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“PROMOTING

ROMA INTEGRATION



The experience of

the Italian Red Cross in

Montenegro”



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Bethel University

Dr. Flavio Ciriaci



Supervisor: Prof. Gian Battista Parigi

Tutor Stage: Dr. Michele Rezza Sanchez



KENYATTA UNIVERSITY
Flame of Africa

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In these months I have been able to directly observe the condition of Roma people in the town of Podgorica and to monitor the activities foreseen by the project ‘ *Social Inclusion of Roma Population in Camp Konik* ’ implemented by the Red Cross of Montenegro (RCM) with the support of the Italian Red Cross.

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Abstract

This thesis aims to closely study the process of integration and social inclusion of Roma people, one of the most vulnerable communities in Europe, by analyzing the internal and external components of this process. The main internal features of this community are studied as well as its external relations with governments, institutions, NGOs and civil society.

The research begins by giving a general overview on history, culture, traditions, features and population categories of Roma. This also includes an outline of all different policy approaches related to the Roma people that have been adopted in Europe since the Ottoman Empire until the new and recent strategies implemented by national States and international organizations. More deeply the chapter explores the current life condition of the majority of Roma people, who are strongly affected by a status of multidimensional poverty which goes beyond the economic sphere but also implies all others aspects of human life in our society.

Being most part of the Roma settled in Eastern Europe and particularly in the Balkans, more focus is given to this area. Indeed, the third chapter describes the approach used by the Italian Red Cross (ItRC), for promoting social inclusion of Roma in the Balkans and especially in Montenegro.

A deeper analysis overview on historical and current condition of Roma people in Montenegro and in its capital of Podgorica is then presented. This country, since 2008, has started to implement several new measures in order to meet the requirements to access the EU. Following the EU 2020 goals, the UN agenda 2030 and IFRC global strategy 2020, the Italian Red Cross has decided since 2010 to support a cooperation project for the social inclusion of Roma people living in the suburbs of Podgorica. Therefore, in the last part of third chapter and in the fourth, the entire situation of Roma individuals living in the biggest Roma settlement in the Balkans (Camp Konik) is explained, specifying their issues and current needs.

The ItRC project, its goals, its activities and results, are analyzed and evaluated. It is currently implemented in collaboration with the national society of the Red Cross of Montenegro and mainly aims at promoting the inclusion of Roma children and adults by improving the access to school education.

The last part of this work, before the conclusions, contains an analysis that aims to assess the contribution, given by the project activities, to the achievement of the SDG and EU strategy 2020 goals and to the integration of the Roma communities within the society.

Acronyms

Bozidar Vukovic Podgoricanin School	BVP
Council of Europe	COE
EU Framework for National Roma Integration Strategies	NRIS
European Union	EU
Instrument on Pre-Accession Assistance	IPA
Internal Displaced People	I/DPs
International Federation of Red Cross and Red Crescent Societies	IFRC
Italian Red Cross	ItRC
Non-Governmental Organizations	NGOs
Participatory Community Development	PCD
Red Cross of Bosnia and Herzegovina	RC BiH
Red Cross of Montenegro	RCM
Roma, Ashkali, Egyptians	RAE
Roma, Egyptians	RE
Sustainable development goals	SDGs
The Organization for Security and Cooperation in Europe	OSCE
United Nations Development Programme	UNDP
United Nations High Commissioner for Refugees	UNHCR
World Bank	WB

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CHAPTER 1

INTRODUCTION

1.1. Importance of the study and objectives

In the last years several and different researches and case studies on Roma community within the European continent were performed. With the collapse of the Soviet Union, Yugoslavia and other socialist regimes in Eastern Europe, at the end of the 90s, several migration flows took place, altering the population composition in many States of the continent.

This demographical phenomenon originated the necessity to analyze in depth features of each social and ethnical group as well as possible models of integration in the hosting societies. Such approach influenced also the current research, which has the double objective to analyze features of Roma community and to verify one integration model, based on the education.

The need to integrate the Roma people is one of the reasons at the basis of the decision of the Italian Red Cross (ItRC) to increase efforts and actions in the Balkans and in Montenegro, where it was already present with other cooperation projects. The ItRC has been collaborating with the Red Cross of Montenegro since 2010 for meeting needs of vulnerable groups such as elderly people and Roma, really affected by the war in 90s in the ex-Yugoslavia. This long relation with RCM eventually brought to the establishment of an ItRC delegation office in 2015.

This research was formulated while giving my contribution to the daily work of the ItRC delegation in Montenegro, with the intent of a critical analysis on the approach chosen by ItRC to tackle discrimination and promoting the integration for one of the most vulnerable and marginalized community in Europe such as Roma people. One of the main objectives of this study is to assess the level of social inclusion for Roma people to be achieved through the implementation of different actions directed to contrast their condition of multidimensional poverty. Nowadays, Roma are still mostly poor and marginalized because they do not have full access to education, employment, health care and housing. These are the same four main issues identified as goals to be addressed and that are considered as primary by the EU Framework for National Roma Integration Strategies (NRIS), explained in the next paragraphs. None of

these goals should be considered as a priority independent from the others, as they are interconnected and all of them should be faced jointly.

Nevertheless, education has been prioritized with the project “*Social inclusion of Roma Population from Camp Konik*”, originated thanks to the collaboration between the Italian Red Cross and the Red Cross of Montenegro, with the aim of promoting a full integration of Roma people starting from children as a target. However, a focus on childhood implies also the involvement of adults in the education activities and in promoting some changes in the behavior and social customs of the adults to allow a healthier growth of their children. Therefore, a strong effort has to be taken to fight illiteracy between adults and increase their skills to be able to access the labor market. Moreover, education is a pivotal goal which perfectly interconnects with the other three tasks mentioned before. It is demonstrated that a higher level of education, through the promotion of hygiene, healthier life style and prevention of several diseases, has a positive impact on public health. Better education enhances the possibility to access more professional opportunities. Moreover, a higher level of education has a good impact in improving the correct use of services and facilities in housing. As a consequence, it makes sense to connect low levels of education to a lack of social and economic equality between Roma and other people, not always guaranteed in many European States, both EU and not EU member states. As a matter of fact, a real empowerment of Roma communities passes through giving them equal opportunities in the sector of education and guaranteeing minimum standards in the other areas to improve life conditions.

In conclusion, the general objective of the thesis is identifying which are the internal features and the external conditions that influence the involvement of Roma communities into the society and showing if an educational approach can contribute in promoting their integration. In order to do it, it was chosen to analyze in detail the cooperation project of ItRC and RCM and its contribution given to the integration of Roma people in the context of Montenegro. Specific objectives can be summarized by the following research questions:

- Which historical and cultural factors have been influencing the Roma inclusion in Central and Eastern Europe and in Montenegro?
- Which are the difficulties and obstacles to promote social inclusion in Camp Konik of Podgorica?
- What is the contribution given by the project to the achievement of EU 2020 goals and SDGs so far?
- What are the successes and future challenges of the project?

1.2. Research methodology and data collection

As already mentioned in the previous paragraph, a substantial integration for Roma people is reachable only if they have an adequate and equal access to education, employment, healthcare and housing. In order to evaluate it, there are minimum standards used as parameters of reference during the implementation of activities and in the formulation of project goals. In the last chapter of this thesis, the results achieved by the project so far, are compared with some indicators and objectives in line with the minimum standards above mentioned.

The analysis of this research is divided in two parts. The first one (Chapter 2-3) is based on secondary data review from several sources (such as: historiographies, handbooks, policy studies, European and national laws) and contains information on the history and culture of Roma communities as well as their current needs and life conditions in Europe and in Montenegro. This part also comprehends guidelines and principles of the International Federation of the Red Cross and ItRC, regarding strategies on Roma inclusion and protection of vulnerable communities as well as laws and directives formulated by national and European States and organizations. The second part instead is more empirical (chapter 3-4) and it focuses on monitoring and evaluating a humanitarian project designed by ItRC and RCM. Based on data collected through monitoring activities since the beginning of project, a mid-term evaluation was carried out in comparison with the objectives established by EU Strategy 2020 and the SDGs.

In the last chapter, the use of a Likert scale ¹ aims to support an analysis of the contribution given by the project activities to the achievement of the goals listed in the EU 2020 Framework for National Roma Integration Strategies (NRIS) and 2030 sustainable development goals.

Given that the project is still ongoing and the EU and UN goals are set up for 2020 and 2030, the analysis performed in this thesis cannot be a final one, and can only estimate if the project objectives and results are in line with and able to establish a trend toward the achievement of the above mentioned goals. Therefore, the thesis reports, through a preliminary analysis and personal impressions as researcher and RC associate delegate working in the field, the project results obtained so far.

¹ A **Likert scale** is a psychological measurement device that is used to gauge attitudes, values, and opinions. It functions by having a person complete a questionnaire that requires to indicate the extent to which he agrees or disagrees with a series of statements. The Likert scale is named after its creator, Rensis Likert, who developed it in 1932.

1.3. Limits and ethics of the research

Carrying out this research implied several challenges. The most demanding one was related to the scarce availability of basic statistical and demographic information on Roma people. This is due in first instance to a still inadequate system of institutional information management on Roma, only recently established for health insurance and accommodation assignment purposes; as well as to the difficulty to track the movements of several Roma groups which, during the period 2010-2017, moved from Montenegro to Kosovo.

Another serious problem, affecting any kind of research approach, stands in the challenge of finding a common definition for the ‘so called’ Roma community. Indeed, as it will be often stated in this research, the term ‘Roma’ comprehends a wide category of people, including several ethnical and national groups, different for geographic coverage, culture and language. For facilitating the reading of this paper, I decided to use the term Roma to refer to different groups belonging to Romani culture such as the Ashkali and Balkan Egyptians, who come from Kosovo but live together with other Roma in Camp Konik of Podgorica

However, ethnical and cultural distinctions are really significant within these communities and many individuals do not accept to be identified as Roma, or, very often, they do not declare their identity because they are afraid of persecution.

This problem of defining who could be included in the Roma’ category had often affected many studies on this community, obliging researchers to adopt estimations or evaluations based on perceptions and subjective interpretations. As a result, also this research will not pretend to show an exact numerical result and will be based on conclusions derived by qualitative approaches such as key informant interviews with beneficiaries, public schools directors, coordinators and volunteers of the project. Although not statistically representative, this qualitative approach constitutes the only functional methodology allowing to appreciate the achieved levels of social inclusion and personal awareness about education and health topics. Nevertheless, assuming these difficulties, it is worth to state that this thesis aimed only to offer considerations on trend records and tried to identify successful actions and existing limits to the process of pursuing the Roma integration.

As a last remark, only initials of the names of people interviewed are reported to respect their privacy.

CHAPTER 2

THE ROMA COMMUNITY IN CENTRAL AND EASTERN EUROPE

2.1. Who are the Roma? Numbers and society

2.1.1. Population and Distribution

According to the estimations, Roma people are around 10-12 million² and represent the largest and most vulnerable minority group in the European continent. They are also registered in other continents and regions, especially in the Americas (USA, Mexico, Brazil).

Nevertheless, not all estimations about Roma are based on exact demographical calculations, since there is not a precise population census.

This is due to the following reasons: Roma do not have an historical homeland, but they live diffusely across all Europe and this makes more difficult any collection of data (World Bank, 2005); they often do not declare their presence as citizens in the hosting country because of fear of repression; or finally, it involves a question of ethnic awareness, since some groups do not consider themselves as Roma (Marushiakova, E., Popov, V, 2001).

Therefore, all census data regarding their presence in the European territories are disputed and not always are accountable.

Another point to add in order to understand better this demographical and statistical issue, is linked to the culture, traditions and lifestyle adopted by the Roma people, who, according to a basic and general division, can be split between nomadic and sedentary groups. This division can lead to perpetuate a wrong conviction that Roma are mostly a nomadic group, while nowadays statistics reveal that 80% of this community is sedentary (Piasere, 2004). There are still nomadic groups, especially in Northern Europe, but this kind of nomadism is more linked to seasonal movements caused mainly by the economic trends of the region where they live. Instead, new forms of forced nomadism appeared as result of policies adopted by Western governmental authorities, such as in Italy with the management of Roma community from

² European Commission, Roma Integration. Commission Assessment: Question and Answers, 2014;

Kosovo, that is often subjected to transfer within territories of municipalities from one nomadic camp to another (Piasere, 2004).

However, to comprehend the distribution of Roma in the European continent, an estimation made by the Council of Europe³ in 2010-11, within its all 53 member States, can be seen from the following tables:

Table 1 Eastern Europe

Country	Average Estimated Population	% of total population
Turkey	2 750 000	3,83%
Romania	1 850 000	8.32%
Russian Federation	1 850 000	0.59%
Bulgaria	825 000	10.33%
Hungary	700 000	7,05%
Serbia	600 000	8.18%
Slovak Republic	500 000	9.17%
Ukraine	260 000	0,57%
Czech Republic	200 000	1,96%
The former Yugoslav Republic of Macedonia	197 000	9.59%
Albania	115 00	0.23%
Moldova	107 500	2,49%
Bosnia Herzegovina	50 000	1,09%
Belarus	40 000	0,41%
Kosovo	37 500	1,47%
Poland	37 500	0.10%
Croatia	35 000	0.78%
Montenegro	25 000	2,95%
Slovenia	8 500	0,22%
Georgia	2 250	0,05%
Azerbaijan	2 000	0,02%
Armenia	2 000	0,07%

This table shows the Roma distribution in Central and Eastern Europe, including Russia and Turkey. It is clearly visible that the highest presence of Roma is situated in these countries and especially in some of them (Romania, Slovak Republic, Serbia and Macedonia and Hungary) where Roma are significant minorities with percentages near or more than 10% of total national populations.

³ Council of Europe, Romani Population in Council of Europe Member States 2010;

Table 2. Southern Europe

Country	Average Estimated Population	%Total Population
Spain	725 000	1.57%
Greece	265 000	2,47%
Italy	140 000	0.23%
Portugal	55 000	0.52%
Cyprus	1 250	0,16%
Malta	0	0.00%
San Marino	0	0.00%

In this table, instead, it is noticeable how in Spain the community of Gitanos is quite wide such as in Balkan - Carpathian countries.

Table 3. Western Europe

Country	Average Estimated Population	%Total Population
France	400 000	0.62%
United Kingdom	225 000	0.37%
Germany	105 000	0.13%
The Netherlands	40 000	0.24%
Ireland	37 500	0.90%
Switzerland	30 000	0.40%
Belgium	30 000	0.29%
Austria	25 000	0.30%
Luxembourg	300	0,06%
Andorra	0	0,00%
Liechtenstein	0	0,00%
Monaco	0	0,00%

Roma people are also spread in the Atlantic regions and especially in France, United Kingdom and Germany.

Table 4. Northern Europe

Country	Average Estimated Population	%Total Population
Sweden	42 500	0,46%
Latvia	14 500	0,65%
Finland	11 000	0,21%
Norway	10 100	0,22%
Denmark	5 500	0.10%
Lithuania	3 000	0,08%
Estonia	1 250	0,10%
Iceland	0	0,00%

Finally, Roma people are also present in Northern Europe but with much less amount of population (except for Sweden) comparing to the other European regions.

2.1.2. Roma Categories and Relations with Non Roma

Another controversial and disputed issue is listing Roma people among different ethnic groups, since the entire community is divided in many subgroups with each one with own culture and social features.

Indeed, the use of the term Roma, that means <<man>> in the Romani language, has become a linguistic tool, widely and internationally recognized, to simplify the several differences between all existing groups.

To underline this uniqueness, Marushiakova and Popov (2001) defined Roma as an “interethnic group community” (p.3) with any similar references to other minority groups in Europe, since they can recognize each other according to the territory, culture, languages.

Many attempts were made by sociologists and anthropologists to draw a complete and clear categorization of Roma. One of them dividing Roma on the basis of their geographical localization is the following ⁴:

- 1) **The Kalderash:** they come from the Balkans but then they moved out all over the world from Asia to North America;
- 2) **The Kale, Calé:** in the Romani language means <<blacks>>, they are located in Finland, Wales and in Iberian Peninsula with the name of Gitano;
- 3) **The Sinti, Manus:** they are mostly settled in France and Germany;
- 4) **The Romnichal (Romanies):** they live in UK and North America.
- 5) **The Erlides (Yerlii):** they are in South-Eastern Europe and Turkey.

Actually, in these categories should be also included many other ethnical subdivisions and subgroups, such as Lovari, Rudari, Churari, Machvaya, Boyash, Ludar, Luri; or divisions based on religious differences like in the Balkans between Muslim Roma (Xoraxané) and Christian Roma (Dassikané). Nevertheless, differentiating Roma in categories could be not enough if it also takes in account the different levels of appartenance to a group, depending on the family context and this makes all attempts of categorization much more difficult.

⁴ Romaninet - a mult imedia romani course for promoting linguistic diversity and improving social dialogue: report on roma people (2013),pp.10-11

Indeed, the most important level of social organization in the Roma communities is the family, with its principles and rules, whose lineage can be extended to other Roma groups through matrimonial alliances.

Perhaps, in this complicated social and ethnical Roma framework, the only sure point of reference is the existing difference between to be a Roma and non – Roma (or also said *Gadze*). The relations between Roma and *Gadze* can be seen as paradoxical, because, on one side, they tend to separate each other while, on the other hand, it seems that they are aiming at getting closer. Indeed, the dispersion of Roma in Europe has determined a situation where Roma were present in small quantities but spread everywhere (Piasere, 2004).

The policies adopted by non-Roma in the national States in order to exclude, detach or assimilate Roma community were not successful but, instead, they caused a consolidation of Roma settlements in the same territories. According to this, it is possible to observe how many Roma groups shaped their cultural identity on the basis of the hosting territory and on the same relation with the *Gadze*.

As Piasere (2004) expresses, Roma occupied the “empty spaces” created by non- Roma societies, for instance, settling themselves at borders of States and cities and deploying their flexibility to integrate in the local economies (p.94-95).

However, to fully comprehend the reasons which Roma and non –Roma have been living separately and without a deep social and political integration, it is also important to assume the point of view of the same Roma people and try to understand how they can look at those who are not part of their community.

In the Roma community, some cultural customs and rituals can be controversial in the relationship with the *Gadze*, that is, for instance, the question of cleanness/uncleanness. For Roma the internal part of the body is clean while the external can be uncleaned and it is necessary to avoid behaviors that can determine an internal impurity. This constitutes an intercultural misunderstanding on topics related to the personal hygiene because it does often not coincide with that one owned by non - Roma (Piasere 2004).

Another considerable issue linked to relations between Roma and non – Roma is about the meaning of the charity. Always Piasere stress out the point that begging for Roma represents an action of *selling*, because after having received the donation it is possible to get out from the relation with the donor, while for the non - Roma it is seen as misbecoming act that it has to be limited.

Finally, another aspect to evaluate is Roma spiritual culture. Indeed, Roma have usually followed the religion most practiced in the hosting country but adding and preserving some

own beliefs, taboos, supernatural and folkloristic features and old oriental dogma. In the Balkans they are mostly Muslim (ex-Yugoslavia, Bulgaria, Macedonia and Albania) while in other European countries there are Christian, catholic, orthodox, some protestant.⁵

2.2. The multidimensional Roma poverty: education, employment, healthcare and housing

The Roma people have always been one of the poorest communities in Europe since their arrival, but especially after the 1989, with the collapses of the socialist regimes in Eastern Europe their economic and social condition became significantly worse. Problems of poverty and unemployment became much more urgent issues in Roma communities due also to the higher rates of births. Despite of being a minority group, the Roma people is increasing and its average age is very young: 35.7% are under 15 compared to 15.7% of the EU population overall.⁶

Hence, addressing Roma poverty requires a comprehensive political approach that aims to develop Roma communities economically and socially.

As stated by the World Bank (2005), the socio-economic condition of Roma is extremely difficult and it is determined by the combination of several factors that create a ‘poverty trap’ (p.xv). Roma people, indeed, being in a condition of deep and constant economic exclusion and social discrimination, do not have an equal access to the job market or the healthcare and social services and this situation condemns them to live “a vicious circle of impoverishment”(p.xv).

Therefore, this poverty cannot be evaluated only by monetary measurements but also by the use of a multidimensional tool that combines all factors such as the unemployment, low level of education, poor access to health care and substandard housing. Basically, in order to understand the real poverty of Roma community, we need to use the concept of “capability approach” elaborated by Amartya Sen, which was analyzing the deprivation of person functioning like “beings and doings”, Roma people are hampered to have a decent life since they are continuously affected by a multidimensional poverty, composed by different forms of deprivations that occur in four main areas: education, employment, healthcare and housing.

⁵ ROMANINET - A M U LT I M E D I A R O M A N I C O U R S E F O R P R O M O T I N G L I N G U I S T I C D I V E R S I T Y A N D I M P R O V I N G S O C I A L D I A L O G U E: R E P O R T O N R O M A P E O P L E (2013),PP.23-24

⁶ EU Framework, p.2

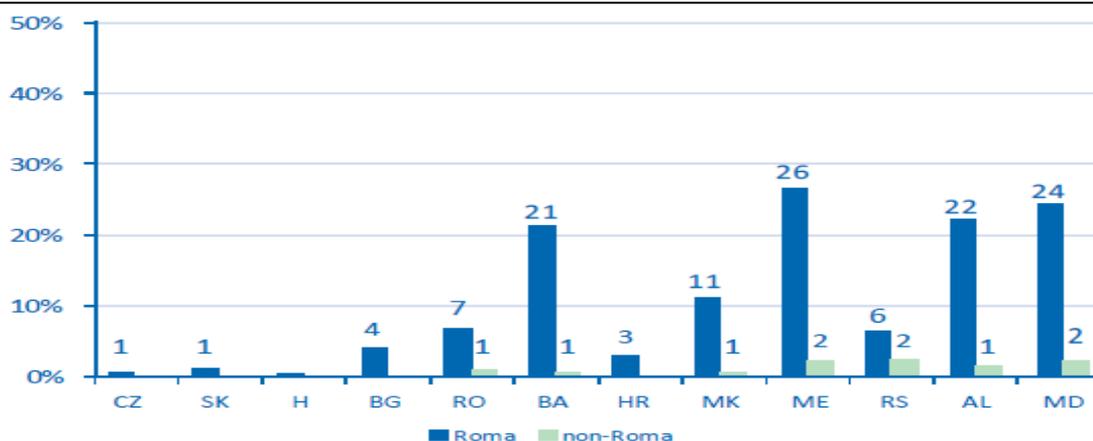
2.2.1. Education

The lack of a proper education could be seen as one of the most important causes of multidimensional poverty that affects the Roma people and increase their social exclusion.

Especially Roma children suffer more from a limited access to the school compared to the other peer. A lower rate of school enrolment for Roma determines a vicious cycle in which there are less chances to conclude any study or training cycles e therefore, without acquiring any qualifications and professional skills, it is harder to look for an occupation. Beyond the low pre-school and school attendances, there are also other problems that affect the Roma community such as:

- the high level of illiteracy;
- the lack of financial resources to pay school equipment and transportation;
- Roma children do not speak school language (only Roma language);
- high rate of dropping out from school;
- the existence of many ethnical segregated schools only for Roma that do not help their inclusion with the rest of the society;
- low support from Roma children’s relatives in the school education; too few Roma assistants and Roma teachers able to follow Roma children during and after the class;
- all the issues regarding child abuse such child begging, child labor and early marriages.

Figure1. Share of Roma and non-Roma aged 10-18 who have never attended school



Source: UNDP/World Bank/EC regional Roma survey 2011

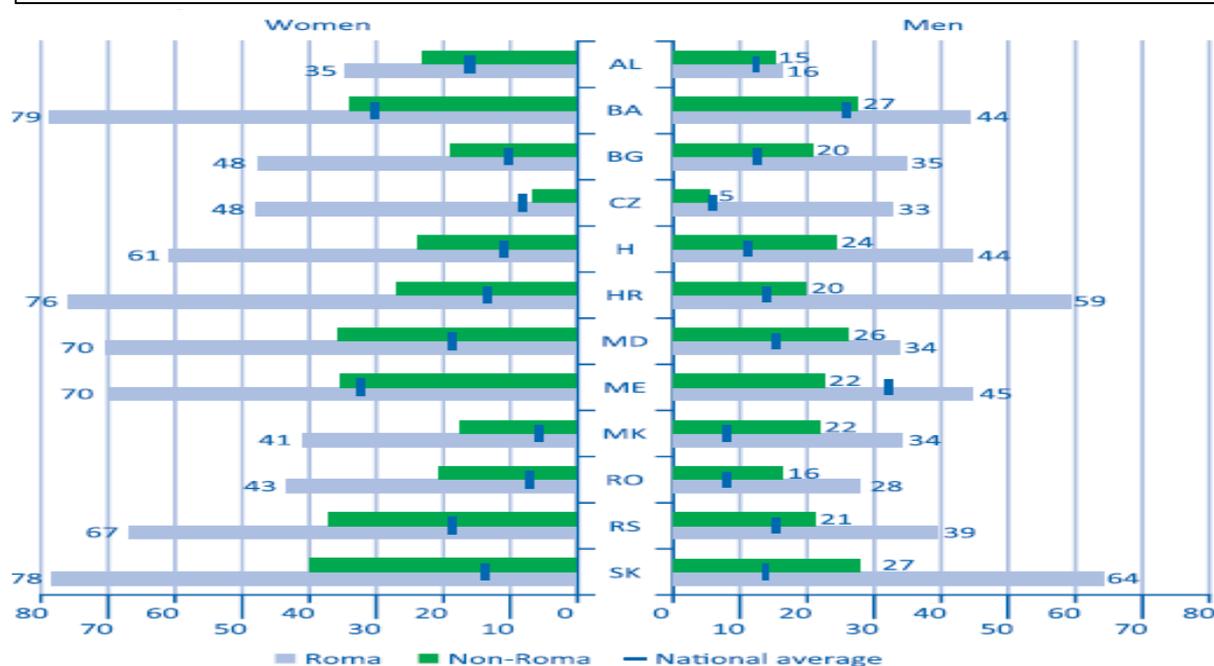
In the figure above, elaborated by UNDP survey 2011⁷, it is possible to observe how highly remarkable is the difference between Roma and non –Roma aged 10 to 18 who have never attended school courses in 12 different Central Eastern European countries.

⁷ A survey carried out by UNDP, the World Bank, and the European Commission (2011) interviewed 750 Roma and 350 non-Roma households living in or close to Roma communities in 12 countries of Central

2.2.2. Employment

As previously stated, the end of socialist regimes and the spreading of labor market economy across all Europe did not facilitate Roma integration in the new capitalist societies but rather, it perpetuated disadvantages and structural problems already affecting the Roma community (ILO, 2016). As can be seen in this UNDP figure, based on the survey 2011, it is not surprising to notice how everywhere in Europe, Roma people face a much higher unemployment than non-Roma population.

Figure 2. Unemployment rates for Roma and non -Roma in Central and South east Europe. 2011(%)



Source: Roma and non-Roma percentages calculated from UNDP/WB/EC regional Roma survey 2011; National averages are drawn from Eurostat (Czech Republic, Slovak Republic, Hungary, Bulgaria, Romania and Croatia; epp.eurostat.ec.europa.eu) and ILO-KLM (Bosnia and Herzegovina, FYR Macedonia, Serbia, Montenegro, Albania and Moldova; www.ilo.org) databases.

Notes:

- 1) The unemployed are defined on the basis of the standard ILO criteria; that is, as those who are a) without work, b) willing and able to work, and, c) actively seeking work;
- 2) The unemployment rate is the number of unemployed expressed as a percentage of the labour force for those within working age (15-64).
- 3) National averages are the annual average for 2011 except for Bosnia and Herzegovina and FYR Macedonia (2010), Serbia, Montenegro, and Albania (2009).
- 4) The "national" averages for Montenegro and Serbia are both the average for the two countries taken together.

Another concerning data, resulting from another survey elaborated by FRA in 11 countries of EU⁸, shows that about 58% of Roma youth are not currently involved in any employment, education or training, comparing to 13% of EU youth.

The problem of access to the labor market is worsened by several factors that can be briefly summarized. Firstly, Roma youth face more obstacles and "are likely to be more in part-time, temporary and seasonal employment, and to work in the informal economy without access to

and Southeastern Europe. The survey collected basic socio-economic data on household as well as individual household members and perception data of selected adult members from each household.

⁸ FRA 2011 Survey, <http://fra.europa.eu/en/publication/2012/situation-roma-11-eu-memberstates-survey-results-glance>

social protection” (ILO, 2016, p.11). Then, about social protection, Roma cannot pay any contribution and for this reason they do not own eligible criteria for receiving pensions or health insurance. There is the issue of gender inequality that is partially due to traditional role division between family members in the Romani culture, but exacerbated by infrastructure barriers and discrimination in the labor market. Another dramatic phenomenon in the Roma community, it is the high rate of child labor mainly due to low rate of school enrollment and high rate of school dropping out. The connection between low education and unemployment produce negative effects in the access to financial resources to which Roma entrepreneurs can hardly apply since they do not often own a limited understanding of business administration or entrepreneurial culture. Finally, there is still a strong discrimination in offering public employments to Roma people since the mistrust from and toward the public administration and State bodies.

2.2.3. Health

An analysis of the current health condition in the Roma community has to be carried out taking into account the socio-economical determinants that increase their health vulnerability.

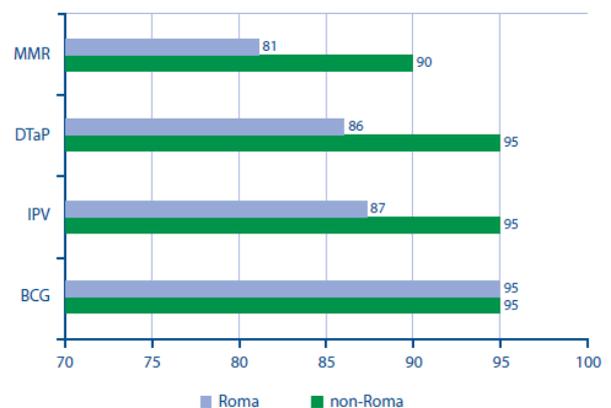
Roma people have limited access to healthcare services as their exclusion from the job market causes difficulties in obtaining a medical insurance or in having financial affordability to buy medicines. Their geographical isolation often restricts the access to the health services or the lack of information, official documentation and linguistic barriers can lead to a direct discrimination and human rights violation in the provision of care (Foldes, Covaci, 2011).

Figure 3. Insurance coverage of adults (16+) in %



Source: UNDP/WB/EC Regional Roma Survey 2011
Based on the question: Do you have medical insurance, either in your own name or through another member of your household? (Positive response)

Figure 4. Child (0-6) vaccination rates (%)



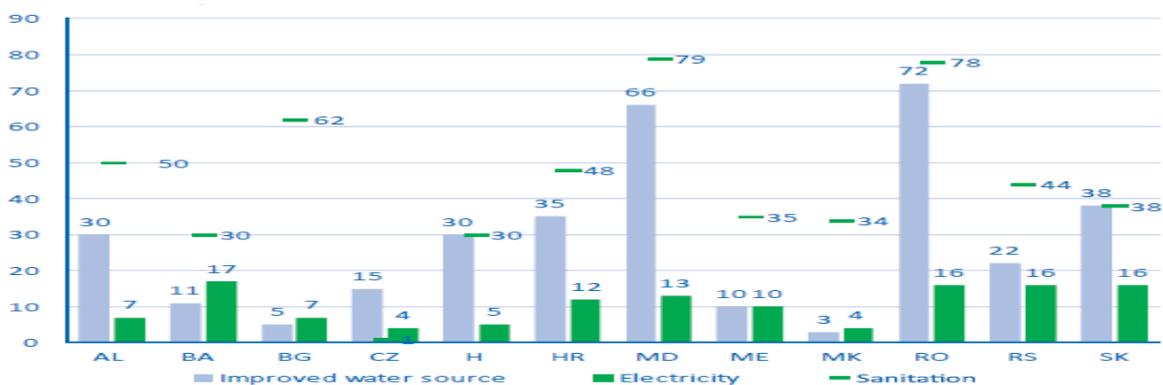
Source: UNDP/WB/EC Regional Roma Survey 2011
Based on the question: Ever received [] vaccination against [], that is, [] (Positive response); 0-6 year old

Given the lack of official data regarding Roma and their health condition in order to show the main issues about this topic, in this subparagraph it has been chosen to present two figures collected in the Survey of 2011 by the UNDP, based on perception of Roma and non-Roma about health services in 12 countries of Central and Southeastern Europe: the difference of health insurance coverage between Roma (74%) and non-Roma (90%) in the entire region; the high difference in the child vaccination shows that Roma children are three times less vaccinated compared to non-Roma children (p.62).

2.3.4. Housing

The aspect of housing can be analyzed as the core point of the multidimensional poverty. Indeed, a violation of human right to have a safe and decent housing can lead to other violations or deprivations in other areas as education, employment and health. For instance, a marginalized location can exclude socially and economically the vulnerable group that lives into it; or living in a house without toilet facilities or access to the sanitation can cause diseases and worsen the entire living condition.

Figure 5. Roma households without improved water sources sanitation and electricity (%)



For visual clarity, the following abbreviations were used in the graphs: AL (Albania), BA (Bosnia and Herzegovina), BG (Bulgaria), H (Hungary), HR (Republic of Croatia), CZ (Czech Republic), MD (Moldova), ME (Montenegro), MK (FYR of Macedonia), RO (Romania), RS (Republic of Serbia), and SK (Slovakia). The abbreviations are following the country codes used by EUROSTAT, http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/Glossary:Country_codes.
 Description: Share of persons living in households not having access to improved water source, sanitation and electricity as a percentage of all surveyed persons, by country and ethnicity. This indicator is calculated using the questions: "Which of the following is the main source of potable water your household uses? Piped water inside the dwelling; piped water in the garden/yard;" "Does the dwelling in which you live have: toilet in the house; shower or bathroom inside?" and "Does the dwelling in which you live have electricity supply?"

Source: UNDP/WB/EC Regional Roma Survey 2011

Therefore, basically, the right to have a house is fundamental in order to promote human development policies.

Considering this is possible to observe how for the Roma community this right is not always guaranteed over all Europe. Nonetheless, their condition has been aggravated by the last

economic crisis in 2008, which has produced negative effect for the entire housing market, affecting above all on the costs and affordability of housing (Perić, 2012, p.15).⁹

So nowadays Roma, both in Central and Eastern Europe, are still living in precarious housing that do not respect the international housing standards. Moreover, they are often localized in suburbs of towns and this situation increases forms of segregation, discrimination, and racism (OSCE 2014, p.15)¹⁰. In particular, these substandard housing conditions, which are resulting from illegal and informal settlements, not only increase their vulnerability since living close to environmental hazards, but also carry on bad behaviors and habits. As reported by the UNDP survey 2011, the bad quality of infrastructures in the Roma settlements does not guarantee a normal and correct access to sanitation, water, electricity for washing, cooking and heating and this induce Roma people to use wood and coal despite the risks for the health linked to the burning of solid fuel in indoor spaces (Ivanov and Kagin, 2014, p.51).¹¹

2.3. The historical evolution of the policy approaches towards Roma people from the Ottoman Empire to the EU framework strategy 2011 - 2020

An historical theory states that Roma people have Indian origins and then moved around 250 b.C from India to Europe crossing Persia, Armenia and Asia Minor. The first evidences of their presence were found in South-Eastern Europe between 11th -13th century A.D., while in Western Europe by 1400's. This long migration was only the first of a series that influenced the entire history of the Roma people in Europe. Indeed, as we will see briefly in this paragraph, Roma used to change countries, kingdoms and regimes and many policies and strategies were adopted to control or detach them. ¹²

After their arrival, in South – Eastern Europe from 14th to 18th century there were two main models of management of Roma community. One of them was implemented by the Ottoman Empire, which was including Roma in the system of *Vilayet*, where there was a clear and

⁹ The Housing Situation of Roma Communities: Regional Roma Survey 2011. Roma Inclusion Working Papers. Bratislava: United Nations Development Programme.

¹⁰ Regional Report on Housing Legalization, Settlement Upgrading and Social Housing for Roma in the Western Balkans

¹¹ Roma poverty from a human development perspective. Roma Inclusion Working Papers. Istanbul UNDP (2014)

¹² Roma History factsheets. COE

substantial difference in the population into two categories: the faithful and gentiles. Here, Roma were treated as subjects and they had to pay their yearly draw (*harag*), but on the other hand, they could preserve their nomadic style and traditional occupations. This approach was mainly based on a “voluntary assimilation” (Marushiakova and Popov, 2001).

Instead, a real form of slavery was applied to Roma in the two catholic vassal States of the Ottoman Empire: Wallachia and Moldavia. It lasted until the 18th century when the slavery was abolished provoking the second great migration, better known as the “great Kelderara invasion” that brought Roma to move to other European countries or in some case also overseas.

Nevertheless, even before the formal abolishment of Roma slavery in the territory of Austro-Hungarian Empire, the Empress Marie –Therese, from 1761-1767, emanated a series of forced assimilation laws that were aiming at annihilating Roma community, obliging them to abandon their customs and traditions.

All these previously mentioned models determined a climate of persecution, stigmatization and discrimination that put the basis for the creation of a deep racial hatred towards Roma people. It culminated in the 20th century with the establishment of Nazi genocide machine that based on scientific racism, committed millions of murders especially against Jewish and Roma people. As reported by Ian Hancock (2002) the victims of Roma during the Holocaust between 1933 -1945 are estimated from one million to one million and half of people, between. It is important to underline that the plan to eliminate Roma was formally drafted in 1936 with “*the introduction of the total solution to the Gypsy problem on either a national or an international level*”¹³. This was including the establishment of a proper institution, *Racial Hygiene and Population Biology and Research Unit of the Ministry of Health*, which had the task to resolve the Roma issue.

Nevertheless, Roma did not immediately obtain a formal recognition of the status of victims of Nazi genocide and in some cases, they did not receive any form of compensation. After the WWII the discrimination against Roma went on and they remained strongly marginalized such as during the socialist period in Eastern Europe, when, once again, they were forced to assimilate the principles of the ruling power. For instance, in the Soviet Union there was a political tendency to minimize every ethnical minority in order to push as much as possible a socioeconomic integration by providing houses and jobs to each citizen.

¹³ The earliest Nazi document referring to “the introduction of *the total solution of the Gypsy problem on either a national or an international level*” was drafted under the direction of State Secretary Hans Pfundtner of the Reichs Ministry of the Interior in March 1936 (Hancock 2002)

As stated the report of World Bank on Roma (2005), this form of forced assimilation together with a paternalistic state provision determined “a culture of dependency”¹⁴ and an increased mistrust between Roma and governmental authorities. According to this analysis, after having experienced the collapse of Soviet Union and in the following transition to the market economy and the processes of democratization in Central and Eastern Europe, Roma people were not able anymore to find alternative ways of economic sustainability different from the public funding. On the contrary, the new fiscal constraints established toward public expenditures and the complaints of civil societies and political parties in the democratic systems caused new tensions against ethnical minorities such as Roma people.

Therefore, the last and third migration from Eastern to Western Europe due to the breakup of Soviet union and Yugoslavia and the political transformations overall Eastern Europe contributed to the escalation of hatred and discrimination towards Roma, who were more marginalized and segregated in the new societies. To confirm this analysis, it is enough to see the increase of nomadic camps, areas reserved for Roma and often very far from the city centers. Many of these camps are nowadays observable in Italy, which has also been renamed as “the country of camps” (European Roma Rights Center, 2000) or rather, in Montenegro, like the camp Konik in Podgorica, whose story will be discussed more deeply in the next chapter.

Therefore, during the years 1990s – 2000s, the migration flows in Western Europe caused by the wars in the Balkans, the EU enlargement in 2004 -2007 (Romania and Bulgaria became EU member states) and by the contemporary economic crisis in 2008, put more emphasis on the issue of Roma integration both in the hosting and origin countries.

As the World Bank stated in its report (2005), a new approach based on the protection of minority rights has lead the European and international policies since the beginning 1990s. This is different from a normal integration, since it does not assimilate the minority to the majority group, but it rather emphasizes more on the real empowerment of the community based on the cultural self –auto determination. According to this new approach, institutions as OSCE, Council of Europe and EU adopted new policy frameworks and common European standards for the protection of minority groups. Here, there is the list of the main acts emanated in that period: the European Convention on Human rights, the Copenhagen document (1990), the Framework Convention for the protection of the National Minorities (1995), EU charter on

¹⁴ Ringold D., Orenstein M., Wilkens E., *Roma in an expanding Europe : breaking the poverty cycle*, Washington, World Bank, 2005

Human rights (2000), the Action Plan on Improving the Situation of Roma and Sinti within the OSCE Area.

However, there was a more focus on Roma people within the Decade of Roma inclusion (2005-2015)¹⁵, a political commitment for both EU and non- EU governments, intergovernmental and nongovernmental organizations, as well as Romani civil society “to eliminate discrimination against Roma people and to close the gap between them and the rest of the society” (Berbat and Messing, 2016, p.6). This ten years policy framework was also aiming to contribute to the empowerment and inclusion of Roma minorities by taking action on four main areas: education, employment, health and housing.

Inspired by this experience, the topic on the inclusion on Roma became an issue also within the EU, which through the initiative of the European Commission established on 5th of April 2011, **the EU Framework for National Roma Integration Strategies up to 2020**. The framework is included in the wider strategy of “Europe 2020 Agenda (2010-2020)” that aims at establishing “a smart, sustainable and inclusive growth so as to defeat the economic crisis by ensuring economic, social and territorial integrity, to increase awareness and recognize the fundamental rights of those who live in poverty and social exclusion” (Berbat and Messing, 2016, p.7). According to this strategy, the inclusion of Roma, as vulnerable group, will bring not only social benefits but it will also produce economic benefits for the entire EU territory. The framework seeks to address the challenge of Roma inclusion by requiring to EU Member States to develop national strategies that meet the specific needs of Roma in the four-abovementioned areas identified within the Decade of Roma inclusion¹⁶:

- **Access to education:** ensure that all Roma children complete at least primary school
- **Access to employment:** cut the employment gap between Roma and the rest of the population
- **Access to healthcare:** reduce the gap in health status between the Roma and the rest of the population
- **Access to housing and essential services:** close the gap between the share of Roma with access to housing and to public utilities (such as water, electricity and gas) and that of the rest of the population.

¹⁵ Signing the Declaration above, the Prime Ministers of Bulgaria, Croatia, the Czech Republic, Hungary, the Former Yugoslav Republic of Macedonia, Montenegro, Romania, Serbia and Slovakia kicked off the [Decade of Roma Inclusion 2005-2015](#). Albania, Bosnia and Herzegovina and Spain joined later in 2008, while Slovenia, Moldova, Norway and the United States participated in the initiative as observers
Official website: <http://www.rcc.int/romaintegration2020/pages/4/roma-decade-and-the-eu>

¹⁶ ¹⁶ EU Framework for National Roma Integration Strategies up to 2020

Moreover, all national policies regarding the Roma inclusion have to respect **The 10 Common Basic Principles**, adopted in 2009:

- 1) Constructive, pragmatic and non-discriminatory policies
- 2) Explicit but not exclusive targeting
- 3) Inter-cultural approach
- 4) Aiming for the mainstream
- 5) Awareness of the gender dimension
- 6) Transfer of evidence-based policies
- 7) Use of European Union instruments
- 8) Involvement of regional and local authorities
- 9) Involvement of civil society
- 10) Active participation of the Roma.

All National Roma integration strategies, implemented by EU member states, express a clear policy commitment that implies¹⁷: to set achievable national goals for Roma integration; identify disadvantaged micro-regions or segregated neighborhoods; allocate a sufficient funding from national budget; promote a strong monitoring methods; implement the dialogue and participation with Roma civil society and finally, appoint a national contact point for the national Roma integration strategy.

In conclusion, this framework also binds the issue of Roma inclusion with the EU enlargement. Indeed, because a significant part of the Roma population live in Western Balkans and Turkey, EU commission stressed out the importance of promoting Roma integration beyond EU. For this reason, it is committed to sustain, at regional and national level, all non-EU member states in the effort of improving the condition of Roma through the Instrument on Pre-Accession Assistance (IPA)¹⁸ used for the planning and implementation of projects with a total value of more than € 50 million in support of Roma people.

¹⁷ EU Framework for National Roma Integration Strategies up to 2020

¹⁸ EU Commission Thematic Evaluation on IPA Support to Roma Communities

CHAPTER 3

THE EDUCATIONAL APPROACH OF THE ITALIAN RED CROSS IN PROMOTING SOCIAL INCLUSION OF ROMA POPULATION: THE CASE OF MONTENEGRO

3.1. The Roma context in Montenegro

3.1.1. The recent historical background on Roma people and the strategies adopted by the government in Montenegro

One of the several consequences caused by the wars in the ex – Yugoslavia, during the nineties, were the waves of refugees that spread out and within the territories involved in the conflict. A consistent amount of these internal refugees choose to reach Montenegro, which, comparing to the other Member States of former Yugoslavia, was at that time considered as one of safest areas and where the level of armed conflicts was lower.

There were two different massive amounts of arrivals in Montenegro, the first one between 1991-97 due to the war in Croatia and in Bosnia and Herzegovina and later in 1998-99 because of the conflict in Kosovo. To the first ones were assigned the “*Displaced people*” status, while the second group, mainly composed by Roma, Egyptians and Ashkali, was granted the status of “*Internally displaced People*” since they come from Kosovo, a territory still considered as part of Federal Republic of Yugoslavia. For a long time this juridical distinction, not in line with the *1951 Convention Relating to the Status of Refugees*, “has limited their full access to important economic and social rights, leading in many cases to increased vulnerability”¹⁹. Resolving this issue and all the others linked to the presence of refugees and Roma people was one of the primary concerns for Montenegro. Indeed, having declared its independence from Serbia in 2006 and having become a candidate Member State in the Europe Union (2010), it has been obliged to settle national policies for the promotion of social inclusion and protection of human rights of the most vulnerable groups within the country.

¹⁹ The strategy for durable solutions of issues regarding displaced and internally displaced persons in Montenegro, with special emphasis on the Konik area, July 2011, p.4

Regarding it, one of the main conditions at the opening of the negotiations with the EU was ‘‘the resolution of legal status of displaced persons and internally displaced persons, in particular Roma, Ashkali and Egyptians’’²⁰. Therefore, the candidacy to the EU in 2010 and the EU National Roma Integration Strategy 2020 has stimulated the government of Montenegro to adopt different national laws and draft strategies that decrease the level of segregation and marginalization of Roma and other vulnerable groups. The following are the main ones:

- The Law on foreigners, 2009* (reformulated in 2015 and then extended until 2017)
- The Action Plan for Resolving the Status of Displaced Persons from Former Yugoslav Republics and Internally Displaced Persons from Kosovo residing in Montenegro, 2009*
- *The Law on Civil Registries, 2010*
- *The General Law on Education, 2010*
- *The Law on Social and Child Care, 2005* (later emended in order to ensure that all people that acquired temporary and permanent residence can have equal access to Social and child care)
- *The Strategy for Durable Solutions of Issues Regarding Displaced and Internally Displaced Persons in Montenegro, with Special Emphasis on the Konik Area, 2011-2015, extended until 2017*
- *The Strategy for Social Inclusion of Roma and Egyptians in Montenegro, 2016 – 2020.*

Law for Foreign People and the Strategy of durable solution in 2011 were adopted to overcome the distinction between internally displaced (IDPs) and displaced people (DP). For this reason, refugees were asked to apply for a temporary residence status (for those who wants to go back to the origin country) or for a permanent residence (for those willing to remain in Montenegro). According to this new legislative framework, both categories have equal and full right to access to all health and social services. This goal of strategy is aiming to harmonize the legislation, solving definitely the issue between DPs and IDPs, and to support local integration in Montenegro or voluntary return to the origin country.

²⁰ The strategy for durable solutions of issues regarding displaced and internally displaced persons in Montenegro, with special emphasis on the Konik area, *July 2011*, p.7

The new and current Strategy for Social Inclusion of Roma and Egyptians 2016-2020 was built on the previous two strategies²¹, but also to redefine new methods of intervention adopting specific measures able to reach further results in the process of inclusion of Roma in Montenegro. As reported in the text, the Strategy is based on five fundamental key foundations:

- 1) Evaluating and implementing previous strategies
- 2) Acknowledging and getting in touch by individual and group consultation with employees and representatives that are involved with the social inclusion process of Roma and Egyptians.
- 3) Stimulating and involving the participation of new and already existing and prominent Roma and Egyptian NGOs
- 4) Defining a universal strategy that deals with Roma issues and could be adopted in other European countries.
- 5) Conducting an extensive research in order to collect and provide important data for a better understanding of all the problems of Roma and Egyptians.²²

The Strategy elaborated on integrated approach aims to cover several areas of Roma social inclusion. The main objectives of the strategy are briefly reported:



Figure 6. Diagram - Strategy for social inclusion of Roma, 2016-2020, (pp.13)

²¹ the Strategy for Improving the position of the RAE population in Montenegro 2008 to 2012, which was followed by the second one ,entitled Strategy for improving the position of Roma and Egyptians in Montenegro 2012 - 2016.

²² Strategy for Social inclusion of Roma, 2016-2020, pp.7-8

Housing

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

Education

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

Healthcare

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

Employment

- 4.1 Increase of the participation of Roma and Egyptians in the measures of active employment policy;
- 4.2 Increase of the level of qualification of Roma and Egyptians;
- 4.3 Direct measures aimed at employment of Roma and Egyptians;
- 4.4 Strengthening the capacity of institutions of the system;

Legal status

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

Social status and family care

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

Culture identity and information

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

3.1.2. The multidimensional Roma poverty in Montenegro

According to the estimates of Council of Europe, in 2012 Roma people in Montenegro were approximately equal to 20.000 individuals, corresponding to the 3,17% of the total population. Nevertheless, it is possible to take in consideration a more recent and different statistical data collection, formulated by the Government of Montenegro in 2016, that reports a total number of 6.251 members officially registered, who declare themselves as Roma (1,01% of the total population) and 2.054 (0,33%) as Egyptians. These amounts of populations are distributed as following: ‘‘the largest number of Roma is living in the territory of Podgorica (3,988), followed by Berane (531), Nikšić (483), Bijelo Polje (334), Herceg Novi (258), and the majority of Egyptians are in Podgorica (685), Nikšić (446), Tivat (335) and in Berane (170)’’.²³ Regarding the language, there are 5.169 individuals that have recognized Romani as mother tongue but between Roma members there are also about 60 dialects, which are significantly different from each other. The most used Romani dialect is Gurbet dialect, while the Egyptians that live in Tivat speak Albanian language.²⁴

²³ Strategy for Roma Social Inclusion 2016-2020, p.7

²⁴ *Ibidem*

In order to evaluate the current condition of Roma people in Montenegro it is necessary to pass through all areas that can affect the multidimensional poverty of this vulnerable group.

As expressed in the *Decade Roma Inclusion index 2015*, there has been a general improvement in poverty reduction since 2005 but, nevertheless still today, more than 30% of Roma people live in a condition of absolute poverty or at risk of poverty and Roma people lives with 80% less income compare to the rest of population (37, 27€ against 189€).²⁵

Also Regarding the educational sector, there has been an increasing of positive data, as even represented by temporarily closure of the 26th chapter Education and Culture, valid for the process of EU integration. Surely, the adoption of new national laws on education and child protection have helped the enrollment of children to the school and avoided any form of discrimination in the access to education.

There are about 24% (19% females)²⁶ of Roma children attending pre-school education and, as reported in the Strategy, the rate of drop out is very small, only 2,2%²⁷. These positive indicators are in contrast with the still high percentage of children that do not complete the primary education (11% of Roma children abandon school, boys 9,4% and girls 13,8%)²⁸ and only 29% is able to complete it. As the primary school is mandatory in Montenegro, the problem is not in the enrollment that reaches almost 76% of Roma children, but rather in the capacity of the school system and Roma families in keep going the process of education. Indeed, because of this weakness, both the percentage of enrollment of Roma students to the secondary school (49%, 52% of boys and over 44% of girls)²⁹ and the percentage of them able to complete it are dramatically lower (8% total, 5% females)³⁰. In the following picture extrapolated by the Strategy (p.30), it is possible to observe the low numbers of Roma students in secondary and university education during the period 2012-2016.

²⁵ Decade Roma inclusion index, 2015, p.55.

²⁶ EU Commission, *Assessing the implementation of the EU Framework for National Roma Integration Strategies and the Council Recommendation on Effective Roma integration measures in the Member States* — 2016COM (2016) 424, 27 June 2016, p.95

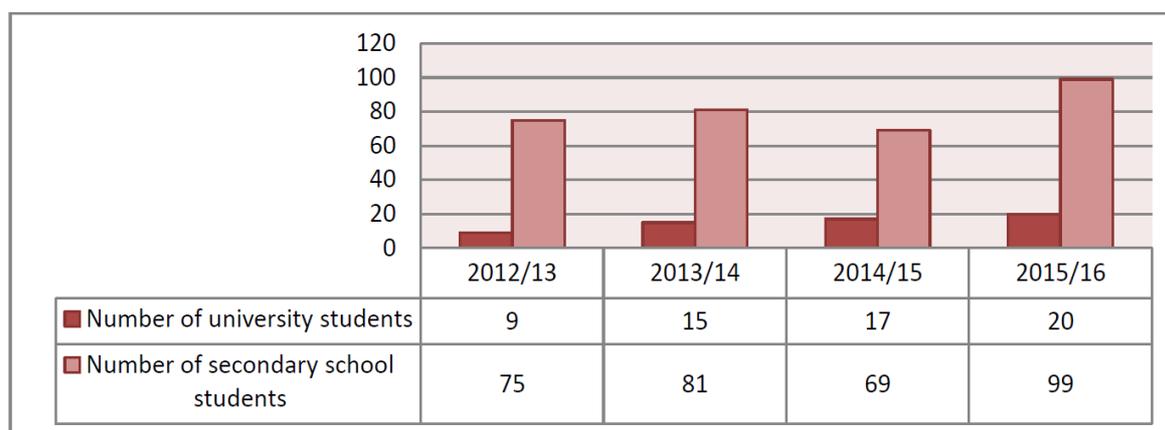
²⁷ Strategy for Roma Social Inclusion 2016-2020, p.26.

²⁸ Strategy, p.27.

²⁹ Strategy, p.29

³⁰ EU Commission, *Assessing the implementation of the EU Framework for National Roma Integration Strategies and the Council Recommendation on effective Roma integration measures in the Member States* — 2016COM (2016) 424, 27 June 2016, p.95

Figure 7. Numbers of Roma students in secondary and university education in Montenegro during 2012-16



The governmental authorities have made a concrete effort to stimulate the education and to forbid any discrimination such as, for instance, the gradually shutting down of segregated schools only for Roma that were previously existing. Before this act, children from camp Konik 1 and 2 in Podgorica used to attend the Roma school satellite department of Bozidar Vukovic Podgoricanin (in Camp Konik 2) and they were not well integrated into national school system. Notwithstanding some improvements, the lack of education is still significant in the Roma community: about 38% of Roma adults have no education, 17% of adults have completed the primary school cycle, only 6% of adult Roma and Egyptians have third level of qualifications and fourth 2.2%.³¹

This situation directly influence the access to the labour market for Roma people and, as expressed by data in the Strategy, “over 90% of registered members of Roma and Egyptian population are persons with no professional qualifications, which, as a rule, are long-term unemployed”³². According to the EU commission data this is the situation of Roma in Montenegro: employed are 36% (9% females), employed in the informal sector 56% (51% females); unemployed are 30% (41% females). Obviously, it is possible to deduct that the low incomes and the discontinuity of informal jobs determines a critical situation that added to the existent unemployment (together reach almost 90% of people without a long-tem job) makes urgent and dramatic the Roma employment condition.

As already stated, high unemployment is caused by the lack of education and by other reasons and socio-economic disadvantages such as: lack of personal documents, low habit of Roma to

³¹ Strategy, p. 29.

³² Strategy, p.54.

follow longer training courses, living in unsafe settlements, lack of information, social isolation etc.³³

Another aspect of Roma multidimensional poverty is the access to the health care that has surely improved after the approval of laws that guarantee equal access to all foreign citizens, as demonstrated by the data of 95% of Roma that own a health insurance.

Despite of it, Roma people have lower life expectancy (51 years, 53.8 years females), about 25 years less than others, or within Roma community there is still a high infant mortality equal to 26 per 1,000 (26 per 1,000 females)³⁴ and about 12% of Roma and Egyptian households had a case of death of a new-born.³⁵ Therefore, the problem is not only linked to the access to healthcare services but also to the lack of awareness of Roma about the importance of health and availability of information about it.

Finally, the last indicator of poverty is represented by the current level of housing within the Roma community. Since the approval of Strategy for durable solutions in 2011, the government of Montenegro has been implementing a resettlement policy for Roma people in all the country, with a particular focus for Camp Konik, whose unsafe settlements will be dismantled in order to make place for new housing accommodation by 2017/18.

However, the housing still remains one of the most urgent issue for Roma as shown in the following statistics: 24% (23% females) of Roma do not have drinking water at home, 14% (15% females) no electricity, 59% holds property documents and about 55% lives in segregated housing.

³³ *Ibidem*

³⁴ EU Commission, Assessing the implementation of the EU Framework for National Roma Integration Strategies and the Council Recommendation on effective Roma integration measures in the Member States — 2016COM (2016) 424, 27 June 2016, p.95

³⁵ Strategy, p.46

3.2. Objectives and actions of the Italian Red Cross for the social inclusion of the most vulnerable communities (Roma), in line with the strategy 2020 of IFRC.

According to the global strategy established in 2010 by IFRC, the protection and integration of Roma people are included as one of the actions that have to be implemented. Indeed, IFRC set out aims and strategic actions to follow in order “to improve the lives of vulnerable people by mobilizing the power of humanity”³⁶ until 2020.

Figure 8. IFRC Strategy 2020



The strategy will be not explained in detail in this paragraph but it is important to consider its strategic aim number 3, which aspires to “promote social inclusion and a culture of no – violence and peace”. Through this aim, the IFRC wants to reduce the isolation and discrimination against disadvantaged people by creating an environment without prejudices and stigma, where they can feel safe and engaged in the society. The IFRC desires to carry on in providing health and care service, psycho – social support as well protection and assistance for all those have been marginalized or discriminated. Three expected results should result from an effective and correct application of *strategic aim 3*:

- 1) Greater public support for the Fundamental Principles and reduced stigma and discrimination;
- 2) Lower levels of violence and more peaceful reconciliation of social differences;
- 3) Fuller integration of disadvantaged people into their communities;

³⁶ International Federation of Red Cross and Red Crescent Societies, *Strategy 2020*, p.7.

Within this strategy framework elaborated by the IFRC, that has the goal to build stronger National Societies, the Italian Red Cross adopted six main objectives that will lead its action until the 2020:

1. Safeguard and protect health and life;
2. Encourage support and social inclusion;
3. Prepare the community and respond to emergencies and disasters;
4. Spread the International Humanitarian Law (IHL), the Fundamental Principles and the Humanitarian Values. Cooperate with the other members of the International Red Cross and Red Crescent Movement;
5. Promote youth development and a culture of active citizenship;
6. Operate with a capillary, efficient and conspicuous structure, treasuring the activity of volunteers.³⁷



The second principle “Encourage support and social inclusion” is covering the issue of integration and inclusion for the most disadvantaged individuals. In detail, this principle aims to overcome all obstacles that forbid a full personal development of the individual and his inclusion in the communities, which, at the same time, have to be more available and open for including their own members. Therefore, in order to reach this general objective, the Italian Red Cross has designed these specific objectives and activities:

Specific Objectives

- Reducing the individual and environmental causes of vulnerability
- Contributing to the building of communities more inclusive
- Promoting and facilitating the personal fulfilment of the individual

³⁷ Italian Red Cross website: <https://www.cri.it/chi-siamo-vision-mission-croce-rossa>

By the implementation of the following activities:

- a. the activities of social support aimed at favoring the access of the individual to the resources of the community (in particular to meet the primary needs) and supporting policies to the community; activities towards homeless people;
- b. activities for people with disabilities (included the pet-therapy);
- c. activities for people with addictions;
- d. activities for migrants, including the Restoring Family Links;
- e. activities aimed at promoting social inclusion for marginalized people;
- f. activities of psycho – social support (clown therapy, hospitalized people, guest in retirements house)
- g. activities aimed at favoring an active aging of the population

After having expressed the strategic framework designed by the ItRC, it is necessary to list which accomplishments have been realized by the Red Cross in the context of social inclusion and protection of the Roma community. Firstly, it is significant to say that ItRC supported and assisted many nomadic camps spread over all Italian national territory with activities of humanitarian assistance, health care and social support. Anyway, in this research, it has been chosen to focus only on the commitment of ItRC in the Balkans since 2010, especially for the case of Montenegro. The first project, aimed at increasing the social inclusion, began in 2010 and ended in 2014, when ItRC assisted its sister national society, the Red Cross of Bosnia and Herzegovina (RC BiH), to improve the life condition of Roma people through training activities in the health and working sector. All the activities were implemented on the basis of the PCD (Participatory Community Development), which is a methodology that aims at encouraging an active participation of the same beneficiaries of the project. Roma people were asked to be able to identify on their own problems and vulnerabilities and to elaborate possible solutions to address them. For instance, in order to make the Roma community in Bosnia and Herzegovina more participative, several workshops, directly elaborated by Roma people, were realized on first aid training or micro projects on social inclusion and integration in the community. Always in Bosnia, the ItRC through the PCD methodology has promoted actions directed at increasing intercultural and no discriminatory dialogue between Roma and the other citizens. In this case, intercultural meetings and youth camps were organized with the participation of Roma, young volunteers of RC BiH and ItRC. Furthermore, a special focus was on the access to the labour market for Roma people and ItRC put particularly emphasis on

the formulation of training courses and working agreement with the local business and public institutions.³⁸

The same effort for the social inclusion and integration of Roma people has also strongly influenced the next mission of ItRC in Montenegro, where since 2010 the ItRC has been assisting the Roma community living in the Konik Camp, located in the suburbs of the capital of Podgorica.

Before to pass to the next paragraphs, in which the situation of Roma and ItRC project in Montenegro will be analyzed, it is considerable to distinguish the main elements that constitute the PCD methodology.

The PCD is a methodological approach that aims to empower members of the community to identify their priorities and vulnerabilities and to address them by adopting sustainable solutions and activities that can make the entire group more self-reliant (IFRC, 2006 p.10).

The PCD stimulates a community-based development and foresees a constant and active participation of marginalized groups through the following procedures:

- 1) Active involvement in needs assessment process;
- 2) Presentation of identified and prioritized needs in front of the local authorities and institutions;
- 3) Relating to and liaising with local associations (business, NGOs) in order to secure resources and solutions;
- 4) Call for responsibility in solving problems.³⁹

On the other hand, PCD does not only improve the awareness and empowerment of vulnerable groups, but it creates benefits and advantages for the entire community such as promoting a wider awareness among local residents, mobilizing resources for development projects directed to the most marginalized group.⁴⁰

According to the guidelines of IFRC, the Italian Red Cross, through workshop and activities on the field with Roma, has developed several initiatives in collaboration with the National Societies in Bosnia and Herzegovina and Montenegro. These were aiming at: making vulnerability visible; ensuring the participation of Roma by strengthening their representative

³⁸ ItRC, report of activities in the in the International Cooperation and Development, 2008-2012. www.Cri.it

³⁹ IFRC Red Cross Guidelines on Working with Vulnerable Roma and Other Marginalized Groups in Europe, 2006.

⁴⁰ *Idem*

organizations; establishing professional and vocational training in order to enrich working skills and knowledge owned by Roma people; creating partnerships with local institutions on programs of joint interest; and finally, improving the institutional development into Roma community to be able to provide all missing health, social and educational structures for Roma people. For instance, the ItRC significantly contributed in building service facilities in the Roma communities, such as Kindergartens, health women centers or supported local RC branches in the improvement of already existing services: new school courses for children, provision of basic necessities (shoes, clothes, hygiene kits), organization of entertainment activities (excursions, sports, cinemas, etc.).

3.3. The case of Camp Konik

3.3.1. Overview

The history of Camp Konik began in 1994, when it was built, through the support of UNHCR, in order to host first refugees escaping from the war in Bosnia – Herzegovina.

The situation of this camp drastically changed after the outbreak of the Kosovo war in 1998-99 that caused a massive escape of people from that territory. Only in Podgorica there were around 4000 new persons of Roma origin fled from Kosovo and settled in Vrela Ribnicka, the suburbs of the capital. Two new areas were built in order to host them, so called Konik I and Konik II.

It became and remains the largest refugee camp in the Balkans. At the beginning of the emergency in 1999, UNHCR and two NGOs such as World Vision and Intersos intervened to assist people in need and provided more than 400 tent settlements as temporary shelters and accommodations.

The Red Cross of Montenegro overtook the management of the camp in September of 2003 and still today, with UNHCR, it has the task to assist Roma people in the camp.

Notwithstanding the efforts and assistance that have been provided by Red Cross and UNHCR during these years, only in the last times there have been some improvements in the condition of the infrastructures of the camp and in the quality of the life. Indeed, until when the Government did not decide to implement the strategy that adopts durable solutions for all those Roma people living in Konik that had been used to live in containers, tents and barracks. In fact, standards and criteria for safe housing had not been respecting for many years and for this

reason, there were several emergencies in the camp due to natural hazards (storms, floods etc.) or fires accidentally provoked. The most dramatic incident occurred on July 24th 2012, when a fire broke in the camp, destroying several settlements and leaving approximately 150 families with 800 members without their home. Red Cross and other organization made a very intensive effort to assist the displaced by installing new shelters for them. This event was crucial for the history of this camp because it put more emphasis on the necessity to establish a concrete housing strategy. According to it, the government of Montenegro decided to transfer people in new housing accommodation (to build 120 more apartments in Camp Konik 1 by 2017) to gradually close the entire camp. New accommodations, mostly of them have been already assigned, are always located in the same area but in the full respect of necessary standards of safe housing.

Another aspect of the implementation of the Strategy for durable solution regards the social inclusion and education for Roma people living in Konik. Indeed, it was planned a gradual closure of the satellite department of the school “Bozidar Vukovic Podgoricanin” (only for Roma and located in Camp Konik 2) in order to integrate Roma into the seven town schools of Podgorica. For doing it, the Ministry of education has been currently supporting a daily and regular transportation for all Roma children from the camp to the schools and back.

Nowadays, in all Camp Konik there are 1874 individuals and 358 families: 918 are from 0-17 years old, 901 are from 18-59 years old and 55 are from 60 years old and over. They are subdivided and settled in the following areas of the camp:⁴¹

Kamp Konik 1:

181 families or 968 individuals

Female: 477; Male: 491

IPA Buildings:

47 families or 233 individuals

Male: 118; Female: 115

Help Building

18 families or 113 individuals

Female: 48; Male: 65

Private Accommodation

112 families or 560 individuals

Female: 270; Male: 290

⁴¹ Data obtained by interviewing RCM staff in Konik Camp

3.3.2. Project Goals and Activities

Since 2010 the Italian Red Cross has been supporting her sister National Society, the Red Cross of Montenegro in the project “*Social inclusion of Roma population from Camp Konik*”. The role of ItRC is mainly supporting and monitoring the activities implemented by RCM, which is the executive partner for the project. It was decided to establish this kind partnership because of the management role played by the RCM, with UNHCR, in Camp Konik. Indeed, as already said in the previous paragraph, RCM has been managing the camp since 2003 and it has available an office with its employees and volunteers within the camp. During these years, the ItRC, through its delegation located in Podgorica, has continuously supported financially and technically the RCM, by monitoring on going activities, facilitating and coordinating international support and fostering integration with other programs and stakeholders.

The main motivations and reasons at the basis of the project, decisive for its launching it in 2010, are still existing today. Indeed, supporting a durable and sustainable integration of Roma and other I/DPs people residing in Konik is an objective that has not yet entirely been reached today. A full and real integration cannot be obtained without satisfying certain minimum economic and social standards within the Roma community in Podgorica. According to the last data collected in the camp, out of 413 people that would be able to work only 13 of them have regular job contract. The rest of population is unemployed or works in the informal sector. One of the main explanation of this low access to the labour market is linked to the lack of technical and professional skills. For this reason, the current project is focusing on process of education and social inclusion mainly toward children and teenagers. Indeed, a sustainable and on long term inclusion can be only determined by aware and qualified young generations. Without acquiring an economic independence, it would also be difficult for Roma people to maintain new accommodations in which they have been transferred. Therefore, discrimination and isolation are strongly determined by social and economic conditions that push more them in a status of deep poverty. Because of this precarious condition, they tend to commit criminal acts (stealing, violent), live in bad hygienic conditions with potential diseases, perpetuate old customs and habits such as leading to early marriages, dropping out from school and begging that worse their social inclusion.

Therefore, if the general objective of the project is enforcing a durable and sustainable integration of RE and other I/DPs, there is a necessity to attain social inclusion by improving access on primary healthcare, employment and education.

This project addresses the needs of most vulnerable groups of the population in Camp Konik: children, teenagers and women both Roma and Egyptians, residing in Camp Konik 1, Camp Konik 2, Private accommodation, German House and IPA buildings.

A particular focus is given to the children that attend the preschool and kindgarden, who are daily supported by professional teachers and Roma assistants. These professional figures have the goal to prepare children for a better access to the school system, to learn properly the Montenegrin language and to ensure that children are regularly fed with daily meal – healthy snack and milk. When it comes to the informal education, music and dance classes are also arranged to develop social and performance skills of beneficiaries.

A constant support is offered to children that are officially attending public schools in the town. Therefore, children are supported in entering, completing primary education and continuing with their secondary/vocational education in accordance to their capacities.

It is also provided literacy training courses for adolescents, who dropped out from school or never had the chance for a proper education.

Finally, always for young Roma and Egyptians, a Youth Club was created and every day different culture and sport activities are carried out.

On the other hand, this project aims also to promote global awareness of the importance of education towards adult generations living in Konik. Indeed, certain activities are addressed to all family members of children in order to increase their comprehension of the importance of supporting school education or to spread knowledge about health and hygiene practices.

A strong commitment is addressed towards women, who in the family center of Camp Konik, can follow and participate in several workshops. The workshops conducted in the family center cover different subjects, such as:

- education: literacy courses for mothers and future mothers;
- health: right on health protection, transmittable diseases, personal hygiene, venereal diseases, tuberculosis, breast cancer, alcohol, drug and tobacco implications;
- culture and society: violence in families, early marriages , psycho-social support, family planning;
- rights and administration: procedures for getting personal documents, women's rights, fire protection, first aid provision, rules of residence etc.

CHAPTER 4

FINDINGS AND RESULTS

4.1. Evaluation data analysis on the contribution given by the ItRC project in Montenegro to the achievement of the goals in the EU strategy 2020 and UN agenda 2030 (SDGs)

The project “*Social inclusion of Roma population from Camp Konik*”, supported jointly by both Red Cross National Societies of Italy and Montenegro, started to be implemented following a common approach, based on the principle of empowerment of marginalized and vulnerable Roma. Indeed, as already stated in the second chapter (paragraph 2.2), this new tendency was influencing the strategies of the main NGOs and international Organizations, which began to focus on promoting active and long term integration. An integration that, as stated in the EU Framework for National Roma Integration Strategies, has to be reached by taking explicit and concrete measures to eradicate disadvantages for Roma people in four key areas: education, employment, health and housing. The objective of the EU Commission in publishing this framework was inducing EU and no EU members states to put in action effective policies and initiatives based on: “minimum standards that should be based on common, comparable and reliable indicators” (EU framework, p.4) and “..a robust mechanisms of monitoring”(p.4).

In the description of the project proposal (annex 1) of RCM and ItRC clear and measurable indicators as well as a system of monitoring were provided:

Table 5. Logical Framework Project Proposal –Social Inclusion of Roma population from Camp Konik

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
[Output 1.1]RE children and adolescents in Konik camp are supported in entering, and completing primary education, and continuing with their secondary/vocational education in accordance to their capacities.	<ol style="list-style-type: none"> 1. Number of RE preschool children covered by day care center of Red Cross activities and music classes 2. Increased enrolment in primary school of RE children 3. Increased completion rates of RE children in primary schools 4. Number of adolescents who finished at least one grade of elementary school through literacy training 	Daily monitoring sheets of children, Ministry of Education and Sports, RCM reports, School records

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
[Output 1.2]RE families in Konik supported to improve their knowledge about health, healthy life style and hygiene	<ol style="list-style-type: none"> 1. Increased number of RE children provided with adequate health care 2. Increased awareness of adolescents and women about the importance of health 3. Better awareness about the health related risky behavior, healthy life styles and hygiene among RE children and their families from Konik 	Institute for public health, Ministry of health, RCM reports

Nevertheless, the aim of this paragraph is not only to report results so far reached by the project activities since 2010, but to try to observe if, and in which manner, this project is contributing to the achievement of the EU goals 2020.

In order to track these results, it will be used a set of common indicators and objectives, listed in the “Council Recommendation on Effective Measures in the Member States”. Obviously, since the project concerns mainly the goal of education and focuses only slightly on health and employment, several indicators of this list have not been considered as well as the entire goal of housing.

Access to Education: Ensure that all Roma children complete at least primary school

OBJECTIVES/RECOMMENDED MEASURES	PROPOSED ROMA INCLUSION INDICATORS
Eliminate school segregation.	Increase in the number of Roma students in project areas enrolled in integrated schools
Put an end to inappropriate placement of Roma students in special needs schools.	Reduction in the % of Roma children in project areas attending special needs schools

The contribution given to the achievement of these two objectives can be evaluated jointly in the case of camp Konik. The National Strategy adopted by the Montenegrin Government for durable solutions for displaced people of Camp Konik in 2011 strongly influenced the activities of the project. Indeed, until 2014, all Roma students were usually sent into the satellite department of the public school close to Camp Konik, Bozidar Vukovic Podgoricanin (BVP), established through a collaboration between the Red Cross of Montenegro and Ministry of Education. In 2003, there were 4 classes with 104 students but then this number increased until reaching in 2010 the number of 259 students enrolled.

Then, after the adoption of the National Strategy in 2014, the goal was to eliminate every form of school segregation and increase the number of Roma students into all seven schools of Podgorica: schools BVP, 21. Maj, Savo Pejanovic, Marko Miljanov, Vuk Karadzic, Vladimir Nator and Oktoih. The definitive closure of the school satellite of BVP happened in 2014 and since then all Roma children have been attending only integrated schools.

It is possible to state that nowadays there is not anymore the issue of school segregation for the Roma children in Konik, but all focus is on the school enrollment and drop out.

The number of school enrollment increases yearly at 10% and since 2010 it has been noticed a total increase of almost 60%.⁴²

The average number of children supported by the project that are enrolled into schools town is more than 400 per year. For instance, for this academic year 2017- 2018, children were 432 but in the previous year were 419. It varies depending on the number of residents in Konik that changed because of the returns of some Roma inhabitants back to Kosovo and on the number of children that drop out from school and do not enroll the year after.

OBJECTIVES/RECOMMENDED MEASURES	PROPOSED ROMA INCLUSION INDICATORS
Reduce early school leaving throughout all levels of education, including secondary level and vocational training.	Reduction in the % of Roma children who drop out of preschool/ primary/secondary/vocational school in project areas
Encourage Roma participation and completion of secondary and tertiary education	Increase in the Roma secondary, vocational completion rate (%) in project areas
Increase the access to, and quality of, early childhood education and care, including targeted support, as necessary.	Increase in the number of Roma children in project areas attending preschool

The issue of school drop out between Roma communities is one of the most relevant and hardest to resolve. This phenomenon is due to the economic, social and cultural reasons. Indeed, the lack of financial resources to buy equipment or paying transport is often an obstacle but, to fully understand it, there is need to consider the complexity of Roma culture, in which often male and female children of 12-14 are already considered active members of family, ready to get married and to work. Indeed, the data show how the attendance in lower grades is much higher. It is also difficult to track the trends of drop out because sometimes these Roma students give up to attend for a while and then, during the same year, restart to follow lessons.

⁴² Data collected by RCM office in Camp Konik

One of the project aims is preventing this drop out by delivering books and school equipment or paying transports from the camp to the school. Nevertheless, the school drop out is still very high as confirmed in the data regarding the primary school of Podgoricanin, attended by the most part of Roma children in Konik. The data collected regard rates of enrollment and school completion since the closure of satellite department in 2014 until this year.

Class - Razred	Enrolled	Completed
I raz.	83	67
II raz.	78	60
III raz.	146	87
IV raz.	123	91
V raz.	79	45
VI raz.	81	41
VII raz.	68	47
VIII raz.	24	15
IX raz.	21	17
Total	703	470

In the school year 2014-2015, the rate of school completion is 66%, while the drop out is at 44%. It is possible to see how attendance is much higher from 1^o to 4^o than 5^o to 9^o.

Class Razred	Enrolled			Completed		
	Boys	Girls	Total	Girls	Boys	Total
I raz.	37	33	70	25	22	47
II raz.	46	52	98	30	37	67
III raz.	35	39	74	26	30	56
IV raz.	65	65	130	41	42	83
V raz.	39	42	81	24	26	50
VI raz.	43	34	77	30	23	53
VII raz.	31	27	58	24	18	42
VIII raz.	24	26	50	21	22	43
IX raz.	10	5	15	1	/	1
Total	330	323	653	222	220	442

In 2015-16, more or less there is the same percentage (67%) of completion and drop out (43%) of the previous year. More than 210 students left the school during the year.

Table 8. School year 2016/17						
Class Razred	Enrolled			Completed		
	Boys	Girls	Total	Girls	Boys	Total
I raz.	44	40	84	42	35	77
II raz.	39	25	64	36	22	58
III raz.	37	53	90	31	51	82
IV raz.	46	47	93	40	41	81
V raz.	42	34	76	36	28	64
VI raz.	46	38	84	39	34	73
VII raz.	39	24	63	34	18	52
VIII raz.	26	15	41	19	15	34
IX raz.	23	16	39	21	15	36
Total	342	292	634	298	259	557

In this year, the rate of completion is much higher than before, around 87% and drop out at 13%. Less than 100 students left the school. Nevertheless, there is a significant difference in enrollment between female and male students.

Table 9. School year 2017/18 (Ongoing, Completion Rate to verify)			
Class Razred	Enrolled		
	Boys	Girls	Total
I raz.	36	36	72
II raz.	53	47	100
III raz.	46	44	90
IV raz.	42	55	97
V raz.	38	52	90
VI raz.	39	24	63
VII raz.	20	21	41
VIII raz.	25	18	43
IX raz.	16	18	34
Total	315	315	630

The lower number of school enrollment at Podgoricanin school is due to the increase of Roma children in other school towns.

Then, it has been noticed that there is need to support more the enrollment to secondary and vocational schools which attendance is still very low.

For instance, there were only eight Roma teenagers able to complete the high school in 2016-2017 and only one of them eventually decided to enroll at the university.

Instead, better results in attendance and low drop out have been achieved for preschool and kindergarten courses. This can be explained with the fact that all activities are realized within camp Konik and therefore, there are fewer problems of logistics and finance. In 2017, on 168 children between 3 to 5 years, 86% are enrolled, 95 at preschool and 50 at the kindergarten. Regarding it, the trends of participation and enrollment is often positive and all the community recognizes this school as useful and necessary for the growth of their sons and daughters.

OBJECTIVES/RECOMMENDED MEASURES	PROPOSED ROMA INCLUSION INDICATORS
Consider the needs of individual pupils and address those accordingly, in close cooperation with their families	Number of Roma children/families receiving additional education support
Encourage greater parental involvement and improve teacher training, where relevant.	Increase in the number of Roma parents involved in school activities in project area Number of teachers that have completed additional training (cultural competency) in the project area

The project of Red Cross is strongly focusing on delivering additional support to Roma children and families. Since the beginning in 2010, these were the main results achieved each year:

- provided logistical support for children attending 1,2,3,4,5th and 6th grade of Bozidar Vukovic Podgoricanin school and daily monitoring through engagement of Roma mediator
- all target children (from 1th to 4th grade) supported with school and hygiene material. The yearly average is 430 children supported.
- approximately 30-40 adolescents supported with final examination in the literacy and computer training
- Between 50-70 adolescents supported with Youth Club activities
- raised awareness of around 60 RE parents per year regarding the importance of children's education and their support to them

There are not Roma teachers at school, but teachers in the public schools and in Camp Konik follow seminars and cultural competency training for working in vulnerable minorities. Nevertheless, Red Cross financially supports Roma assistants and mediators that daily accompany Roma children at school and in their activities.

Access to employment: Cut the employment gap between Roma and the rest of the population

OBJECTIVES/RECOMMENDED MEASURES	PROPOSED ROMA INCLUSION INDICATORS
Support first work experience, vocational training, on-the-job training, lifelong learning, and skills development.	Number of adult Roma who have received training or support for first work experience Number of adult Roma who have obtained a certificate or license

Even though this is mainly an educational project aiming to promote the integration of Roma in the society, there is also a component about improving work skills and job training within the Roma communities. Indeed, through this project, some vocational trainings are provided. Since 2011, a total of 50 Roma women and men have completed vocational training for house cleaners, hairdressers, tinsmiths and for work with plastic and ceramics.

All those who passed vocational training received certificates valid for the Employment Office of Montenegro.

Nevertheless, the unemployment did not decrease in the last years in Camp Konik. The unemployment rate remained at 90% as showed in the baseline study of 2010 and as reported today by interviewing RCM staff in Konik⁴³. Both today and in 2010, most of male members of Roma families from 17 to 50 years of age are involved in some kind of informal income-generating work, such as work on markets, collection of secondary raw materials, physical work on loading and unloading, garden maintenance, green areas etc.⁴⁴

The issue of supporting work experience and promoting job learning is and will be the next challenge to create new opportunities and improving the life condition in the camp.

Access to healthcare: Reduce the gap in health status between the Roma and the rest of the population

OBJECTIVES/RECOMMENDED MEASURES	PROPOSED ROMA INCLUSION INDICATORS
Promote awareness of health and health care issues	Number of Roma that have been reached as a part of awareness campaigns. % of Roma in the project area that have basic knowledge of healthy lifestyle

⁴³ Interview with M.K., responsible for RCM office in Konik, 20/09/2017, Podgorica (MNE)

⁴⁴ Baseline Study Cross-Sectoral Initiative on Preventive Health and Special Education (CIPHSE) for Displaced Roma in Konik Danish Red Cross in partnership with Montenegro Red Cross June 2010 Dejana Razić Ilić

Every year around 80 RE women are supported to improve their knowledge about health, healthy life style and hygiene practices. Increasing awareness of children, teenagers and women about the importance of health has reported good results in prevention of communicable diseases and in the hygiene habits care. For instance, in 2010, if almost 95% of adolescents in Konik were not aware of the concept of safe sex, nowadays, instead, the situation is slightly different. There are many female and male teenagers, through daily visits and lectures, who have discussed and faced this topic. It has been calculated that only in 2017 50 RAE women that, after having attended the health center, declared to use contraceptive measures. Moreover, always in Camp Konik, it has been observed that there have not been cases of new HIV infections in the last year(2016-2017) and no patient from Camp Konik is currently being treated in the Brezovik hospital, (Referent hospital for lung diseases).

In the table 10 a Likert scale is proposed summarizing the analysis previously mentioned on the achieved results in comparison with the goals and indicators of the EU Framework for National Roma Integration Strategies (NRIS).

This table was filled up by collecting personal opinions, witnesses or by observing directly on the field the current situation that Roma people in Konik have been experiencing.

The qualitative levels of this Likert scale are expressed in three values: *good, fair and poor*.

It is evaluated as “*good*” so far the achievement of the goals of eliminating school segregation and putting an end to inappropriate placement of Roma students because there are not anymore such schools only for Roma in all Podgorica. For instance, in camp Konik 2, the last special need school for Roma was dismantled in 2014.

This fact was confirmed by the interview with the director L.N. of the BVP school that reported today significantly different situation if compared to the end of 90s and the beginning of 2000s, when there were in the school only Roma children. On 1408 children in total there are 620 Roma inscribed at the school.⁴⁵

It is also evaluated as *good* the objective regarding the increase of number of Roma in preschool as well as the increase of number of families/children receiving additional support.

Indeed, as stated by Red Cross staff in Camp Konik, almost all Roma families entrust their children to the kindergarten and preschool courses. In camp Konik, there is a prefabricated structure that was installed at the beginning of the project and it contains three different main

⁴⁵ Interview with L.N. BVP school director, 6/11/2017, BVP school in Konik, Podgorica (MNE)

rooms: a kindergarten, a preschool and the women center. The entire center is recognized as a point of reference by the Roma community and its building composition allows mothers to follow healthcare lectures and vocational trainings while their sons and daughters are in the classes. Therefore, Roma mothers can assist and monitor education activities, understanding firsthand the importance of the school but above all, feeling to be active part in the support of education process. Then, it was proved that additional educational support helps consistently Roma families/children in daily school activities. Indeed, healthy snacks, transportation, school kits are delivered by RCM staff in Konik to all beneficiaries included in the projects. This additional support has decreased the economic and logistic obstacles that Roma families face being in poor life condition.

Additional education support includes also qualitative forms of assistance in the education process performed by the engagement of Roma mediators and mentor assistants or by activities carried out in the youth club. This club, established about 6-7 years ago for youth, soon became a landmark for almost 70 Roma children that every year attended courses offered and organized by the volunteers and RCM staff. The activities in the club are the following: language courses (mainly English), typical Red Cross courses (first aid), lessons on anti-trafficking, discrimination, respect for elderly people and for girls; there are also some manual activities (handcrafts). Then, the Youth Club organizes also several other external activities out of the American Corner, such as field trips in Kotor and in Montenegro, Cinema, theatre and so on. The main one of these is a summer camp in June, where Roma of the Youth Club stay together for a week, performing different activities. It is open only to participant of the club. Basically, there are 2-4 field trips per season.

As reported by V.P, RCM responsible for the Youth Club :<< it is really good club. It helps teenagers to be informed on discrimination, rights, health and all aspects of the society. It helps to form better citizens. They have the chance to socialize, to tell about their feelings and state of minds>>⁴⁶.

Similar positive opinions can be found also in the answers given by Roma children attending the club, such as: V. , a Roma 14 years old boy that said that he has been improving at school and he likes the Club because it has the chance to meet new people or to live unique experience as the Summer Camp in Sutumore⁴⁷; V., 13 years old, goes to the Club 4/5 times per week; M.,

⁴⁶ Interview with V. P., RCM responsible for the Youth Club, 2/11/2017, American Corner(Youth Club), Podgorica (MNE)

⁴⁷ Sutumore Summer Camp: It is a initiative coordinated by RCM that occurs every summer in June in RCM structure in the sea town of Sutumore (Bar, Podgorica) Roma children that attend the club can spend one week alone playing and learning.

14 years old, he loved to follow first aid course and he would like to invite new people from his school; or finally S. , 16 years old, is not attending regular school but, nevertheless, he goes to the club because he likes English language and to meet new people.⁴⁸

Roma Parents are aware and updated about activities and each progress of their sons and daughters since they have to authorize in writing their children participation at the Youth Club at the beginning of the year.

Regarding my personal observation of the Youth Club, I can confirm that there is a quiet and playful atmosphere that helps significantly the growth of these Roma children. The only aspect that surprised me is the division of the courses in female and male children groups.

As it was explained to me, this is due to the willing of Roma parents that prefer this gender division in order to respect their customs. This request could be seen as a prof of gender distinctions that are still deep in the Roma families.

Under the category *fair* instead were considered the level of achievement of objectives like the decrease of school drop out, involvement of parents in the school activities, the increase of the number of teachers that have completed additional training (cultural competency) and Roma people that have been reached as a part of awareness campaigns about health and healthy life style.

As we already previously stated by reporting some quantitative statistics, some good results have been obtained concerning the school drop out and involvement of parents. Nonetheless, these are balanced with some phenomena that are still occurring within the Roma community. In the city of Podgorica there is the highest percentage of child begging in Montenegro and this can be considered as one of the direct causes of the school drop out and lack of Roma parents involvement in the school. As reported during the visit at BVP school, often parents do not appear to school meetings or show deep indifference about their children school performances.⁴⁹ Several Roma parents of Konik are illiterate since they have never attended any school and they also are unemployed. Both factors make them unwilling to support their children at school and they prefer to send them to work or in the worst case, begging in the city.

⁴⁸ Interview with Roma children of RCM Youth club, 2/11/2017 American Corner (Youth Club), Podgorica (MNE)

⁴⁹ Interview with L.N., director of BVP school, 6/11/2017, Konik, Podgorica

There are no Roma teachers in any school of Podgorica while non-Roma teachers do not have always the chance to follow extra cultural or social pedagogy courses that mainly focus on how to approach minority groups as Roma.

Then, regarding the access to the healthcare, even though several campaigns of awareness on healthy style have been promoted, they did not always produce the expected results.

Indeed, passing through Konik, it is immediately visible that there is a lack of hygiene practices. Within and around the camp there are heaps of rubbish and dirty roads. If it is partially due to the municipality deficiency in providing cleaning services, on the other hand, it is also caused by the same Roma community, which members are not always aware of negative healthy consequences and possible diseases that spread because of dirtiness.

This last phenomenon that affects Roma is due mainly to their poor economic condition that oblige them to look for and repair second hand items in the rubbish or collect and throw away different materials close to their houses.

There is another recent challenge, which is not strictly connect with the projects activities. It is concerning the use of services provided in the new accommodations, built in the same camp in order to replace previous containers and barracks, where Roma used to live before the implementation of National Strategy of Montenegrin government. RCM is already committed to support Roma in teaching how to properly use hygiene services and housing furniture. Nevertheless, not all Roma are willing to move into new houses since they do not recognize them as their own properties. About this issue the RCM responsible for Camp Konik, M. K., told me: <<The approval of new national plan to move Roma from containers to houses determined an improvement of the quality of housing but the entire transfer to new accommodation is still ongoing and the acceptance of new housing standards from Roma has not been always easy>>. ⁵⁰

Finally, are considered as “*poor*” the achievements regarding Roma participation in and completion of secondary and tertiary education or supporting their first working experience, vocational training, on-the-job training, lifelong learning, and skills development.

Being considered as *poor* does not mean that activities or efforts to achieve these objectives are not present, but that compared to other achievements less concrete results have been obtained. Actually, the entire project is more focused on promoting children education at preschool and primary levels, rather than in supporting Roma access to the labour market.

⁵⁰ Interview with M.K., RCM responsible for Camp Konik, 20/09/2017. Camp Konik, Podgorica (MNE)

Indeed, there would be need to write projects with this specific aim. Nonetheless, supporting social inclusion implies also to take concrete actions to favor the access to the secondary education and to decrease unemployment within Roma community. Results obtained in these sectors and statistics on unemployment (90%) in Konik are not optimistic. Really few children also supported by the project are able to complete the entire primary school and to enroll to the secondary or to the university. It also seems that all vocational and working training courses are provided with less frequency due to the difficulty to involve Roma adults. Overall, the lack of skills and working knowledge is one of the main issues that affect the community in Konik and keep high the unemployment rate. There are really few cases of Roma people that were able to finish all schools and to find a qualified job. I personally met one and interviewed him. He is S. P., an Egyptian, from Kosovo and he speaks Albanian. He is currently involved in two jobs: one as legal assistant for UNHCR in Camp Konik (since 2006), in which he is responsible for the data and documents collection for IDPs and help them to overcome linguistic barriers; the other one, instead, an executive director of a small NGO “Sabjet (Saviet) Kamp” (since 2013) that mainly focus on Roma children and their education process. S. P. judges negatively the building of new houses into Camp Konik because it does not concretely promote Roma integration. According to his opinion, it would have been better to spread Roma overall the city, rather than marginalize again them in suburbs of Podgorica. Isolation and marginalization can produce bad habits to whom Roma get used to practice such as: looking in the garbage, begging and so on. Instead, he says the new national law that oblige Roma to adopt a citizenship has made the access to labor much more difficult.⁵¹

⁵¹ Interview with S. P. , executive director of the NGO Sabjet Kamp, 7/11/2017, ItRC Office Delegation, Podgorica (MNE)

Table 10. Likert Scale for EU NRIS 2020 – ItRC and RCM project

EU 2020 goals	Objectives/recommended measures	Proposed Roma inclusion indicators	GOOD	FAIR	POOR
Access to education: Ensure that all Roma children complete at least primary school	Eliminate school segregation.	Increase in the number of Roma students in project areas enrolled in integrated schools			
	Put an end to inappropriate placement of Roma students in special needs schools.	Reduction in the % of Roma children in project areas attending special needs schools			
	Reduce early school leaving throughout all levels of education, including at secondary level and vocational training.	Reduction in the % of Roma children who drop out of preschool/primary/secondary/vocational school in project areas			
	Encourage Roma participation in and completion of secondary and tertiary education	Increase in the Roma secondary, vocational completion rate (%) in project areas			
	Increase the access to, and quality of early childhood education and care, including targeted support, as necessary.	Increase in the number of Roma children in project areas attending preschool			
	Consider the needs of individual pupils and address those accordingly, in close cooperation with their families	Number of Roma children/families receiving additional education support			
	Encourage greater parental involvement and improve teacher training, where relevant.	Increase in the number of Roma parents involved in school activities in project area Number of teachers that have completed additional training (cultural competency) in the project area			
Access to employment: Cut the employment gap between Roma and the rest of the population	Support first work experience, vocational training, on-the-job training, lifelong learning, and skills development.	Number of adult Roma who have received training or support for first work experience Number of adult Roma who have obtained a certificate or license			
Access to healthcare: Reduce the gap in health status between the Roma and the rest of the population	Promote awareness of health and health issues	Number of Roma that have been reached as a part of awareness campaigns. % of Roma in the project area that have basic knowledge of healthy lifestyle			

Beyond the analysis on the contribution given to the achievement of EU 2020 goals for Roma people, it is also significant to observe the trend records of the Red Cross project in respect to the Sustainable Development Goals in the UN agenda 2030. The 17 SDGs are “known as the Global Goals, are a universal call to action to end poverty, protect the planet and ensure that all people enjoy peace and prosperity”⁵². These goals, including 169 targets, were adopted to replace the Millennium Development Goals (MDGs). They are connected between each other and they cover different areas such: poverty, hunger, health, education, work and employment, sustainable development, environmental protection, peace and justice. Nevertheless, in this analysis, according to the relevance with the project goals and activities, I have chosen only few goals and targets.

Table 11. Likert Scale for SDGs 2030- ItRC and RCM project

List of global Sustainable Development Goal	Evaluations		
<i>Goals and targets (from the 2030 Agenda)</i>	GOOD	FAIR	POOR
Goal 3. Ensure healthy lives and promote well-being for all at all ages			
3.3 By 2030, end the epidemics of AIDS, tuberculosis, malaria and neglected tropical diseases and combat hepatitis, water-borne diseases and other communicable diseases			
3.9 By 2030, substantially reduce the number of deaths and illnesses from hazardous chemicals and air, water and soil pollution and contamination			
Goal 4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all			
4.1 By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes			

⁵² <http://www.undp.org/content/undp/en/home/sustainable-development-goals.html>

4.2 By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education			
4.3 By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university			
4.6 By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy			
4.c By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States			
Goal 5. Achieve gender equality and empower all women and girls			
5.3 Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation			
5.6 Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences			
Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all			
8.3 Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services			
8.6 By 2020, substantially reduce the proportion of youth not in employment, education or training			
8.7 Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms			

Goal 10. Reduce inequality within and among countries			
10.3 Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard			

Regarding the **Goal 3 “Ensure healthy lives and promote well-being for all ages”**, it is recognized that this project has been promoting healthy style of life and, as previously said, there was a decrease of new HIV infection, tuberculosis and hepatitis B incidence. It is also true that mortality rate attributed to unsafe water and sanitation, lack of hygiene or environmental pollution have been decreasing, even for the contemporary building of new infrastructures and houses in camp Konik that make easier the access to water and sanitation services

Goal 4 “Ensure inclusive and equitable quality education and promote lifelong learning opportunities” is more satisfying for what concerns the access preschool and primary childhood education and the fight against illiteracy rather than the increase of people in secondary, tertiary education or the increase of qualified teachers.

For the **goal 5 “Achieve Gender equality and empower all women and girls”** there has been always a constant effort on promoting the role of women and their participation but there is still a lot of work to do to avoid cases of young women get married in early age.

Activities foreseen in the project are not completely in line with the **goal 8 “Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all”**. Nevertheless, in a process of integration the achievement of higher employment and economic growth cannot be completely separated from the promotion of education. The project activities have not effectively decreased the negative trend of unemployment that affects mainly Roma people in Konik. The unemployment is still high as well as the percentage of NEET, young people not involved in education, employment or training. Better results have been obtained in tackling child labour by increasing the percentage of children in the schools.

Finally, it is possible to state that project has fairly contributed in **goal 10 “Reduce inequality within and among country”** by ensuring equal opportunities and reducing cases of discrimination and harassment felt by Roma people.

4.2. Successes and challenges of the integration project with Roma people

It is not easily to summarize only in few lines an entire project that has been lasting for 7 years and has involved hundreds of beneficiaries, volunteers and employees. It becomes harder when regards an ongoing project about the promotion of social inclusion. How is it possible to concretely evaluate good and negative results of social inclusion? How much time would be needed to see concrete effects of each activity? Likely, saying that a community is more or less integrated by showing number and percentages of school attendance or drop out is not enough to properly explain a social phenomenon. It often happens that positive or negative results are influenced by personal and common opinions and perceptions within the community. Anyhow, in both cases of numerical evaluations or common feelings, it is possible, through this project, to notice that some successes have been achieved but, at the same time, also some new challenges and needs emerged in the context of Camp Konik. The Italian Red Cross should carry on the successful activities and settling new strategies in order to achieve new objectives:

Successes obtained:

- 1) Increased the number of Roma children in the public schools of Podgorica and promoted literacy between young and adult Roma;
- 2) Increase the access to and quality of early childhood education;
- 3) Contribute to a durable and sustainable integration of Roma children into new public school and in the rest of society

Current Challenges

- 1) Combat and diminish school drop for Roma children and contrast every form of child abuse: child begging, child labor, early marriage;
- 2) Carrying on the involvement of Roma relatives in support of the education system and in the promotion of awareness campaign of healthy style and hygiene practices;
- 3) Promote activities and projects aiming at favoring the access into the labor market and diminishing the unemployment in Konik.

New Challenges

- 1) Supporting RE families into new houses in Konik by: finding self-sufficient ways to sustain on their own housing expenses and facilitating them to use all housing service and furniture.
- 2) Promote political and social participation of Roma individuals and NGOs
- 3) Enlarge the operational area in all Montenegro and especially assist Roma people living in the municipalities of Berane, Nikšić and Budva and Tivat.

CONCLUSIONS

Synthetic answers to questions formulated in the paragraph.1.1, regarding general and specific objectives of the thesis, are below reported.

General Objective - Identifying which are the internal features and the external conditions that influence the involvement of Roma communities into the society and showing if an educational approach can contribute in promoting their integration

Before starting this research my knowledge of Roma communities and the different processes of integration was rather limited. I often used to wonder why Roma communities were so isolated and discriminated in many European countries and for which reason the same Roma seemed to be hardly compatible with the rest of the society.

Therefore, at the beginning of this research, my main target was to deepen my knowledge about this minority group by studying its history and culture. What I immediately learned was that the term of “Roma” is only a wide category used by non-Roma that does not always show the complexity of this community. Culturally and socially speaking, Roma are significantly different between each other and formulating general analysis and considerations about them could bring to misconceptions. Unfortunately, I could not list in this thesis each feature and specificity of Roma but, at least, nowadays I am more aware about their complexity and uniqueness.

Furthermore, this research has been considerably enriched and completed by my direct involvement with the Roma community. Indeed, working for the ItRC in Montenegro, I have had the opportunity to understand what concretely means promoting integration for Roma through an educational approach.

Regarding the general objective of the thesis, the internal and external conditions that influence the involvement of Roma communities were identified as well as the ways in which an educational approach can promote integration.

Briefly summarizing the content of this research, it is possible to deduct that:

- 1) the internal conditions are linked with the Roma culture and customs and they are not easily adaptable with other population groups, while, external conditions are caused by the hosting societies, in which Roma often suffer condition of extreme poverty and exclusion;
- 2) an educational approach can promote integration of Roma people.

Through supporting the process of education, both Roma and non- Roma youth and adults can get benefits. On one side, Roma children have the opportunity to meet their non-Roma peers, to acquire knowledge and skills, to learn and to practice the language and culture of the country of residence; while, on the other hand, non-Roma children learn and get in touch more with Roma culture and values, becoming more inclusive and open minded.

This mechanism, based on two ways relation, works positively even with adults. More educated people, on both sides, increase common knowledge and acceptance of each other and decrease fear and discrimination.

In conclusion, it is verified that a successful integration occurs when all the parts involved get closer to each other and the education is a fundamental tool to achieve it.

Specific Objective 1- Which historical and cultural factors have been influencing the Roma inclusion in Central and Eastern Europe and in Montenegro?

In the chapters 2 and 3 an historical and cultural analysis of the factors that affect the Roma inclusion in Central and Eastern Europe and in Montenegro was carried out.

Roma are not enough included because of their dramatic social and economic condition that has been lasting for many centuries. Nowadays, the great majority of Roma, living in the above mentioned regions, is not economically self-sufficient and suffers a deep social exclusion. Roma are isolated and do not have decision-making power within the hosting societies. Moreover, Roma are still strongly discriminated under a cultural point of view: they are considered unwilling to work and learn at school and they are often seen as nomads without house and territory. All these aspects together makes very hard for Roma people to come out on their own from a status of poverty and marginalization.

Hence, only by contrasting Roma multidimensional poverty it will be possible to observe more Roma Communities integrated in the hosting societies.

Specific Objective 2 - Which are the difficulties and obstacles to promote social inclusion in Camp Konik of Podgorica?

Respect to the end of 90s and the beginning of 2000s, the conditions of the camp are significantly improved. As it was explained in the overview of the paragraphs 3.1, 3.3. and in 4.1, since 2011 several actions have been taken by Montenegrin institutions. Nowadays, almost all Roma and Egyptians of Konik live in apartments built with EU funds that respect minimum

living standards and with all necessary equipment and facilities. Then, all forms of school segregation have been eliminated by allowing all Roma children to study in the public schools of Podgorica. Nevertheless, in Konik, two main obstacles block the process of social inclusion. The first one regards the position of RE accommodations in Podgorica. New houses were built in the same area where the previous RE settlements were already located. The strategy to localize all RE families in same district of Konik does not contribute to the process of integration with the rest of the population. Indeed, they remain confined in the suburbs of Podgorica without considerable public infrastructure and services. This situation renews an environment of segregation and marginalization. Likely, it would have been better to spread all RE families in houses located in different districts, mixing the social composition of the town and avoiding any form of segregation. Second obstacle to promote the social inclusion is the high unemployment. Most of the RE women and men do not have formal jobs and without being economically self-sufficient they are obliged to depend on social aids. In order to promote social inclusion, RE individuals in Konik have to become active and independent actors in the society that defend their rights and look for new spaces and opportunities.

Specific Objective 3 - What is the contribution given by the project to the achievement of EU 2020 goals and SDGs so far?

Specific Objective 4 - What are the successes and future challenges of the ItRC and RCM project?

In the entire chapter 4 (paragraph 4.1 and 4.2) both specific objectives were widely discussed showing quantitative and qualitative data. In these conclusions, it is possible to reaffirm that the overall contribution given by the project to the achievement of EU goals SDGs can be considered positively. The project, due to its educational focus, is obviously producing more concrete results concerning the access to education. Nevertheless, the ItRC and RCM have the experience and resources to face the new and current challenges previously presented (paragraph 4.2.). In order to do it, they should find the right adjustments, launch new activities and involve new actors and partners.

Therefore, the project should be reformulated or slightly adapted in order to contrast more efficiently the phenomena of drop out, cases of child abuse and youth unemployment, which are strong not only in Podgorica, but also in other municipalities of Montenegro. For this reason, it is recommended to:

- increase the involvement of Roma parents in the educational system;
- raise more awareness between Roma youth and adults against forms of family violence, child begging and early marriage;
- prepare more skilled Roma assistants and teachers;
- endorse specific agreements with local enterprises, new vocational trainings, development of Roma cooperatives and organizations;

ANNEX 1

PROJECT LOGICAL FRAMEWORK: “SOCIAL INCLUSION OF ROMA POPULATION FROM CAMP KONIK”

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<p>[Goal:] Durable and sustainable integration of RE and other I/DPs residing in the Konik area in Montenegro (for those who wish to stay) and in countries of origin (for those who wish to return);</p>	<p><i>Please refer to indicators under output 1.1 and 1.2</i></p>	<p><i>Please refer to means of verification under output 1.1 and 1.2</i></p>	<p><i>Please refer to below assumptions</i></p>
<p>[Outcome 1] RE and other I/DPs in the Konik area resolved their legal status in Montenegro or voluntarily returned to Kosovo, which allows them to attain social inclusion in the society and have improved access to their rights on primary healthcare, employment and education.</p>	<p><i>Please refer to indicators under output 1.1 and 1.2 for indicators</i></p>	<p><i>Please refer to indicators under output 1.1 and 1.2 for indicators</i></p>	<p><i>Please refer to below assumptions</i></p>
<p>[Output 1.1] RE children and adolescents in Konik camps are supported in entering, and completing primary education, and continuing with their secondary/vocational education in accordance to their capacities.</p>	<ol style="list-style-type: none"> 1) Number of RE preschool children covered by day care center of Red Cross activities and music classes 2) Increased enrolment in primary school of RE children 3) Increased completion rates of RE children in primary schools 4) Number of adolescents who finished at least one grade of elementary school through literacy training 	<p>Daily monitoring sheets of children, Ministry of Education and Sports, RCM reports, School records</p>	<ol style="list-style-type: none"> 1. Ministry of education and sports is able to support children in transportation to and from schools 2. UNHCR continues its support to the MRC Konik camps management

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<p>[Output 1.2]RE families in Konik supported to improve their knowledge about health, healthy life style and hygiene</p>	<ul style="list-style-type: none"> 5) Increased number of RE children provided with adequate health care 6) Increased awareness of adolescents and women about the importance of health 7) Better awareness about the health related risky behavior, healthy life styles and hygiene among RE children and their families from Konik 	<p>Institute for public health, Ministry of health, RCM reports</p>	

ANNEX 2

LIST OF OBJECTIVES AND INDICATORS OF EU ROMA FRAMEWORK 2020 AND SDGs

EU 2020 goals	Objectives/ Recommended measures	Proposed Roma inclusion indicators
<p>Access to education: Ensure that all Roma children complete at least primary school</p> <p>This is why Member States should ensure that all Roma children have access to quality education and are not subject to discrimination or segregation, regardless of whether they are sedentary or not. Member States should, as a minimum, ensure primary school completion. They should also widen access to quality early childhood education and care and reduce the number of early school leavers from secondary education pursuant to the Europe 2020 strategy. Roma youngsters should be strongly encouraged to</p>	Eliminate school segregation.	Increase in the number of Roma students in project areas enrolled in integrated schools
	Put an end to inappropriate placement of Roma students in special needs schools.	Reduction in the % of Roma children in project areas attending special needs schools
	Reduce early school leaving throughout all levels of education, including at secondary level and vocational training.	Reduction in the % of Roma children who drop out of preschool/primary/secondary/vocational school in project areas
	Encourage Roma participation in and completion of secondary and tertiary education	Increase in the Roma secondary, vocational completion rate (%) in project areas
	Increase the access to, and quality of, early childhood education and care, including targeted support, as necessary.	Increase in the number of Roma children in project areas attending preschool
	Consider the needs of individual pupils and address those accordingly, in close cooperation with their families	Number of Roma children/families receiving additional education support

participate also in secondary and tertiary education	Use inclusive and tailor-made teaching and learning methods, including learning support for struggling learners and measures to fight illiteracy, and promoting the availability and use of extracurricular activities.	Number of Roma children/families receiving education support Increase in the average scores in the standardized education achievement tests in project area (to be adapted by member states).
	Encourage greater parental involvement and improve teacher training, where relevant.	Increase in the number of Roma parents involved in school activities in project area
<p>Access to employment: Cut the employment gap between Roma and the rest of the population</p> <p>This is why Member States should grant Roma people full access in a nondiscriminatory way to vocational training, to the job market and to self-employment tools and initiatives. Access to micro-credit should be encouraged. In the public sector, due attention should be given to employment of qualified Roma civil servants. Public Employment Services can reach out to the Roma by providing personalized services and mediation. This can help attract Roma to the labour market and thus increase the employment rate.</p>	Support first work experience, vocational training, on-the-job training, lifelong learning, and skills development.	Number of adult Roma who have received training or support for first work experience Number of adult Roma who have obtained a certificate or license

<p>Access to healthcare: Reduce the gap in health status between the Roma and the rest of the population</p> <p>This is why Member States should provide access to quality healthcare especially for children and women as well as preventive care and social services at a similar level and under the same conditions to the Roma as to the rest of the population. Where possible, qualified Roma should be involved in healthcare programmes targeting their communities.</p>	<p>Promote awareness of health and health issues</p>	<p>Number of Roma that have been reached as a part of awareness campaigns. % of Roma in the project area that have basic knowledge of healthy lifestyle</p>
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Revised list of global Sustainable Development Goal indicators

<i>Goals and targets (from the 2030 Agenda)</i>	<i>Indicators</i>
Goal 3. Ensure healthy lives and promote well-being for all at all ages	
3.3 By 2030, end the epidemics of AIDS, tuberculosis, malaria and neglected tropical diseases and combat hepatitis, water-borne diseases and other communicable diseases	3.3.1 Number of new HIV infections per 1,000 uninfected population, by sex, age and key populations
	3.3.2 Tuberculosis incidence per 100,000 population
	3.3.4 Hepatitis B incidence per 100,000 population
3.9 By 2030, substantially reduce the number of deaths and illnesses from hazardous chemicals and air, water and soil pollution and contamination	3.9.1 Mortality rate attributed to household and ambient air pollution
	3.9.2 Mortality rate attributed to unsafe water, unsafe sanitation and lack of hygiene (exposure to unsafe Water, Sanitation and Hygiene for All (WASH) services)
	3.9.3 Mortality rate attributed to unintentional poisoning
Goal 4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all	
4.1 By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes	4.1.1 Proportion of children and young people: (a) in grades 2/3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex
4.2 By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education	4.2.1 Proportion of children under 5 years of age who are developmentally on track in health, learning and psychosocial well-being, by sex
	4.2.2 Participation rate in organized learning (one year before the official primary entry age), by sex

4.3 By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university	4.3.1 Participation rate of youth and adults in formal and non-formal education and training in the previous 12 months, by sex
4.6 By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy	4.6.1 Proportion of population in a given age group achieving at least a fixed level of proficiency in functional (a) literacy and (b) numeracy skills, by sex
4.c By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States	4.c.1 Proportion of teachers in: (a) pre-primary; (b) primary; (c) lower secondary; and (d) upper secondary education who have received at least the minimum organized teacher training (e.g. pedagogical training) pre-service or in-service required for teaching at the relevant level in a given country
Goal 5. Achieve gender equality and empower all women and girls	
5.3 Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation	5.3.1 Proportion of women aged 20-24 years who were married or in a union before age 15 and before age 18
5.6 Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences	5.6.1 Proportion of women aged 15-49 years who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care
Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all	
8.3 Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services	8.3.1 Proportion of informal employment in non-agriculture employment, by sex
8.6 By 2020, substantially reduce the proportion of youth not in employment, education or training	8.6.1 Proportion of youth (aged 15-24 years) not in education, employment or training
8.7 Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms	8.7.1 Proportion and number of children aged 5-17 years engaged in child labour, by sex and age

Goal 10. Reduce inequality within and among countries

10.3 Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard

10.3.1 Proportion of population reporting having personally felt discriminated against or harassed in the previous 12 months on the basis of a ground of discrimination prohibited under international human rights law

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