



# **Advancing the Education of Roma in Montenegro REF Country Assessment – 2015**



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## **PREFACE**

This document is part of a series of Country Assessments produced by the Roma Education Fund (REF). It seeks to provide an analysis of education and the ongoing education reforms from the perspective of the inclusion of Romani children in the countries taking part in the Decade of Roma Inclusion and are under the mandate of REF. The document also reviews the different programs and activities REF has carried out since its establishment in 2005 and highlights the thematic and program areas on which REF plans to focus during the coming two years. In addition to serving as a tool for the Roma Education Fund's own programming, REF hopes that this document will offer a useful instrument for:

- Policy-makers seeking to improve education policies that address the education outcome gap between Roma and non-Roma.
- Civil society representatives who wish to improve the effectiveness of their educational programs by making them more relevant to the overall education reform of their country.
- The overall development and donor community, which needs to better understand the situation faced by Romani children in order to identify niche areas where available resources would produce the greatest impact.



## **ACKNOWLEDGEMENTS**

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## EXECUTIVE SUMMARY

From a total of 620,000 citizens, the most recent Montenegrin census from 2011 identifies some 6,250 persons as Roma and another 2,054 as Egyptians while the civil sector estimates that over 20,000 Roma live in Montenegro. These figures do not account for Ashkali who were not officially recognized in the latest census. Many Roma in Montenegro are IDPs (internally displaced person), who came from Kosovo in the aftermath of 1990s conflict.

Despite some gains in decreasing poverty in Montenegro shortly after independence, the poverty headcount rate exceeds 36 percent among Roma, Ashkali and Egyptian communities, compared to 11 percent for the general population. Some 80 percent of working-age Roma population is officially unemployed; trading in the grey economy and doing seasonal labor do provide some income for Roma families. Indicators in health and housing are similarly bleak and Roma refugees and IDPs suffer inordinately from a lack of access to healthcare and housing services. So far no Roma political party has been formed to represent Roma in the political sphere, although a Roma Council has been established under Montenegro's Law on Minority Rights and Freedom in order to represent Roma concerns at the governmental level. Currently, only two Roma serve in the apparatus of the national government.

Despite spending on education comparable to its neighbors, Montenegro has not seen comparable outcomes and major reforms of the education system lie ahead. Although there has been little improvement in PISA scores, Montenegro has embarked on a universal enrollment program for primary education in the last five years. However, just one-fifth of Roma children under the age of five attend regular preschool, while only 29 percent go on to complete primary education, and only five percent attending secondary school. Remarkably, some 26 percent of school-age children have never attended school. For those few that pass their Matura exam or VET studies, state scholarship support is available for students enrolling in Montenegro's university, both public and private.

As a candidate for accession to the European Union since 2010, Montenegro has begun a process to service vulnerable groups residing on its territory. Over EUR 7.5 million has been allocated by Instruments for Pre-accession (IPA) that have targeted Roma communities, from which REF has been active implementing two projects to improve the educational outcomes of Roma living at Podgorica's Konik Camp. As a consequence of closing the branch school that segregated students in the camp, Podgorica's schools have accepted and enrolled Roma and Egyptians for the last two years. REF also runs a Toy Library in the camp with 87 member families.



Over the next three years, REF aspires to expand access to free integrated preschool education, to increase primary school completion through afterschool programs and to strengthen its secondary and tertiary scholarship program, enabling enrollment and completion of secondary school and university in the window of opportunity before Montenegro has become a member of the European Union.



# THE ROMANI POPULATION IN MONTENEGRO

## History and population size

According to the results of the Census of Population, Households and Dwellings in 2011,<sup>1</sup> 620,029 inhabitants live in Montenegro. The total number of Roma in Montenegro is 6,251 (some one percent of the total population) and number of Egyptians is 2,054 (one-third of one percent). The greatest number of Roma dwells in Podgorica (3,988), then Berane (531), Nikšić (483), Bijelo Polje (334) and Herceg Novi (258). The most Egyptians live in Podgorica (685), then Nikšić (446), Tivat (335) and Berane (170). Based on civic sector estimates, the number of Roma is over 20,000 in Montenegro, almost three percent of the total population. In Montenegro Roma, Ashkali and Egyptians have been officially used to form one group, but Ashkali were not identified during the most recent census.

The majority of refugees living in Montenegro consist of Roma and Egyptians who moved to Montenegro after the Kosovo conflict in 1999 and their official documentation and identification remains unclarified, complicating an accurate estimate. Although non-Roma and many Roma tend to think of Ashkali and Egyptians as Roma, the members of both these groups consider themselves distinct from Roma on historical, linguistic and cultural grounds, to the extent that Ashkali, Egyptians and others in Montenegro face problems in accessing quality education similar to those encountered by Roma. The members of these groups also constitute candidates for inclusion in activities supported by the Roma Education Fund (REF).

## General situation of the Romani population

The EU Progress Report for 2014 states that discrimination remains prevalent in access to employment and to social care and healthcare, and that Roma community is largely affected by domestic violence and child begging.<sup>2</sup>

## Poverty and unemployment

Poverty in Montenegro fell rapidly after independence, but these gains have been completely reversed since the onset of the economic crisis in 2008. Data from the Statistical Office of Montenegro (MONSTAT), as well as the World Bank's estimate of the poverty headcount rate at the national poverty line as a percent of population,<sup>3</sup> indicate a fall from 11.3 percent in 2006 to a low of 4.9 percent in 2008, but the level has returned to 11.3 percent in 2012, explained by the sustained economic crisis that

<sup>1</sup> Statistical Office of Montenegro (MONSTAT), *Census of Population, Households and Dwellings in Montenegro 2011, Release*, Montenegro, 2011.

<sup>2</sup> European Commission, *Progress Report Montenegro*, 2014.

<sup>3</sup> EUR 162 per month per household member.



began in 2008.<sup>4</sup> According to a country report by the United Nations, the RAE community is the most vulnerable population in Montenegro with a poverty rate of 36 percent; followed by displaced persons – 34 percent, social welfare recipients – 30 percent, pensioners – 15.7 percent, the long-term unemployed – 12.3 percent, and people with disabilities – 11.9 percent.<sup>5</sup> Children are highly affected by poverty; approximately 10 percent of the total child population in Montenegro lives in poverty according to a recent UNICEF study.<sup>6</sup>

Based on a recent World Bank report the unemployment rate was 19.5 percent of the labor force and an inactivity rate of 49.9 percent was recorded among the working-age population in 2013.<sup>7</sup> The Roma population in Montenegro tends to be unskilled, therefore the majority are involved in trade in the grey economy or seasonal labor. According to a European Commission against Racism and Intolerance (ECRI) report from 2012 more than 80 percent of the RAE population of Montenegro is unemployed and the Employment Office classifies RAE as “hard to employ persons.”<sup>8</sup>

Smaller part of this population finds seasonal jobs in construction, agriculture and tourism and through public works programs. Active employment policies implemented by the Montenegrin Employment Office are oriented towards a systemic reduction of the unemployment rate of people with employment difficulties.<sup>9</sup> An EU Progress Report does not find these measures enough and recommends fostering Roma participation in seasonal employment programs.<sup>10</sup>

## ***Health***

The Law on Health Insurance stipulates that socially vulnerable categories enjoy free health care, and there are no normative obstacles for members of RAE population who are without official identity documents to enjoy the right to health care. This applies also to Roma who are IDPs.

The health of the RE population in Montenegro is hugely affected by their poor living conditions combined with inadequate education level. In addition to this, early marriage and birthrates among Roma are very high. According to the MICS survey of UNICEF, in Roma settlements early childbearing indicators for women age 15–19 years are much higher than that of the general population: 23 percent have begun

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<sup>4</sup> Available online: <http://www.worldbank.org/content/dam/Worldbank/document/eca/Montenegro-Snapshot.pdf>

<sup>5</sup> United Nations, Montenegro: *Executive summary common country assessment*, Podgorica, 2011.

<sup>6</sup> Ipsos Strategic Marketing and UNICEF, *Study on the Obstacles to Education in Montenegro: Focus on Roma and Egyptian children*, Podgorica, 2013.

<sup>7</sup> Available online: <http://www.worldbank.org/content/dam/Worldbank/document/eca/Montenegro-Snapshot.pdf>

<sup>8</sup> Council of Europe, *ECRI report on Montenegro (fourth monitoring cycle)*, 2012.

<sup>9</sup> Ministry for Human and Minority Rights of Montenegro, *Strategy for Improving the Position of Roma and Egyptians in Montenegro 2012-2016*, Podgorica, 2012.

<sup>10</sup> European Commission, *Progress Report Montenegro*, 2014.



childbearing, and 20 percent have already had a live birth. More than one-third of women age 20–24 from Roma settlements had a live birth before the age of 18 (37 percent).<sup>11</sup>

Over the last few years, throughout Montenegro, specialist examinations for Roma women were organized by local municipalities, health centers, the Ministry for Human and Minority Rights and NGOs, and the program of early detection of colon cancer is continuously implemented for all Roma over age 45.<sup>12</sup> The EU Progress Report on Montenegro also notes that in the field of health inequalities, activities have been carried out to inform the Roma population about their right to healthcare in all health facilities.<sup>13</sup> The institute of Roma health mediators was piloted within the IPA 2011 project Support to the integration and voluntary return of RAE and other I/DPs residing in the Konik camp, but their official status is still unresolved. In the framework of ongoing phase II of the project, two Roma health mediators are active, and the request for this position has been delivered to Centre for professional development by Help. Different stakeholders are in the Working group who should decide about this position and training required.

As stated in the Strategy for Improvement of the Position of Roma and Egyptians in Montenegro (2012-2016), since the establishment of Konik Camp I and Camp II in Podgorica (inhabited by the largest number of RE in Montenegro), a health-care clinic for adults and children has been established, where adults and children doctors work two hours a day. When closed, members of the RE population can receive health services in all the clinics of Podgorica's Health Care Centers. The vaccination of children of RE population without an assigned pediatrician and who are not enrolled in school is conducted periodically by the Institute for Public Health, which results in a high percent of coverage (for some diseases, over 98 percent).<sup>14</sup>

### ***Housing***

ECRI notes in its report that the RE population lives in substandard accommodation, often in informal or illegal settlements, which lack basic utilities and services.<sup>15</sup> According to the survey of MONSTAT and UNICEF, 83 percent of the Roma households have drinking water available on the premises, while 14 percent of Roma households are less than 30 minutes by foot from a water source. One percent of the population needs more than 30 minutes for this purpose. Adult women are most likely

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<sup>11</sup> Statistical Office of Montenegro (MONSTAT) and UNICEF, *2013 Montenegro Multiple Indicator Cluster Survey and 2013 Montenegro Roma Settlements Multiple Indicator Cluster Survey, Final Report*, 2014.

<sup>12</sup> Ministry of Foreign Affairs and EU integrations of Montenegro, Office for Coordination of EU assistance programs, *Overview of implemented, current and planned projects aimed at enhancing the status of Roma and Egyptians in Montenegro*, 2014.

<sup>13</sup> European Commission, *Progress Report Montenegro*, 2014.

<sup>14</sup> Ministry for Human and Minority Rights of Montenegro, *Strategy for Improving the Position of Roma and Egyptians in Montenegro 2012-2016*, Podgorica, 2012.

<sup>15</sup> Council of Europe, *ECRI report on Montenegro (fourth monitoring cycle)*, 2012.



collecting water in these cases.<sup>16</sup> In addition, 81 percent of Roma households are using an improved sanitation facility that is not shared, 14 percent use the public facilities as improved facilities (this ratio is the highest in central region of Montenegro), and four percent share an improved sanitation facility with five households or less.<sup>17</sup>

Along with its neighboring states of Bosnia and Herzegovina, Croatia and Serbia, Montenegro participates in the Sarajevo Declaration Process, which aims to find sustainable solutions for people who became refugees or displaced persons due to armed conflicts in ex-Yugoslavia during the 1990s. Implementation of the regional housing program, which is a part of that process, has started, and is expected to provide lasting housing solutions for 6,063 people in Montenegro.<sup>18</sup> As noted in the EU Progress Report, the legal framework and the national implementation bodies have been set up. Three waves of projects, representing EUR 10 million in grants, have been approved; two further projects are in the planning stages, and the construction of the first site should begin in 2015. The recommendation is to continue good overall cooperation between the partner countries on the process and its housing program.<sup>19</sup>

### ***Representation***

The Law on Rights and Freedoms of Minorities (2006) introduced affirmative action to enhance the political representation and employment of minorities, and to support their educational preferences. Minority councils, responsible for representing minorities and implementing relevant policies, were also established at that time, including the Roma Council.<sup>20</sup>

On September 8, 2011, the Parliament of Montenegro adopted the Law on Amendments to the Law on Election of Councilors and MPs, which included the provision of the principle of affirmative action for all the ethnic minorities. To date, however, Roma have not been politically organized and no Roma political party has been registered which could make use of the affirmative action policy.<sup>21</sup>

Under the Law on Minority Rights and Freedoms, a Roma Council was established and it assumed significant authority. Among its powers, it represents and acts on behalf of Montenegro's Roma minority; submits proposals to state bodies, local self-

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<sup>16</sup> Statistical Office of Montenegro (MONSTAT) and UNICEF, *2013 Montenegro Multiple Indicator Cluster Survey and 2013 Montenegro Roma Settlements Multiple Indicator Cluster Survey, Final Report*, 2014.

<sup>17</sup> Statistical Office of Montenegro (MONSTAT) and UNICEF, *2013 Montenegro Multiple Indicator Cluster Survey and 2013 Montenegro Roma Settlements Multiple Indicator Cluster Survey, Final Report*, 2014.

<sup>18</sup> Ministry for Human and Minority Rights of Montenegro, *Report on the Implementation of the Strategy for improving the position of Roma and Egyptians in Montenegro 2012-2016 for the year 2014*, Podgorica, 2015.

<sup>19</sup> European Commission, *Progress Report Montenegro*, 2014.

<sup>20</sup> United Nations, *Montenegro: Executive summary common country assessment*, Podgorica, 2011.

<sup>21</sup> Ministry for Human and Minority Rights of Montenegro, *Report on the Implementation of the Strategy for improving the position of Roma and Egyptians in Montenegro 2012-2016 for the year 2013*, Podgorica, 2014.



government bodies and public services in charge of promotion and development of the rights of minorities and persons belonging to them; files complaints with the President of the Republic for refusal to promulgate a legal act by which the rights of minorities and persons belonging to them are violated; participates in planning and founding of educational and pedagogic institutions; provides an opinion on curricula which reflect the specificities of minorities; suggests the enrollment of certain number of students at the University of Montenegro; launches initiative for amendments to legislation and other acts that regulate rights of persons belonging to minorities and to also perform other activities in accordance with the present Law.<sup>22</sup> Even though it is independent body, the Council is financed from the state budget, specifically from the Fund for Protection and Realization of Minority Rights, and the Ministry for Human and Minority Rights.<sup>23</sup> According to the Council of Europe, however, the Council does not have the real decision-making power but is rather considered to be an NGO due to its unclear legal status.<sup>24</sup>

A RE needs assessment conducted by Montenegrin Centre for Democracy and Human Rights (CEDEM) notes that there are around 20 active RE NGOs, while the annual rate of registering new NGOs is not more than one percent of the total number of registered NGOs. This is the consequence of insufficient knowledge of administrative procedures, and generally low level of community activism. Although RE NGOs had an important role in designing and implementing inclusion policies – especially when it comes to National Action Plan for the Roma Decade, the Strategy for Improving of the Position of Roma and Egyptians (and the committee for the monitoring of its implementation) and local RE inclusion action plans – still the deficit of internal organizational capacities is notable, along with the lack of mutual networking and networking with other social inclusion process stakeholders.<sup>25</sup>

ECRI notes that in 2012 there were two Roma employed in the government; one as an adviser to Prime Minister.<sup>26</sup> In 2014 there was one Roma woman employed in the Ministry for Foreign Affairs and EU Integration, and one Roma man in the Department for the Improvement and Protection of Rights of Roma and Egyptians within the Ministry for Human and Minority Rights, with the aim of strengthening administrative capacities of the Department.<sup>27</sup>

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<sup>22</sup> Official Gazette of Montenegro, *Law on Minority Rights and Freedoms*, No. 31/06, 51/06, 38/07 and 02/11

<sup>23</sup> Report of the Parliament of Montenegro, available at [http://www.skupstina.me/~skupcg/skupstina/cms/site\\_data/25%20saziv%20OdBORI/LJUDSKA%20PRAVA/Izvestaj%20sa%20sastanka%20sa%20ekspertom%20za%20ljudska%20prava.pdf](http://www.skupstina.me/~skupcg/skupstina/cms/site_data/25%20saziv%20OdBORI/LJUDSKA%20PRAVA/Izvestaj%20sa%20sastanka%20sa%20ekspertom%20za%20ljudska%20prava.pdf)

<sup>24</sup> Council of Europe, *Second Opinion on Montenegro, Advisory Committee on Framework Convention for the Protection of National Minorities*, June 2013.

<sup>25</sup> CEDEM, NGO Humanitarian and Center for Roma Initiatives, *Roma and Egyptian Needs Assessment Study*, Montenegro, 2013.

<sup>26</sup> Council of Europe, *ECRI report on Montenegro (fourth monitoring cycle)*, 2012.

<sup>27</sup> Ministry of Human and Minority Rights of Montenegro, *Information on the Representation of National Minorities in Public Administration in 2014*, Podgorica, 2015.



## GOVERNMENT AND DONOR COMMITMENTS

### Government institutions

Shortly after regaining of its independence in 2006, Montenegro became a member of most important international organizations. Consequently, Montenegro initiated a comprehensive process of succession to international treaties which it was party to in its former state formations (SFRY, Federal Republic of Yugoslavia, State Union of Serbia and Montenegro). In this regard, the protection and improvement of the status of Roma and Egyptians as extremely vulnerable minorities stems from obligations imposed under a number of conventions on prohibition of various forms of discrimination – based on race, education, gender, age, in relation to work and labor rights, within the scope of United Nations, the Organization for Security and Cooperation in Europe (OSCE) and the Council of Europe.<sup>28</sup>

### Overall legal framework

The Constitution of Montenegro incorporates all of these international legal standards on protection of human and minority rights in the internal legal system of Montenegro; moreover, it gives them supremacy over domestic law in the areas where they may differ. The Constitution both prohibits discrimination and stipulates that special measures needed to bring about the equality and protection of those in an unequal position does not constitute discrimination. Additionally, Montenegro's Constitution guarantees to members of minority nations and other minority national communities special rights, which are regulated and defined by the provisions of the Law on Minority Rights and Freedoms.<sup>29</sup> The General Law on Education guarantees to citizens equality “in realizing their right to education, regardless of their national identity, race, gender, language, religion, social origin or any other personal characteristic.” The Law on Anti-discrimination was adopted in 2010 and amended in 2014.<sup>30</sup>

In October 2007 a Stabilization and Association Agreement (SAA) was signed between the European Communities and their Member States and Montenegro. By the European Council decision of December 17, 2010, Montenegro was granted candidate status for EU membership.<sup>31</sup> Montenegro was required to meet seven key priorities in order for negotiations to be opened on accession to the European Union. One of these

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<sup>28</sup> Ministry of Human and Minority Rights of Montenegro, *Strategy for Improving the Position of Roma and Egyptian Population in Montenegro*, 2012-2016, Podgorica, 2012.

<sup>29</sup> Official Gazette of Montenegro, *Law on Minority Rights and Freedoms*, No. 31/06, 51/06, 38/07 and 02/11. Although the Law does not include a list of recognized minorities, it appears to include Roma with its definition of a minority (in Article 2) as any non-majority group of citizens with a historical tie to Montenegro, common ethnic, religious or linguistic characteristics different from those of the remaining population and a wish to preserve its identity.

<sup>30</sup> Official Gazette of Montenegro, *Anti-discrimination Law*, No 46/2010 and 18/2014.

<sup>31</sup> United Nations, *Montenegro: Executive summary common country assessment*, Podgorica, 2011.



was to “guarantee the legal status of displaced persons, in particular Roma, Ashkali and Egyptians, and ensure respect for their rights.”<sup>32</sup>

Although the legal framework for protecting human and minority rights is relatively strong, its implementation remains weak. According to EU Progress Report for Montenegro for 2014, some progress was made on fundamental rights; the country is gradually familiarizing itself with the international reporting mechanisms stemming from the international conventions ratified so far. A gap remains between legal alignment and incorporation of human rights standards into the policy framework, into practices of administration, especially those of law enforcement agencies, and into the courts’ case-law. This affects particularly disadvantaged and most vulnerable groups. Amendments to the Law on the Ombudsman were adopted, in line with European and international standards in this area, but further preparation of the implementing legislation should continue without delays. Human rights institutions’ actions are hampered by the lack of staff, skills and financial resources, and by frequent staff turnover. Some progress was made in the area of civil registration and education of Roma. Overall, the Roma community faces discrimination, especially in the field of employment, health issues and housing.<sup>33</sup>

### **Measures targeting Roma**

Montenegro is a participating member of the Decade of Roma Inclusion 2005-2015. To formalize the government's commitment, the National Action Plan for the Decade of Roma Inclusion 2005 -2015 in Montenegro was adopted, as well as the National Strategy for Improving the Position of RAE Population in Montenegro 2008-2012 and 2012-2016. The Strategy relies on the European Framework for National Strategies of Roma Integration until 2020.<sup>34</sup> The Strategy defines the key implementers, time frame, funds needed, as well as the manner of monitoring of implementation, and obliges to inform the government annually about its implementation. Even though certain results have been made in the implementation of Action Plan for the Decade, the expected results in terms of advancement of total status of the Roma and Egyptian community collectively were still fall short.<sup>35</sup> Thus, the Strategy was renewed for the period until 2016, with action plans for each year being adopted at the beginning of the year.

In addition to this, the new Strategy on for Development of Primary Education and its accompanying Action Plan (2012-17) also includes goals and measures regarding Roma and Egyptian communities. These documents set very similar objectives and principals such as: combating of all types of discrimination and inequality that affect

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<sup>32</sup> Council of Europe, *ECRI Report on Montenegro (fourth monitoring cycle)/ Appendix – Government’s viewpoints*, 2012.

<sup>33</sup> European Commission, *Progress Report Montenegro*, 2014.

<sup>34</sup> Ministry for Human and Minority Rights of Montenegro, *The Strategy for Improving the Position of Roma and Egyptian Population in Montenegro, 2012-2016*, Podgorica, 2012.

<sup>35</sup> Government of Montenegro, *Action Plan for Chapter 23 Judiciary and Fundamental Rights*, Podgorica, 2013.



the RE, providing quality and available primary education for all children, establishment of a reliable database about RE which would enable the proper monitoring of educational attendance, increased participation in preschool education of RE community and the provision of free textbooks, school supplies and clothes for vulnerable families.<sup>36</sup>

Clarifying the legal status of RE people is one of the most urgent challenges for the country in order to ensure full access to social rights, including education, health care and employment. Many members of the RE community also belong to the group of “Displaced and Internally Displaced Persons” who arrived in Montenegro between 1991 and 1999 because of conflict in the region. These people were hosted by Montenegro but not legally recognized as refugees. According to the registries of the Ministry of Internal Affairs and Public Administration (MIAPA) and the Bureau for the Care of Refugees, Montenegro is host to 10,788 internally displaced persons from Kosovo and 5,127 displaced persons from Bosnia and Herzegovina and Croatia, as of March 28, 2011.<sup>37</sup>

The implementation of a non-discriminatory legal and policy framework in line with international standards and the guarantee of a legal status for displaced persons, in particular Roma, Ashkali and Egyptians (RAE), including the closure of Konik camps accommodating RAE refugees from Kosovo, are marked as key priorities in the EU accession process. On June 27, 2012, the European Council decided to open the negotiations with Montenegro, in recognition of the progress made in meeting the benchmarks.<sup>38</sup>

In July 2011 the Government of Montenegro adopted the Strategy for Permanently Resolving the Issue of Displaced and Internally Displaced Persons in Montenegro for the period 2011-2015 as well as the annual Action Plans for its implementation. The Strategy outlines two ways to resolve the issue: integration of the persons concerned in Montenegro through access to the status of “foreigner with permanent residence” or voluntary return to their place of origin.<sup>39</sup> By obtaining this status, displaced persons are provided with almost same rights as Montenegrin citizens, with exception of the right to vote; this seems to be the most viable solution, since voluntary repatriation has largely been exhausted.<sup>40</sup> About 1,500 RE people remain who have yet to apply

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<sup>36</sup> Ipsos Strategic Marketing and UNICEF, *Study on the Obstacles to Education in Montenegro: Focus on Roma and Egyptian Children*, 2013.

<sup>37</sup> Council of Europe, *ECRI Report on Montenegro (fourth monitoring cycle)/ Appendix – Government’s viewpoints*, 2012

<sup>38</sup> UNHCR, *Submission by the United Nations High Commissioner for Refugees For the Office of the High Commissioner for Human Rights’ Compilation Report - Universal Periodic Review: Montenegro*, July 2012.

<sup>39</sup> Ministry of Foreign Affairs and EU integrations of Montenegro, Office for Coordination of EU assistance programs, *Overview of implemented, current and planned projects aimed at enhancing the status of Roma and Egyptians in Montenegro*, 2014.

<sup>40</sup> Available at <http://www.un.org.me/index.php?page=unhcr-in-montenegro>



for permanent or temporary residence, and a new draft law foresees that the status of IDPs ceased to exist as of January 2015.<sup>41</sup>

At the local level, four municipalities were supported by the OSCE to develop local Roma Action Plans. Seven more municipalities also have authored local Roma Action Plans (in line with the Strategy). In Podgorica, where the majority of Montenegro's Roma live, local authorities so far have been unwilling to address Roma issues in consistent and strategic manner. Nevertheless, the EU Delegation and the government are very much involved in resolving some of the pending issues concerning Roma in Podgorica (with a focus on Konik Camp – one of the largest settlements of displaced Roma in the Western Balkans).<sup>42</sup>

### ***Government-funded programs for Roma***

Within the framework of the Strategy for the Improvement of Roma and Egyptians in Montenegro (2008-2012 and 2012-2016) funds have been secured for each year of the implementation, either from government sources or from donor funds. In 2010 the government provided some EUR 400,000 for the disbursement of funds for NGO project activities. This fund exists from 2006 and is managed by the Ministry for Human and Minority Rights. Amount decreased through years but it was always available for NGOs and for different ministries who all had to apply in order to get funds. National Roma Council has also been one of the regular users of this fund.

The Ministry of Human and Minority Rights also provides some *ad hoc* measures of help, such as EUR 20,000 donation for the inhabitants of Konik camp during the great fire in 2012. Apart from this, the state is to contribute 15 percent, i.e. some EUR 4,154,000, to the regional housing program.<sup>43</sup> MNE government co-funded implementation of IPA 2011 program Support to the integration and voluntary return of I/DPs and residents of Konik Camp with 500.000 EUR and IPA 2013 Support to the integration and voluntary return of I/DPs and residents of Konik Camp with 112.000 EUR.

In the area of education, through already mentioned MoHMR fund to support implementation of Strategy for the Improvement of Roma and Egyptians in Montenegro, Government provides scholarships for all the secondary and tertiary RE students each year (in 2014 the number is 71 secondary and 15 tertiary students). Since 2014 this fund has been under the management of REF. The total amount dedicated for this each year is approximately EUR 75,000. For free textbooks for enrolled RE students, mainly in first to third grades of primary school the Governments spends ca. EUR 50,000 annually. Free school supplies are also

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<sup>41</sup> European Commission, *Progress Report Montenegro*, 2014.

<sup>42</sup> UNDP, Regional Bureau for Europe and CIS, *Project Document: Regional support facility for improving stakeholder capacity for progress on Roma inclusion*, available at <http://www.me.undp.org/content/dam/montenegro/docs/projectdocs/si/RegionalRoma/Prodoc%20Regional%20Roma%20support%20facility.pdf>.

<sup>43</sup> Ministry for Human and Minority Rights of Montenegro, *Annual reports on the Implementation of the Strategy for improving the position of Roma and Egyptians in Montenegro 2008-2012 and 2012-2016*, Podgorica, 2011-2015.



provided for RE students grade I to III in five municipalities where Local RE Action Plans have been adopted.

Within the framework of HELP and REF IPA project Support to the Integration and Voluntary Return of I/DPs and residents of Konik Camp, from 2013/2014 school year the Government supports the desegregation process of children from Konik Camps 1 and 2 in six integrated primary schools in Podgorica by covering 100% of transportation costs of participating children to city schools. Apart from direct financial support, educational institutions play an important role in the project. Namely, monthly meetings are being held among representatives of the Ministry of Education, the Bureau for Educational Services, REF project team, coordinators of desegregated education in the six participating schools in Podgorica and Red Cross in order to prevent drop-out and monitor achievement of RE students. This working group has been established and is operational within the above mentioned IPA project. Schools organize visits to children at risk, because meeting with parents of absent children strengthens school and community communication and is proven to increase regular school attendance. This working group also monitors the realization of additional classes in schools (which are regular and meant for all children), and the practice of more than 100 student volunteers from the Niksic Teaching Faculty, Faculty for Montenegrin language and literature, Faculty for Serbian language and literature, Preschool Faculty, and Faculties for Psychology, Sociology and Pedagogy who assist in overcoming language barrier and help with home works for 220 children attending “Božidar Vuković Podgoričanin” school and 120 first and second graders attending town integrated schools. This represents the continuation of school activities, because teachers are giving suggestions in which areas RE children need more tutoring. Education and socialization activities on the bases of these recommendations are designed by professors from the Faculty of Pedagogy.<sup>44</sup>

The Bureau for Educational Services prepared the curriculum for Montenegrin as a second language, which is for now operational for children enrolled in grades one, two, four, six and seven of elementary school. Another volume on Montenegrin as a second language for grades three, five, eight and nine is underway. All the finalized textbooks are in use in schools where desegregated RE education is taking place.<sup>45</sup>

The education of teaching professionals, devised by the Ministry of Education, in coordination with the Bureau for Educational Services, is creating favorable environment and conditions for integration and socialization of Roma children.<sup>46</sup> In accordance with the strategic goals to increase participating in early and preschool education, preparatory summer preschool program for RE children have been organized each year. Namely, after the 2010 IPA Services of Inclusive Education project, the Ministry of Education decided to continue, widen and independently implement these activities, currently in eight towns. Activities include preschool

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<sup>44</sup> Ministry for Human and Minority Rights of Montenegro, *Report on the Implementation of the Strategy for improving the position of Roma and Egyptians in Montenegro 2012-2016 for the year 2014*, Podgorica, 2015.

<sup>45</sup> Ministry for Human and Minority Rights of Montenegro, *Report on the Implementation of the Strategy for improving the position of Roma and Egyptians in Montenegro 2012-2016 for the year 2014*, Podgorica, 2015.

<sup>46</sup> Ministry for Human and Minority Rights of Montenegro, *The third report of Montenegro on Implementation of the European Charter on Regional and Minority Languages*, 2014.



education, working with RE families and community, participating local municipalities, Red Cross branch offices in Montenegro, centers for social work and schools. The Bureau for Educational services conducted the training and supported the engagement of RE mediators.<sup>47</sup> Even though still project-based, RE mediators are currently the only alternative to the position of Roma assistants, which has not been mainstreamed yet. RE mediators are officially called Associates for social inclusion (based on existing standard for employment).

Information campaigns have also been implemented, aimed at increasing the number of IDPs in the education system and stressing the necessity of preschool education, as well as activities related to provision of school supplies, transfer of children to city schools, and other social activities.<sup>48</sup>

### *Donor-funded programs*

Major international organizations working on the issues of RE population in Montenegro are REF<sup>49</sup>, UNHCR, UNDP, UNICEF, OSCE and HELP.

**UNHCR** supports the Government of Montenegro to fully implement its Strategy for Durable Solutions, which allows refugees from the former Yugoslavia to apply for the legal status of foreigner with permanent residence. Both those RE who have obtained this status and those who have not remain subject of the UNHCR concern in Montenegro until reaching full integration into the society. The Office assists extremely vulnerable individuals through legal assistance and social welfare programs. Housing assistance has been extended, in partnership with the European Commission and other donors, via the Regional Housing Program (RHP). At the same time, UNHCR facilitates informed voluntary repatriation to Kosovo under UNSCR 1244/99, particularly by providing up-to-date information to those who wish to return to their country of origin.<sup>50</sup>

**UNDP** runs a regional support facility to provide national governments (central and local), civil society and other stakeholders with the operational support needed to build capacity for Roma inclusion in Western Balkans - Albania, Bosnia and Herzegovina, FYR Macedonia, Kosovo (as per UN Security Council resolution 1244), Montenegro and Serbia. Call for Expression of Interest, inviting local civil society organizations, to participate in the project had been published and grants awarded to four local NGOs in Montenegro. The aim was to support the process of Roma inclusion, in three municipalities (Niksic, Berane, Pljevlja) through regulating their legal status in Montenegro (obtaining personal documentation), in order to be able to have easier access to basic social welfare services and social protection institutions.

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<sup>47</sup> Ministry for Human and Minority Rights of Montenegro, *Report on the Implementation of the Strategy for improving the position of Roma and Egyptians in Montenegro 2012-2016 for the year 2014*, Podgorica, 2015.

<sup>48</sup> Ministry of Foreign Affairs and EU integrations of Montenegro, Office for Coordination of EU assistance programs, *Overview of implemented, current and planned projects aimed at enhancing the status of Roma and Egyptians in Montenegro*, 2014.

<sup>49</sup> REF activities are described in a chapter REF program in Montenegro

<sup>50</sup> Available at <http://www.un.org.me/index.php?page=unhcr-in-montenegro>



The focus was on three municipalities, among others, in order to complement the large regional programme on displaced population, (“Sarajevo process”), as municipalities of Niksic and Berane are supposed to be among the first to benefit from the Programme.<sup>51</sup>

**UNICEF** promotes equal access to quality education for all children in Montenegro, in particular children with disabilities and Roma children who are marginalized from the mainstream education system. UNICEF supports the Ministry of Education in development and implementation of Child Friendly School Standards in Montenegro. In partnership with Roma NGOs and local schools, outreach education for excluded Roma children in several municipalities improved their access to preschool and primary school education. Roma women and mothers improved their understanding of children's development and right to education through community based activities supported by UNICEF.<sup>52</sup> A number of comprehensive studies helped shape policy and further program development in the area of RE education.

In support of a national strategy to improve the situation of displaced Roma in the country, **OSCE Mission to Montenegro** helps them to obtain documentation from their country of origin, which they need to legally reside in Montenegro, and in obtaining access to public services. It assists their integration and empowerment by organizing courses on language, reproductive health, and the importance of school education, and supports the activities of Roma offices at local government level and Roma non-governmental organizations.<sup>53</sup>

**HELP** opened its office in Podgorica in 1999 to coordinate aid operations in the country made necessary by the Kosovo War and also to provide logistical support to the numerous aid projects in Kosovo. For over two years, Help provided humanitarian aid to refugees all across the country. Since then, Help has implemented around 90 different projects in Montenegro that are aimed at improving the situation of the refugees and people in need. Help projects in Montenegro mainly focus on psycho-social and medical aid, housing construction and income-generating measures (such as tailoring and jewelry making).<sup>54</sup>

One of the main donors for the programs of these organizations has recently been European Commission, through provision of IPA funding.

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<sup>51</sup> Available at <http://www.me.undp.org/content/montenegro/en/home/operations/projects/socialinclusion/RegionalRoma.html>

<sup>52</sup> Available at <http://www.un.org.me/index.php?page=unicef>

<sup>53</sup> Available at <http://www.osce.org/montenegro/107187>

<sup>54</sup> Available at [http://www.help-ev.de/fileadmin/media/pdf/Downloads/Help\\_Jahresbericht\\_2013\\_Englisch.pdf](http://www.help-ev.de/fileadmin/media/pdf/Downloads/Help_Jahresbericht_2013_Englisch.pdf)



Table 1.  
Overview of IPA funded projects in Montenegro that target RE population<sup>55</sup>

Year	Title of the Project	Beneficiaries	Time frame	IPA contribution (EUR)	Co-financing (EUR)	Total Budget (EUR)
IPA 2008	Comprehensive Support to Refugees and Displaced Persons in Montenegro	Bureau for Care of Refugees, Ministry of Labor and Social Welfare	18 months	1,500,000	70,268	1,570,268
IPA 2010	Social Welfare and Child Care System Reform: Enhancing Social Inclusion	Ministry of Education and Sports, Ministry of Labor and Social Welfare	30 months	3,000,000	335,000	3,335,000
IPA 2011	Assistance programme for integration and voluntary return of RAE and other I/DPs residing in the Konik area	Ministry of Labor and Social Welfare (contractor HELP)	24 months	2,500,000	500,000	3,000,000
IPA 2013	Support to the Integration and Voluntary Return of I/DPs and residents of Konik Camp - Phase II	Ministry of Labor and Social Welfare (contractor HELP)	18 months	1,000,000	112,000	1,112,000

A 2010 IPA project on Social inclusion, implemented in the period from December 2011 to February 2013, supported the pilot program *Preparatory Kindergarten for Roma and Egyptian Children*. Within the project, 151 children attended summer preparatory two weeks kindergarten program (106 in Podgorica and 45 in Nikšić). All those children were later enrolled in primary schools. Prevention of early school leaving through a detection mechanism and case management was piloted in eight schools (four in Podgorica, two in Nikšić, one in Tivat and one in Berane). Trainings of principals, teachers and associates have been performed, and manual for professionals have also been issued. The job description for RE mediators has been

<sup>55</sup> Ministry of Foreign Affairs and EU integrations of Montenegro, Office for Coordination of EU assistance programs, *Overview of implemented, current and planned projects aimed at enhancing the status of Roma and Egyptians in Montenegro*, 2014.



done.<sup>56</sup> A model commission, composed of representatives of line ministries, Red Cross and NGOs, was set up to monitor the dropout rate of Roma and Egyptian children.<sup>57</sup>

In the Human Resources Development Programme 2012-2013 (IPA component IV), the third priority axis relates to improvement of social inclusion. The specific objective of this measure is to improve social inclusion of persons with disabilities and RE population who are in a disadvantaged position by their better integration in the labour market. It was envisaged to implement this measure through service contract to the amount of EUR 513,648 and grant to the amount of EUR 800,000, and the funds have recently been made operational.<sup>58</sup>

IPA 2011 and IPA 2013 projects for integration and voluntary return of RE residing in Konik Camps 1 and 2 are described in more detail in the chapter on REF Program in Montenegro.

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<sup>56</sup> Ministry of Foreign Affairs and EU integrations of Montenegro, Office for Coordination of EU assistance programs, *Overview of implemented, current and planned projects aimed at enhancing the status of Roma and Egyptians in Montenegro*, 2014.

<sup>57</sup> This commission was working one school year and has been transferred by REF and Bureau for Education into mechanism for prevention of drop-out and monitoring achievement.

<sup>58</sup> Ministry of Foreign Affairs and EU integrations of Montenegro, Office for Coordination of EU assistance programs, *Overview of implemented, current and planned projects aimed at enhancing the status of Roma and Egyptians in Montenegro*, 2014.



## EDUCATION SYSTEM

### Governance structure

In Montenegro, the Ministry of Education is responsible for planning, implementing and updating education policy. Montenegro defines the goal of its education system as developing the country as a knowledge-based society with education as a key factor for economic and social development. The education system is financed from the state budget.<sup>59</sup>

The Bureau for Education Services monitors activities of education institutions in the areas of preschool education, primary education, secondary general education, general education within vocational education, education of children with special needs and child rearing in pupils' dorms. The Centre for Vocational Education carries out developmental, advisory, research-related and professional activities in the areas of vocational education and adult education, while external certification of the standards of knowledge and skills acquired by pupils is performed by the Examination Centre. In addition to these institutions, the Council for General Education, the Council for Vocational Education and the Council for Adult Education are responsible for decision-making on professional issues and for professional assistance in adopting decisions and preparing regulations in the area of education.<sup>60</sup>

### Overview of current status

According to the World Bank report, the objective of modernizing education in Montenegro within budgetary constraints is particularly difficult: despite government spending equal to its neighbors in the region, there are few comparable outcomes in Montenegro. Major reforms in the education sector, including increased transparency, still lie ahead. At present, the particular obstacles comprise of the lack of easily accessible information on spending, staffing, graduation rates, graduate employment and research output in the education sector; the financing of public higher education and the fragmentation and internal organization of Montenegro's sole public university is also ongoing.<sup>61</sup>

Montenegro succeeded in enrolling almost all (non-Roma) children in primary education.<sup>62</sup> According to the World Bank evaluation, Montenegro has invested significant resources into primary education over the last five years, which resulted in

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<sup>59</sup> European Commission, *Screening Report Montenegro, Chapter 26-Education and Culture*, 2013.

<sup>60</sup> Roma Education Fund, *Country Assessment Montenegro*, 2009.

<sup>61</sup> World Bank, *Montenegro After the Crisis: Towards a Smaller and More Efficient Government. Public Expenditure and Institutional Review, Main Report*, October, 2011.

<sup>62</sup> Available online: <http://www.worldbank.org/content/dam/Worldbank/document/eca/Montenegro-Snapshot.pdf>



improved participation rate. Learning outcomes have been improving as well, when we analyze the consecutive results of the PISA international assessment, but still Montenegro's study body's overall performance lags behind other countries.

The EU Progress Report notes that Montenegro has advanced in referencing the National Qualifications Framework to the European Qualifications Framework, but has recorded weak results during the biannual OECD/PISA testing of 15-year-olds on language, mathematics and science. Gross enrollment rates in upper secondary education (ISCED 3) remain, at approximately 90 percent, close to the OECD average. But access to secondary education remains problematic for Roma, Ashkali and Egyptian (RAE) children, students with disabilities and those living in remote, mountainous areas. Regarding the reform of vocational education, entrepreneurship centers were established in three secondary vocational education schools in northeastern Montenegro. The share of enrolment in upper secondary Vocational Educational Training (VET), at roughly two-thirds, is relatively high.<sup>63</sup>

## Financing

Comparable to other countries in the region, Montenegro has spent about 4.5 percent of GDP on public education. Between 2006 and 2010, total education expenditures increased by 50 percent, from EUR 89.4 to EUR 134.8 million. As a share of the education budget, Montenegro spends 17 percent on primary education, as compared to the OECD average of 20 percent and the EU average of 19 percent.<sup>64</sup> The most important driver of the large increases in primary and secondary education spending in 2007 and 2008 has been the rise in teachers' salaries and, to a lesser extent, in spending on utilities. However, despite the increase, Montenegro's spending on quality enhancing, non-salary items has remained low. For example, in 2007, 11 percent of recurrent spending in both primary and secondary education (including vocational education and training) was on non-salary costs. In 2008, the figure was nine percent (again for both primary and secondary education); however, almost half of these non-salary expenditures were for utilities, rather than quality-promoting items like textbooks or other learning materials. In 2010, the proportion of non-salary expenditure was expected to be even lower, at six percent.<sup>65</sup>

Primary and secondary education in public institutions is free of charge for all pupils, and only a small number of pupils in Montenegro study in one privately-owned primary school for children of foreign nationals and in one privately-owned grammar school. Although approximately one-third of students at the University of Montenegro receive state scholarship support on the basis of their academic performance, most

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<sup>63</sup> European Commission, *Progress Report for Montenegro*, 2014.

<sup>64</sup> Available online: <http://www.worldbank.org/content/dam/Worldbank/document/eca/Montenegro-Snapshot.pdf>

<sup>65</sup> World Bank, *Montenegro After the Crisis: Towards a Smaller and More Efficient Government. Public Expenditure and Institutional Review, Main Report*, October, 2011.



students at the University of Montenegro – and all students at private institutions – pay for this level of education.<sup>66</sup> For example, in 2014, approximately 35.5 percent of enrolling students got the chance for their higher education to be financed from the state budget, while 56.8 percent of places were reserved for self-financing students, and the remaining 7.7 percent for foreign students.<sup>67</sup> However, the real number of self-financing students is bigger because all the students who do not pass a number of exams in the first year of studying are taken off the budget and need to start paying for their scholarship fee.

Within the Education Reform Project, which closed in December 2009, the World Bank provided assistance to improve the quality of primary and secondary education teaching and learning, renovate schools to improve academic environments and strengthen the management and efficiency of education expenditure.

In order to decrease expenditures while preserving quality in this sector, the government is focused on education-sector reforms, such as the division of the Ministry of Education and Science into two separate ministries that are charged with the implementation of a comprehensive reform strategy aimed at improving education outcomes, capping per-student expenditures (which are roughly at regional – but still below OECD – averages) and rebalancing the composition of spending on public education. To be able to achieve all three of these objectives, the government will have to consider closing small schools, increasing pupil-teacher ratios, making savings on energy efficiency and/or reducing the administrative costs. There is some scope for increasing class sizes overall, even though Montenegro's current averages are close to international mean values. Teachers are a critical factor in improving the quality of education, which is why it is important to ensure that both the number of teachers is appropriate and there are opportunities for professional development. By international standards, the proportion of the Montenegrin education budget for salary expenditures is high – meaning that, inversely, that the level of expenditure on non-salary items is very low. However, bringing about these changes will probably require more extensive changes to the organization of schools and universities.<sup>68</sup>

## Facilities

Preschool education serves children up to six years of age (i.e., until they enroll in school). Nurseries serve children up to three years of age (36 months), and children aged three to six are served through kindergartens, divided into groups according to age.<sup>69</sup> In Montenegro there are 34 pre-primary institutions of which 21 institutions are

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<sup>66</sup> Roma Education Fund, *Country Assessment Montenegro*, 2009.

<sup>67</sup> Government of Montenegro, *Decision on the number of students enrolling to basic and specialist studies at the University of Montenegro for the academic year 2014/2015 to be financed from the state budget*, Release, 5 May 2014.

<sup>68</sup> World Bank, *Montenegro After the Crisis: Towards a Smaller and More Efficient Government. Public Expenditure and Institutional Review, Main Report*, October, 2011.

<sup>69</sup> Ministry of Education and Sports of Montenegro and UNICEF, *Strategy for Early and Preschool Education*, 2010.



public and 13 are private, with a network of 118 child-care units, within 568 child-care groups.<sup>70</sup> In 2014, Montenegro had 425 elementary schools (163 central schools and their branches) and 50 secondary schools.<sup>71</sup>

### **Education cycles and progression criteria**

Preschool education is not obligatory in Montenegro and enrollment happens on a basis of a public call announced by the educational institution concerned. If the number of requests is higher than what is prescribed, the admission is based on the criteria of employed parents (one or both), single parents and families with more children of preschool age.<sup>72</sup> Montenegro's strategy on early and preschool education aims at achieving a rate of 40 percent in 2015, in order to align with the UN Millennium Development Goals and to increase participation rates both in rural areas and in the north of the country.<sup>73</sup>

Montenegro has a compulsory education system of nine years. Compulsory education is followed by non-compulsory secondary education, consisting of two alternative paths. One is four years of general secondary education concluded by a general exam, which allows access to university – this path is chosen by about one-third of pupils. Two-thirds of pupils choose the alternative track of three or four years of vocational education, which includes a craftsman exam. The four-year vocational education curriculum contains both elements of general and vocational education. Passing the exam of the four-year vocational cycle provides access to post-secondary vocational education as well as to university education, depending on the admission rules of each university. Seventy percent of all secondary graduates enroll in universities; only 40 percent of university students are graduates of general secondary schools, while about 60 percent come from vocational schools. Montenegro's tertiary educational system consists of one public university (University of Montenegro), two private universities (University of Donja Gorica and University Mediterranean) and seven private faculties, which all need to be licensed and accredited according to law. Higher education is structured as a three-cycle system including undergraduate, graduate and doctoral studies lasting three, two and three years, respectively. Access is competitive on the basis of secondary education, the professional or matriculation exam and/or a special admission exam.<sup>74</sup>

### **Special education**

The development of Inclusive Education is one of the priorities of the education reform in Montenegro. The first Strategy on Inclusive Education, brought in 2008, set

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<sup>70</sup> Statistical Office of Montenegro (Monstat), *Release No. 21, from 16<sup>th</sup> February 2015*.

<sup>71</sup> Statistical Office of Montenegro (Monstat), *Montenegro in numbers, Podgorica, 2014*.

<sup>72</sup> Ipsos Strategic Marketing and UNICEF, *Study on the Obstacles to Education in Montenegro: Focus on Roma and Egyptian Children, 2013*.

<sup>73</sup> European Commission, *Screening Report Montenegro, Chapter 26-Education and Culture, 2013*.

<sup>74</sup> European Commission, *Screening Report Montenegro, Chapter 26-Education and Culture, 2013*.



the grounds for the further development of the education of children with special educational needs. In accordance with it, the Law on Education of Children with Special Educational Needs (enacted in 2004, amended in 2010) regulates not only the education of children with physical, mental or sensory disorders, behavioral disorders, severe chronic diseases, emotional disorders, children with combined problems or long-term illness, but also children that have difficulties due to different social, language and cultural backgrounds. As majority of the second group consists of Roma and Egyptian children, this points to an intensified awareness of the problems they face in education and making efforts to solve these problems.<sup>75</sup> The number of children with special education needs (primarily children with disabilities and Roma and Egyptian children) enrolled in regular schools is increasing each year –from 1,590 in 2005/2006 to approximately 3,600 in 2012/2013.<sup>76</sup>

In the period after the enactment of the Law, Eighteen local Commissions for Assessment and Orientation of Children with Special Educational Needs were formed and are still operational. Commissions determine the program, the additional expertise, personnel, space and other conditions that have to be provided in order for the education to meet the needs of every child, be it within the inclusive education setting, a resource center (transformed former special schools), or special classes within regular schools. With support from UNICEF, members of Commissions have been trained, working instruments have been made, and a work manual has been printed.<sup>77</sup> Some of the examples of school-level support are developing of Individual Educational Plans following the recommendations of the Commissions, mobile teams of professionals who offer support to schools with particular cases, and for some children engagement of Teaching Assistants (so far project-based).

In the evaluation of the educational reform in Montenegro, some shortcomings have nevertheless been identified and recommendations provided, mainly regarding assessment and teaching process. Criteria for assessments of learning outcomes of children with SEN are not uniformly implemented and sometimes only formal, thus not contributing to the personal development of the child. In addition, teacher training program should be strengthened and made continuous, as well as the training of teaching assistants. In particular, teachers have insufficient expertise for the development of Individual Educational Plans, especially with regards to: definition of short-term and long-term educational goals and tasks; means for evaluating children's progress in achieving academic goals; differentiation of teaching processes suitable for the needs of the child; creation of a holistic approach in the educational process; and the establishment of adequate interpersonal communication in the classroom.<sup>78</sup>

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<sup>75</sup> Ipsos Strategic Marketing and UNICEF, *Study on the Obstacles to Education in Montenegro: Focus on Roma and Egyptian Children*, 2013.

<sup>76</sup> Ministry of Education of Montenegro, *Strategy of Inclusive Education in Montenegro 2014-2018*, Podgorica, 2013.

<sup>77</sup> Available online at [http://www.unicef.org/montenegro/media\\_23914.html](http://www.unicef.org/montenegro/media_23914.html)

<sup>78</sup> Open Society Foundation Network, *Evaluation of the education reform in Montenegro, online edition*, 2012.



The underdeveloped child-centered approach inevitably affects teachers' work with RE children, whose insufficient knowledge of the official language is a significant barrier to the successful education and at the same time a cause of segregation, according to UNICEF. It is often the case that children who do not speak the official language to a sufficient extent may be categorized as children with minor developmental and intellectual problems, and therefore may be directed to special institutions.<sup>79</sup> However, little official data on Roma and Egyptian children in special education system is available.

### **Multicultural education**

The Law on Minority Rights and Freedoms, in accordance with the Constitution of Montenegro, provides minority nations and ethnic communities with human rights protections and freedoms guaranteed to all citizens, as well as protection of specific minority rights and freedoms, including the right to education in their own language.<sup>80</sup>

Romani is recognized as a separate minority language by the Government of Montenegro under its ratification of the European Charter on Regional and Minority Languages, but the conditions are not in place yet to be included in the education system. According to the report on the implementation of Convention on Minority languages, once Romani has been codified and standardized and the teaching staff qualified and trained to provide teaching in Romani, education and teaching can be realized in Romani at the level of preschool, primary and secondary education. Until then, Romani language, culture, history, customs and tradition is learned and taught in summer schools/camps. The work is now underway on compiling the first Romani dictionary, with a plan to also write a Romani grammar.<sup>81</sup>

Albanian is in official use in Podgorica, Plav and Ulcinj, as well as in the town municipality of Tuzi. Education in Albanian is organized at all levels of education, from preschool to higher education. Also, the curricula of institutions and schools providing education in the language in official use includes topics relating to mother tongue and literature, history, art and culture of minorities, and other contents which contribute to mutual tolerance and coexistence. In addition to contents included in regular curricula, an opportunity is available for using 20 percent of free contents for electives in terms of national culture, history and art.<sup>82</sup>

When it comes to mutual understanding and tolerance between all linguistic groups in Montenegro, one of the ways of its promotion in the education sector is by designing

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<sup>79</sup> Ipsos Strategic Marketing and UNICEF, *Study on the Obstacles to Education in Montenegro: Focus on Roma and Egyptian Children*, 2013.

<sup>80</sup> Official Gazette of Montenegro, *Law on Minority Rights and Freedoms*, No. 31/06, 51/06, 38/07 and 02/11

<sup>81</sup> Ministry for Human and Minority Rights of Montenegro, *The third report of Montenegro on Implementation of the European Charter on Regional and Minority Languages*, Podgorica, 2014.

<sup>82</sup> Ministry for Human and Minority Rights of Montenegro, *The third report of Montenegro on Implementation of the European Charter on Regional and Minority Languages*, Podgorica, 2014.



compulsory and elective courses at school. Elective courses with the content on human rights and multiculturalism are the following: Humanitarian Law in grades eight and nine of primary school, the European Union in grades eight and nine of primary school, History of Religion in both primary and secondary school, and European Integration in secondary school. Curricula for compulsory courses intended to give the students permanent and applicable knowledge and values have been revised and improved.<sup>83</sup>

### **Social support for pupils and students**

The Law on Amendments to the Law on Primary Education<sup>84</sup> stipulates that students from particular disadvantaged social groups exercise the right to free textbooks. These are children without parental care; children whose parent or fosterer is the user of social assistance; children with special educational needs; children who are residents of institutions of social and child protection, children in foster care and RE children. In accordance with this, the Ministry of Labour and Social Welfare in cooperation with the Ministry of Education each year provides free of charge textbooks to both primary and secondary school students from the said categories.<sup>85</sup>

The Ministry of Education has continued to award scholarships on an annual basis to talented pupils and students enrolled in primary, secondary and higher education, as well as student credits, accommodation and meals in dorms and subsidizing the use of public transport.

When it comes to scholarships, free textbooks and transport for RE students, it is mentioned in the chapter on Government funded measures for Roma.

### **Roma participation in education**

#### *Early childhood and pre-primary education*

The percentage of students who have not attended pre-primary education (ISCED 0), in the general population, is one of the highest among PISA-participating countries and economies (in 2012 with the participation rate of 32.8 percent (children 0-6) it ranked 5/64).<sup>86</sup> According to data from a UNICEF survey, just 18.5 percent of children aged three to five in Roma settlements were attending an organized early childhood education program compared to 52.4 percent of the children aged three to six among the total population in 2012.<sup>87</sup>

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<sup>83</sup> Ministry for Human and Minority Rights of Montenegro, *The third report of Montenegro on Implementation of the European Charter on Regional and Minority Languages*, Podgorica, 2014.

<sup>84</sup> Official Gazette of Montenegro, *Law on Amendments to the Law on Primary Education*, No 39/13

<sup>85</sup> Available online at <http://www.gov.me/ResourceManager/FileDownload.aspx?Id=141567&rType=2>

<sup>86</sup> OECD, PISA Assessment 2012: Country Profile Montenegro, available at <http://gpseducation.oecd.org/CountryProfile?primaryCountry=MNE&treshold=10&topic=PI>

<sup>87</sup> UNICEF, *Study on investing in Early Childhood Education in Montenegro*, 2014.



### *Participation in primary education*

According to the data from the Ministry of Education in the 2006/7 academic year, 1,236 Roma and Egyptian children attended primary education, while this number increased to 1,582 in the 2011-12 academic year.<sup>88</sup> In 2014 the number remains almost the same – 1,538 students.<sup>89</sup> Some progress can be noticed, but the high dropout rate contributes to the high numbers of Roma children completely out of the educational system. According to UNICEF data and MONSTAT, Roma children are most likely to drop out at age 10. The net attendance ratio (adjusted) reaches its peak among children aged 10 (72 percent) and then gradually decreases for older children, being the lowest among children aged 14 (39 percent). Consequently, the highest percentage of out-of-school children is among older children aged 10–14 years.<sup>90</sup> At the moment of the survey, in 2013, the primary school completion rate was 29 percent. However, a considerable share of Roma children and youth has never attended school. According to a regional Roma survey from 2012 the share of Roma children aged 10 to 18 who have never attended school is 26 percent in Montenegro, which is the highest rate in the research countries of the region.<sup>91</sup> It is important to stress that the identification of out of school children is particularly hard. There are differentials in primary school attendance by region. In the south, 76 percent of children are in school while in the central and northern regions this percentage is lower (56 percent for each of the two regions).<sup>92</sup>

An additional problem in the case of regular school attendance is the relevant share of Roma and Egyptian children who do not have personal documents. According to UNICEF, of those Roma and Egyptian children not going to school, 22 percent do not have a birth certificate, in contrast to 10 percent of Roma and Egyptian children attending school.<sup>93</sup>

According to the regulation of the Law on Primary Education the state authority is responsible for managing a reliable record of citizens and to deliver to the school a list of children of school-age in the school catchment area. If parents do not enroll their children, the school is required to file a complaint to the competent inspection authority against the parents of the respective child. The school must file this complaint within 15 days after the enrolment deadline, or the day the child stopped

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<sup>88</sup> Ipsos Strategic Marketing and UNICEF, *Study on the Obstacles to Education in Montenegro: Focus on Roma and Egyptian Children*, Podgorica, 2013.

<sup>89</sup> Ministry for Human and Minority Rights of Montenegro, *Report on the Implementation of the Strategy for improving the position of Roma and Egyptians in Montenegro 2012-2016 for the year 2014*, Podgorica, 2015.

<sup>90</sup> Statistical Office of Montenegro (MONSTAT) and UNICEF, *2013 Montenegro Multiple Indicator Cluster Survey and 2013 Montenegro Roma Settlements Multiple Indicator Cluster Survey, Final Report*, 2014.

<sup>91</sup> Bruggemann, C, *Roma Education in Comparative Perspective. Analysis of the UNDP/World Bank/EC Regional Roma Survey 2011. Roma Inclusion Working Papers*. United Nations Development Programme, Bratislava, 2012.

<sup>92</sup> Statistical Office of Montenegro (MONSTAT) and UNICEF, *2013 Montenegro Multiple Indicator Cluster Survey and 2013 Montenegro Roma Settlements Multiple Indicator Cluster Survey, Final Report*, 2014.

<sup>93</sup> Ipsos Strategic Marketing and UNICEF, *Study on the Obstacles to Education in Montenegro: Focus on Roma and Egyptian Children*, 2013.



fulfilling his or her primary education obligation. If the child does not attend classes, the parent will receive a financial penalty. This sentence can be repeated if the child still is not attending the school.<sup>94</sup> However, these regulations and provisions are rarely implemented in practice and enforcement mechanisms are insufficiently defined. The Strategy for Development of Primary Education 2012-2017 recognizes this problem, and offers a solution through strengthening the coordination between the competent institutions and clarifying the procedural responsibilities.

In addition to that, there is a gap in educational policy: children who dropped out from regular education are barred from continuing their education from ages 9 to 15. Their only possibility to continue education is in adult primary education settings which can only enroll students older than 15 years old.

*Participation in secondary and higher education of Roma*

Secondary school attendance is lower compared to primary school, where only 5.5 percent of children of secondary school-age (15-18) are attending secondary school compared to 57.8% percent of children of primary school-age attending primary school. Nearly 87 percent of children of secondary school age are out of school and 7.6 percent are attending primary school.<sup>95</sup>

The official data from the Ministry points to the fact that over the last four years there has been little increase in the number of RE students in secondary school: 57 in 2010, 75 in 2012, 81 in 2013, and then a drop in 2014 with 71 students. The number of RE faculty students has slightly been increasing over the years (8 in 2010 and 2011, than 9 in 2012, 14 in 2013 and 17 in 2014).<sup>96</sup>

The Ministry of Education recommended schools to administer a free-of-charge extraordinary exam for RE students in order to be able to pass particular grade (students from the general population need to pay in case they ask for additional examination without which they would need to repeat that grade), and the principle of affirmative action is used when it comes to enrolling RE students in secondary schools and universities.<sup>97</sup> In practice, this means that even if the RE student does not qualify for enrollment to secondary school/university due to its low score in the last grades of primary/secondary school, or by score does not fit into the prescribed number of students, the RE student is nevertheless enrolled. For now, this affirmative

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<sup>94</sup> Ipsos Strategic Marketing and UNICEF, *Study on the Obstacles to Education in Montenegro: Focus on Roma and Egyptian Children*, 2013.

<sup>95</sup> Statistical Office of Montenegro (MONSTAT) and UNICEF, *2013 Montenegro Multiple Indicator Cluster Survey and 2013 Montenegro Roma Settlements Multiple Indicator Cluster Survey, Final Report*. Podgorica, Montenegro, 2014, table ED 53 (b) ISCED.

<sup>96</sup> Ministry for Human and Minority Rights of Montenegro, *Annual reports on the Implementation of the Strategy for improving the position of Roma and Egyptians in Montenegro 2008-2012 and 2012-2016*, published 2011-2015.

<sup>97</sup> Ministry for Human and Minority Rights of Montenegro, *Annual reports on the Implementation of the Strategy for improving the position of Roma and Egyptians in Montenegro 2008-2012 and 2012-2016*, published 2011-2015.



action is not institutionalized but rather functions in the form of recommendation of the Ministry to educational institutions.

### **Overview of progress and remaining weaknesses in education for Roma**

Progress in education of RE students in the past few years has been significant, as also recognized in major international development reports on Montenegro. The main areas of progress are reflected in:

- The number of Roma students enrolling primary school has increased by 25% since 2006 according to the official data;
- The government committed to solve the situation of the internally displaced persons through adopting a Strategy (2011-15)<sup>98</sup> which includes the steps regarding to clarification of legal status, closing of the Konik camp 1 and 2 and educational desegregation. Based on this strategy the educational desegregation process of children in Konik camp started in 2011.
- Pilot preparatory summertime pre-school programs have been opened in eight towns in Montenegro, and they covered 119 children in 2014;<sup>99</sup>
- Mechanisms for the prevention of dropping out has been launched in Podgorica as part of the Konik desegregation process consisting of regular stakeholder meetings who monitor attendance and achievement and organize visits to their families to offer support;
- Incentive measures and affirmative actions in place, such as scholarship for all RE students, especially those in secondary schools and faculty, free summer holidays for best RE students grades VII-IX, free school supplies for students I to III from five municipalities.

In comparison to those identified in a Country Assessment from 2009,<sup>100</sup> the majority of weakness still remain, but to somewhat lesser degree. These issues remain to be addressed:

- Preschool attendance is still insufficient; high ration of Roma are still not having preschool education before enrolling into primary school (app. 18.5% of Roma children aged 3-5 took part in formal preschool education)<sup>101</sup>
- The pilot preparatory kindergarten program is too short and it last only two weeks;

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<sup>98</sup> Government of Montenegro, *Strategy to permanently Resolving the Issue of Displaced and Internally Displaced Person (2011-15)*, Podgorica, 2011

<sup>99</sup> Ministry of Sustainable Development and Tourism of Montenegro, *Report on Millennium Development Goals in Montenegro 2010-2013*

<sup>100</sup> Roma Education Fund, *Country Assessment Montenegro*, 2009.

<sup>101</sup> Ipsos Strategic Marketing and UNICEF, *Study on the Obstacles to Education in Montenegro: Focus on Roma and Egyptian Children*, 2013.



- Primary school attendance, although increased, is still not close to fulfilling MDG 2,<sup>102</sup>
- Drop-out rates are still high and a system for monitoring and reduction of early dropping out is undeveloped.<sup>103</sup> This also includes a lack of sanctions for not enrolling children in schools that primarily applies to institutions that are supposed to keep track of school-age children and observe enrollment procedures;<sup>104</sup>
- Children who dropped out from regular education are barred from continuing their education from ages 9 to 15, i.e., their only possibility to continue education is in adult primary education settings which can only enroll students older than 15 years old;
- Achievement of RE students is on a much lower level than majority population;<sup>105</sup>
- There are no RE teaching assistants, and the number of RE mediators is insufficient, and their capacity to effectively work with more children and their family's needs to be strengthened.<sup>106</sup> All Roma mediators are either project-based hired or hired through public works announcements. There is still no institutional framework exiting for their sustainable engagement;
- Secondary school and university completion rate remains low, despite affirmative enrollment action.

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<sup>102</sup> Ministry of Sustainable Development and Tourism of Montenegro, *Report on Millennium Development Goals in Montenegro 2010-2013*

<sup>103</sup> Ministry of Sustainable Development and Tourism of Montenegro, *Report on Millennium Development Goals in Montenegro 2010-2013*

<sup>104</sup> Ipsos Strategic Marketing and UNICEF, *Study on the Obstacles to Education in Montenegro: Focus on Roma and Egyptian Children*, 2013.

<sup>105</sup> Ipsos Strategic Marketing and UNICEF, *Study on the Obstacles to Education in Montenegro: Focus on Roma and Egyptian Children*, 2013.

<sup>106</sup> Ipsos Strategic Marketing and UNICEF, *Study on the Obstacles to Education in Montenegro: Focus on Roma and Egyptian Children*, 2013.



## REF PROGRAM IN MONTENEGRO

The Roma Education Fund has been working in Montenegro since the organization's establishment in 2005. REF's mission is to improve the learning outcomes of Roma children through grant-making activities, projects and policy work.

As of 2006, REF supported a number of projects in Montenegro. First grant was awarded to the Ministry of Education and NGO Pedagogical Center of Montenegro for the project Roma Education Initiative in Montenegro. It was a three years project aiming to make Montenegrin education system more sensitive and attentive to the needs of inclusion of Roma children and youth and, in line with this, to provide for the highest possible inclusion of Roma children in the education system. Total value of the grant was EUR 348,734.00. REF also supported NGO Pedagogical Center of Montenegro with donation for project Student Volunteerism – From Desegregation into Quality Integration of RAE Pupils (from April 2011 to December 2012). The total value of the projects was EUR 114,903. The main objective of the project was to start the social and academic integration of 250 Roma pupils from the segregated branch school “Bozidar Vukovic Podgoricanin” through volunteer work by pedagogy faculty students. They supported Roma pupils by strengthening and stimulating their overall psychological and pedagogical capacities while also motivating Roma parents to take more active roles in the education of their children. The second part of the project aimed to extend the activities in two new integrated schools that expressed an interest in enrolling Roma pupils. With the support of Ministry of Education and Sport 39 first-graders were transported to these two integrated schools, namely to “21 Maj” and “Savo Pejanovic.”

In 2012, after the great fire in Konik camp, grants were awarded to the elementary school Bozidar Vukovic Podgoricanin, attended by RE children, as well as to preschool institution Djina Vrbica for supporting an emergency summer school for camp children, with the total amount of EUR 14,567. The project aimed to provide traumatized children with quality time in a healthy environment, since they needed support to prepare for the beginning of new school year. Teachers who worked with RE children were supported so that they could gain more experience and knowledge in order to run community-based education projects and motivate RE children and their parents about education and schooling. The project also offered a day-care program for children aged three to five.

Another camp project, implemented by the same preschool institution, is Early Childhood Development of RE children, with EUR 14,400. The project aimed to support the integration of 150 Roma and Egyptian (RE) children from Konik Camp into preschools and primary schools by helping them to develop the knowledge and skills needed to enter integrated primary schools. This project started in July 2013 and



is ongoing, running in parallel to the Assistance Program for Integration and Voluntary Return of RAE and Other I/DPs Residing in the Konik Area, Phase I and phase II.

### **REF representation office in Montenegro**

In 2012, REF joined a consortium established by Help (Help – Hilfe zur Selbsthilfe e.V), which aims to support the complex integration process of Konik Camp’s inhabitants. The project is implemented by the Montenegrin branch office of REF. Within the framework of a program entitled Assistance Program for Integration and Voluntary Return of RAE and Other I/DPs Residing in the Konik Area, REF designed and implements the educational integration of Roma and Egyptian children living in the Konik Camp in close cooperation with the Ministry of Education. The European Commission’s IPA, together with Montenegrin government, fund the program, while REF’s contribution is EUR 101,350. In the first 18 months, the role of REF in the project was to coordinate and implement activities and actions related to school segregation and ECD, including women’s empowerment. During the project REF increased access to integrated primary schools as well as the quality of kindergarten education of RE children by including them in desegregation process, raising their educational performance, literacy level and language skills.

The second phase of the project lasts from September 2014 to the April of 2016. In this phase REF continues working with RE community in order to strengthen its capacities to support and take part in the desegregation process and provide access to quality education. As planned, the branch school in Konik Camp 2 began to gradually close as first-graders have been graduated into integrated schools. Third and fourth graders are still attending the segregated branch school, while the fifth graders who finished four grades in segregated school are enrolled into integrated schools in the city. There are six schools involved in this program to raise their capacity to accept, support and integrate children from Konik. Five RE mediators were working in the field, regularly updating the database of participating children and continuously visiting families, aiming to inform the community about the ongoing activities related to access to inclusive education and quality early childhood development program. In the 2014-15 academic year, 102 children were enrolled in the kindergarten program, 62 in first grader, 57 in second grade and 53 in fifth grade from Konik and the surrounding area.

REF also runs a Toy library which aims to support the early childhood development of RE children age 0-6 through opportunity to borrow good quality, “clever” toys, in conjunction with “Stay and Play” and reading sessions. Toy Library has 87 member families, with a total of 344 children involved in its programs. A Women’s Empowerment Program is also operating and mobilizing community to take an active role in their children’s education.



In the period between the first and the second phase of this IPA project, REF contributed EUR 9,070 to implement a capacity development program during the summer of 2014. The additional support aimed to ensure useful summer time activities and prepare RE children for the next academic year and build a relationship between the RE community and primary school participating in the desegregation process.

One of the most important REF program started by the end of 2013: the Ministry of Human and Minority Rights and the Bureau for Education, together with REF representatives, are in the process of implementing the project on the provision of mentoring and scholarship support to secondary and tertiary RE students. The main program objective is to increase the rate of enrollment, retention and graduation of secondary school for approximately 80 RE students across Montenegro. Additionally, at least 15 RE university faculty students are supported in the course of academic year. After consolidating the official enrollment lists the total number of supported secondary school students currently is 71 students from 15 schools and 21 mentors.



## STRATEGIC DIRECTIONS FOR FUTURE REF ACTIVITIES IN MONTENEGRO

*REF funding in Montenegro over the next three years will take into account the following priorities:*

- Strengthening the Roma secondary and scholarship program implemented by REF Montenegro in cooperation with the Bureau of Education of the Ministry of Education: (1) increasing the number of Roma enrolling and completing secondary education; (2) increasing the share of Roma entering tertiary education;
- Expanding the availability of and enrolment in free-of-charge, integrated pre-school education providing linguistic preparation as well as general educational support to Romani children not already attending pre-school;<sup>107</sup>
- Increasing the primary school completion rate through afterschool programs and developing systematic support program in partnership with the Ministry of Education;

*REF research and policy analysis priorities:*

- Significant barrier of academic progress of Roma children is considered to be the lack of sufficient knowledge of the Montenegrin language, particularly in case of IDP children. Therefore evaluating the relevance of difficulty regarding to Montenegrin language would help to understand the level of language problem and to plan strategic directions in this regard;
- Development of Local Action Plan on improving the educational situation of RE in Podgorica in collaboration with city of Podgorica and Ministry of Education;
- Advocacy activities, which aim to support the introduction of mandatory preschool education; establishment of official Roma education mediators system; creation of an appropriate institutional framework that will enable dropped out children aged between 9 and 15 to finish schooling in regular education.

*Expected results of REF activities*

Based on the identification of REF's strategic priorities, results of REF activities should be visible in the next two to three years on the following levels:

Legal, financial and administrative changes

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<sup>107</sup> Roma Education Fund, *Montenegro Country Assessment*, 2009.



- Introduction of mandatory preschool education; establishment of official RE educational mediators network; appropriate legal framework which allow dropped out children to finish mandatory schooling in regular primary schools;
- Development of Local Action Plan in Podgorica ;

Key education indicators (baseline data)

- Enrolment rate of Roma children into pre-school education;
- Roma's completion rates in primary education;
- Roma's enrollment in secondary and post-secondary education; increasing the number Roma students benefiting from the secondary scholarship and mentorship program;

Social cohesion

- Improved cooperation in educational activities between schools on one hand and Romani communities and NGOs on the other.



## ANNEXES

### Annex A || Key Education Indicators

#### National education indicators<sup>108</sup>

	INDICATOR <sup>109</sup>	ROMA		GENERAL POPULATION
		Unofficial estimate	Official data	
1	Use of early care and education services (ages 0-3)			15% <sup>110</sup>
2	Enrolment in pre-primary education (ISCED 0)	18.5% <sup>111</sup>		52.4% <sup>112</sup>
3	Enrolment in first four years of primary education (ISCED 1)	51.8% <sup>113</sup>		90.8% <sup>114</sup>
4	School-aged children in school (ISCED 1 and 2)	57.8% <sup>115</sup>		98.2% <sup>116</sup>
5	Children enrolling in primary education (ISCED 1) who do not complete the first cycle of compulsory education	11.9% <sup>117</sup>		0% <sup>118</sup>

<sup>108</sup> Most of the figures used are from Multiple Indicator Cluster Survey of Ipsos Strategic Marketing and UNICEF from 2013 (cited above), since that is the most comprehensive and most recent source of data. Official national census was conducted in 2011 and therefore data regarding Roma and non-Roma are not comparable. Where percentages are missing, total numbers from the official statistics of the Ministry of Education and Statistical office of Montenegro (MONSTAT) were used.

<sup>109</sup> In order to present the data on education in Montenegro according to ISCED the following criteria were used (as defined in MICS):

- primary education (ISCED1) that includes children age 6–10 and generally lasts five years;
  - secondary education (ISCED2 and ISCED3) that includes children age 11–18 and generally lasts eight years.
- Secondary education according to ISCED has been further disaggregated into:
- o lower secondary education (ISCED2) that starts after five years of primary education and lasts for four years;
  - o upper secondary school (ISCED3) that includes children of upper secondary school age 15–18, and lasts from three to four years.

<sup>110</sup> UNICEF, Study on investment in early childhood education. Data is from 2012, but it is expected that there was a slight increase by 2014.

<sup>111</sup> MICS, chapter on childhood development, indicator: *attendance to early childhood education*. This figure refers to children aged three to five; for children aged six there is a separate indicator *school readiness*, but it is derived based on the number of children who already enrolled in primary school and therefore wasn't used in this context.

<sup>112</sup> UNICEF, Study on investing in Early Childhood Education in Montenegro, 2014. The figure refers to children aged three to six. The expected increase of coverage of children up to six years as officially stated by government is 4.38 at an annual rate, which means that in 2014 this percentage is higher.

<sup>113</sup> MICS, the figure actually refers to enrollment in the first grade, but that is the closest data for the indicator available.

<sup>114</sup> MICS, the figure actually refers to enrollment in the 1st grade, but that is the closest data for the indicator available.

<sup>115</sup> MICS Roma settlements, Key findings, line 7.4n.

<sup>116</sup> MICS Montenegro, Key findings, line 7.4n.

<sup>117</sup> MICS Roma settlements, Key findings, line 7.6 (100-88.1).

<sup>118</sup> MICS Montenegro, Key findings, line 7.6 (100-100).



6	Children enrolling in primary education (ISCED 1) who do not complete the second cycle of compulsory education	36.8% <sup>119</sup>		1.5% <sup>120</sup>
7	Children enrolling in primary education (ISCED 1) who do not complete the third cycle of compulsory education (if applicable)	n/a	n/a	n/a
8	Pupils in compulsory education (ISCED 1 and 2) attending special schools and classes			173 <sup>121</sup>
9	Pupils completing compulsory education in terminal lower secondary programs (ISCED 2C)	n/a	n/a	n/a
10	Graduates of compulsory education enrolling in upper secondary education (ISCED 3)			99.11% <sup>122</sup>
11	Enrolment in upper secondary technical or vocational education (ISCED 3C) not providing access to tertiary education <sup>123</sup>	5.5% <sup>124</sup>	69 students <sup>125</sup>	93.1% <sup>126</sup>
12	Completion of upper secondary education (ISCED 3)			7721 <sup>127</sup>
13	Enrolment in post-secondary non-tertiary education (ISCED 4)	N/A	N/A	N/A
14	Completion of post-secondary non-tertiary	N/A	N/A	N/A

<sup>119</sup> MICS Roma, Key findings, line 7.6n (100-63.2).

<sup>120</sup> MICS Montenegro, Key findings, line 7.6n (100-98.5).

<sup>121</sup> Total number of enrolled in resource centers in 2013/2014, taken from Statistical Office of Montenegro (MONSTAT), *Release No. 96, from 16<sup>th</sup> April 2014*.

<sup>122</sup> Since in 2011/2012, 8216 students graduated from compulsory primary school and in 2012/2013 the number of 8142 enrolled in secondary school (data from MONSTAT), this makes the transition rate to secondary school 99.11%.

<sup>123</sup> Figures here relate to both vocational and general secondary schools, as there is no segregated data on the type of school, and they all provide access to tertiary education.

<sup>124</sup> MICS Roma, Key findings, Line 7.5n

<sup>125</sup> Total number of RE students in secondary school in 2014, Ministry of Human and Minority Rights of Montenegro, *Report on the implementation of the Strategy for the Improving the Position of Roma and Egyptians in Montenegro for 2014*, published in 2015.

<sup>126</sup> MICS general population, Key findings, line 7.6n.

<sup>127</sup> Total number of students who finished upper secondary school in 2012/2013, MONSTAT. It is not possible to derive accurate completion rate since the figures include both students of 3-grade vocational and 4-grade secondary school.



	education (ISCED 4)			
15	Enrolment in tertiary education (ISCED 5 and 6)		17 students <sup>128</sup>	7938 <sup>129</sup>
16	Completion of tertiary education (ISCED 5 and 6)			3073 <sup>130</sup>

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<sup>128</sup> Total number of RE students enrolled at the university in 2014, Ministry for Human and Minority Rights of Montenegro, *Report on the implementation of the Strategy for the Improving of the Position of Roma and Egyptians in Montenegro for 2014*, published in 2015.

<sup>129</sup> Total number of enrolled students at university in school year 2013/2014, MONSTAT (includes those who enrolled first year for the second time (repeaters), that is why the percentage is over 100 percent, which is unrealistic)

<sup>130</sup> Total number of graduated students in 2013, MONSTAT.



## Annex B || Administration of Public Education

	Function	Responsible	organs			
		Early childhood (ages 0–3)	Pre-primary	Primary	Secondary	Higher
1	<i>Established and closes institutions</i>	Government	Government	Government	Government	Government
2	<i>Funds institutions</i>	Ministry for Education	Ministry for Education	Ministry for Education	Ministry for Education	Government
3	<i>Decides on admissions</i>	Ministry for Education	Ministry for Education	Ministry for Education	Ministry for Education	Government
4	<i>Sets curriculum</i>	Council for General Education	Council for General Education	Council for General Education	Council for General Education Council for Vocational Education	Council for Higher Education
5	<i>Appoints teachers to institutions</i>	Institution	Institution	School	School	University
6	<i>Assesses institutional performance</i>	Bureau for Educational Services	Bureau for Educational Services	Bureau for Educational Services	Bureau For Educational Services Center for Vocational Education	University Council for Higher Education Ministry of Education
7	<i>Assesses pupil performance</i>	Institution	Institution	School Examination Center	School Examination Center	University
8	<i>Assesses teacher performance</i>	Bureau For Educational Services	Bureau For Educational Services	Bureau For Educational Services Center for Vocational Education	Bureau For Educational Services Center for Vocational Education	University
9	<i>Assesses director performance</i>	Bureau For Educational Services Center for Vocational Education	University			
10	<i>Establishes and closes special schools</i>			Government Municipality	Government Municipality	
11	<i>Funds special schools</i>			Ministry of Education	Ministry of Education	



				Ministry of Labor and Social Welfare	Ministry of Labor and Social Welfare	
12	<i>Decides on special school admissions</i>			Local Commission for Directing Children with special needs	Local Commission for Directing Children with special needs	
13	<i>Sets special educational curriculum</i>	Council for General Education	Council for General Education	Council for General Education	Council for General Education  Council for vocational Education	



## Annex C || Student Performance on International Assessments

Montenegro participated in the 2006, 2009, and 2012 PISA test, which is a highly respected international tool for a comparative assessment of these basic academic skills. The results of the Program for International Student Assessment (PISA) revealed continued challenges in terms of improving 15-year-olds' skills in reading, mathematics, and science. In the most recent PISA assessment (2012), Montenegro ranked only 54th out of 65 participating (mainly Organization for Economic Co-operation and Development [OECD]) countries/economies. These results continue to expose significant weaknesses and inefficiencies in teaching and/or curricular content at the primary and early secondary education levels.<sup>131</sup>

AREA	2006	2009	2012	OECD 2012	Difference Montenegro- OECD average 2012
	Mean score	Mean score	Mean score	Mean score	
Mathematics	399	403	410	494	-84
Reading	392	408	422	496	-74
Science	412	401	410	501	-89

<sup>131</sup> Available online: <http://www.worldbank.org/content/dam/Worldbank/document/eca/Montenegro-Snapshot.pdf>



## Annex D || Levels of Engagement for Improving Roma’s Education Outcomes in Montenegro

Assistance and Support to the Romani Community	Implementation Support to Education Authorities	Policy Development with the Government
<p><b>1. Producing Romani professionals in education</b></p> <p>Affirmative action measures should be created and implemented to attract Roma into the teaching profession.</p> <p>Finalize the process of creating Roma dictionary and standardizing the language, based on which Romani teachers can be educated</p>	<p><b>1. Supporting ongoing developments in education, ensuring that Roma are not left out or jeopardized by them:</b></p> <p>Providing technical assistance to the Bureau for Education Services and the Centre for Vocational Education in their teacher training activities</p> <p>Providing technical assistance to schools in introducing educational content on Romani language and culture in the space allowed by curriculum reform</p> <p>Improve professional orientation, participation in secondary and faculty education of adult Roma and Egyptians through providing various types of help and support</p>	<p><b>1. Developing per pupil School financing.</b></p> <p>Support for this development is necessary for an efficient redirection of resources to the areas in which they are most needed, particularly schools located in proximity to sizeable Romani communities.</p>
<p><b>2. Supporting Romani parents and community leaders in recognizing and engaging key education issues:</b></p> <p>Encouraging Romani parents to play an active role in school boards and parent associations</p> <p>Detecting and acting on discrimination in schools</p>	<p><b>2. Increasing the focus on quality improvement in the education system:</b></p> <p>Extending coverage of integrated pre-school education to Romani communities</p> <p>Creating conditions for enrolment of more Romani children in integrated primary education</p> <p>Establishing a system of mentoring and additional classes for Romani children in in all the grades</p> <p>Conduct activities/programme aiming at social desegregation</p>	<p><b>2. Eliminating administrative barriers to enrolment in education.</b></p> <p>Efforts should be directed at simplifying and reducing requirements for enrolment at all levels of education.</p>



	<p>of RE students</p> <p>Teacher training for child-centered learning and differentiated teaching, with focus on multicultural environment</p> <p>Teacher training in Montenegrin as a second language (for which the textbooks have been prepared)</p> <p>Engage more RE assistants, and raise their capacities</p>	
<p><b>3. Building an education support system for Romani children at the family level:</b></p> <p>Motivating parents to enroll children on time</p> <p>Campaigns for education vs. early marriage</p> <p>Creating time and space for homework</p> <p>Adult education for Roma parents</p> <p>Continue with women empowerment program, including literacy classes</p>	<p><b>3. Improving linkages between education system and social support.</b></p> <p>Continue with scholarship and mentorship support for Roma in secondary and higher education</p> <p>Provide psychosocial and peer support to RE students</p> <p>Establish commission for monitoring drop-out in all the municipalities inhabited by RE</p> <p>Support engagement of RE mediators</p> <p>Continue engagement of student volunteers</p>	<p><b>3. Institutionalizing affirmative action.</b></p> <p>Affirmative action for secondary and post-secondary education should continue to be made national policy, attending to the relevant provisions of the Strategy for Improving the Position of the RAE Population in Montenegro in 2012-2016</p>
	<p><b>4. Supporting cooperation among Romani NGOs, schools and local government:</b></p> <p>Sharing experience</p> <p>Assistance in joint activities</p> <p>Facilitating collaboration to overcome segregation in education</p>	<p><b>4. Promoting Romani input in education policy:</b></p> <p>Building the capacity of the Romani Council/Representatives of RE NGOs in the area of education</p> <p>Facilitating dialogue between the Romani Council/NGOs and other</p>



		relevant government institutions on education-related issues  Employment of RE who finished faculty in relevant policy-making authorities
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## Annex E || Census Results

**Table A4. Population structure by ethnicity (2011 census)<sup>132</sup>**

no		Persons	Percentage
1.	Montenegrins	278.865	44,98%
2.	Serbs	178.110	28,73%
3.	Yugoslavs	1.154	0,19%
4.	Albanians	30.439	4,91%
5.	Bosniaks	53.605	8,65%
6.	Bosnians	427	0,07%
7.	Bosniaks /Muslims	181	0,03%
8.	Montenegrins/ Muslims	175	0,03%
9.	Montenegrins /Serbs	1.833	0,30%
10.	Gorani	197	0,03%
11.	Muslims- Bosniaks	183	0,03%
12.	Muslims- Montenegrins	257	0,04%
13.	Serbs/Montene grins	2.103	0,34%
14.	Turkish	104	0,02%
15.	Egyptians	2.054	0,33%
16.	Italians	135	0,02%
17.	Macedonians	900	0,15%
18.	Hungarians	337	0,05%
19.	Muslims	20.537	3,34%
20.	Germans	131	0,02%
21.	Roma	6.251	1,01%
22.	Russians	946	0,15%
23.	Slovenians	354	0,06%
24.	Croats	6.021	0,97%
25.	Other	3.358	0,54%
26.	Does not want to declare	30.170	4,87%
27.	Regional qualification	1.202	0,19%
<b>TOTAL</b>		<b>620029</b>	<b>100%</b>

<sup>132</sup> Statistical Office of Montenegro (MONSTAT), *Census of Population, Households and Dwellings in Montenegro 2011, Release*, Montenegro, 2011.



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