective countries. When the project is put into ATLAS the Outcome taken from BRC Regional Program Document will be used as an outcome for the overall project

³⁶ The outcomes provided in this part correspond to the Outcomes of Program Documents for respective countries. When the project is put into ATLAS the Outcome taken from BRC Regional Program Document will be used as an outcome for the overall project

Project title and ID (ATLAS Award ID): Improving institutional capacity and monitoring capabilities at central and local level for decreasing vulnerability of Roma in Western Balkans			
Intended Outputs	Output Targets for (years)	Indicative Activities	Responsible parties
<p>Output 1 (Regional component): Providing more targeted, effective and efficient actions for decreasing Roma poverty and exclusion through the Governments' commitments to meeting the Millennium Development Goals, their efforts to move closer to EU membership criteria and standards as well as to their commitments within the Decade of Roma Inclusion</p> <p><u>Baseline (to indicators):</u></p> <ol style="list-style-type: none"> No MDG agenda in the Decade of Roma Inclusion countries contains a specific targets for Roma NAPs do not contain monitoring system No best practice codified <p><u>Indicators:</u></p> <ol style="list-style-type: none"> Government commitments to meeting MDGs applied also for Roma communities through setting targets (and if necessary adjusted) for Roma communities in the MDG agenda National Action Plans for the Decade of Roma equipped with practical actions with relevant monitoring system in place 		<p>1.1 Overview of available donor practices and experience in the region in the area of Roma inclusion and on-line database of successful practices in the area of Roma inclusion</p> <p>Sub-activity:</p> <p>1.1.1 Elaboration of on-line database on Roma development practices and a review of available donor practices and experience</p> <p>1.2 "How to guide" on reforming the systems of social support to make them more responsive to vulnerable groups' needs</p> <p>Sub-activity:</p> <p>1.2.1 Codification of the experience generated and elaboration of the "How to guide"</p> <p>1.3 NAPs updated and progress assessment reports after the first three years of the Decade of Roma Inclusion implementation (2008)</p> <p>Sub-activities:</p> <p>1.3.1 Assisting the national partners in designing and implementing relevant progress indicators for Decade implementation and a system of disaggregated vulnerability data monitoring</p> <p>1.3.2 Conducting "mid-term assessment of the NAPs implementation" in 2008</p> <p>1.3.3 Elaboration of a regional report on the</p>	Output 1: BRC team

<p>3. Best practice in the area of decreasing Roma poverty and exclusion codified for the use within the Decade of Roma Inclusion countries</p> <p><u>Output 2 (Montenegro component):</u> Poverty reduction in targeted Roma communities through ensuring improved and sustainable social inclusion, better employment and development opportunities</p> <p><u>Baseline:</u></p> <ol style="list-style-type: none"> 1. 0 2. 0 3. 0 4. to be determined <p><u>Indicators:</u></p> <ol style="list-style-type: none"> 1. Number of Service Centres provided with the technical assistance 2. Number of SC staff and NGO representatives trained in selected areas (to be defined by needs assessment) 3. Number of Employment Agencies' staff trained in selected areas (to be 	<p>2007 (2 more in 2008)</p> <ol style="list-style-type: none"> 1. to be defined 2A. number of staff in individual types of trainings – to be defined 2B. 60% of targeted Roma population included in social protection systems by 2008 and 70% by 2008 3. to be defined 4A. *** number of targeted Roma included in employment generation schemes in 2007 (to be defined) 4B. By 2008 60% of targeted Roma households have one adult member that is involved in income-generation schemes 	<p>Decade progress in the region</p> <p>1.4 Regional coordination and support services provided</p> <p>Sub-activities:</p> <ol style="list-style-type: none"> 1.4.1 Setting up project coordination unit 1.4.2 Setting up M&E components and providing periodic progress reports 1.4.3 Project expansion (new countries inclusion) and scaling-up (new donor involvement) 1.5 Cost recovery <p>2.1 Introductory phase</p> <p>Sub-activities:</p> <ol style="list-style-type: none"> 2.1.1 Setting up of Project Implementation Unit and the Project running costs 2.1.2 The project's launching – initial stakeholders' joint activities & the stakeholders take ownership over and the project 2.2 Targeted SCs' endorse local partnership and Roma involvement while with SCs' upgraded capacities provide Roma with improved access to and social services and benefits coverage (60-70% vulnerable Roma in the targeted areas), gender sensitised <p>Sub-activities:</p> <ol style="list-style-type: none"> 2.2.1 SC capacities' upgrading 2.2.2 Access to, social benefits and services provision while local authorities and other actors get more involved in issues concerning Roma situation 	<p>Output 2: Montenegro team</p>
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<p>defined by needs assessment)</p> <p>4. Number of targeted employment generation schemes for Roma launched (and separately for Roma women)</p>	<p>4C. By the end of 2007 Roma women employment rate increased by 10%, by the end of 2008 – by another 10%</p>	<p>improvement</p> <p>2.3 EAs capacities upgraded thus improving access to and quality of services for Roma, including certified skills upgrading trainings resulting in decreased unemployment rate and greater economic development opportunities</p> <p>Sub-activities: 2.3.1 EAs' capacities upgrading 2.3.2 Upgrading EA Services</p> <p>2.4 Roma women increased interest, economic empowerment and employment rate, through improved EA services and Roma NGOs dedicated engagement</p> <p>Sub-activities: 2.4.1 Roma women employment programs 2.4.2 Roma entrepreneurship/small business pilot support</p> <p>2.5 Cost recovery</p>	<p>Output 3: Serbia team</p>
<p><u>Output 3 (Serbia component):</u> Support to the Government of Serbia and other relevant stakeholders to address in a sustainable manner the problem of vulnerability in the country</p> <p><u>Baseline:</u></p> <ol style="list-style-type: none"> No RNSS staff supported; no training sessions conducted 20 to be determined to be determined <p><u>Indicators:</u></p> <ol style="list-style-type: none"> Roma National Strategy secretariat 	<p>1A. 4 staff of RNSS funded in 2007</p> <p>1B. 5 training/knowledge sharing sessions conducted in 5 district centers in 2007</p> <ol style="list-style-type: none"> 10 additional municipalities with local vulnerable groups/minority coordinator to be defined to be defined 	<p>3.1 All managerial and other pre-conditions for successful project implementation put in place and functional</p> <p>3.2 The institutional framework for dealing with vulnerability and Roma strengthened and supported</p> <p>Sub-activities: 3.2.1 Support and strengthen the Roma National Strategy Secretariat (RNSS)</p> <p>3.3 Establishment of 10 Roma/Vulnerable Groups Coordinators in 10 municipalities</p> <p>Sub-activities: 3.3.1 Mobilization of the Coordinators, establishment of related coordination</p>	<p>Output 3: Serbia team</p>

<p>able to effectively implement the strategy on Roma inclusion</p> <ol style="list-style-type: none"> Number of municipalities with local vulnerable groups/minority coordinator Number of local action plans for Roma adopted Number of small grant for vulnerable groups employment generation in the targeted municipalities 		<p>mechanisms and holding meetings at the local level and support development of local action plans for Roma integration</p> <ol style="list-style-type: none"> 3.3.2 Direct support to NAPs implementation targeting Roma individuals 3.4 Cost recovery 	
<p><u>Output 4 (Kosovo component):</u></p> <p>Strengthening capacities of central and local authorities in developing and implementing policies addressing RAE issues, strengthening RAE Community participation in the process of decision making, livelihood stability and strengthening community and municipal capacity through the community initiatives that involve RAE</p> <p><u>Baseline:</u></p> <p><u>1.-5. to be determined</u></p> <p><u>Indicators:</u></p> <ol style="list-style-type: none"> Number of RAE representatives in the Social Inclusion Working Groups at central level Number of round tables/debates with participation of RAE organized by MPDIC (Municipal Project Development and Implementing Committee) both at the central and local levels in collaboration with other 	<ol style="list-style-type: none"> 1. to be defined 2. to be defined 3. to be defined 4. to be defined 5. to be defined 	<p>4.1 Strengthened capacity of the Ministry of Communities and Returns and FORUM in dealing with RAE issues</p> <p>Sub-activities:</p> <p>4.1.1 Human Rights Expert will be hired to provide legal advice, monitor the implementation of the projects and establish links with the districts with largest Roma population (Prizren and Ferizaj/Urosevac) where local coordinators will serve liaison</p> <p>4.1.2 RAE groups representatives will be included in the institutional structures in charge of addressing and assessing their vulnerability</p> <p>4.1.3 Gaps related to the protection and access to rights of the vulnerable will be identified</p> <p>4.2 RAE Social Inclusion Plan developed with full participation of RAE Communities and coordinated by MCR</p> <p>Sub-activities:</p> <p>4.2.1 Municipal Project Development and</p>	<p>Output 4: Kosovo team</p>

<p>stakeholders including FORUM, civil society sector, OSCE, UNHCR, OCRM etc. to discuss RAE Social Inclusion Plan.</p> <p>3. Number of RAE community meetings held to discuss overall issue regarding project proposals, priorities, design and implementation in the targeted municipalities</p> <p>4. Number of employment generating projects for RAE developed and implemented in targeted municipalities (and separately for RAE women)</p> <p>5. Number of subprojects implemented in close collaboration with RAE Community leaders/communities/FORUM</p>	<p>Implementation Committees will be established consisting of municipal, RAE representatives, civil society and project staff recruited to improve institutional capacity to respond to challenges RAE populations face</p> <p>4.2.2 RAE Social Inclusion plan elaborated and discussed on number of round tables/debates with participation of RAE organized by MPDIC both at the central and local levels in collaboration with other stakeholders</p> <p>4.3 Short-term opportunities for cash incomes created through public works and community-based economic activity schemes</p> <p>Sub-activities: 4.3.1 Needs assessment will be undertaken together with Municipality and local representatives in order access key development areas</p> <p>4.3.2 Building the organizational and institutional infrastructure for labour intensive projects that would provide cash incomes, training and reintegration into the labor market opportunities with particular focus on unemployed RAE youth</p> <p>4.3.3 Implementation of the public works and community-based economic activity schemes</p> <p>4.4 Cost recovery</p>	
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Annual Work Plan for 2007

Title of the project: Improving institutional capacity and monitoring capabilities at central and local level for decreasing vulnerability of Roma in Western Balkans

Project execution modality: DEX

Project duration: from January 2007 till December 2009

Project Atlas ID:

EXPECTED OUTPUTS	Key Activities/Annual Output targets <i>List all the activities to be undertaken during the year towards stated output</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET (EUR)				
		Q1-	Q2	Q3	Q4		FUND ID	DONOR ID	Budget code	Amount	
MONITORING ACTIVITIES											
Output 1 (regional component): Providing more targeted, effective and efficient actions for decreasing Roma poverty and exclusion through the Governments' commitments to meeting the Millennium Development Goals, their efforts to move closer to EU membership criteria and standards as well as to their commitments within the Decade of Roma Inclusion	1.1 Overview of available donor practices and experience in the region in the area of Roma inclusion and on-line database of successful practices in the area of Roma inclusion 1.2 "How to guide" on reforming the systems of social support to make them more responsive to vulnerable groups' needs 1.3 NAPs updated and progress assessment reports after the first three years of the Decade of Roma Inclusion implementation (2008)					BRC team					2,000
						BRC team					4,000
						BRC team					9,000
											106,267
											6,063
											127,330
Sub-total:											
Output 2 (Montenegro component):	2.1 Introductory phase					Montenegro team					74,759

Poverty reduction in targeted Roma communities through ensuring improved and sustainable social inclusion, better employment and development opportunities	2.2 Targeted SCs' endorse local partnership and Roma involvement while with SCs' upgraded capacities provide Roma with improved access to and social services and benefits coverage (60-70% vulnerable Roma in the targeted areas), gender sensitised		Montenegro team			75,000
	2.3 EAs capacities upgraded thus improving access to and quality of services for Roma, including certified skills upgrading trainings resulting in decreased unemployment rate and greater economic development opportunities		Montenegro team			45,000
	2.4 Roma women increased interest, economic empowerment and employment rate, through improved EA services and Roma NGOs dedicated engagement		Montenegro team			54,100
	2.5 CO cost recovery		Montenegro team			12,443
Sub-total:						261,302
Output 3 (Serbia component): Support to the Government of Serbia and other relevant stakeholders to address in a sustainable manner the problem of vulnerability in the country	3.1 All managerial and other pre-conditions for successful project implementation put in place and functional		Serbia team			88,190
	3.2 The institutional framework for dealing with vulnerability and Roma strengthened and supported		Serbia team			110,500
	3.3 Establishment of 10 Roma/Vulnerable Groups Coordinators in 10 municipalities		Serbia team			244,200
	3.4 CO cost recovery		Serbia team			22,145

Annual Work Plan for 2008

Title of the project: Improving institutional capacity and monitoring capabilities at central and local level for decreasing vulnerability of Roma in Western Balkans

Project execution modality: DEX

Project duration: from January 2007 till December 2009

Project Atlas ID:

EXPECTED OUTPUTS	Key Activities/Annual Output targets <i>List all the activities to be undertaken during the year towards stated output</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET (EUR)			
		Q1-	Q2	Q3	Q4		FUND ID	DONOR ID	Budget code	Amount
MONITORING ACTIVITIES Output 1 (regional component): Providing more targeted, effective and efficient actions for decreasing Roma poverty and exclusion through the Governments' commitments to meeting the Millennium Development Goals, their efforts to move closer to EU membership criteria and standards as well as to their commitments within the Decade of Roma Inclusion	1.1 Overview of available donor practices and experience in the region in the area of Roma inclusion and on-line database of successful practices in the area of Roma inclusion					BRC team				1,500
	1.2 "How to guide" on reforming the systems of social support to make them more responsive to vulnerable groups' needs					BRC team				9,500
	1.3 NAPs updated and progress assessment reports after the first three years of the Decade of Roma Inclusion implementation (2008)					BRC team				35,000
	1.4 Regional coordination and support services provided									98,705
	1.5 BRC cost recovery									7,235
Sub-total:										151,940
Output 2 (Montenegro component):	2.1 Introductory phase					Montenegro team				64,956

Poverty reduction in targeted Roma communities through ensuring improved and sustainable social inclusion, better employment and development opportunities	2.2 Targeted SCs' endorse local partnership and Roma involvement while with SCs' upgraded capacities provide Roma with improved access to and social services and benefits coverage (60-70% vulnerable Roma in the targeted areas), gender sensitised	Montenegro team	59,000
	2.3 EAs capacities upgraded thus improving access to and quality of services for Roma, including certified skills upgrading trainings resulting in decreased unemployment rate and greater economic development opportunities	Montenegro team	49,000
	2.4 Roma women increased interest, economic empowerment and employment rate, through improved EA services and Roma NGOs dedicated engagement	Montenegro team	56,500
	2.5 CO cost recovery	Montenegro team	11,473
Sub-total:			240,929
Output 3 (Serbia component): Support to the Government of Serbia and other relevant stakeholders to address in a sustainable manner the problem of vulnerability in the country	3.1 All managerial and other pre-conditions for successful project implementation put in place and functional	Serbia team	80,007
	3.3 Establishment of 10 Roma/Vulnerable Groups Coordinators in 10 municipalities	Serbia team	244,800
	3.4 CO cost recovery	Serbia team	16,240
Sub-total:			341,047

Annual Work Plan for 2009

Title of the project: Improving institutional capacity and monitoring capabilities at central and local level for decreasing vulnerability of Roma in Western Balkans

Project execution modality: DEX

Project duration: from January 2007 till December 2009

Project Atlas ID:

EXPECTED OUTPUTS	Key Activities/Annual Output targets <i>List all the activities to be undertaken during the year towards stated output</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET (EUR)		
		Q1-	Q2	Q3	Q4		FUND ID	DONOR ID	Budget code
MONITORING ACTIVITIES									
Output 1 (regional component): Providing more targeted, effective and efficient actions for decreasing Roma poverty and exclusion through the Governments' commitments to meeting the Millennium Development Goals, their efforts to move closer to EU membership criteria and standards as well as to their commitments within the Decade of Roma Inclusion	1.2 "How to guide" on reforming the systems of social support to make them more responsive to vulnerable groups' needs 1.3 NAPs updated and progress assessment reports after the first three years of the Decade of Roma Inclusion implementation (2008) 1.4 Regional coordination and support services provided 1.5 BRC cost recovery					BRC team			11,500
						BRC team			6,000
									113,448
									6,547
Sub-total:									137,495
Output 3 (Serbia component): Support to the Government of Serbia and other relevant stakeholders to address in a sustainable manner the problem of vulnerability in the country	3.1 All managerial and other pre-conditions for successful project implementation put in place and functional 3.3 Establishment of 10 Roma/Vulnerable Groups Coordinators in 10 municipalities 3.4 CO cost recovery					Serbia team			75,368
						Serbia team			163,600
Sub-total:						Serbia team			11,948
TOTAL									250,916
									388,411