



One internally displaced Roma: "...A better life: to have a roof above our head, to have cleanliness, hygiene, to have a job, where children can move freely, go to school – this is a normal life. I don't need to sit in chair a and enjoy myself. I just need the right conditions."

Prepared for:
UN in Montenegro



REPORT

STUDY ON DURABLE SOLUTIONS FOR KONIK RESIDENTS



TABLE OF CONTENTS

TABLE OF CONTENTS	2
TABLE OF CONTENTS	3
1 INTRODUCTION	6
2 DEMOGRAPHIC STRUCTURE	12
2.1 DEMOGRAPHIC CHARACTERISTICS OF THE HOUSEHOLDS.....	12
2.2 DEMOGRAPHIC CHARACTERISTICS OF HOUSEHOLD MEMBERS	18
3 HOUSING CONDITIONS	23
3.1 EQUIPMENT IN THE HOUSEHOLD.....	23
3.2 WEALTH INDEX AS A MEASURE OF MATERIAL DEPRIVATION.....	33
4 HOUSEHOLD INCOME	37
4.1 SUBJECTIVE ASSESSMENT OF LIVING STANDARD.....	37
4.2 STRUCTURE OF INCOME	39
4.3 FINANCIAL DEPRIVATION	42
5 SOCIAL PROTECTION	45
5.1 SOCIAL PROTECTION COVERAGE.....	45
5.2 THE REASONS FOR SMALL COVERAGE OF SOCIAL WELFARE	46
6 HEALTH	48
6.1 HEALTH STATUS	48
6.2 COVERAGE WITH HEALTH INSURANCE.....	50
6.3 USE OF HEALTH PROTECTION SERVICES.....	51
6.4 HEALTH DEPRIVATION	56
7 EDUCATION	58
7.1 Net primary school attendance rate OF CHILDREN AGED 6 TO 15	59
7.2 EDUCATIONAL DEPRIVATION	64
7.3 ATTENDANCE OF PRE-SCHOOL EDUCATION.....	65

8 WORKING STATUS	66
8.1 Working status.....	67
8.2 ACTIVE JOB-SEEKING	69
8.3 WORK EXPERIENCE	73
9 SOCIAL AND EXISTENTIAL PROBLEMS	75
9.1 SOCIAL AND EXISTENTIAL PROBLEMS	75
10 ATTITUDES TOWARDS INTEGRATION	80
10.1 ATTITUDES TOWARDS RAE INTEGRATION.....	80
11 PLANS FOR THE FUTURE	85
12 CONCLUSIONS AND RECOMMENDATIONS	86
13 Annex	99
13.1 Methodology	99

Following comprehensive consultations with the Government of Montenegro, as well as other national and international stakeholders, the first Integrated UN Programme for Montenegro with the three strategic programme pillars of: Social Inclusion, Democratic Governance, and Sustainable Economic Development & Environmental Protection, was developed in 2010. The Programme was operationalised through the UN Annual Work Plan, which had been approved by the Joint Country Steering Committee representing UN agencies in Montenegro and line ministries.

One of the specific activities approved within the Social Inclusion Pillar was to conduct a Study on Durable Solutions for Konik Residents.

The purpose of the Study was to assess the baseline situation of the population living in the Konik area, in terms of their needs and problems, including identification of specific sectors and related challenges that are to be addressed.

The main target/population groups covered by the survey are: (i) displaced persons; (ii) internally displaced persons; (iii) local RAE; and (iv) the immediate neighbourhoods of the abovementioned target groups.

It is important to stress that the Study includes presentation of key data and findings based exclusively on the respondents' perceptions. The Study does not provide an overview of the specific functioning sectors (e.g. Health, Social, Education, etc). Furthermore, for the purpose of completing the study, a desk review of the System was not performed.

Consequently, the Study does not point out any systemic deficiencies, instead it identifies issues perceived as challenges by the respondent population.

However, following the Study's purpose and based on respondents' perceptions, it is possible to identify issues in certain sectors/areas and indicate action areas to ensure that the respondents would enjoy the benefits offered by the system.

The findings of the Study do not necessarily reflect the points of view of any of the UN agencies/the UN system in Montenegro.

1 INTRODUCTION

A particularly deprived segment of the population of Montenegro are Roma, Ashkaelia and Egyptians (RAE). This segment of the population is characterised by long-standing unemployment, a high level of poverty, discrimination, inaccessibility to basic social services and the unresolved legal status of the (I)DP population.

A great challenge in the area of social inclusion is still the Konik area, a part of the largest suburban settlement of the Montenegrin capital.

After the outbreak of conflict in Kosovo more than 4,000 Roma, Ashkaelia and Egyptians (RAE) fled to Montenegro and found shelter on the periphery of the Montenegrin capital – in Konik. The UNHCR and other humanitarian organisations, with the help of the Municipality of Podgorica, built a "tent city" on the territory of this settlement for accommodation of refugees. With the help of the Italian government and the Italian NGO COOPI/Intersos, the camp was reconstructed during 2000 when wooden shacks were built. The initial agreement with the Municipality of Podgorica was to let these people stay in the camp for 3 years at the most. Until August 2003, the Italian humanitarian organisation Intersos managed the refugee camp. In August 2003 management of the camp was taken over by the Montenegrin Red Cross, with financial assistance from the UNHCR.

The German humanitarian NGO 'HELP', with donations from the German Ministry of Foreign Affairs started in 2004 and finished in 2005 the construction of a building for the accommodation of 22 RAE (I)DP families. The residential building going by the name 'the German House' is located in the Konik area, in the close vicinity of the refugee camp of Konik.

In the close vicinity of the refugee camps Konik I and II, there is also the refugee settlement of Vrela Ribnička, built in 1994 with the help of the UNHCR. Accommodated in this refugee camp are mainly refugees from Bosnia and Herzegovina and Croatia. The settlement consists of 8 single-storey apartment buildings, with a total of 200 housing units. As it was intended for temporary accommodation, the quality of these housing units is rather low.

The 'Shanty Town' or 'Pijesak naselje', which is located in the close vicinity of the Konik camp is an illegal settlement which is mainly populated by RAE families.

Refugee camps Konik I and II, the German House, the apartment buildings in the refugee settlement of Vrela Ribnička, the Shanty Town and the immediate surroundings of these settlements make up the Konik area, that is, the territory covered by this research.

The total number of contacted families which populate the Konik area is 1,182 families. The research was successfully conducted with 1,070 families, while 112 families refused to participate in this survey.

In the refugee camps Konik I and II, the German House, the apartment buildings in the refugee settlement of Vrela Ribnička and the Shanty Town all the households living there were contacted. The number of households in each settlement is:

1. Konik I and II, and the German House – 309 households
2. Vrela Ribnička – 106 households
3. Shanty Town – 276 households

Besides these people, the survey was conducted with the population living in the immediate surroundings of these settlements: the survey covered 204 local RAE households and 200 local non-RAE households randomly selected.

A review of contacted households, the households in which the survey was successfully conducted and the number of households that refused to participate in the survey by territory is presented in Table 1.1.

Table 1.1.

Territory	Total number of contacted households	Number of households in which the survey was successfully conducted	Number of households which refused to participate in the survey
The Konik camp, the German House	309	305	4
Vrela Ribnička	106	102	4
The Shanty Town	276	259	17
Local RAE population – neighbourhood	229	204	25
Local non-RAE population – neighbourhood	262	200	62
Total	1,182	1,070	112

Target groups covered by the research are :

1. RAE (I)DPs¹
2. Non-RAE (I)DPs
3. Domicile RAE population
4. Local non-RAE population

Obviously the situation in the Konik area does not only affect (I)DPs, but also the whole neighbourhood of this settlement. The key challenges in this area are the following:

a) Unresolved status of (I)DPs living in Konik

In September 2009 the Government of Montenegro adopted the 'Action Plan Addressing the Status of Refugees from Former Yugoslav Republics and Internally Displaced Persons from Kosovo in Montenegro' (hereafter: the Action Plan) in order to meet the benchmarks for visa liberalisation with the European Union. The *Action Plan* creates a mechanism for (I)DPs to have privileged, although difficult, access to the status of foreigner with permanent residence. This status provides a full spectrum of rights as Montenegrin citizens such as education, employment, health insurance, social assistance, that is, all rights which are granted to Montenegrin citizens, except voting rights. In accordance with the *Action Plan*, this change in status was made possible by the adoption of the *Law on Amending the Law on Foreigners* on 23 October 2009. In order to obtain permanent resident status, (I)DPs should submit applications to the Ministry of Internal Affairs (MIA). They are exempted from requirements of secured health insurance, income and accommodation, but they must provide a valid travel document from their country of origin, along with birth and citizenship certificates and proof that they have not been prosecuted for a crime in Montenegro. The latter two conditions were retained against the recommendation of the UNHCR. The UNHCR expressed particular concern regarding people who were not able to prove their status, due to the fact that they have never been entered into the registers, or that data about them was destroyed during the war.

Despite the efforts of the Montenegrin Government and the UNHCR, the number of RAE registering for the new status has remained very low. No more than 3,600 people had submitted a request by the end of May 2011 and a total of 1,126 people were granted the status of foreigner with permanent residence in Montenegro by the end of 2010.

At the same time, number of returnees to Kosovo has remained very low. In the period from 2001-2011 about 1,500 (I)DPs, mainly from the RAE population returned to Kosovo through organised return programmes.

b) Persons at risk of statelessness

UNHCR field activities have shown that the main population in Montenegro that faces problems related to statelessness and/or the loss of effective citizenship, consists of RAE communities, both local and

¹ In the rest of report the term '(I)DPs' will be used for all categories of people who fled to and settled on the territory of Montenegro as a result of war in Croatia, Bosnia and Herzegovina and Kosovo.

(I)DPs from Kosovo who lack personal documentation. The majority of RAE in Montenegro are living in the Konik area.

In October 2011, the Government of Montenegro published data from the 2011 Census of the Population and Housing, with regard to holding citizenship. Identified were 4,312 individuals residing in Montenegro stating that they did not hold citizenship. According to the Statistical Office of Montenegro, included in this group are 841 individuals who came to Montenegro due to the war (as refugees) and 3,471 individual that can be considered local population. Among the 4,312 individuals, 1,649 (38%) identified themselves as Roma and Egyptians, while 987 of persons declared themselves as Serbs, 860 as Montenegrins, 119 as Albanians, 91 as Bosniacs, etc. showing that statelessness does not only affect Roma and Egyptians in Montenegro.

The UNHCR has initiated discussions with the Ministry of Internal Affairs, the Statistical Office of Montenegro and the Agency for the Protection of Personal Data on the establishment of procedures for determining the citizenship status of individuals who declared themselves as stateless in the 2011 Census.

c) Poverty, unemployment and security in Konik

The problem of unemployment affects residents of Konik area in particular. One particular obstacle is the insufficient level of education of the unemployed in this area. Additional limitations in terms of employment of this population were brought by the global economic crisis.

Although there are no open inter-ethnic conflicts in the Konik area, there is certain risk of increasing ethnic tensions. The Konik area is characterized by several 'ethnic' problems - between domicile and RAE (I)DP populations, between (I)DPs from Bosnia and Herzegovina and residents of (I)DP camps, Montenegrins and the RAE population. People who live in the vicinity of (I)DP camps perceive (I)DPs settled in this area as the main obstacle to the development of this area.

Safety risks include cases of prostitution, drug trafficking and abuse, and the risk of human trafficking.

d) Failing public services in the area of Konik

According to respondents, the Konik area is characterised by a lack of adequate health and social services, and the most severe problem is education. In order to reach realistic and sustainable solutions for exercising the right to education for all children who live in the Konik area, it is necessary to conduct analysis which has to include the issues of elementary human rights, discrimination, the quality of integration and the prospect of integration into the educational system.

Further implementation of the Action Plan requires additional efforts in terms of enabling relevant institutions, such as Centres for Social Work, to accept new potential users.

Besides these problems, a particular problem is the town dump. The entire system of waste management is not in line with European standards for waste treatment. Besides this, another problem is that dumps are located in the vicinity of settlements.

e) Deteriorating infrastructure in the area of Konik

A serious problem is deterioration of infrastructure – access to roads, bad roads, water supply and energy supply.

The detailed urban plan includes the camp Konik I, but the current plan has not been implemented, since many private houses were built on public ground, without any permits or documents. Unlike the camp Konik I, the settlements of Vrela Ribnička, the Shanty Town and the camp Konik II are not covered by the urban plan, so adequate building permits cannot be obtained.

The problem is particularly exacerbated by poor public infrastructure and a lack of entertainment and cultural events.

f) Awareness/acceptance of the needs and rights of the RAE population

Data shows that there is a low level of acceptance and inclusion of the RAE population, which requires additional research and support.

On 9th November 2010 the European Commission announced to the European Parliament and Council, the **"Commission's opinion on Montenegro's application for membership of the European Union."**

The seventh recommendation from the European Commission's opinion on Montenegro's application for membership in the European Union is:

"The implementation of legislation and policies against discrimination in accordance with European and international standards, will guarantee the legal status of displaced persons, particularly Roma, Ashkaelia and Egyptians, and the respect of their rights. This will include the adoption and implementation of sustainable strategies for closing the Konik camp."

Part of the Action Plan for monitoring implementation of recommendations from the European Commission's opinion, which the government passed on 17th February 2011 is also the Action Plan for the continuing resolution of the issue of (I)DPs who reside in the refugee camps Konik I and II, and which provides for the lasting and sustainable resolution of RAE issues as well as other (I)DPs residing in the area of Konik.



2 DEMOGRAPHIC STRUCTURE

When analysing the results of the survey, special attention was paid to the differences between the four observed populations:

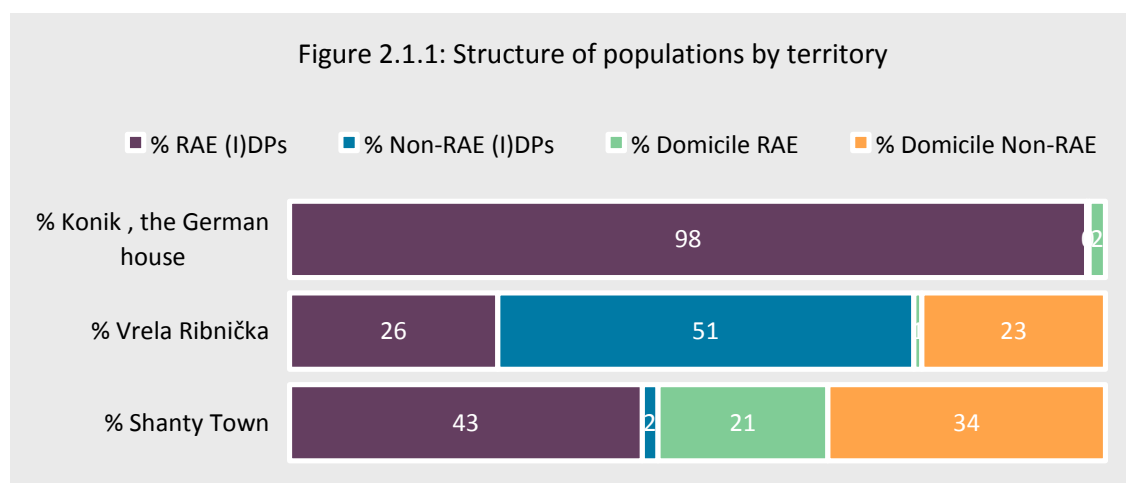
1. RAE (I)DP population
2. Non-RAE (I)DP population
3. Domicile RAE population
4. Domicile non-RAE population

Having reviewed the basic demographic characteristics of households and their members, there are many household characteristics of all four studied populations that lead us to conclusion that they belong to the category of vulnerable groups. Unemployment, and particularly the alarming unemployment of the breadwinner in a household, is conspicuous in all four populations. However, RAE (I)DPs stand out as particularly vulnerable.

2.1 DEMOGRAPHIC CHARACTERISTICS OF THE HOUSEHOLDS

Populations by territory of the Konik region

Figure 2.1.1 shows the distribution of the population among territories. It is noticeable that Konik I, Konik II and the German House are populated almost only by RAE, while in Vrela Ribnicka non-RAE (I)DPs prevail (51%) and the rest of population are RAE (I)DPs and the domicile non-RAE population. In the Shanty Town the largest population is RAE (I)DPs, but domicile RAE and domicile non-RAE live there as well.



Number of household members

The number of household members varies very much depending on the observed population. In general, RAE families are characterised by a larger number of household members than non-RAE families, regardless of their legal status. Besides that, RAE households are also characterised by a larger number of children (in the population of RAE (I)DPs the proportion of children is 57% of the household), Children are the least present in the population of non-RAE (I)DPs (19% members). On the other hand, RAE households have almost no older household members, while the share of household members aged 65+ years is significantly larger in the population of non-RAE (I)DPs (16% members) (Figure 2.1.2 and Table 2.1.1).

Figure 2.1.2: Average no. of household members in household

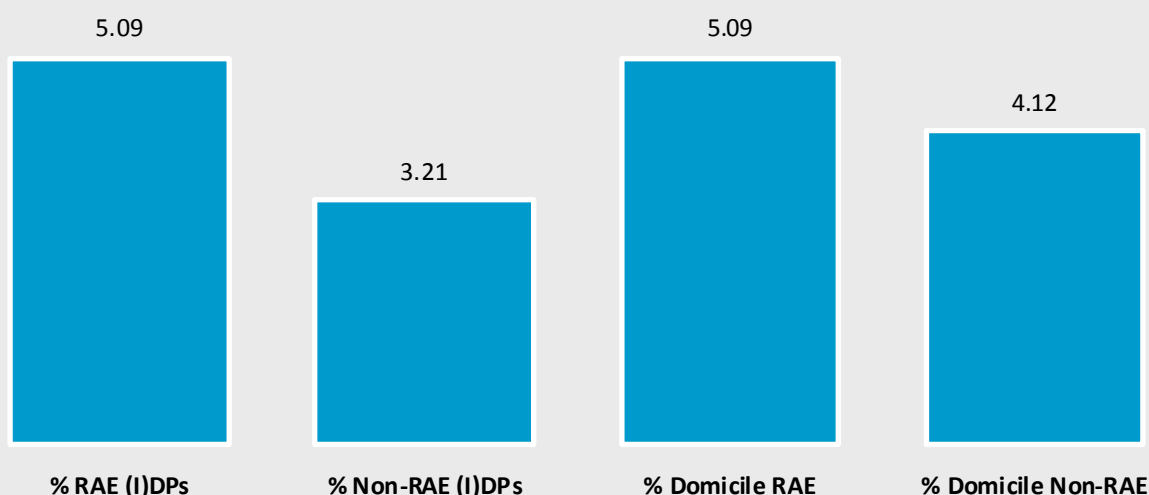


Table 2.1.1: Average number of household members and structure of households by number of children and adults in the household

	RAE (I)DPs	Non-RAE (I)DPs	Domicile RAE	Domicile Non-RAE
No. of households in sample	436	58	265	311
Average no. of household members	5.1	3.2	5.1	4.1
Structure of the household	100%	100%	100%	100%
Children from 0 to 3 years	12.5%	2.7%	11.1%	7.8%
Children from 4 to 5 years	6.2%	2.2%	5.0%	3.1%
Children from 6 to 14 years	27.3%	8.6%	22.4%	15.9%
Children from 15 to 18 years	10.5%	5.9%	10.4%	7.2%
Children from 0 to 18 years	56.6%	19.4%	48.8%	34.0%
Adults 19 or more years	43.4%	80.6%	51.2%	66.0%
Old people 65 or more years	1.7%	15.6%	1.9%	6.0%

Characteristics of the head of the household

In approximately one out of five households, the head of the household is female in all observed populations. In two-thirds of cases these are households with children. Among (I)DPs and domicile RAE, the female heads of households have a lower level of education on average than male heads of households² and they are less active in the labour market. Also, if we look at the average monthly household income, we can see that RAE households where the female is the head of the household on average have lower incomes than households where the head

² Among RAE (I)DPs, 82% of female heads of households compared to 67% of male heads of households have never attended school, while this percentage among the domicile RAE population is 69% compared to 31%

of the household is male (Table 2.1.1)³. These characteristics make themselves and their households a particularly vulnerable group within domicile RAE and RAE (I)DPs. Households in which the head of the household is female usually receive state social assistance (about 50% of these households, compared to 25% of households where the head of the household is male).

Table 2.1.1: Comparison of average monthly income and other characteristics of households depending on the gender of the head of the household

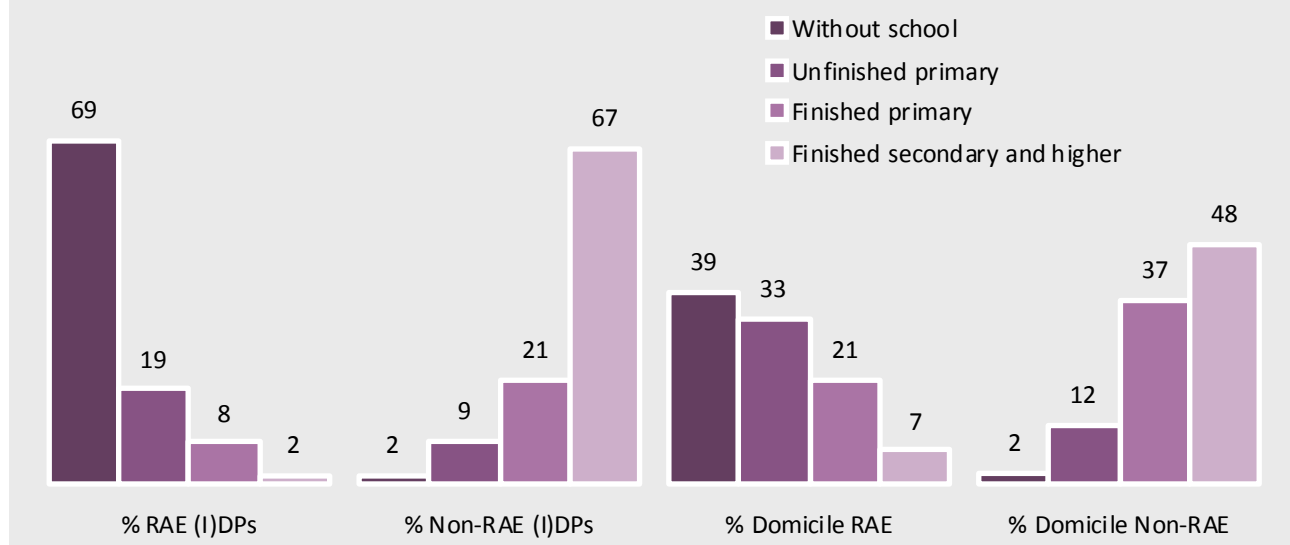
	RAE (I)DPs		Non-RAE (I)DPs		Domicile RAE		Domicile non-RAE	
Head of the household	Male	Female	Male	Female	Male	Female	Male	Female
Average number of household members	5.16	4.79	3.64	2.32	5.13	4.91	4.31	3.30
Number of observations	308	69	33	18	184	50	231	55
Average monthly income of household (€)	139	109	365	261	233	161	393	285
Average monthly income of household per unit of equivalent scale (€)	58	44	167	164	94	70	169	152
Percentage of heads of households without elementary education (%)	67.3	82.1	2.6	0.0	31.1	69.2	2.0	3.5
Percentage of heads of households active in the labour force (employed and unemployed according to self declaration) (%)	89.2	77.2	76.9	42.1	91.8	73.1	77.0	35.1
Percentage of households that receive social assistance (%)	2.3	3.6	10.3	0.0	25.0	49.1	22.4	17.5

Observed by age, in RAE households one in three heads of households is aged below 30 years, while in non-RAE households this is the case with one in ten households.

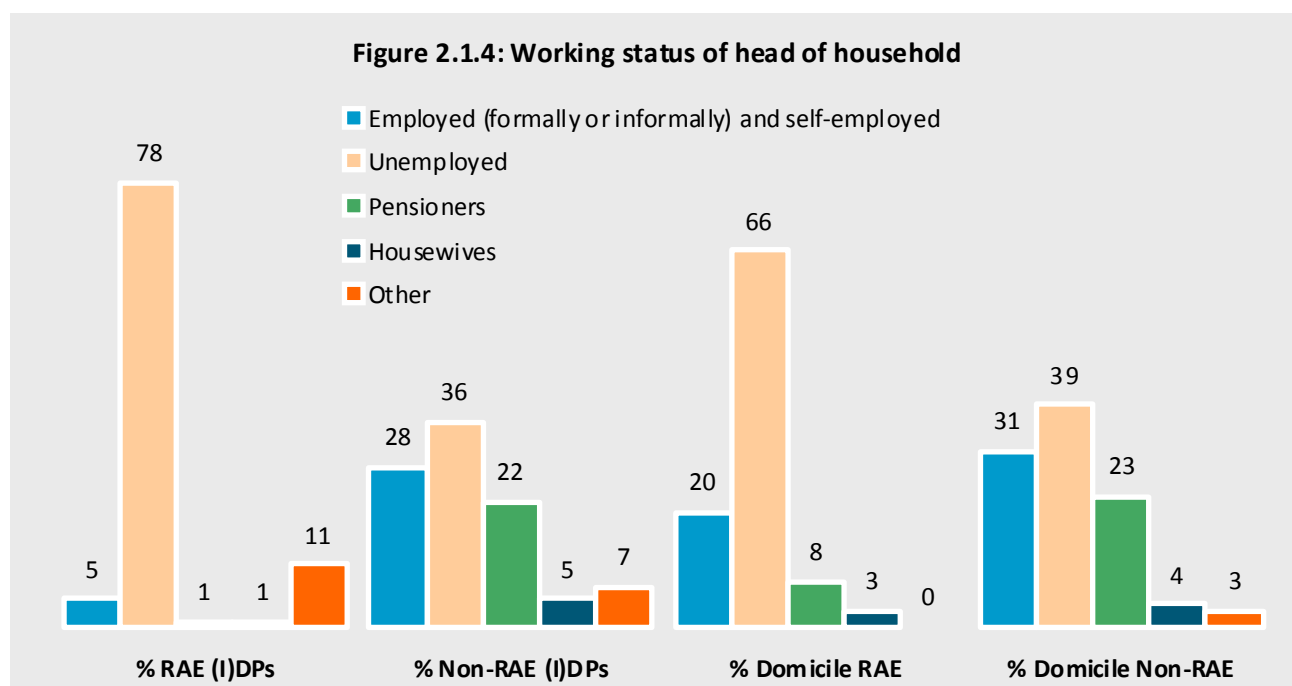
According to the educational status of the head of the household, the situation is the worst among RAE (I)DPs— as many as 69% of heads of households have no formal education. Among the domicile RAE this percentage is 38%, while among the non-RAE populations it does not exceed 2%. The educational structure of the heads of households is the best in the population of non-RAE (I)DPs, where more than two-thirds have secondary education or college (in the population of non-RAE domicile this percentage is 48%).

³ Although households with a female head of the household have a somewhat lower number of members, the average monthly income of the household per unit of equivalent scale (see section 4 Household incomes, page 28) shows that this effect exists even if income is observed regardless of the number of members.

Figure 2.1.3: Education status of the head of the household



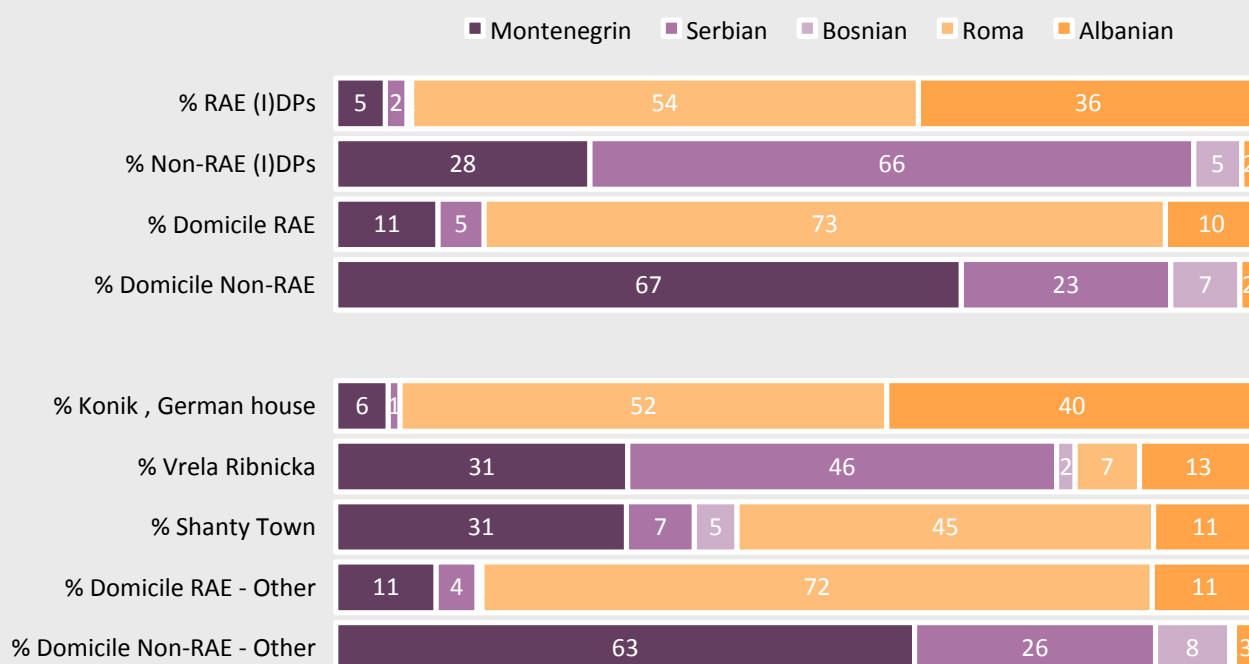
According to self-declarations on working status, in all four observed populations unemployed heads of households are predominant. The employed (formally or informally) make up only 5% of heads of households among RAE (I)DPs, 20% among domicile RAE, 28% of non-RAE (I)DPs, and 31% of domicile non-RAE. The unemployed make up a little above three-quarters of heads of households (78%) in the population of RAE (I)DPs, and two-thirds in the population of domicile RAE (66%). In the population of RAE (I)DPs, and domicile non-RAE a little above one-third (36% and 39% respectively) are unemployed. While there are almost no pensioners among heads of households in the population of RAE (I)DPs (1%), they make up 8% among heads of households of domicile RAE, and slightly less than a quarter among heads of households of non-RAE (I)DPs (22%), and domicile non-RAE (23%). In the population of RAE (I)DPs about 11% of household members are inactive (very often these are the unemployed who switched to the status of inactive because they lost hope of finding a job, or those who are unable to work because of illness). There are 7% of such people in the population of non-RAE (I)DPs.



Language and religion of head of household

Figures 2.1.5 and 2.1.6 show the structure of the households according to the native language and religion of the head of the household (according to the respondents, the native language of the head of the household almost completely coincides with the language most frequently spoken in the household). While Montenegrin, Serbian or Bosnian is spoken in 98% of non-Roma (I)DP households, and domicile non-RAE (2% speak Albanian), among RAE (I)DPs just 7% of the households speak Montenegrin or Serbian, 54% speak Roma, and 36% speak Albanian. Among domicile RAE, 16% of households speak Montenegrin or Serbian, 73% speak Romany and 10% speak Albanian. Observed territorially, in Konik and the German House the lowest percentage of the population speak Montenegrin or Serbian as the main language in the household. In the Shanty Town, 42% of households speak Montenegrin, Serbian or Bosnian, in Vrela Ribnička as many as 79%. As the following results will show, the language barrier is one of the main obstacles to better integration of RAE (I)DP children into the education system.

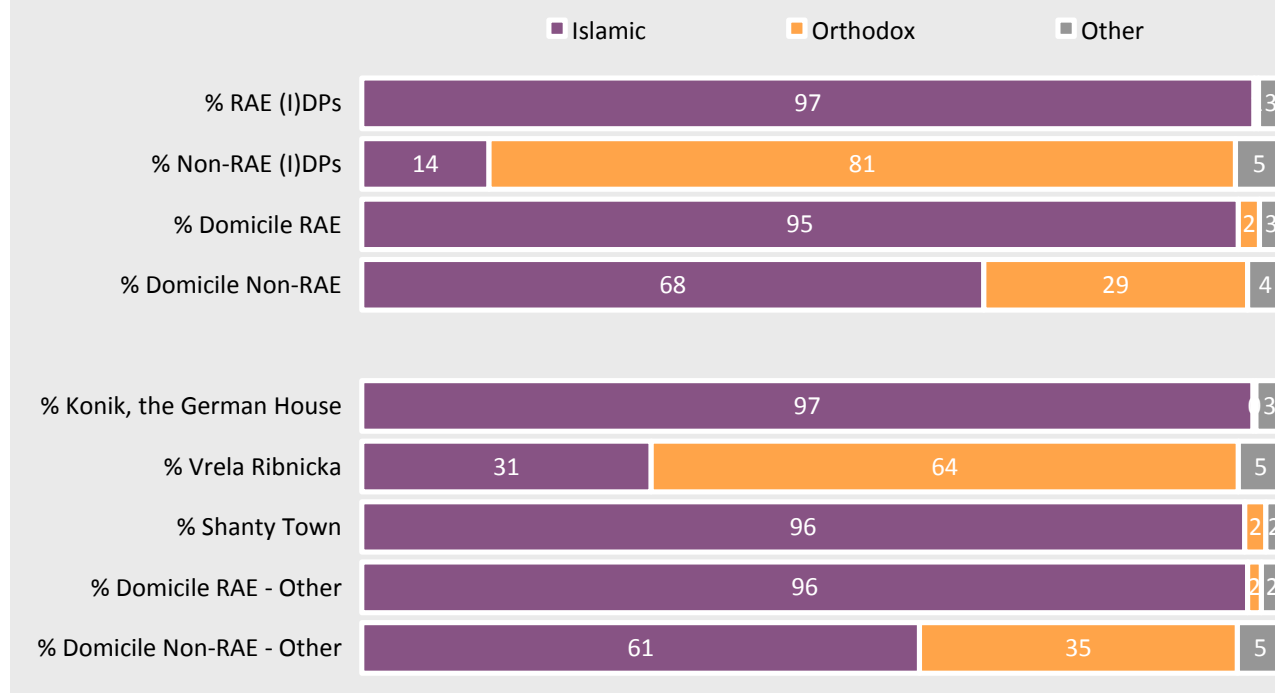
Figure 2.1.5: Native language of the head of household by population and territory



Regarding the religion of the head of the household, among RAE, both (I)DPs and domicile, Islam is predominant (97% and 95% respectively of these populations belong to Islam). Among non-RAE (I)DPs 14% of households are Islamic, 81% Orthodox. Among domicile non-RAE, Islam is predominant – 68% of households are Islamic and 29% are Orthodox.

Of all the observed settlements, Orthodoxy is predominant only in Vrela Ribnička (about two-thirds of the households are Orthodox, and one-third Islamic). The population from other settlements, Konik I and II, the German Houses and the Shanty Town is almost exclusively Islamic.

Figure 2.1.6: Religion of the head of this household by population and by territory



2.2 DEMOGRAPHIC CHARACTERISTICS OF HOUSEHOLD MEMBERS

Age of household members

When we compare the population in all four observed populations from the Konik area with the general population in Montenegro, according to results of the 2003 Census of the Population, we can see that the population of non-RAE (I)DPs is somewhat older than average for Montenegro, with a larger share of people aged 65 years and over. On the other hand, both observed RAE populations, (I)DPs and domicile, are characterised by a structure with a considerably higher proportion of children.

Table 2.2.1: Comparison of results on activity status with 2003 Census Results by populations, population 0+

	Census 2003	RAE (I)DPs	Non- RAE (I)DPs	Domicile RAE	Domicile Non-RAE
Number of observations	620,145	2,220	186	1,348	1,282
	%	%	%	%	%
0-4	6.4	15.0	4.8	13.2	9.6
5-9	6.9	16.1	5.4	11.9	7.3
10-14	7.3	14.9	3.2	13.3	9.9
15-19	8.0	12.7	9.1	12.5	8.8
20-44	35.7	31.4	36.6	36.4	40.1
45-64	22.9	8.2	25.3	10.8	18.3
65+	12.0	1.7	15.6	1.9	6.0
Unknown	0.9				

Marital status, population 15+ years

According to marital status, the biggest difference with respect to the general population in Montenegro is recorded among the domicile RAE, where a considerably higher percentage of people aged 15 years or more are not married. This difference is the result of the fact that, as many as 25% members of this population state that they are married, but their marriage is not registered in the municipality. It is quite possible that the situation is similar with RAE (I)DPs but that they stated that their marriages had been formally registered. It is also obvious that in the population of non-RAE (I)DPs there is a high percentage of widows/widowers compared to the general population of Montenegro and other observed populations (Table 2.2.2).

Table 2.2.2: Comparison of results on marital status with the 2003 Census Results by populations, population 15+

	Census 2003	(I)DPs RAE	(I)DPs Non-RAE	Domicile RAE	Domicile Non-RAE
Number of observation	492,684	1,198	161	830	938
	%	%	%	%	%
Single (common-law marriage included)	31.3	40.8	39.1	57.6	38.3
Married	56.2	49.9	45.3	35.9	55.0
Widow/widower	8.7	8.7	14.3	6.1	5.7
Divorced	2.5	0.1	0.6	0.4	0.7
Unknown	1.3	0.5	0.6		0.3

Education, population 15+ years

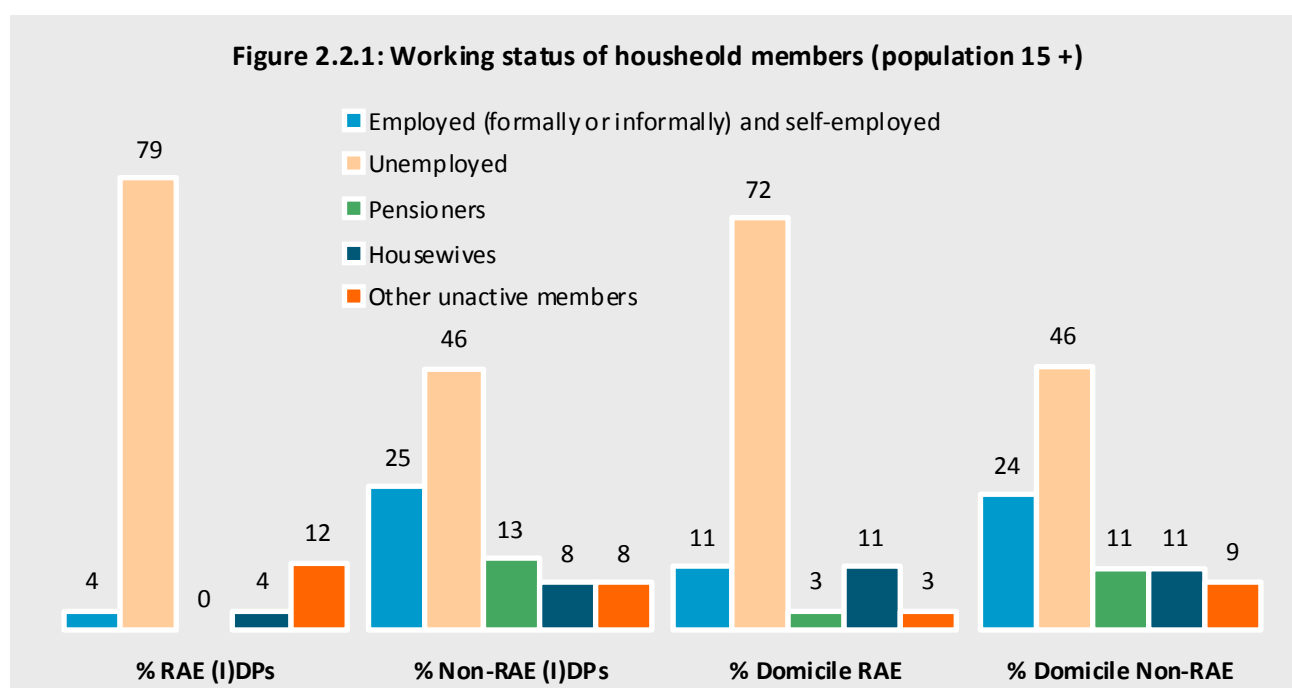
Non-RAE (I)DPs are characterised by a slightly higher educational status than the general population of Montenegro, according to the results of the 2003 Census of the Population. On the other hand, RAE (I)DPs are characterised by a very low level of education – as many as 74% of this population have not finished even one year of primary school, and another 19% have attended but not finished primary school. A very bad education situation is recorded among domicile RAE, where as many as 40% have not finished even one grade of primary school and 33% have attended but not finished primary school (Table 2.2.3).

Table 2.2.3: Comparison of results on educational status with 2003 Census Results by populations, population 15+

	Census 2003	RAE (I)DP	Non-RAE (I)DPs	Domicile RAE	Domicile Non-RAE
Number of observation	492,684	1,198	161	830	938
	%	%	%	%	%
Without schooling	4.3	73.5	8.7	49.1	13.6
1-3 grades of primary school	1.4	13.3	6.0	15.1	8.8
4-7 grades of primary school	8.3	9.0	8.2	18.9	14.0
Finished primary school	23.0	3.6	15.8	13.2	28.5
Finished secondary school	48.4	0.5	47.8	3.4	31.1
Finished college or university	12.6	0.1	13.6	0.2	4.0

Working activity

When household members aged 15+ are observed, in all four populations there is a high percentage of unemployed according to their self-declared working status. Just 4% of RAE (I)DPs are employed (formally or informally), 79% are unemployed, while 16% are inactive (housewives, the old and schoolchildren). Among the domicile RAE, just 11% are employed, 72% are unemployed, 3% are pensioners and 14% are inactive. In the population of non-RAE (I)DPs 46% household members aged 15+ are unemployed, 25% are employed, 13% are pensioners. In the population of the domicile non-RAE 46% are unemployed, 24% are employed, 11% are pensioners and 20% are inactive (Figure 2.2.1).⁴

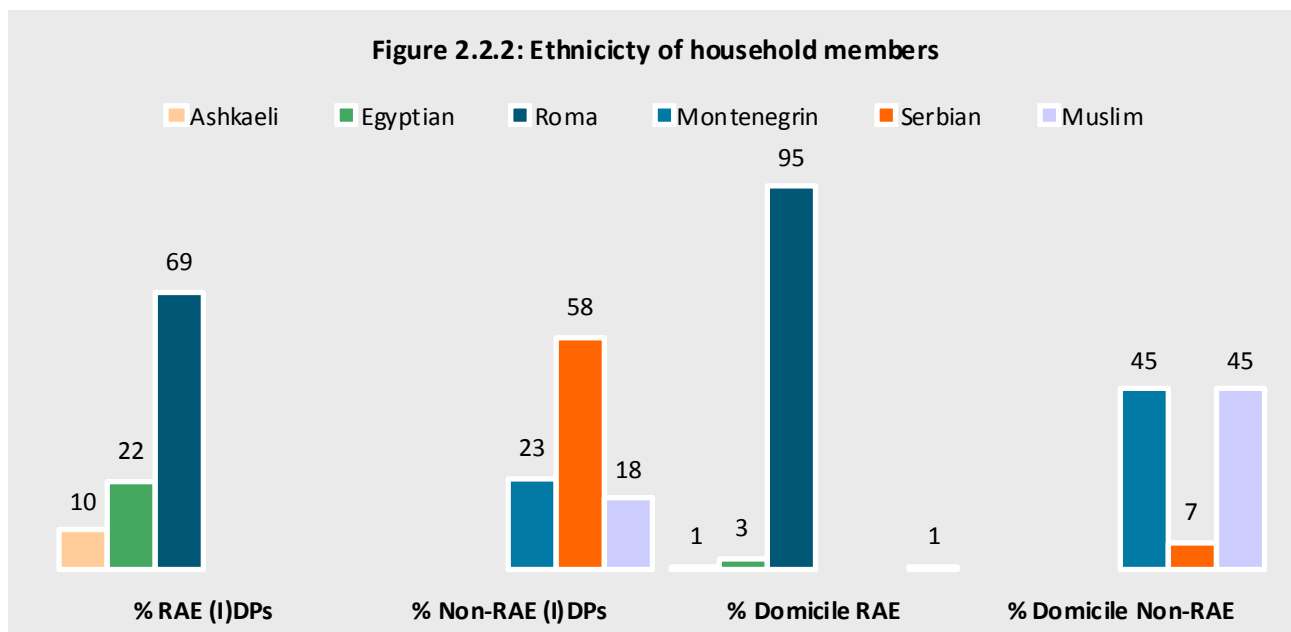


Ethnicity

When ethnicity is considered, 69% of (I)DP representatives of the RAE population declare themselves as Roma, 22% declare themselves as Egyptians and 10% as Ashkaeli. 95% of the domicile RAE population declare themselves as Roma. In the non-RAE (I)DP population, 58% declare themselves as Serbs, 23% as Montenegrins and 18% as Muslims. In the domicile non-RAE population, 45% declare themselves as Montenegrins and 45% as Muslims (Figure 2.2.2).

⁴ Missing values are not included in this analysis. The analysis was conducted only for people for whom we had information.

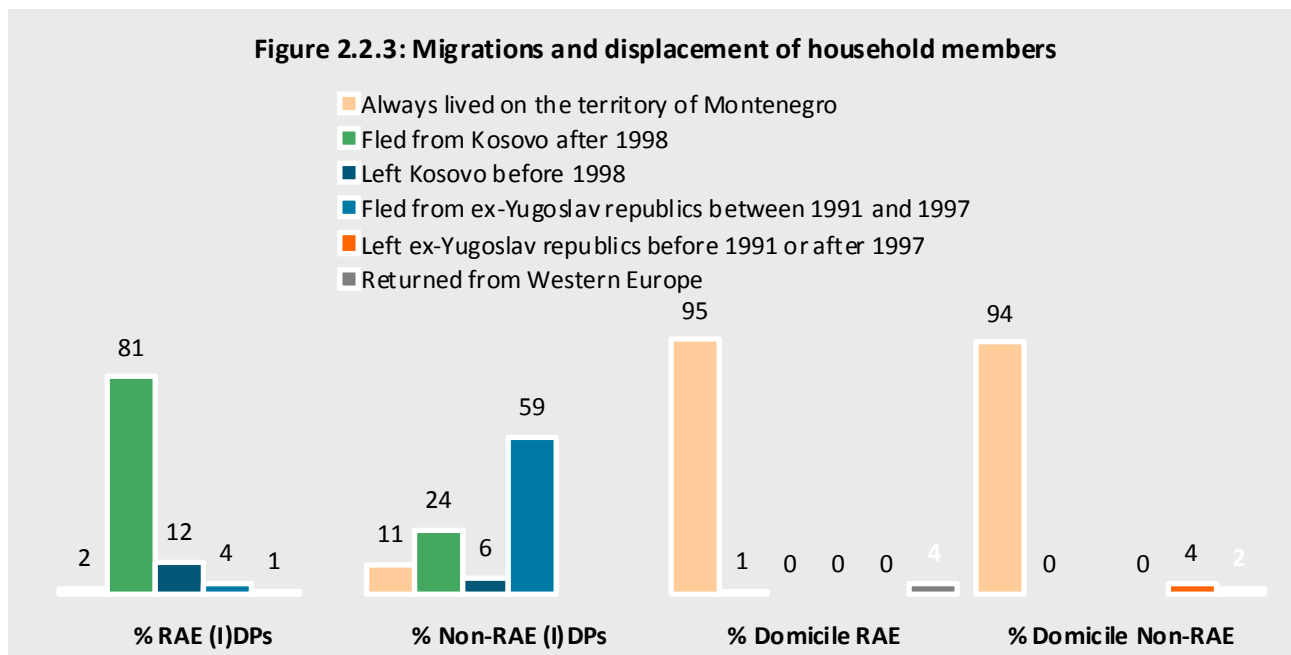
Figure 2.2.2: Ethnicity of household members



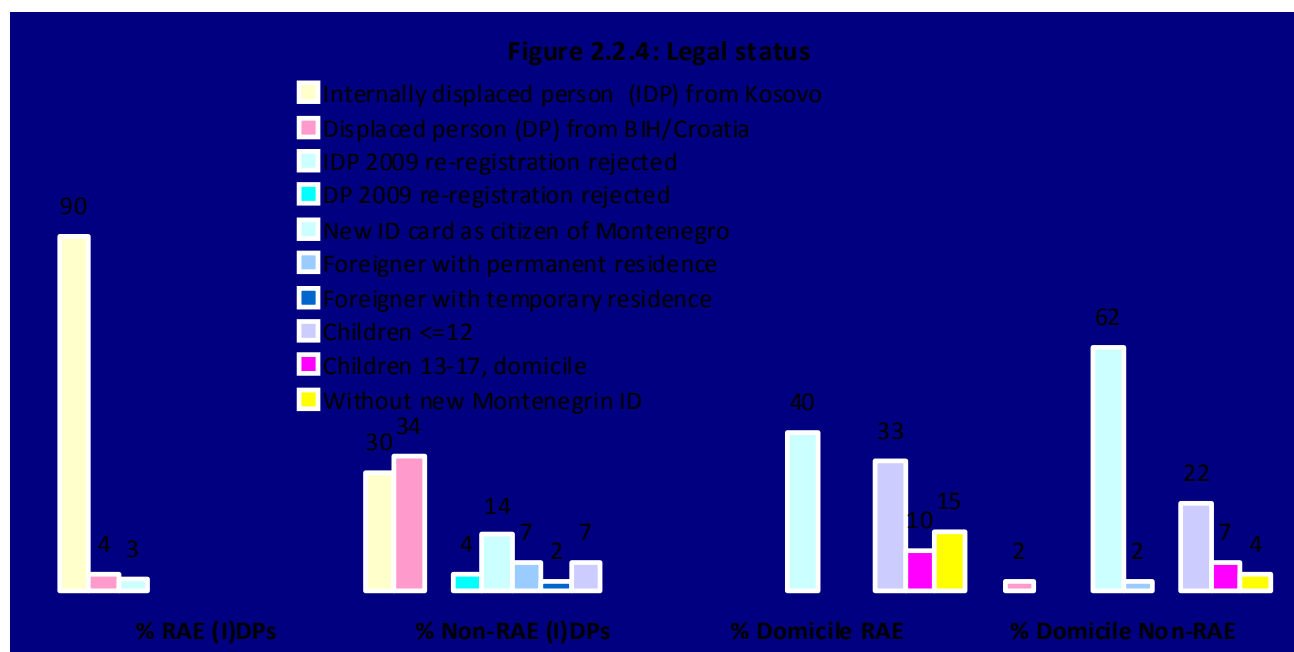
Legal status and displacement

In the RAE (I)DP population, 81% of the members of these households fled from Kosovo after 1998, while 12% left Kosovo in 1998 or before. 5% fled from the territory of ex-Yugoslav republics. In the non-RAE (I)DP population the structure is different, where predominant are people who fled from the territory of ex-Yugoslav republics - 59% of this population. 30% fled from Kosovo during or after 1998. 11% of the people from the non-RAE (I)DP population who claim to have always lived on the territory of Montenegro are mainly children born in Montenegro (Figure 2.2.3).

Figure 2.2.3: Migrations and displacement of household members



Regarding the legal status of household members, 90% of RAE (I)DPs have the status of internally displaced persons. 3% state that they have had their registration rejected. 4% have the status of displaced persons from Bosnia or Croatia. Among non-RAE (I)DPs 30% have the status of internally displaced persons, 34% have the status of displaced persons from Bosnia or Croatia, 4% had their 2009 re-registration rejected, 14% have a new ID card for Montenegro, 9% have the status of foreigner, and 7% are children. (Figure 2.2.4).



Having reviewed the basic demographic characteristics of households and their members, there are many household characteristics of all four studied populations that lead us to the conclusion that they belong to the category of vulnerable groups. Unemployment, and particularly the alarming unemployment of the breadwinner in a household, is conspicuous in all four populations. However, the RAE (I)DPs stand out as particularly vulnerable regarding their status in the labour market. Households with many children as dependent household members are prevalent in this population, while adults are mostly unemployed (79% of household members aged 15 or older are unemployed). The level of education is very low, 93% of household members over 15 failed to complete even primary school. Language represents an issue in itself since the members of only 7% of households speak Montenegrin or Serbian at home.

The domicile RAE are also in a difficult position, being a community with a large number of unemployed and inactive members (Graph 2.2.1), low levels of education among household members (Table 2.2.3) and a large number of children (Table 2.1.1). Montenegrin or Serbian are rarely primary languages in these households as well (only 16% of households). This population features particularly vulnerable households where a woman is the head of the household, since these are mostly widows with children, without any education and employment, themselves living on welfare.

Non-RAE (I)DPs have slightly different characteristics. This population is dominated by adults, even to the extent that the proportion of the over-65 population is slightly higher than average for Montenegro. Also, this population has a slightly better educational status than the Montenegrin average. Despite all that, this population too is dominated by unemployed members, which underlines their vulnerability. The demographic characteristics of the domicile non-RAE population place it closest to the general population of Montenegro.

3 HOUSING CONDITIONS

Housing conditions represent one of the most important measures of living standard. In this section we will pay special attention to housing infrastructure (the availability of electricity, water supply and sewerage), size, i.e. density of “living space”, heating used, possession and purchase of durable consumer goods.

- Coverage with electricity among non-RAE households is almost 100%, while the registered coverage of RAE households is somewhat lower.
- The situation is similar with the drinking water supply from the public water supply system. The percentage of coverage with drinking water from the public water mains among the non-RAE population slightly exceeds the percentage of coverage of RAE households. It is worth mentioning here that households that live in refugee camps are connected to the public water supply system through the sanitary blocks located in front of the prefabricated huts in which they live.
- The highest percentage of cases where the observed household does not share toilet facilities with other households was recorded among non-RAE households and the lowest percentage among RAE (I)DP households.
- Besides that, RAE (I)DPs households are also in the worst situation regarding housing conditions such as average floor area of the dwelling, number of rooms in the dwelling, number of rooms per household member and average floor area per household member. Of all the observed populations the best housing conditions according to these criteria were recorded among the domicile RAE population.
- Solid energy sources (primarily wood) are the most frequently used for heating among domicile households. Electricity as a source of energy for heating is also highly represented, while other sources of energy are used to an exceptionally small extent.
- Differences among the observed populations were also observed in terms of the possession of durable goods. Similar to previous indicators, RAE (I)DP households are the least equipped with durable goods, while domicile non-RAE households have the best living conditions according this criterion as well.
- Problems associated with the quality of accommodation are the most pronounced among RAE (I)DP households and the least among non-RAE households. Besides that, significant differences were observed between various settlements, whereas the households living in refugee camps are faced with problems to a much higher extent regarding the quality of accommodation.

3.1 EQUIPMENT IN THE HOUSEHOLD

Coverage with electricity among non-RAE households is almost total, both among domicile non-RAE (99.0%) and among RAE (I)DP households (100%). However, where RAE households are concerned, coverage with electricity is lower. Namely, 94.3% of domicile RAE households and 93.3% of RAE (I)DP households have electricity.

The situation is similar with the **drinking water supply** from the public water supply system⁵ whereas the percentage of coverage among the non-RAE population is higher (98.7% among domicile non-RAE households and 98.3% among non-RAE (I)DP households) than among RAE households (93.2% among domicile RAE and 97.5% among RAE (I)DP households).

Participants of focus groups who live in refugee camps state that they do not have water in the rooms in which they live, as well as toilet facilities. They bring water from sanitary blocks in the settlement, and they also use a shared toilet which is located outside the dwelling in which they live.

Almost 15% of RAE (I)DP households do not have a toilet facility. The same conditions are recorded among 10.2% of domicile RAE households. Non-RAE households are in a much better situation because just 6.9% of non-RAE (I)DP households and 1% of domicile RAE households do not have a toilet facility.

The highest percentage of cases where the observed household does not share toilet facilities (WC) with other households is registered among domicile non-RAE households (94.2%). If only domicile non-RAE households living outside the 5 settlements⁶ are taken into account, this percentage is even higher (98.5%). Households in which domicile RAE live have a separate WC in 79.6% of cases, while the highest percentage is recorded among RAE (I)DP households (22%). RAE (I)DP households are also in the worst situation according to other criteria, because the highest percentage of households that share a toilet with other households is recorded among them (63.3%) as well as the highest percentage of households that do not have their own WC (14.7%). Observed on the level of the settlement, the problem of the absence of a WC is the most pronounced in the Shanty Town settlement in which 21.2% of the households do not have a toilet facility.

87.9% of non-RAE (I)DP households and 69.5% of RAE (I)DP households use a flush to the piped sewer system. This type of WC is less frequently represented in domicile households. Namely, just 21.1% of domicile RAE households and 33.8% of domicile non-RAE households use a flush to the piped sewer system. In contrast to (I)DPs households, domicile households most frequently use a flush to a septic tank: 68.8% of RAE and 65.3% of non-RAE households.

From a territorial aspect, households which live in the refugee camps of Konik I, Konik II, the German House and Vrela Ribnička almost without exception use toilets with a flush to the piped sewer system. However, it is important to mention that toilet facilities within the dwellings do not exist in the **camps of Konik I and Konik II** and that households living in these camps use common sanitary blocks. The most represented type of WC in Shanty Town settlement is a WC with a flush to a septic tank (78.8%), while 21.2% of the households in this settlement do not have a toilet facility. One out of four domicile RAE households living outside the observed 5 settlements use a toilet with a flush to the piped sewer system. The same holds true for 41% of non-RAE households which live in the vicinity of the 5 mentioned settlements. Domicile households which live in the vicinity of these 5 settlements most frequently use toilets with a flush to a septic tank, 66.7% of RAE and 58.5% of non-RAE.

13.5% of (I)DPs RAE households solve the problem of waste materials from the household (garbage) by throwing it away on “unofficial”

⁵ Households living in refugee camps are connected to the public water supply prefabricated huts in which they live.

⁶ Konik I, Konik II, the German House, the Shanty Town and Vrela Ribnička



garbage dumps. This is also a very frequent occurrence in the Shanty Town settlement, where 18.1% of the households use this practice. According to participants of focus group discussions, as a result of such practice some households live in the close vicinity of the garbage dumps.

"I live directly by the garbage, we can't go out. Our people throw this garbage out. They don't want to move from that place. Garbage collectors come every second or third day. I am not near the garbage container, and I can't see who throws the garbage at night. I clean my courtyard.."

The size or density of "living space" is another important aspect of housing. The average floor area of flat (dwelling) space among RAE (I)DP households is 29.1 m² (7.3 m² per household member). They are followed by non-RAE (I)DP households, with an average floor area of dwelling of 33.5 m² (13.1 m² per household member). The average floor area of domicile RAE households is 69.6 m² (19.1 m² per household member) while the dwellings of domicile non-RAE households have an average floor area of 79.4 m² (23.1 m² per household member). It is worth mentioning, for the sake of comparison, that the average floor area of a flat⁷ in Montenegro is 67 m², with an average of 3.1 household members per flat, or 21.7 m² per household member.

Significant differences were recorded among the observed populations according to the number of rooms in the dwelling they use. Namely, domicile non-RAE households have an average of 2.5 rooms, domicile RAE households 2.3, RAE (I)DP households 1.5 rooms and non-RAE (I)DP households have 1.3 rooms on average.

In RAE (I)DP households there are an average of 3.7 household members per room. Among non-RAE (I)DP households, there are 2.6 household members per room, domicile RAE households have a slightly larger number of household members per room (2.7). The smallest average number of household members per room is recorded among non-RAE domicile households (1.9).

Participants of focus groups who live in a camp confirmed these findings, specifying an even larger number of household members per room.

"I live with my brother's five children and my brother in one room. 7 of us in one room, and I am sick..."

Extreme forms of housing deprivation⁸ are recorded among as much as 64.7% of the RAE (I)DP population and 40% of the domicile RAE households, and significantly less frequently among domicile non-RAE households (18%).

⁷ Source: Monstat, Statistical yearbook, 2010.

⁸ Criterion: less than 6 m² per household member or more than 3 household members per one room. V.Alam et al, 2005, p. 275 277

Ownership of a flat (dwelling) is the least represented among non-RAE (I)DP households (27.6%) and RAE (I)DP households (45.2%). The situation is better among domicile RAE households, where more than a half of the households (53.6%) own the flat/house in which they live. 71.1% of domicile non-RAE households own the flat/house in which they live.

RAE (I)DP households mainly live in huts (79.8%). This type of accommodation is highly prevalent among domicile RAE households (18.1% of cases).

A difference was observed between (I)DPs and domicile households according to materials from which the dwellings in which they live are made. Among (I)DPs households, the floor in the dwelling is often made from untreated materials such as wooden planks, while in domicile households the main materials are treated materials and concrete.

The materials used for the construction of (I)DPs' huts are particularly at risk of the spread of fire, which was confirmed several times in the past year in fires which hit the refugee camps in this area. According to our respondents, fear of fire is one of the biggest problems that residents of camp are daily faced with. Several previous cases were mentioned, and according to them, the materials and conditions are such that fire is almost inevitable.

"There is electricity, but water is dripping from the roof and the fire will break out. It happened recently. You heard about it on the TV, several huts burned down. If we continue like this for another 10 years, we will not be alive, this is not life. We can't even sleep freely. In several days the huts will catch fire because of the sun."

"The last time we had a fire in the settlement a child was burnt to death in one room. I was their neighbour, I got a pickaxe and got the child out, but he was already dead."

Electricity as a source of energy for heating is used by 47% of RAE (I)DP households and 69% of non-RAE (I)DP households. Solid energy sources, primarily wood, are by far more present among domicile households (87.5% of domicile RAE households and 87.1% of domicile non-RAE households).

Solid sources of energy are exceptionally inefficient for heating purposes, and they are usually more prevalent among poor and financially deprived households. The findings of this research do not support these assumptions because a high percentage of RAE (I)DP households use electricity as a source of energy for heating. However, one section of the financially deprived households often resort to piling up debts for unpaid electricity or illegal connection to the electricity supply. Almost all participants of focus groups who use electricity for heating confirm having excessive debts for electricity.

"Yes, my bill is about €200. At the moment my total debt for electricity is €4,150."

In the period following data collection, newspaper articles and Internet portals informed about a number of cut-offs of electricity in refugee camps in Konik due to months-long outstanding debts.⁹

Electricity as a source of energy for cooking is used by 44.5% of RAE (I)DP households, 72.4% of non-RAE (I)DP households, 24.2% of domicile RAE households and 43.7% of domicile non-RAE households. Wood as a source of energy for cooking is predominantly used by domicile RAE households (74.7%), and the least by non-RAE (I)DP households (24.1%)

Besides electricity and wood, other sources of energy are used for cooking and heating to an extremely small extent.

Data about possession of durable goods in the household indicates an even larger difference between the observed populations. RAE (I)DP households have considerably less well-equipped dwellings.

77.5% of RAE (I)DP households and 90.9% of domicile RAE households possess a TV set. 98.7% of domicile non-RAE households possess a TV set as well as every interviewed non-RAE (I)DP household.

RAE (I)DP households possess a refrigerator in 54.6% of cases, a radio in 38.5%, a boiler in 12.2%, a washing machine in 7.6%, an air conditioner in 8.9%, a personal computer in 4.8%, a fixed phone line in 3.2% and a dishwashing machine in 0.7% of cases. Participants of focus groups who live in huts do not have their own kitchens, but they share a kitchen.

"We share everything... We have to share a stove, there are 2 stoves for 15 families. Now we are coping by ourselves."

Regarding the possession of mentioned goods, domicile non-Roma households are in the best situation. 94.9% of them possess a refrigerator, 71.1% possess a radio, 89.4% have a boiler, 91.0% have a washing machine, 61.7% have an air conditioner, 46.9% have a personal computer, 46.6% have a fixed phone line and 26.0% have a dishwashing machine.

Mobile phone coverage is very high among all four populations, so 82.6% of refugee RAE households own at least one mobile phone; at least one mobile phone is owned by 94.8% of refugee non-RAE households; 88.3% of domicile RAE households and 96.5% of domicile non-RAE households.

There is also a significant difference regarding ownership of cars. More than a half of domicile non-RAE households own a car (55.9%). They are followed by domicile RAE (27.9%) and refugee non-RAE households (27.6%), while the percentage of households that own a car is the lowest among refugee RAE households, 11.2% of cases. FGD (focus group discussion) information points out that RAE (I)DPs use motorbikes, tricycles and other vehicles used for the transportation of secondary raw materials, often the only source of income for this population. Participants of focus groups say that one of their greatest problems is the ban on the usage of these vehicles, which makes it very hard for them to earn anything.

⁹ <http://www.cafemontenegro.com/index.php?group=8&news=174764>

“They banned carts, motorbikes and bicycles because of tourists. But we have to use them to earn a living.”

An extremely low percentage of households from these observed populations own agricultural land, amounting to only 16 households, among which 12 belong to the non-RAE domicile population. A similar number of households (16) own cattle and poultry (8 refugee RAE households and 5 domicile non-RAE households). Camp residents indicate that, besides the absence of conditions for growing crops and raising livestock, RAE (I)DPs are not allowed to undertake such activities, although they are interested in them.

“No, we are not allowed to raise animals or cultivate land. We are entitled to a temporary stay, and we are not allowed to take a house or cultivate land...”



Table 3.1.1 Basic housing indicators

	RAE (I)DP households	Non-RAE (I)DP households	Domicile RAE households	Domicile non-RAE households
Base	436	58	265	311
Housing deprivation	%	%	%	%
Overcrowded (more than 3 people per room)	64.7	43.1	40	18
Living space				
Average flat surface in m ²	29.1	33.5	69.6	79.4
Average surface per member in m ²	7.3	13.1	19.1	21.7
Average number of rooms per flat	1.5	1.3	2.3	2.5
Average number of members per room	3.7	2.6	2.7	1.9
Ownership	%	%	%	%
Ownership	45.2	27.6	53.6	71.1
Basic infrastructure	%	%	%	%
Electricity	93.3	100.0	94.3	99.0
Running drinking water	97.5	98.3	93.2	98.7
Toilet with flush to piped sewer system	69.5	87.9	21.1	33.8
Toilet with septic tank	15.8	5.2	68.8	65.3
No toilet	14.7	6.9	10.2	1
Shared toilet	63.3	44.8	10.2	4.8
Fixed phone line	3.2	3.4	15.5	46.6
Source of heating energy	%	%	%	%
Electricity	47.0	69.0	11.7	12.9
Wood	50.0	31.0	87.5	87.1
Source of cooking energy	%	%	%	%
Electricity	44.5	72.4	24.2	43.7
Wood	53.9	24.1	74.7	54.3
Presence of durable goods	%	%	%	%
TV	77.5	100.0	90.9	98.7
Fridge	54.6	87.9	75.8	94.9
Radio	38.5	56.9	51.7	71.1
Water heater	12.2	89.7	57.7	89.4
Car	11.2	27.6	27.9	55.9
Washing machine	7.6	77.6	48.7	91.0
Air conditioner	8.9	48.3	23.4	61.7
Computer	4.8	34.5	18.1	46.9
Dishwasher	0.7	6.9	4.9	26.0

Problems related to the quality of accommodation are the most present among RAE (I)DP households, and the least present among non-RAE domicile households. Additionally, there are significant differences across settlements, so households located in refugee camps face problems due to quality of their accommodation a lot more.

In their own words, RAE (I)DP households mainly have problems with a leaking roof (82.6%), followed by a

crowded and small living space (79.8%). 79.6% of RAE (I)DP households have problems with damaged joinery (doors, windows) and 79.1% with damaged walls and floors. Damp is a problem for 60.3% of these households, and an identical percentage mention the problem of air pollution. Noise from neighbours or from the street is mentioned by a little more than a half of RAE (I)DP households, exactly 53%, and 45.9% claim to have a problem with a lack of daylight.

Besides these problems, participants of focus groups who live in refugee camps also single out problems with flooding, basic camp infrastructure being far from the huts they live in, but also problems with hygiene and the presence of rats and mice.

We have nothing, you should see how dirty our kids are now. We have no life in the camp. Water is far away, the toilet is far away. We fear our house might catch fire. The conditions are horrible.

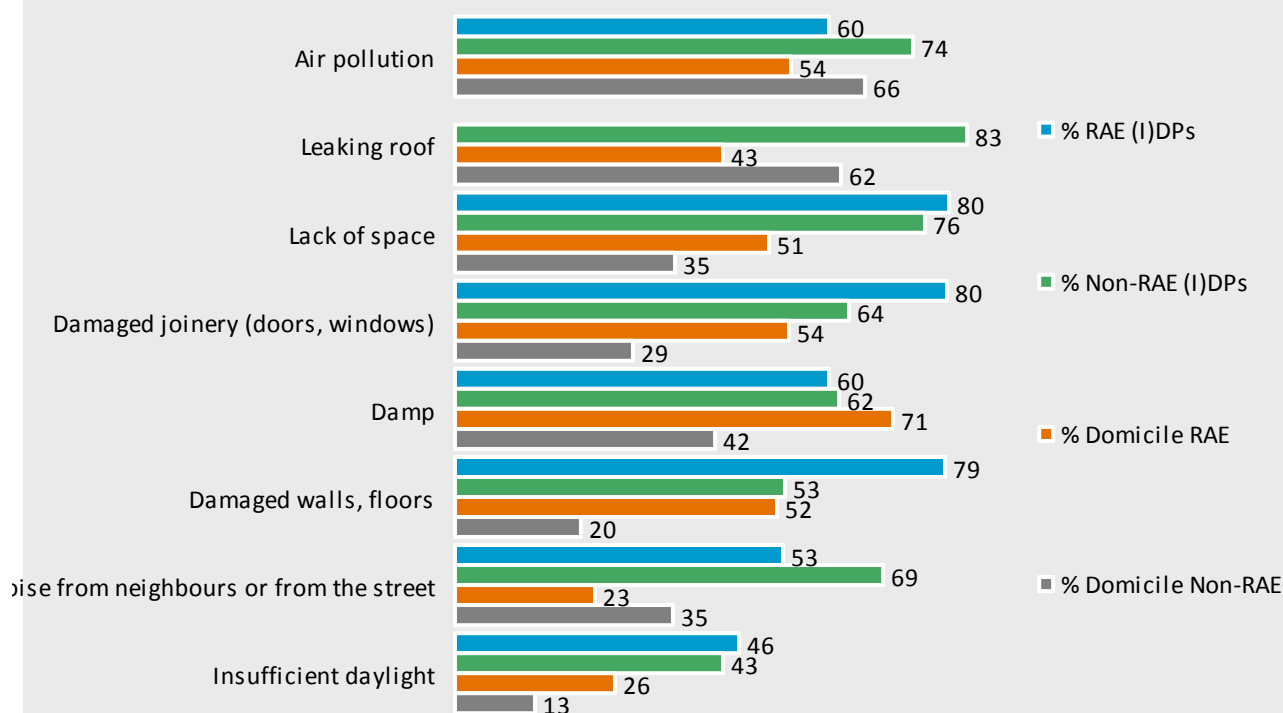
Floods happen... When I'm in the toilet, water drips on my back. The bathtub is a problem as well.

The floor is uneven in my house. We have mice, rats, I put something to close up the hole but they appear all the same. A rat bit my child's hand.

It's made of wooden planks, 4 rooms on one side and 4 on the other under one roof. There are rats as well. A rat bit one girl's ear and she went to the hospital. When it's raining you need boots to enter the camp.

A higher percentage of RAE domicile households than households from other populations face the problem of damp (70.6%), while they rarely complain about noise (22.6%).

Figure 3.1.2: Problems with living space



Observed by settlement, households located in refugee camps Konik I, Konik II and the German House are in the group of most vulnerable households in terms of the quality of and problems they face in their accommodation. The most common problem which occurs in these settlements is the leaking of roofs (85.9%), more than 80% of households from these three settlements have problems with damaged doors, windows, walls, floors, but also with insufficient housing space. Participants of focus groups who live in refugee camps mentioned problems with poor installations.

The damp is horrible, it can cause disease. Conditions are not much better in a building, but we do have water, a bathroom, electricity, sewerage. Damp is the problem, installations are bad.

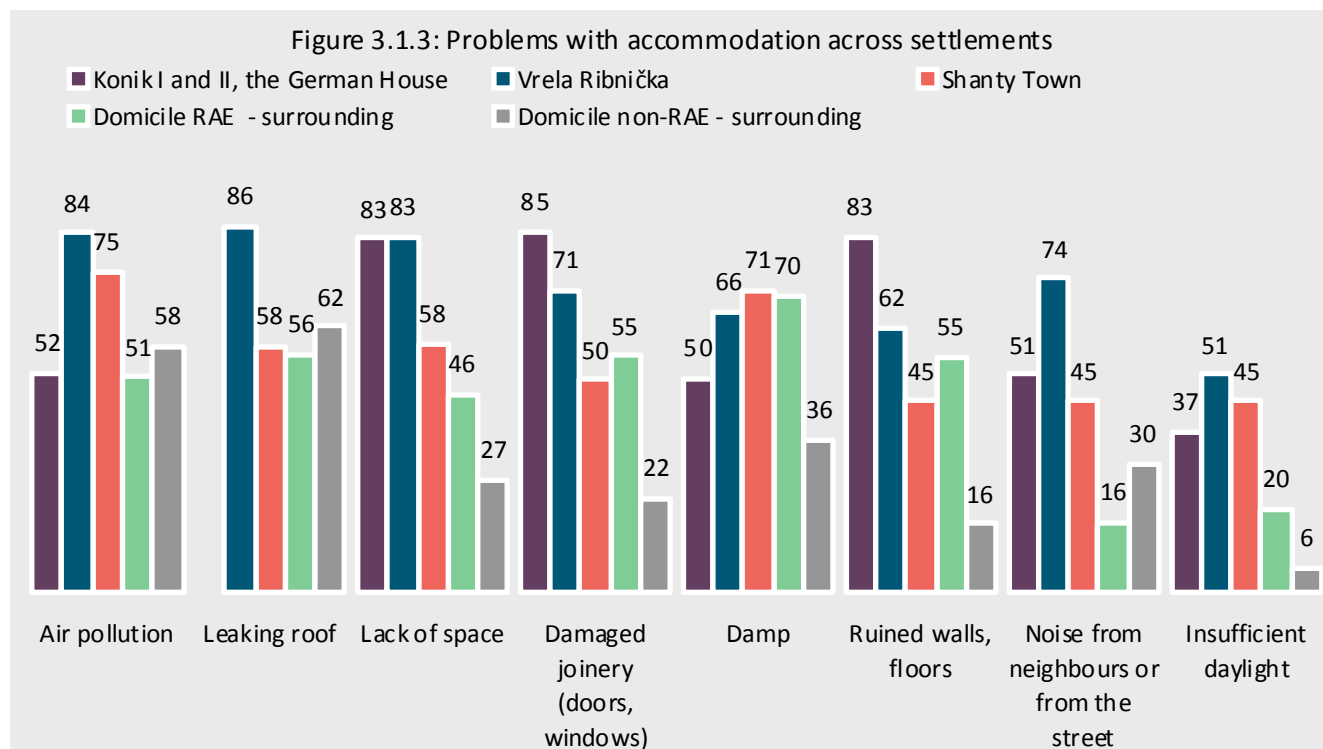
The most pronounced problem that households located in Vrela Ribnička face is air pollution (84.3%), followed by a lack of space (83%). More than 70% of these households have problems with damaged joinery and noise, and more than 60% of households have problems with damaged walls and damp. A leaking roof is a problem for 57.8% of households from Vrela Ribnička, while 51% of households have problems with lack of daylight.

Air pollution and damp are the most common problems residents of the Shanty Town face. This problem is mentioned by more than 70% of households from this settlement.

Households located outside of the five mentioned settlements face a lot less problems than households located in the Shanty Town, Vrela Ribnička, the German House and refugee camps Konik I and Konik II. The exception is the problem of damp that 69.6% of domicile RAE households located near these settlements face. Damp is also a

problem for domicile non-RAE households, which is confirmed by focus groups findings as well.

I used to live in a flat where I got pneumonia due to bad conditions. I moved. We used wood for heating. A house under a slab, terrible damp in it. Water drips everywhere.



Observed in general, a higher percentage of non-Roma households mention environmental problems such as pollution and dirt, than RAE households. Observed by territory, these problems are mainly mentioned by households located in Vrela Ribnička and the Shanty Town, but also domicile RAE households from the surroundings.

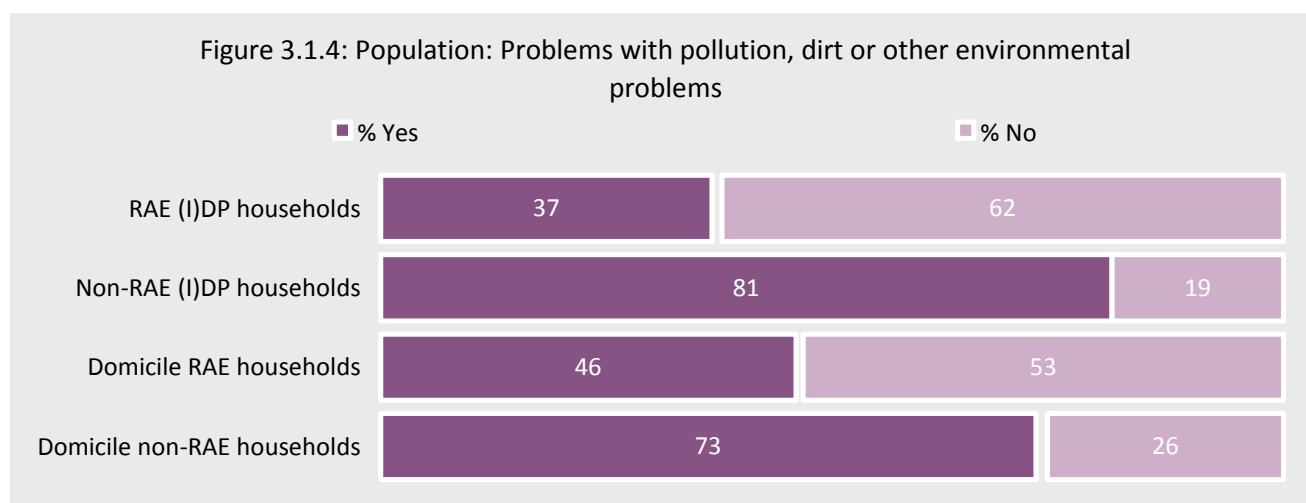
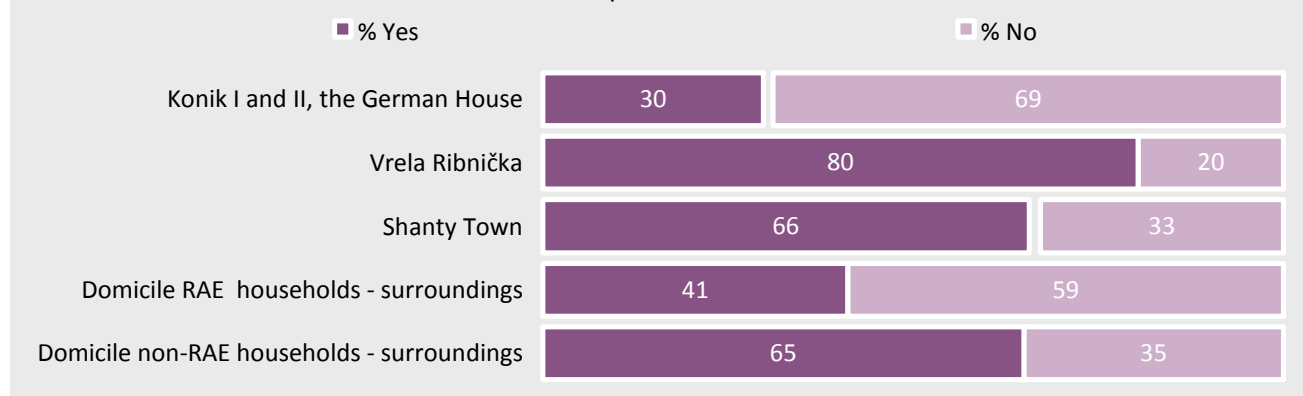


Figure 3.1.5: Settlements: Problems with pollution, dirt and other environmental problems



3.2 WEALTH INDEX AS A MEASURE OF MATERIAL DEPRIVATION

The welfare index was used as a measure of material status of the household. This index is a composite of various non-monetary characteristics of the household. The idea to use an index based on non-monetary characteristics as a measure of welfare is not new. Various forms of approximation of the living standard of a household which use non-monetary factors are widely present in literature dealing with global poverty, and they are most frequently known as the “Wealth index” (Rutstein & Johnson, 2004). There are several reasons for using it. The collection of data needed to thoroughly measure total household income or expenditure is very demanding, and questionnaires such as the LSMS (Living Standard Measurement Survey) or HBS (Household Budget Survey) questionnaire usually have several hundred questions and several hours are needed to fill them out. Such a demanding methodology results in the fact that it is almost impossible to make a questionnaire with which some other indicators are examined with the same seriousness (e.g. in the area of health and education). The welfare index allows assessment of the economic status of the household through a smaller number of questions. Besides that, the measurement of household consumption or income still does not represent a perfect measure of living standards due to very important unresolved problems (underestimation of real income, distribution of income in the household, structure of consumption within the household, issue of coverage of all costs, etc.) (see Rutstein & Johnson, 2004). In addition to that, a very important characteristic of income and consumption as a measure of the living standard is the fact that they are changeable over time (consumption to a slightly lesser extent than income) and they indicate the current economic situation of the household, while the welfare index is an indicator of the longer-term situation since it is based on variables which generally remain unchanged for years.

Calculation of the welfare index

The welfare index has been used in numerous studies, among others it is regularly used in the MICS study which UNICEF conducts once every five years in various countries worldwide. For the purpose of this study we used the same characteristics of the household and the same way of extracting the index as was done in the MICS3 study in 2005. Minor changes were applied just to exclude gas as source of energy for cooking and central heating, since neither gas nor central heating are available in Montenegro. As a result, the variables included in the welfare index in this study were: the number of household members per room, supply of running water, connection of toilet to the sewerage system or septic tank, materials from which the floor, walls and roof are made, type of energy source used for cooking, as well as possession of various durable goods such as: a refrigerator, washing machine, dishwashing machine, hot water boiler, air conditioner, personal computer, television set, radio, fixed-line telephone, mobile telephone, and car, while the index itself represented the first factor extracted by factor analysis. In order to make possible comparison of the populations which are the focus of this research it was necessary for the welfare index to be independent from the studied populations. To make its meaning more understandable the best solution was to make it representative of the Montenegrin population. For this purpose the original idea was to apply to our populations the welfare index used in MICS, 2005 in Montenegro or the Survey on Health from 2008. However, detailed analysis has shown that the general living standard and possession of durable goods for some of the key components of the index have increased significantly in the past few years (this particularly holds true for possession of air conditioners, personal computers and mobile telephones), so it was not possible to use the findings of previous studies as reference for this research. For this reason we decided to observe as a reference group the non-RAE who live in the vicinity of the Konik settlement because, of all the studied groups, this is the closest to the average in Montenegro according to material characteristics. It is worth mentioning that, according to the results of this study, this group also lives in slightly worse conditions than the average citizen of Montenegro since their average income is €434 while the average salary in Montenegro in April was €473 according to MONSTAT (see Section 4 – Household income). Consequently, it seems that the welfare index calculated for the total population of Montenegro would indicate even severer poverty among the observed groups.

The factor extracted for non-RAE living in the vicinity of the Konik settlement was then divided into 5 quintiles and we determined the value which defines belonging to the first quintile, that is, the estimated poorest 20% of citizens in Montenegro. Using the method of regression we subsequently calculated the welfare index for the remaining sample, and, based on value of index which defines the poorest 20% of citizens in Montenegro we calculated which percentage of each studied population belongs to this group, that is, to the first quintile of the poorest.

The following figures (Figure 3.2.1 and Figure 3.2.2) show the percentage of people and percentage of households from each of the studied populations and territories which belong to the first quintile, that is, to the poorest 20% of citizens in Montenegro.¹⁰ We can see that, measured by the welfare index, the situation of RAE (I)DPs is the worst compared to the other observed populations. Besides this, residents of refugee camps Konik I and II and the German House live in considerably worse conditions than residents from other settlements.

¹⁰ As explained within the calculation of the welfare index, these values should be observed only against each other, comparing the poverty among our groups, since the choice of non-RAE living in vicinity of Konik region as a reference group, that is, as representatives of average households in Montenegro, the assessment of welfare is slightly underestimated. The higher the index measure is, the poverty is also higher.

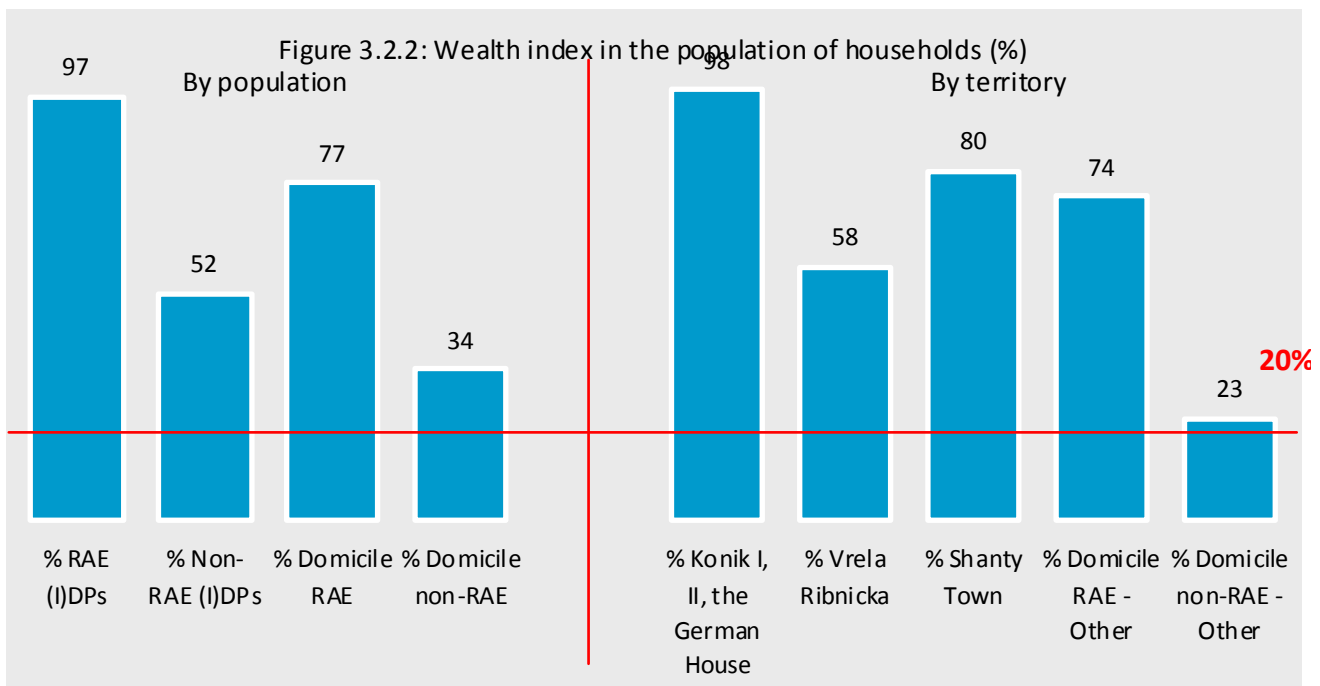
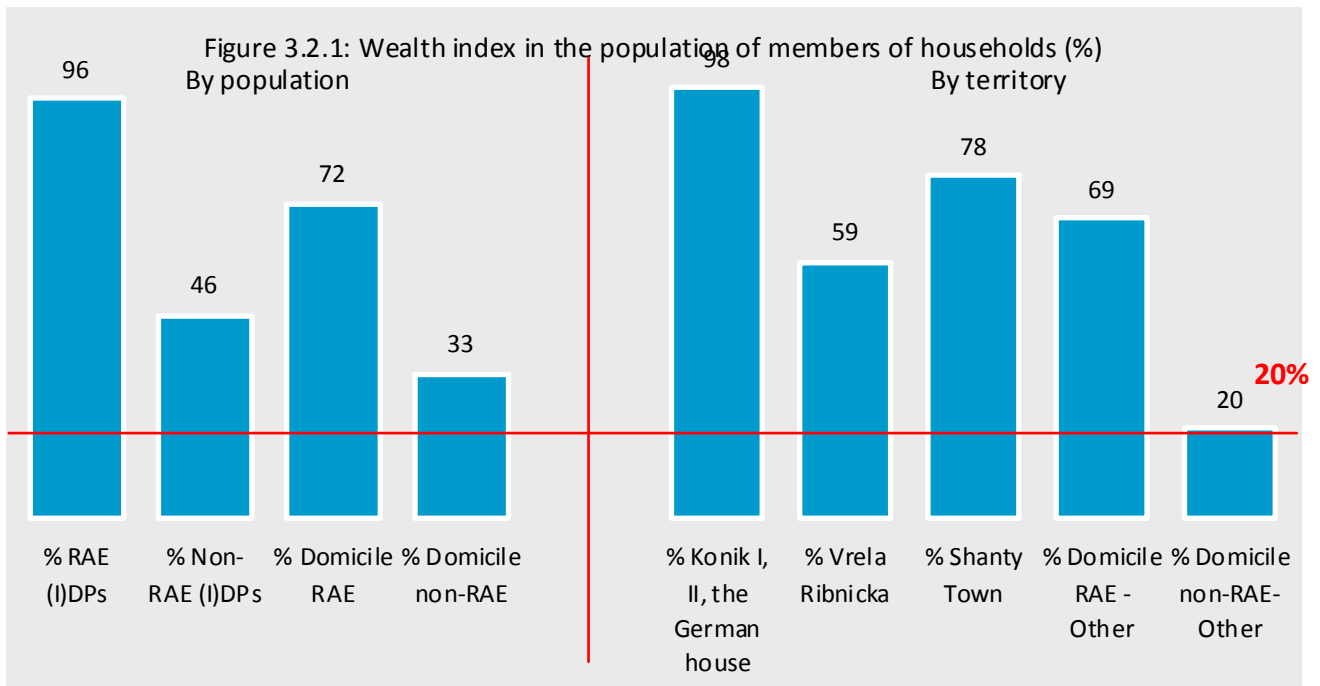


Table 3.2.3 presents some characteristics regarding the wealth index of households:

Table 3.2.3: Comparison of households depending on wealth index

	RAE (I)DPs		Non-RAE (I)DPs		Domicile RAE		Domicile non-RAE	
Wealth index	20% poorest	Other	20% poorest	Other	20% poorest	Other	poorest	Other
Average number of household members	5.05	6.29	2.87	3.57	4.74	6.25	3.92	4.23
Number of observations	363	14	24	27	179	55	93	193
Average monthly income of household (€)	130	211	245	403	197	285	227	442
Average monthly income of household per unit of equivalent scale (€)	55	67	140	189	84	105	111	192
Percentage of heads of households without elementary education (%)	71.4	38.5	3.4	0.0	44.6	19.7	4.7	1.0
Percentage of heads of households active in the labour force (employed and unemployed according to self-declaration) (%)	78.2	71.4	53.3	17.9	73.0	41.0	54.2	31.4
Percentage of households that receive social assistance (%)	1.9	21.4	10.0	3.6	28.9	32.8	33.6	15.2

It is noticeable that there is a difference between poor and other households according to the wealth index in terms of income, as well as in education and employment status of the head of the household.

Data showing that among RAE (I)DPs who do not belong to the group of the poorest 20%, one-fifth are social care beneficiaries demonstrates that this social programme can really help this population. On the other hand data showing that almost the same percentage of domicile RAE who belong to the poorest 20% receive this benefit demonstrates that this type of help is not targeted well.

4 HOUSEHOLD INCOME

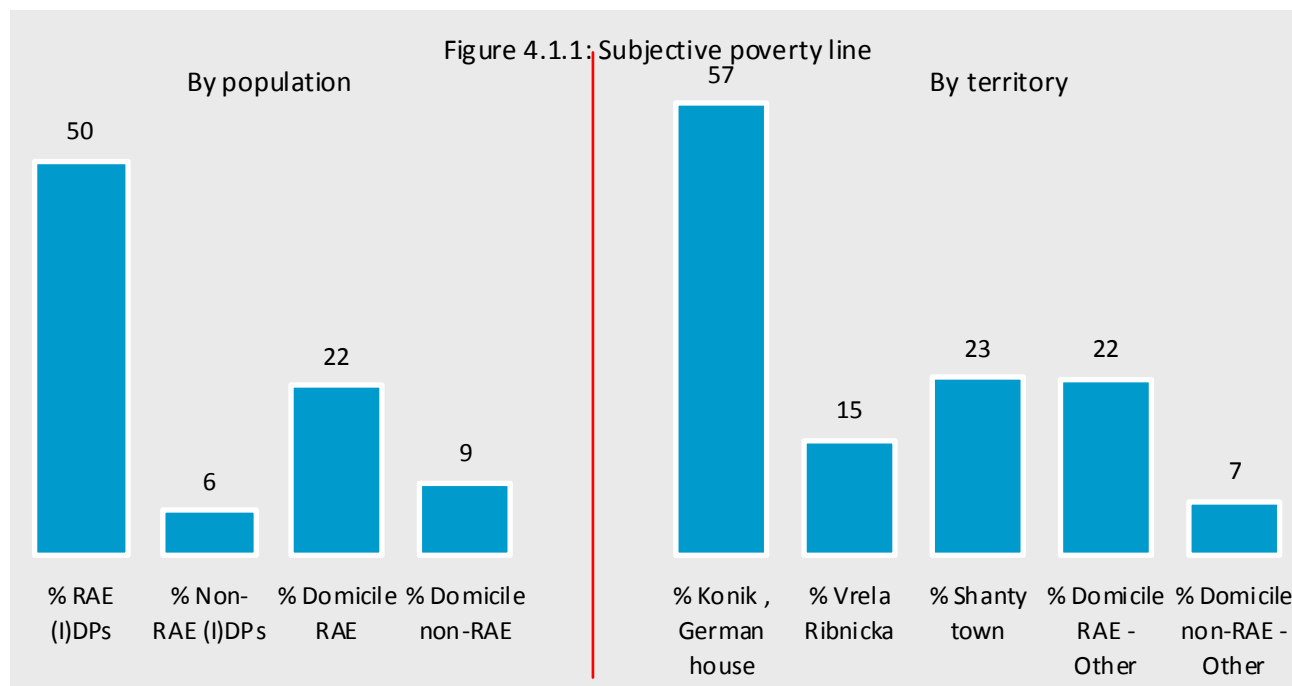
All studied groups belong to the poorer segment of the population in Montenegro, even the non-RAE who live in the vicinity of the (I)DP settlements. Nevertheless, according to various financial indicators, both subjective and objective, the population of RAE (I)DPs stands out as the poorest. Due to unsolved status issues, representatives of this population are mainly unable to work, which is why as much as 67% of their income comes from the collection of secondary raw materials, junk and old items (among the residents of Konik and the German House as much as 82% of income comes from this source). In second place by financial poverty are the domicile RAE, while non-RAE (I)DPs live in slightly better conditions, probably because they do not have such great difficulties in finding jobs (52% and 57% of their income, respectively, comes from formal employment).

4.1 SUBJECTIVE ASSESSMENT OF LIVING STANDARD

Subjective assessment of poverty and subjective evaluation of the financial position of the household are measures which correlate with objective poverty, as numerous studies show (Krstić, 2007). Although these studies show subjective poverty is usually greater than objective poverty, we can assume that the proportion of objective and subjective poverty is the same, independent of the population, so we can compare the populations at the focus of our interest relative to subjective poverty and subjective evaluation of their financial situation.

For the purpose of defining subjective poverty we used respondents' answers to the question about the lowest monthly amount of money with which the household could cover basic needs during one month. As a threshold of subjective poverty we took the absolute poverty line defined by MONSTAT for 2009, which amounted to €169.13¹¹. In this way we arrive at the fact that subjective poverty was most widespread among the RAE (I)DP population, and least widespread in the non-RAE population (Figure 4.1.1). If observed territorially, subjective poverty was most widespread in Konik (57% in Konik I), and least widespread among the non-Roma living in the vicinity of (I)DP settlements.

¹¹ In order to be able to use the absolute poverty line calculated by MONSTAT for the calculation of subjective poverty, a subjective assessment of the minimal amount of money was corrected by differences in the size of the household using the modified OECD scale (*Equivalent scale unit* = $0.5 + 0.5 \cdot \text{Adults} + 0.3 \cdot \text{Child}$). People up to 14 years of age are considered children, and people above 14 years of age are considered adults. According to MONSTAT data for 2009, 6.8% of the population were below the poverty line. At the time of the preparation of this study, the data for 2010 still had not been published.



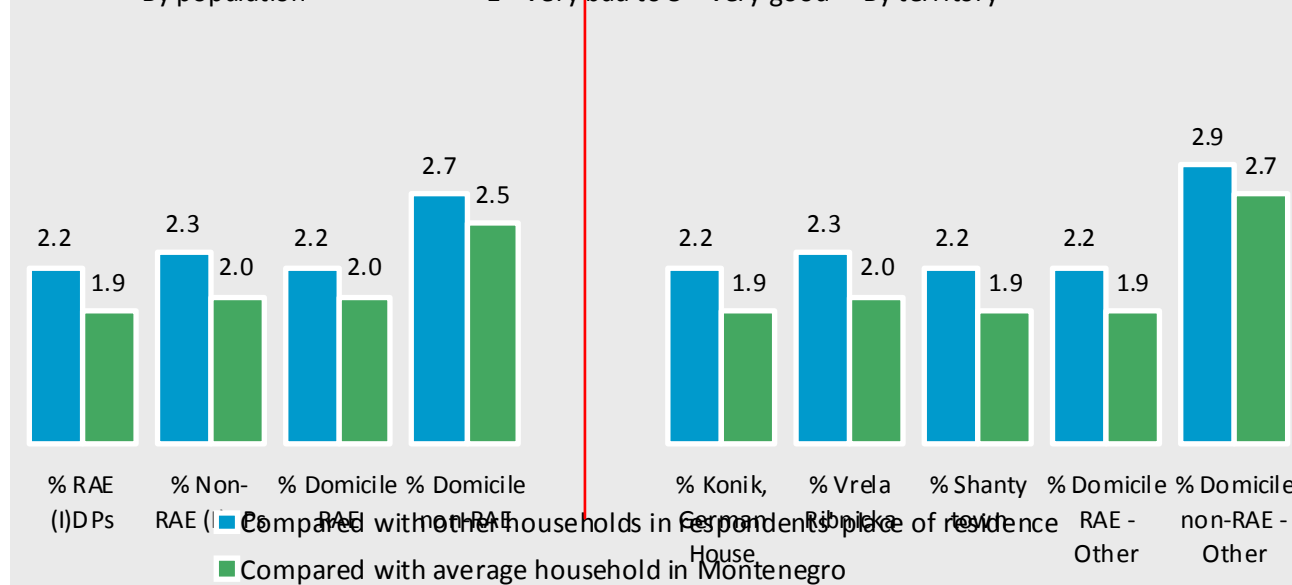
Subjective evaluation of the current financial situation of the household also indicates similar differences among the groups (Figure 4.1.2). Subjective evaluation of the current financial situation was obtained on the basis of the question: “What is your opinion on the financial situation of your household?” with answers on a 5-point scale ranging from 1–very bad to 5–Very good. We can see that assessment of financial situation is considerably worse when it is compared with the average household in Montenegro than when it is compared with other households in the same settlement.

The answers from participants of focus group discussions confirm this finding, since RAE (I)DPs usually evaluate their situation with grade 1, while domicile non-RAE mainly gave grade 3 and described their situation as bearable.

RAE (I)DPs: “Bad. So bad, that it can't be worse, we work as much as we can, we work a lot, but we earn little.”

Domicile non-RAE: “Grade three, because it's just right. We neither live in luxury nor do we lack anything...”

Figure 4.1.2: The subjective assessment of financial situation, on a scale from 1 to 5:
By population 1 - Very bad to 5 - Very good By territory



4.2 STRUCTURE OF INCOME

Total household incomes were observed taking into account the following income categories:

1. Income from primary, extra and other seasonal and occasional jobs of all household members
2. Remittances (Money from friends and relatives from country and abroad)
3. Pensions (old age, war veterans', disability), as well as pensions from abroad
4. State social assistance
5. Humanitarian aid from various humanitarian organisations
6. Income from the sale of agricultural products, animals and animal products
7. Savings, investments, inheritance, life insurance, incomes from property, renting, selling, etc.
8. Street begging
9. Collecting and selling various junk and old items (paper, iron...)
10. Other sources of income¹².

¹² Households which stated that they have income from the work of some other household members but refused to give information about the amount of this income were not included in this analysis. Total expenditure and income were divided by an equivalent scale unit in order to take into consideration the household's economic situation. The new OECD scale was used ($Equivalent\ scale\ unit = 0.5 + 0.5 * Adults + 0.3 * Child$). People up to 14 years of age are considered children, and people above 14 years of age are considered adults. This data is presented in Table 4.2.1, while the text focuses on the total incomes of the household.

The average monthly income recorded by this methodology was €133 in April 2010 in the population of RAE (I)DPs, €328 in the population of non-RAE (I)DPs, €218 in the population of domicile RAE, and €372 in the population of domicile non-RAE. Since the average salary in Montenegro is €473¹³ we can see that all the studied groups fall into the poorer segment of the Montenegrin population, even the non-Roma who live in the vicinity of the (I)DP settlements.

If we observe structure of income we can see that it considerably varies depending on the observed population. Namely, in the population of RAE (I)DPs as much as 67% of income comes from the collection and sale of secondary raw materials, junk and old items and another 12% from occasional and seasonal jobs. Income from primary jobs contributes just 7% to the total income of these households. Besides that, almost nobody has a pension in this population, or claims state social assistance.

In other groups the most important source of income is the primary job, although there are differences among the domicile RAE, where the share of the primary job is 38% of total income, the share of the main job of total income among RAE (I)DPs is 52%, and in case of domicile non-RAE, 57%. The second most important source of income among domicile RAE is state social assistance (18% of total income). What seems to pull non-RAE (I)DPs out of poverty to some extent are foreign pensions (probably from ex-Yugoslav republics) which accounts for 6% of their income, while it almost does not feature in the income of RAE (I)DPs.

It is interesting that income from aid provided by humanitarian organisations was not reported in any group. The reason probably lies in the fact that humanitarian organisations do not help in the form of money, but in the form of various material goods and services.

¹³ MONSTAT, Monthly report for April

Tables below (Table 4.2.1 and Table 4.2.2) show the structure of income by populations and territory.

Table 4.2.1: Average monthly income per household (total and per equivalent scale unit) and structure of income by populations

	RAE (I)DPs	Non-RAE (I)DPs	Domicile RAE	Domicile non-RAE
No. of households in sample	377	51	234	286
Average no. of household members	5.09	3.21	5.09	4.12
Average equivalent scale unit	2.58	2.02	2.65	2.34
Average monthly income (€)	133	328	218	372
25 percentile of monthly income (€)	50	115	100	150
Median of monthly income (€)	100	100	200	235
75 percentile of monthly income (€)	200	400	300	500
Average monthly income per equivalent scale unit (€)	55.3	166.0	89.0	165.5
Structure of total monthly income	100%	100%	100%	100%
Primary jobs of all household members	7.3%	52.3%	38.0%	57.1%
Additional jobs of all household members	2.0%	3.1%	1.9%	1.2%
Other seasonal and occasional jobs	11.9%	22.2%	19.2%	10.9%
Remittances	1.5%	0.4%	2.5%	0.8%
Pensions (old age, family, disability)	0.5%	12.2%	8.0%	17.3%
Foreign pensions	0.2%	6.2%	2.6%	2.0%
State social assistance	2.4%	3.3%	18.2%	9.7%
Humanitarian aid from the Red Cross and others	0.0%	0.0%	0.0%	0.0%
Sale of agricultural products, animals and animal products	0.0%	0.0%	0.0%	0.7%
Savings, incomes from property, renting, selling, etc.	0.0%	0.0%	0.0%	0.0%
Asking for charity on streets (beggars)	0.8%	0.0%	0.0%	0.0%
Collecting and selling various junk and old items	67.4%	0.3%	7.8%	0.2%
Other	5.9%	0.0%	1.8%	0.1%

If we observe the structure of income by territory we can see that the total monthly income is the lowest among the residents of Konik camps I and II and the German House (€131). Besides that, as much as 82% of the total incomes of these households come from the collection and sale of secondary raw materials, junk and old items.

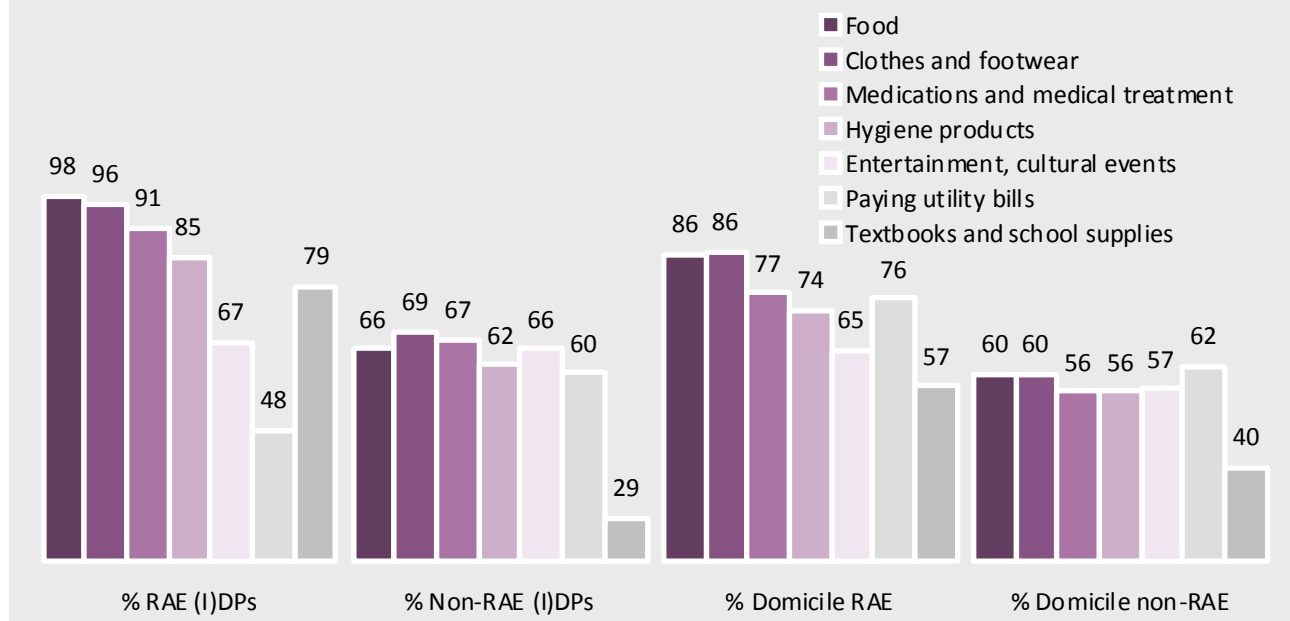
Table 4.2.2: Average monthly income per household (per equivalent scale unit) and structure of income by territory

	Konik, German House	Vrela Ribnicka	Shanty Town	Domicile RAE - Other	Domicile non-RAE - Other
No. of households in sample	278	89	222	178	181
Average no. of household members	5.08	3.53	4.79	5.25	4.08
Average monthly income (€)	131	272	203	225	434
25 percentile of monthly income (€)	20	100	100	100	200
Median of monthly income (€)	100	200	150	195	380
75 percentile of monthly income (€)	200	300	255	300	600
Average monthly income per equivalent scale unit (€)	54.8	135.8	86.5	89.6	193.3
Structure of total monthly income	100%	100%	100%	100%	100%
Primary jobs of all household members	2.1%	49.5%	38.3%	39.8%	59.2%
Additional jobs of all household members	0.5%	3.2%	2.7%	0.9%	1.6%
Other seasonal and occasional jobs	6.5%	19.2%	20.2%	19.3%	9.2%
Remittances	0.4%	0.7%	1.3%	3.2%	1.1%
Pensions (old age, family, disability)	0.7%	15.1%	2.5%	9.3%	20.4%
Foreign pensions	0.0%	6.8%	0.0%	3.1%	2.2%
State social assistance	0.9%	1.9%	17.1%	19.5%	6.4%
Humanitarian aid from the Red Cross and other	0.0%	0.0%	0.0%	0.0%	0.0%
Sale of agricultural products, animals and animal products	0.0%	0.0%	1.6%	0.0%	0.0%
Savings, incomes from property, renting, selling, etc.	0.0%	0.0%	0.0%	0.0%	0.0%
Asking for charity on streets (beggars)	0.4%	0.0%	0.6%	0.0%	0.0%
Collecting and selling various junk and old items	82.3%	1.4%	13.9%	3.9%	0.0%
Other	6.1%	2.1%	1.9%	1.0%	0.0%

4.3 FINANCIAL DEPRIVATION

Figure 4.3.1 shows the percentage of the households in the observed populations which stated that they lacked the financial means for each of the following items. We can see that financial deprivation measured in this way is present everywhere, because regardless of the population more than 60% specify that they lack money for food, clothes and footwear. Nevertheless, financial deprivation is again the most serious among RAE (I)DPs, where as many as 98% lack money for food, and 96% lack money for clothes and footwear. In this population lack of money for textbooks and school supplies is pronounced (79% of RAE (I)DP households), while a slightly lower percentage of them admit to lacking money for payment of utility costs.

Figure 4.3.1: Items for which they lack money:



When findings about average total household incomes are compared with the average salary in Montenegro (€473 in April 2011)¹⁴ we see that all the examined populations (domicile and RAE (I)DPs, domicile and non-RAE (I)DPs) belong to the poorest segment in Montenegro, even non-RAE who live in the vicinity of (I)DP settlements. However, the population of RAE (I)DPs is singled out by various financial indicators, both subjective and objective, as the poorest. Representatives of this population are usually not allowed to work because of their unresolved status, so as much as 67% of their income comes from collecting secondary raw materials (among residents of Konik I, Konik II and the German House as much as 82%).

Participants of focus groups who belong to this population mainly indicate the collecting of secondary raw materials as their main source of income, but since it is not always enough for food, they manage in other ways as well.

"I have to provide for my children, they go to school and we have no support.... My brother and I load and unload 50 kg weights. I have to do it because of my children. I try to find food in garbage bins. I'm thankful to citizens who leave fresh bread in a bag and I take that home and my children eat it. I have no support if something bad happens.

"If we get or find something, we take it home... if not, we go to bed without dinner. I borrow €2-3s from my neighbour when I have no job. I have to work 2 weeks to earn €30-50. And I often go to bed hungry."

¹⁴ MONSTAT, Monthly report

Next by severity of financial poverty are domicile RAE, while non-RAE (I)DPs live in slightly better conditions, probably due to minor difficulties in finding jobs (52% and 57%, respectively, of their income derives from formal employment). These findings indicate that, besides legal status, also other factors determine the possibility of finding a job and, of course, determine the poverty of the tested populations. It would be good to extend the possibilities of engagement of both RAE (I)DPs and domicile RAE to various types of occasional and seasonal jobs, in order to reduce their inclusion in the grey economy and to improve their financial status.

5 SOCIAL PROTECTION

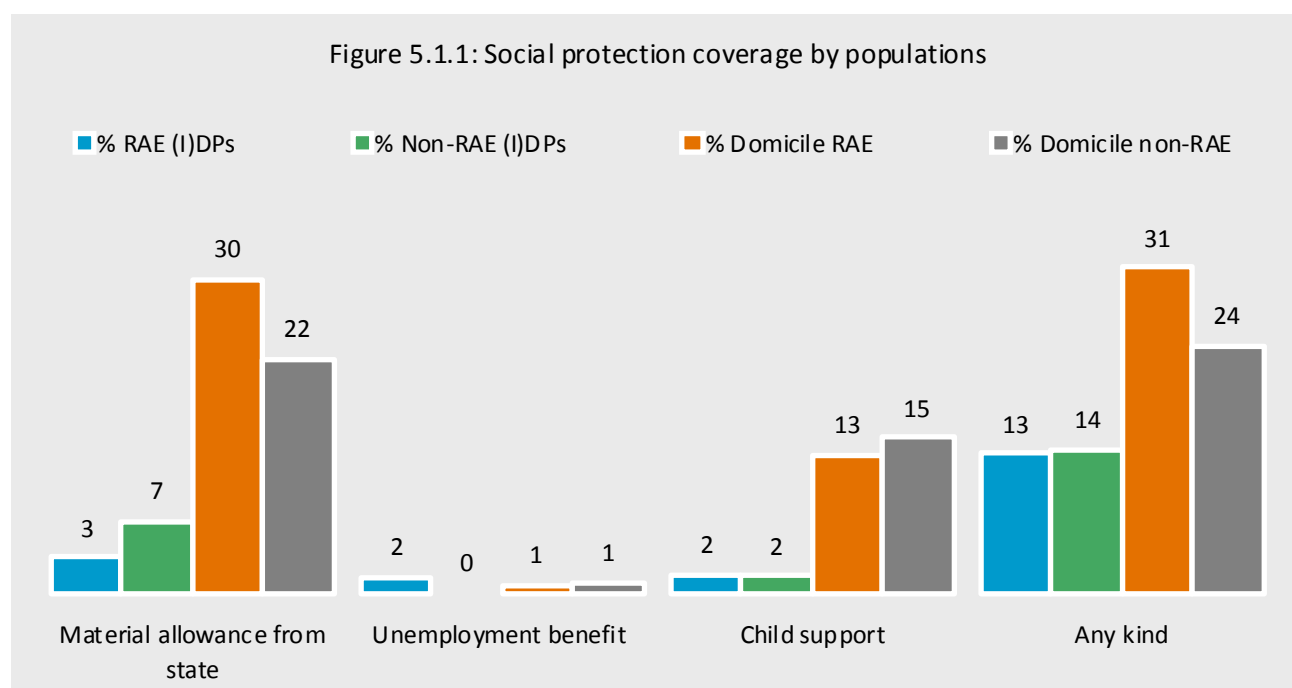
RAE and non-RAE (I)DPs, even despite their very difficult living conditions, are almost fully uncovered by state social support, usually due to limitations because of their status and lack of necessary documents. On the other hand, domicile RAE often say that they did not know how to apply or that they did not know that certain programmes existed.

5.1 SOCIAL PROTECTION COVERAGE

What percentage of the residents of Konik including the surroundings receive any type of social support?

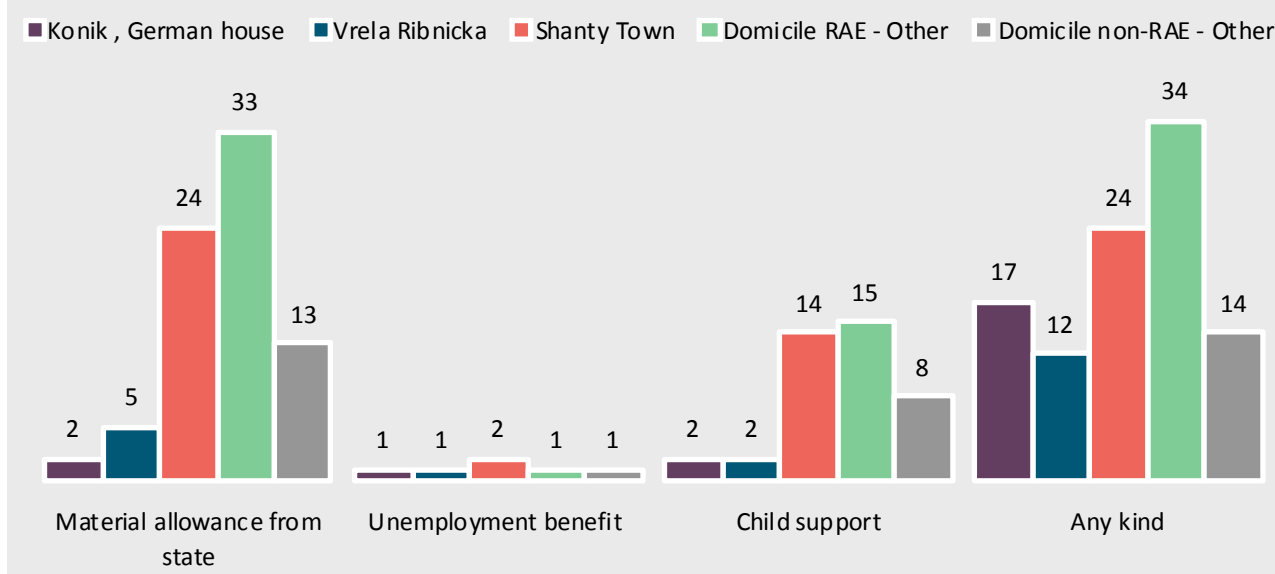
We examined social protection coverage through 4 types of support: Material allowance from the state, unemployment benefit and child support. Figure 5.1.1 shows percentages within each of the tested populations covered by social protection. We can notice that social protection coverage is most widespread in the local RAE and non-RAE population, while it is a lot less present among (I)DPs (both RAE and non-RAE). Namely, 30% of domicile RAE are covered by some kind of social protection (all 30% are users of material allowance from the state, and 13% receive child support), while 23% of domicile non-RAE receive some support (22% are users of material allowance from the state, and 15% receive child support). Unlike the domicile population, only 8% of RAE (I)DPs and 10% of non-RAE (I)DPs receive any type of support. Only 3% of RAE (I)DPs receive material allowance from the state.

Figure 5.1.1: Social protection coverage by populations



When observing the Konik area without its surroundings, housing support beneficiaries are almost only residents of the German House, while material allowance from the state is most widespread among residents of the Shanty Town (Figure 5.1.2)

Figure 5.1.2: Social protection coverage by territory



State material allowance beneficiaries, as well as child support beneficiaries assess this assistance as very useful (about two-thirds of users) or somewhat useful (about one-third of users). All users of housing support consider this type of support very useful.

5.2 THE REASONS FOR SMALL COVERAGE OF SOCIAL WELFARE

What are the reasons for such small coverage when it comes to (I)DPs?

If we analyse in detail the reasons why they do not receive any welfare, we see that the highest percentage of non-users has not even tried to apply for welfare support (Table 5.2.1).

Table 5.2.1 In the past 12 months has anyone in your household applied for any of the following benefits? (% Yes)

	Population				Territory				
	RAE (I)DPs	Non-RAE (I)DPs	Domicile RAE	Domicile Non-RAE	Konik I,II, the German House	Vrela Ribnicka	Shanty Town	Domicile RAE-Other	Domicile non-RAE-Other
No. of respondents	436	58	265	311	305	102	259	204	200
Material allowance from state	4.8	19	37.7	28.9	1.3	17.6	31.7	39.7	18.5
Unemployment benefit	1.6	1.7	1.1	3.2	0.7	2.9	4.2	1.5	1
Child support	1.8	3.4	18.1	17.4	1	2.9	19.3	18.6	9

(I)DPs usually say that their status does not allow them to apply, as well as their lack of necessary documents. However, only 19% of non-RAE (I)DPs tried to apply for assistance, so the impression is created that these people are less aware of the limitations they are exposed to because of their status. This is why it is not surprising that more than half of those who applied from the other populations actually receive assistance, while only one-third of non-RAE (I)DPs receive it.

Focus group discussion participants who belong to the population of (I)DPs stressed several times that the lack of

documents, or a certificate of citizenship, disqualifies them from applying for assistance.

“I received welfare when I lived in Kosovo. Here we are registered neither at the NES nor for social insurance... We can’t get anything.”

Domicile RAE who did not apply for social assistance, since they have no restrictions due to their status, very often say *“I don’t know how to apply”*, as well as *“I was not informed that such a social assistance programme existed”*.

It can be concluded that (I)DPs, even despite their very difficult living conditions, are almost fully uncovered by state social support, usually due to limitations because of their status and a lack of necessary documents. On the other hand, domicile RAE often say that they did not know how to apply or that they did not know that certain programmes existed. In accordance with these findings, it is recommended that social support is developed targeted at (I)DPs, as well as at better education of the domicile population about the available programmes.

6 HEALTH

Assessment of the health condition of the population is one of the important elements in the planning of health protection for the entire population. While creating the plan for health protection, special attention should be paid to socially vulnerable segments of the population. Besides financial difficulties, this segment of the population faces to a great extent a lack of personal documents, the possession of which would allow efficient health protection. Lack of personal documents is particularly severe among the RAE population and (I)DP population.

The highest percentage of the RAE (I)DP and domicile population assess their health as good. However, this fact should be taken with caution, bearing in mind the RAE population often consider only very serious illness, which physically incapacitates the ill person, as serious. Health insurance coverage is quite high among the RAE and non RAE population (87-97%). Despite the high level of health insurance coverage in all four observed populations, the lack of health insurance cards is often cited as a reason for not visiting health facilities despite health problems, and the reason for not being admitted to hospital, despite instructions for hospital treatment.

According to the results, the RAE (I)DP population is the most vulnerable. Compared to other observed populations RAE (I)DPs, to the highest degree, used the services of medical institutions for outpatient treatment and were more often referred to hospital. In addition, the RAE (I)DP population express the lowest level of satisfaction with the services of the health system.

All observed populations did not usually encounter problems during visiting health facilities. The problems that were encountered in some parts of these populations are very different: the RAE (I)DP population is often faced with a lack of available medication, lack of money for medication and participation, while the local population encounters longer waiting times while visiting health facilities.

Just as when calculating the wealth index, a reference group is used, relative to which the results obtained for I(D)Ps should be interpreted, and this will be the non-RAE population settled in the vicinity of (I)DP settlements, since it is the closest to the average of Montenegro regarding financial characteristics.

6.1 HEALTH STATUS

Subjective assessment of health status

A subjective assessment of health status, even if it does not coincide with a clinical assessment, is an important indicator of population health.

In a subjective assessment of health the largest differences were recorded between the (I)DP and domicile population.

One half of RAE (I)DPs assess their health as good, 34% as bad, while 15% think that their health is fair (Figure 6.1.1).

Participants in focus groups also confirmed that RAE (I)DPs have health problems since they spontaneously mentioned their own deteriorating health and problems with the health of their family members. Bad housing

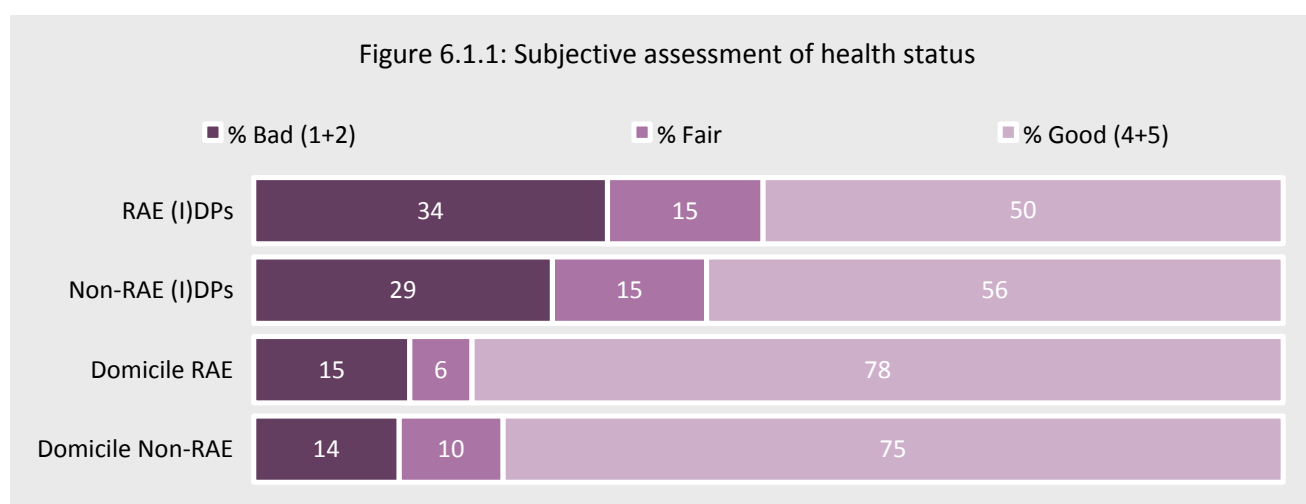
conditions are often perceived as the main cause of the mentioned diseases.

“In Belgrade they gave me a paper saying that my daughter should not live in a hut, there are a lot of insects, mice...day and night I am visiting the doctor, she is constantly in hospital...”

“My little boy also has an infection...in his blood vessels, sometimes in his urine, and my Hana has epilepsy.”

A similar assessment of health status is recorded among non-RAE (I)DPs: 56% evaluate their health as good, 29% give their health a lower rating, while 15% perceive their health as fair (Figure 6.1.1).

A significantly higher percentage of the domicile population positively assess their health: 78% of domicile RAE and 75% of domicile non-RAE assess their health as good (Figure 6.1.1).



Compared with (I)DPs who live in (I)DP settlements¹⁵, the domicile non-RAE population settled in the vicinity assess their health status a lot more favourably. While half of the RAE (I)DP population and 56% of the non-RAE (I)DP population assess their health status positively, 76% of the domicile non-RAE population settled in the vicinity of (I)DP camps consider their health good.

Consumption of alcohol and tobacco

Although questions about alcohol and cigarette consumption were asked about all household members, regardless of their age, only the population of age 16+ was analysed, in order to get adequate data about alcohol and cigarette consumption.

Consumption of alcohol in all 4 observed populations is rarely recorded: 86% of RAE (I)DPs, 90% of non-RAE (I)DPs, 92% of domicile RAE, and 89% of domicile non-RAE claim that they never drink alcohol.

¹⁵ (I)DP settlements are the German House, camps Konik I and II, Vrela Ribnička and the Shanty Town.

Daily consumption of cigarettes among RAE (I)DPs - 46% of RAE (I)DPs, aged 16+, state that they consume cigarettes every day, males more than females. In other observed populations a somewhat lower percentage of smokers is recorded - 24% of non-RAE (I)DPs consume cigarettes daily, as well as 34% of the domicile RAE and 29% of the domicile non-RAE population, aged 16+.

When observing the prevalence of smoking in certain age groups, the RAE (I)DP population is again singled out as the population with the most frequent daily consumption of cigarettes: as much as 72% of the RAE (I)DP population aged 46+ and 65% of this population aged 31-45 consume cigarettes on a daily basis.

Interesting data is obtained when the prevalence of smoking among RAE and non-RAE is compared. Namely, while the highest percentage of smokers are in the RAE population of age 46+, daily consumption of cigarettes is the most frequent in the age group from 31 to 45 in the non-RAE population.

Table 6.1.1 Smoking prevalence by populations

	Population			
	RAE (I)DPs	Non-RAE (I)DPs	Domicile RAE	Domicile Non-RAE
Daily consumption of cigarettes – percentage of people 16+	46%	24%	34%	29%
Daily consumption of cigarettes – percentage of children 16-18 years old	12%	0%	5%	1%
Daily consumption of cigarettes – percentage of people 19-30 years old	34%	21%	27%	17%
Daily consumption of cigarettes – percentage of people 31-45 years old	65%	34%	44%	39%
Daily consumption of cigarettes – percentage of people 46+	72%	24%	54%	36%
Average daily consumption of cigarettes – average number of cigarettes	25	22	27	25

6.2 COVERAGE WITH HEALTH INSURANCE

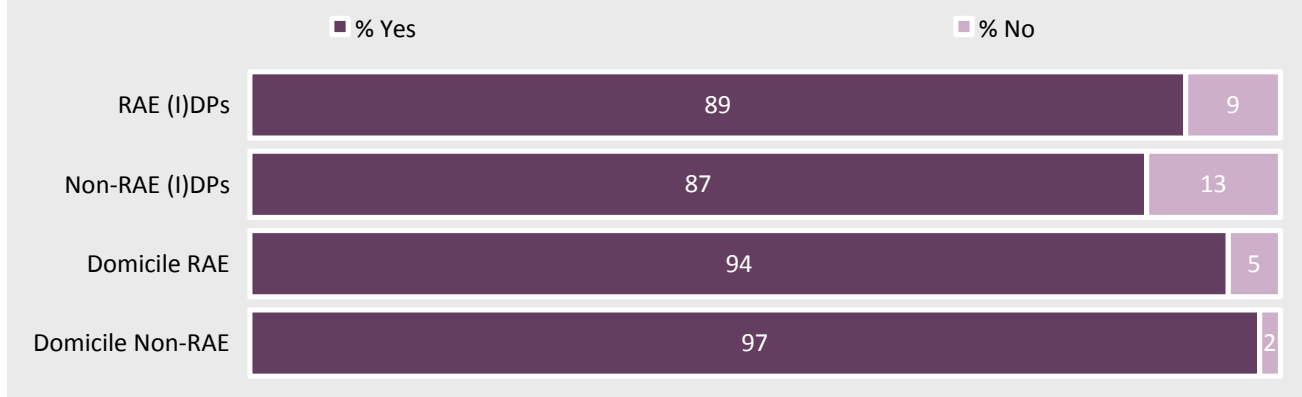
Coverage with health insurance is rather high among both the RAE and non-RAE population. In comparison to the legal status of the population, certain differences were recorded.

The highest percentage of coverage with health insurance was recorded among the domicile population: 94% of the domicile RAE and 97% of the domicile non-RAE population state that they are covered by health insurance (Figure 6.2.1).

A slightly lower percentage of coverage with health insurance was recorded among the (I)DP population - 89% of the RAE (I)DP and 87% of the non-RAE (I)DP population state that they have health insurance (Figure 6.2.1).

The degree of coverage with health insurance among the RAE population is rather high, bearing in mind the data of the Montenegrin statistical office from 2008 according to which only 69% of the RAE population in Montenegro had a health card.

Figure 6.2.1: Coverage with health insurance



The percentage of health insurance coverage is, compared with (I)DPs, significantly more widespread in the domicile non-RAE population settled in the vicinity of (I)DP camps - 98% of this population are covered by health insurance.

6.3 USE OF HEALTH PROTECTION SERVICES

Use of outpatient health protection

The majority of RAE (I)DPs (59%) used the services of health facilities to obtain outpatient health care during the past 12 months (Figure 6.3.1).

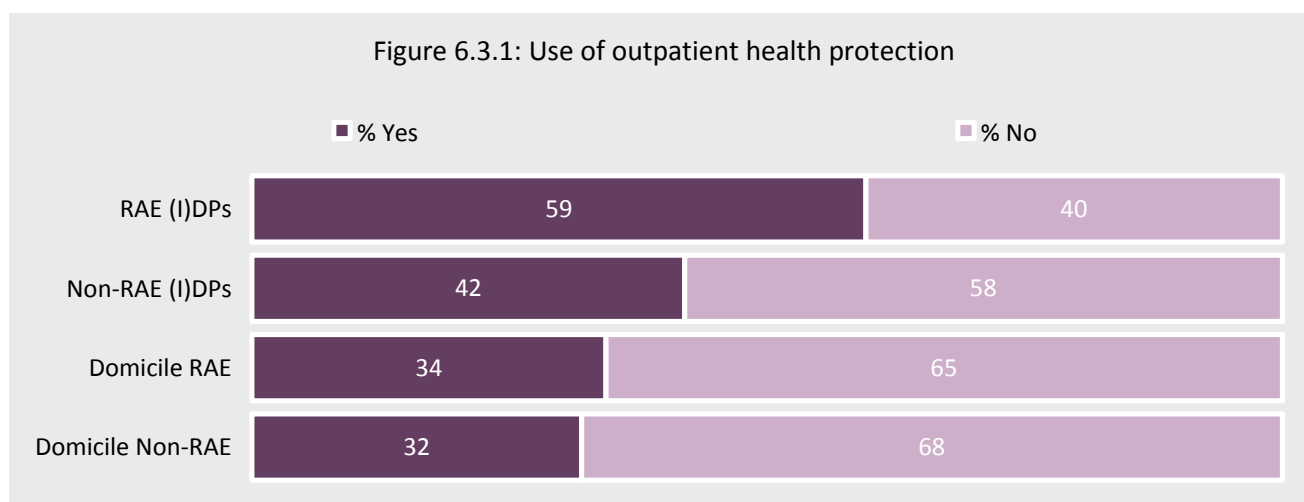
Focus group discussions with the RAE (I)DP population have shown that residents of (I)DP camps primarily use the services of the healthcare facility within the camp, but the greatest problem are the short working hours (2 hours every day), after which they are forced to visit the emergency centre. However, they cannot visit the primary health centre in Konik since they cannot claim their right to health protection as they do not have a chosen doctor.

"We have a healthcare facility, but it works from 7-9. Working hours. If we need health care after these hours we go to the emergency centre. They don't accept us in Konik. They take only the patients who have a chosen doctor. We don't, because we are not registered."

In contrast to RAE (I)DPs, the highest percentage of whom visited some healthcare facility in order to obtain outpatient treatment during the past 12 months, the use of outpatient health care is recorded to a significantly lesser extent among non-RAE (I)DPs and the domicile RAE and non-RAE population. Use of outpatient services is approximately the same among the domicile RAE and non-RAE population: about one-third of the local non-RAE (32%) and RAE population (34%) state that they visited some healthcare facility in order to obtain outpatient treatment during the past 12 months. A visit to health facilities for the purpose of outpatient treatment is reported by 42% of the non-RAE (I)DP population (Figure 6.3.1).

Although the 4 tested populations differ a lot regarding the use of outpatient healthcare services, **what they have in common is that these services are more frequently used by citizens aged 46+.** Namely, 78% of RAE (I)DPs, 94%

of non-RAE (I)DPs, 54% of domicile RAE and 53% of domicile non-RAE of age 46+ visited some healthcare facility for outpatient treatment in the past 12 months.



A significantly lower percentage of the domicile population settled near (I)DP camps used outpatient healthcare services: 69% of the domicile RAE and 68% of the domicile non-RAE population settled near (I)DP camps did not use any outpatient healthcare services in the past 12 months.

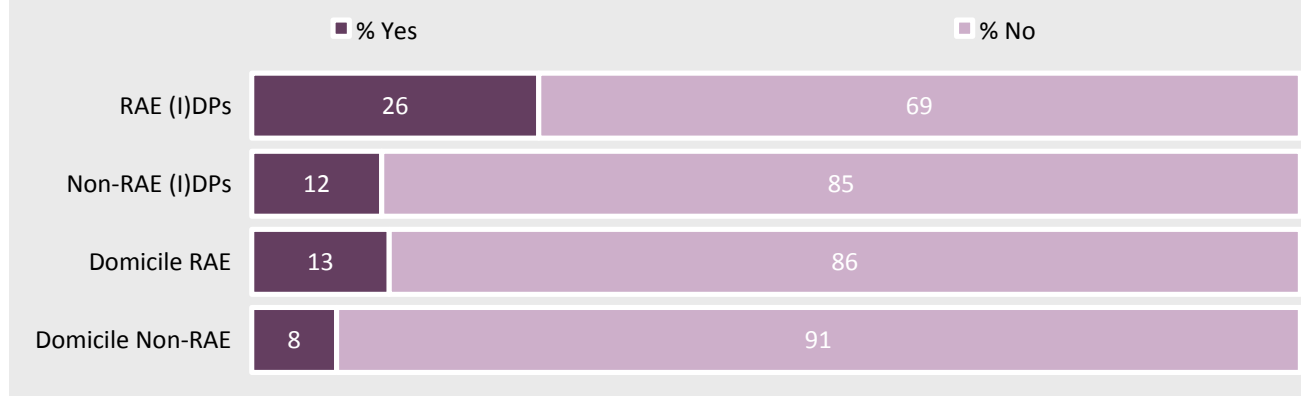
The use of private health facilities for outpatient treatment is very rare, both among (I)DPs and the domicile population. Namely, the population that visited some healthcare facility for outpatient treatment in the last 12 months mainly used the services of public healthcare institutions: 95% of RAE (I)DPs, 99% of non-RAE (I)DPs, 96% of the domicile RAE and 93% of the domicile non-RAE population.

Usage of hospital healthcare services

More than one quarter (26%) of RAE (I)DPs were referred for hospital treatment in the past 12 months (Figure 6.3.3). Other populations were referred to a hospital to a lesser extent: 12% of non-RAE (I)DPs, 13% of domicile RAE and 8% of domicile non-RAE were referred for a hospital stay (Figure 6.3.2).

As is expected, in all 4 observed populations a significantly higher percentage of citizens were referred for hospital treatment in the last 12 months in the population aged 46+. In the past 12 months, 46% of RAE (I)DPs, 26% of non-RAE (I)DPs, 24% of domicile RAE and 19% of domicile non-RAE aged 46+ years of age were referred for hospital treatment.

Figure 6.3.2: Referral to hospital treatment in the last 12 months



Referral for hospital treatment is a lot less common in the domicile non-RAE population settled outside (I)DP settlements: only 8% of the domicile non-RAE population settled in the vicinity of (I)DP settlements were referred to hospital treatment in the past 12 months.

Problems when using healthcare services

RAE (I)DPs are the ones who usually face problems when using healthcare services. The most common problem is a lack of available medicines (27%), while less than half of RAE (I)DPs claim not to have faced any problems when using healthcare services during the past 12 months (Figure 6.3.3).

Focus group discussion participants say that their problem is a lack of money for medications, as well as participation charge for medical services.

"I have to pay for medications, I have to pay €10 for the service, and I don't have that money."

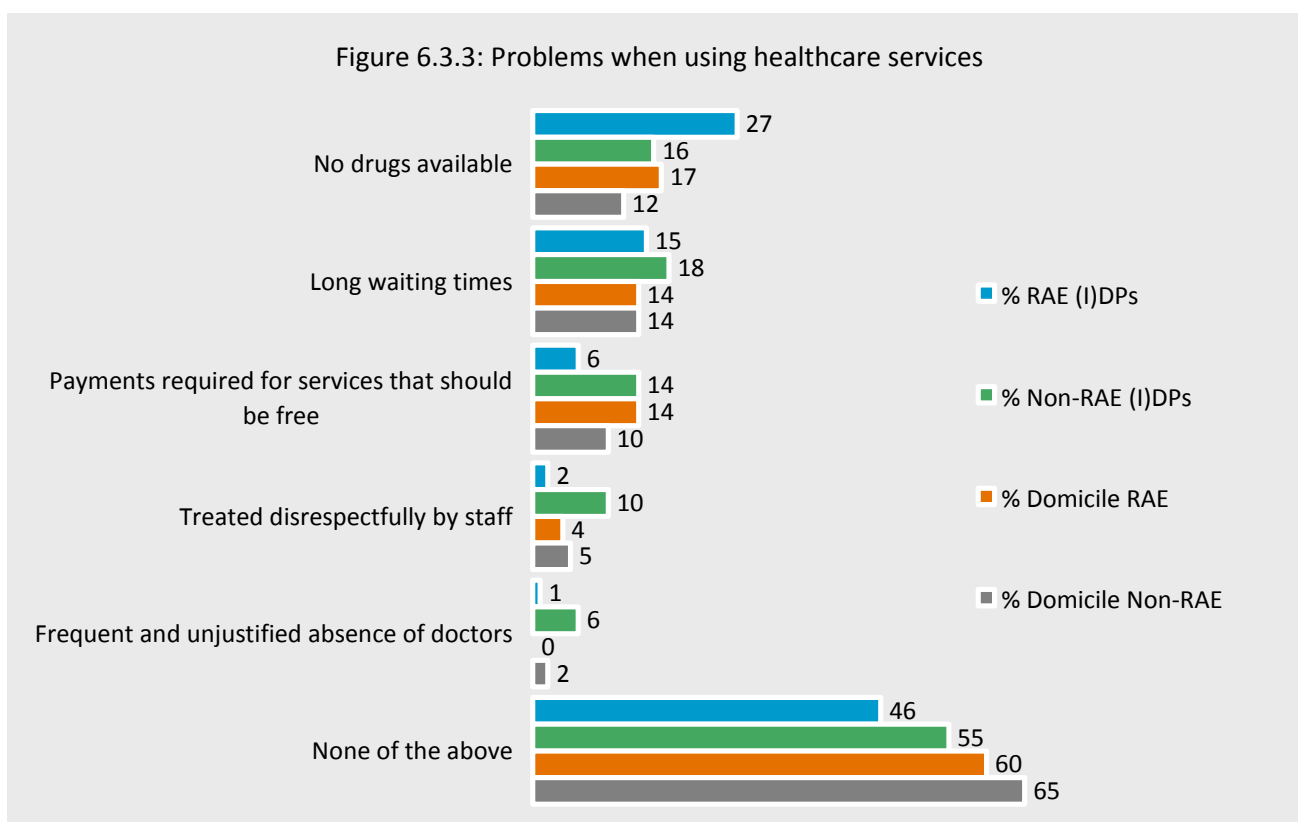
More than half of non-RAE (I)DPs claim not to have faced any problems when using healthcare services during the past 12 months. Those who had problems mainly mentioned long waiting times (Figure 6.3.3).

The domicile RAE and non-RAE population mainly had no problems when using healthcare services during the past 12 months: 60% of the domicile RAE and 65% of the domicile non-RAE population report not having any problems. Those who had problems mainly mentioned a lack of available medications (Figure 6.3.3).

Domicile RAE focus group discussion participants said that they sporadically had problems when visiting the Primary Health Centre, but that this usually was not the case and that everyone treated them well.

"It happened two years ago, my wife was ill;... she hadn't taken her Health Insurance Card with her. We waited for four hours and she (the doctor) didn't want to see her. Is it because we are Roma? I told Dr. Kavarić and then they received us. They were nice afterwards. The nurse was angry and in a bad mood that day. It is no so any more. And when I took my children there, there was one young doctor who only asked where it hurts and didn't want to use the stethoscope. I didn't like that. They changed her now and we have someone so good, she helps me as if she were my sister."

Figure 6.3.3: Problems when using healthcare services



A significantly lower percentage of domicile non-RAE population settled in the vicinity of (I)DP camps, compared with (I)DPs, faced problems when using healthcare services: 67% of this population had no problems in the past 12 months, while those who had problems usually mentioned long waiting times.

Satisfaction with healthcare services

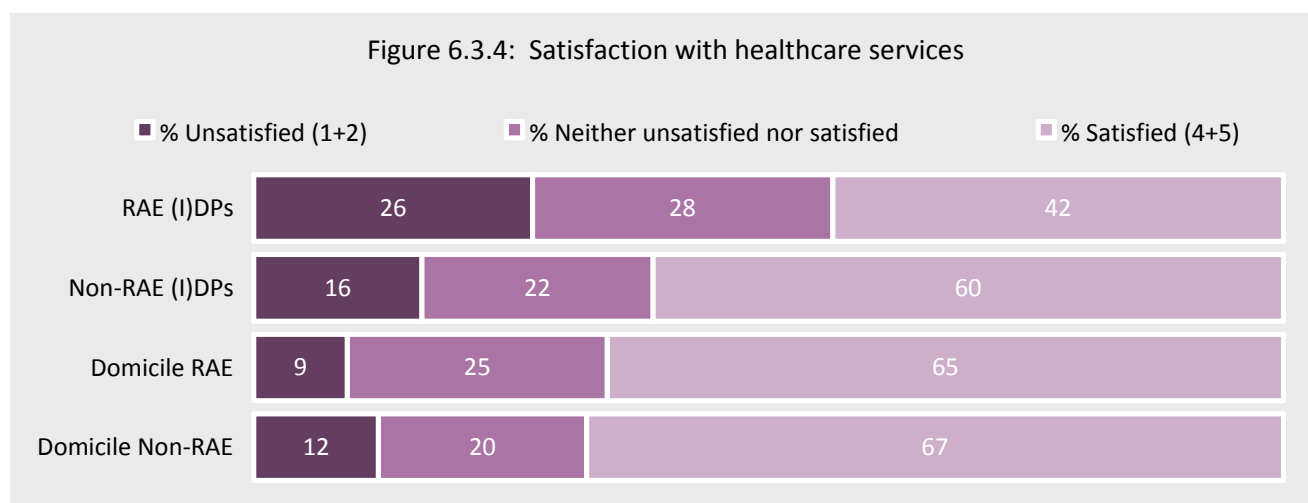
Although all 4 observed populations are mainly satisfied with healthcare services, levels of satisfaction among the different populations differ.

RAE (I)DPs are the least satisfied with healthcare services. Namely, 42% of RAE (I)DPs are satisfied with healthcare services, while one quarter of this part of the population are dissatisfied with these services (Figure 6.3.4). In this population, the degree of dissatisfaction with healthcare services is somewhat higher among people aged 46+: 36% of the population of this age are dissatisfied with healthcare services.

Other populations are somewhat more satisfied with healthcare services: 60% of non-RAE (I)DPs, 65% of domicile RAE and 67% of domicile non-RAE are satisfied with healthcare services (Figure 6.3.4).

It is noticed that a substantially higher percentage of RAE who are very satisfied with healthcare services actually used these services.

The domicile non-RAE population settled in the vicinity of (I)DP camps are a lot more satisfied with healthcare services: 68% of this portion of the population who used healthcare services are satisfied with them.



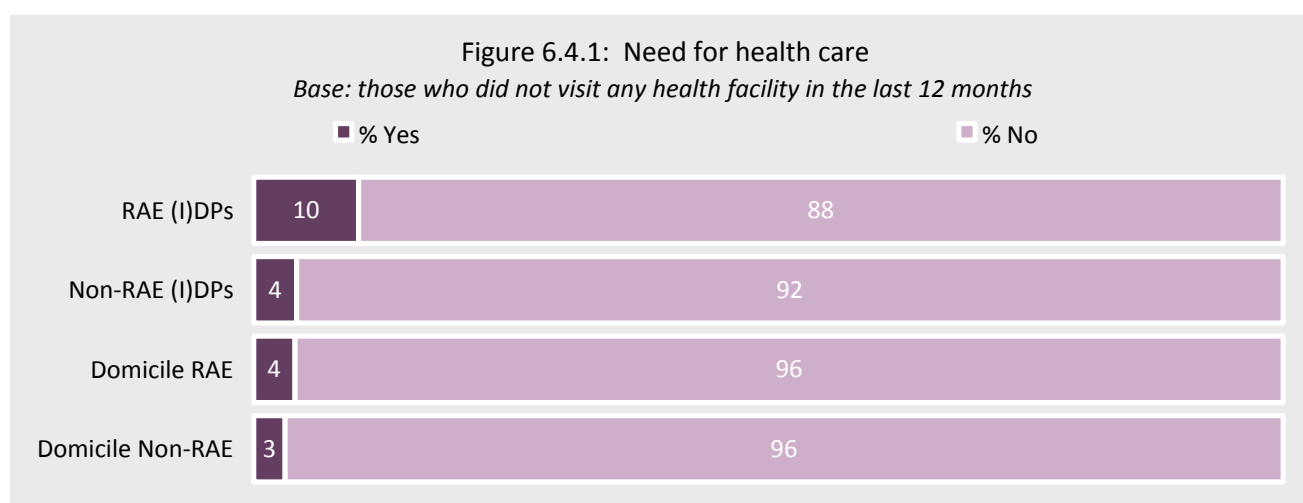
In terms of the types of services used in healthcare facilities, the RAE (I)DP population express various degrees of satisfaction. Namely, the level of satisfaction is significantly higher in the RAE (I)DP population that used the services of outpatient healthcare, than in the (I)DP RAE population that had hospital treatment.

6.4 HEALTH DEPRIVATION

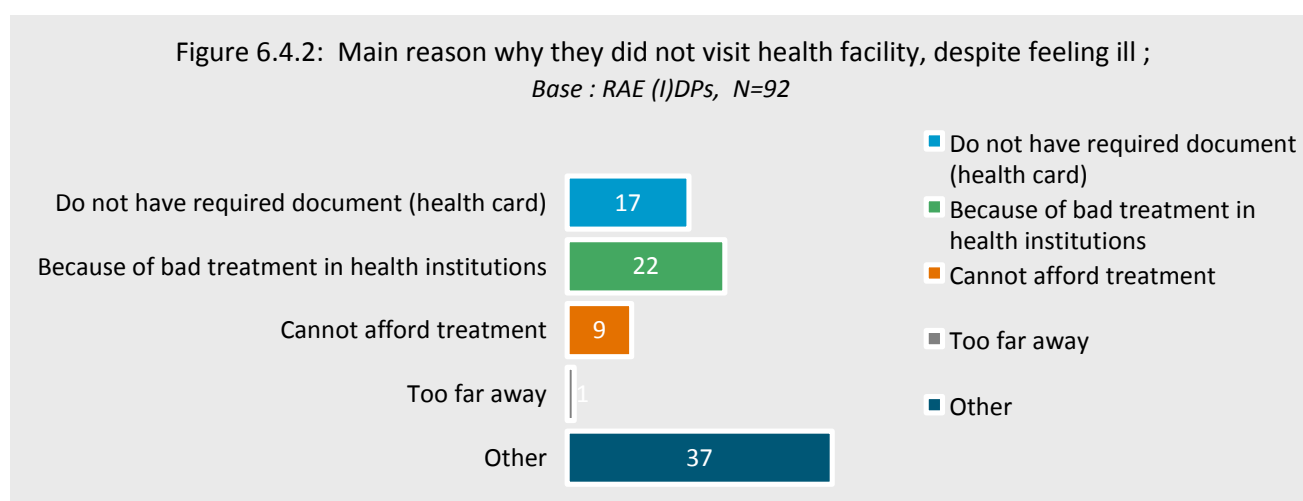
Health deprivation during the use of outpatient services

Residents who have not visited any health care institution in the past 12 months were asked if there was a need for these services, although there were no visits to health facilities.

Every tenth member of the population of RAE (I)DPs says that he/she needed healthcare in the last 12 months, but did not visit any health facility, while this percentage is a lot lower in other tested populations (not more than 4%) (Figure 6.4.1).



As the main reason for not using healthcare services, RAE (I)DPs mentioned being badly treated in healthcare institutions (22%).

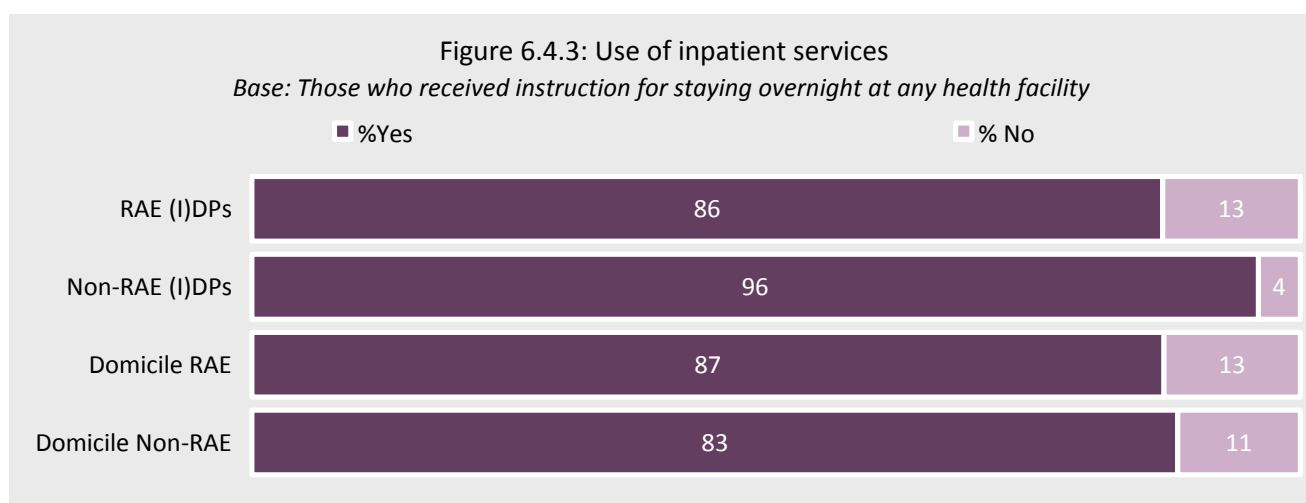


Unlike RAE (I)DPs, non-RAE (I)DPs, the domicile RAE and non-RAE population indicate a lack of necessary documents as the reason for not visiting any healthcare facility.

Health deprivation during the use of inpatient services (hospital treatment)

The highest percentage of persons referred to hospital treatment in the past 12 months were kept in the hospital for inpatient treatment. However, a certain percentage of all tested populations were not kept in the hospital even despite the doctor's referrals, which might point to health deprivation: while among non-RAE (I)DPs the percentage of those rejected by the hospital was 4% (of those referred for hospital treatment), this percentage is a lot higher among RAE (I)DPs (14%), in the domicile RAE (13%) and in the domicile non-RAE population (17%) (Figure 6.3.4).

The percentage of people referred for hospital treatment and rejected by the hospital is lowest among local citizens who live in the vicinity of (I)DPs settlements (3% of those referred for hospital treatment).



The lack of necessary documents for medical treatment in healthcare facilities appears to be a predominant problem with referring to hospital treatment. Namely, members of all 4 populations who were referred for hospital treatment in the past 12 months but were not kept in the hospital, said that the main reason for being rejected was that they had no health card.

7 EDUCATION

We would like to note that, due to methodological limitations, this study does not include information about activities undertaken by the system of education regarding the RAE population, in order to "cross-tabulate" the entire findings and obtain comprehensive recommendations.

Ministry of Education and Sport:

The coverage of children from Roma and Egyptian population by pre-school education is 13.81 %, which is half the coverage of children at the state level (26.65 %).

On the territory of the capital city of Podgorica, in the settlement of Vrela Ribnička, there is an educational unit which is attended only by children from the Roma and Egyptian population (domicile and displaced from Kosovo). In the Konik camp within Vrela Ribnička, where the Roma and Egyptian population displaced from Kosovo are accommodated, the Montenegrin Red Cross organises for 2-3 hours a day psychosocial workshops for 160 children aged 3-6 years.

The number of Roma and Egyptian children in primary education is increasing year by year. Data shows that their number is constantly increasing, and that there is a positive trend in primary education of Roma and Egyptian children. In the 2001/02 school year there were 536 pupils from the Roma and Egyptian population; in the school year 2002/03 - 626; 2003/04 - 1,006; 2004/05 - 1,169; 2005/06 - 1,195; 2010/11 - 1,582, and in the school year 2011/2012 there were 1,582 Roma and Egyptian pupils.

Particular support is provided for "Božidar Vuković Podgoričanin" Primary School in the immediate vicinity of the Konik camp (the settlement in which refugees and IDPs from Kosovo are accommodated). In the "Božidar Vuković Podgoričanin" parent primary school there are 560 Roma and Egyptian pupils, and 237 in its local class situated in the Konik camp. The Ministry of Education and Sport and Institute for Education, in cooperation with the Pedagogical Centre of Montenegro and the University of Montenegro's Faculty of Philosophy in Nikšić, is working on the improvement of pupils' achievement, lessening of language barriers, support and help in mastering social skills and knowledge, as well as extending assistance in developing a higher level of confidence and satisfaction. The Institute for Education monitors the implementation of the tasks of the school director and teachers from the local class of "B. Vuković Podgoričanin" Primary School. Student volunteers are divided up by classes and they follow a common plan for the work of the volunteers, teachers and school pedagogue.

Since the school year 2008/09, the Ministry of Education and Sport, in cooperation with the Red Cross of Montenegro has been bringing about activities aimed at the elimination of segregation in education of the Roma population in the Konik camp. The Ministry of Education and Sport provides free textbooks and transport for these children to schools in town.

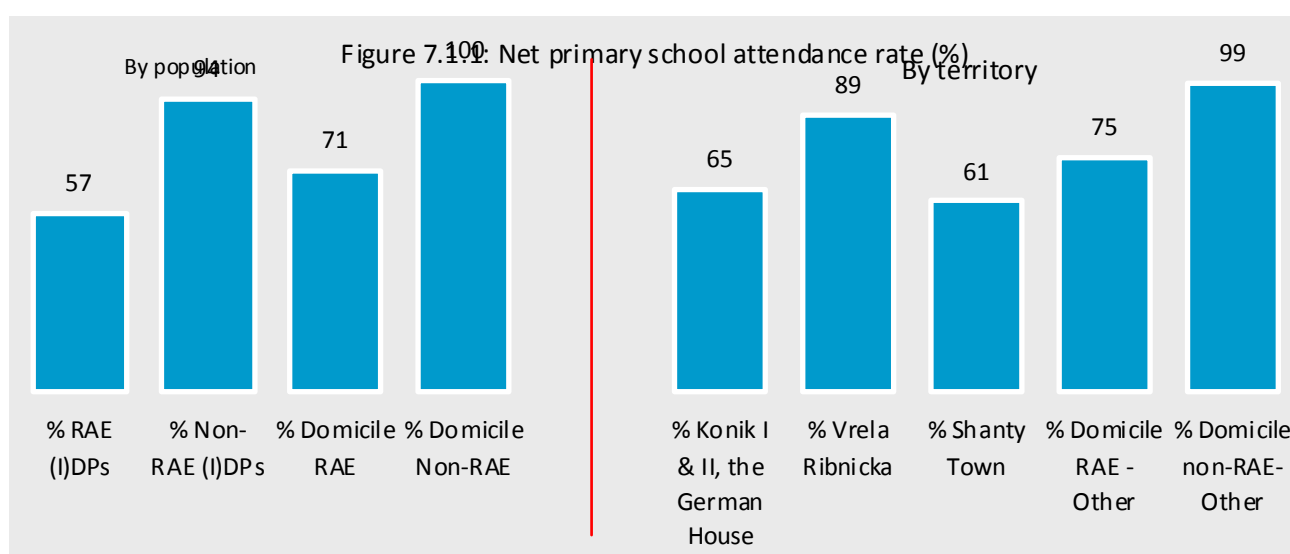
For pupils from the RAE population enrolled in secondary schools the Ministry of Education and Sport, in cooperation with the Ministry of Labour and Social Care provides free textbooks, and the Ministry for Human and Minority Rights provides scholarships. In the school year 2011/2012, 72 pupils were enrolled in secondary school.

Our conclusion is that educational deprivation (assessed by measuring failure to attend primary school for household members aged 6 and above) is particularly present in the RAE populations, particularly among RAE (I)DPs. Women are particularly deprived, having attended school significantly less than the male household members. These populations feature a very low primary school attendance rate (the percentage of children attending primary school in 2010/11). Even when they do go to school, RAE children seem less able to exercise all the benefits provided by education, as their overall success in school is considerably lower, and cases of failing a

year in school are more common.

7.1 NET PRIMARY SCHOOL ATTENDANCE RATE OF CHILDREN AGED 6 TO 15

Figure 7.1.1 shows the percentage of primary school age children (from 6 to 15 years) who attended some form of educational programme during this school year (2010/2011). We can see that the school attendance rate in the non-RAE populations is high (94% among (I)DPs and 100% among domicile non-RAE), but it is very low among the RAE population (just 57% among (I)DPs and 71% among domicile RAE).¹⁶ Differences in the school attendance rate between boys and girls were not found in any population. However, the school attendance rate depends on household welfare in RAE populations, so it is lower among domicile RAE who fall into the category of the poorest 20% of citizens according to the reference population.



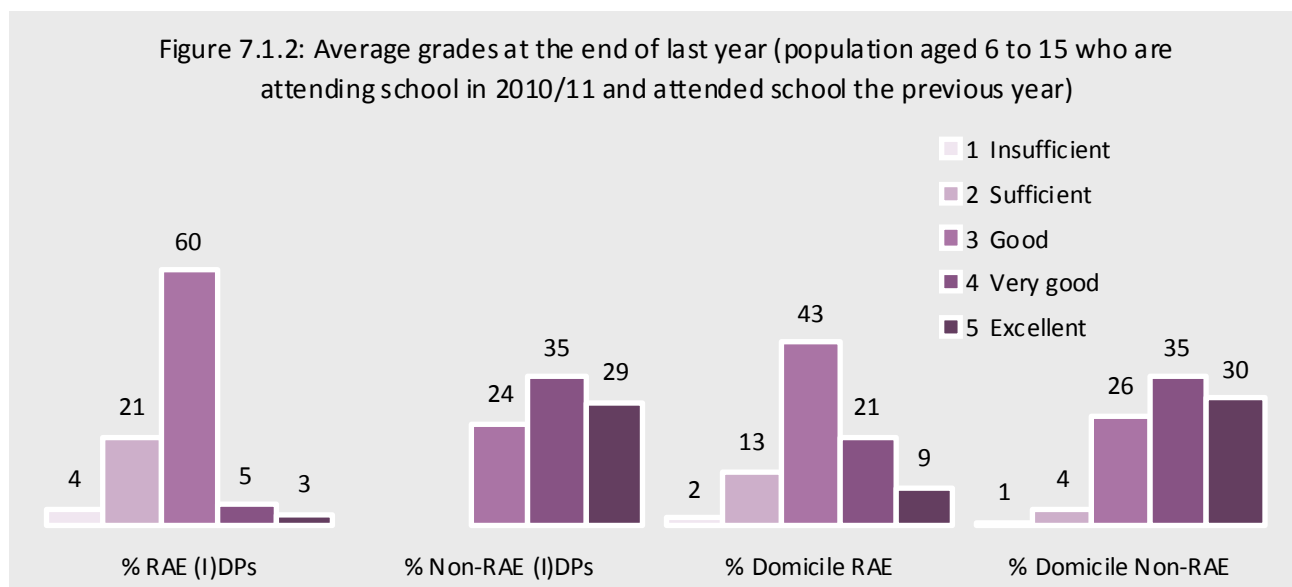
Children of primary school age, from 6 to 15 years old, mainly attended primary school, but 2% of displaced and 1% of domicile children of RAE nationality attended a school for children with special needs.

Ministry of Education and Sport:

One of the major problems hampering the integration of Roma children into the regular education system is an insufficient knowledge of the language in which the teaching is held. It often happened in the past that children who faced language barriers were “categorized” as children with milder intellectual disability (which was the secondary consequence of underprivileged life circumstances) and sent to special institutions. However, according to information which we are receiving from the Ministry of Education and Sport, such practice has been eradicated during the past seven or eight years. In the past it was easier for Roma children to attend special schools, because the curriculum was different, they had free transport, etc. This model is completely outdated.

¹⁶ Missing values in the whole section are not included in this analysis. The analysis was done only for children for whom we had information.

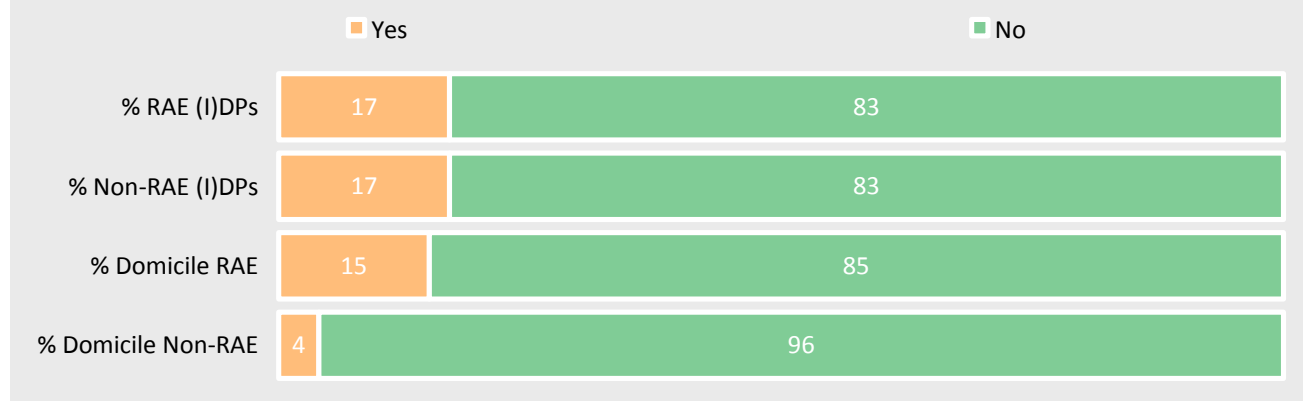
Figure 7.1.2 shows grades at the end of the school year for children aged 6 to 15 who attended school in the last school year. The average grades of the children of RAE (I)DPs are 2.8, domicile RAE 3.3, while the average in the non-RAE population is better – 4.1 among (I)DPs and 3.9 among domicile non-RAE. Children from the RAE population show worse results in school than non-RAE children. This finding indicates that more educational work should be devoted to these children (for example, after-school classes) in order to improve their results.



A high percentage of pupils who repeat the year because of unsatisfactory marks are present in all tested populations, except among domicile non-RAE. In the population of RAE (I)DPs, the percentage of children from 6 to 15 years old who repeated a year at least once is 17%, in the population of non-RAE 17%, and in the population of domicile RAE 15%. Only in the population of domicile non-RAE is this percentage somewhat lower - 4%.



Figure 7.1.3: Child repeating a year (population aged 6 to 15)



When asked if their child had any problems during education process, almost half, or 47% of parents in the population of RAE (I)DPs answered affirmatively. The same response is given also by 17% of non-RAE (I)DPs, 10% of domicile RAE and 3% of domicile non-RAE. **The major obstacle that children of RAE (I)DPs face is poor knowledge of language** – this is the response of almost two-thirds of parents who say that their children face barriers.

The majority of parents in all populations believe that their children aged 6 to 15 years old are accepted by their peers. Negative responses occur only among RAE (I)DPs, where 13% believe that their children are not accepted by their peers and among domicile RAE where 2% of parents share this attitude.

When asked if their children needed any help with education, a high percentage of parents of children of 6 to 15 years old who attended school in the last school year answered that help was very much needed. This need is indicated by as many as 83% of RAE (I)DPs, 48% of domicile RAE, 21% of non-RAE (I)DPs and 26% of domicile non-RAE.

Focus group discussion participants of RAE nationality stressed several times that insufficient education disables them from monitoring their children's achievements or from helping them study when necessary.

"It's all the same for our children if they fail or succeed... they don't know anything. We don't know whether our children know enough."

Among RAE (I)DPs whose children attended school this year (2010/11), most assistance is needed in dealing with the language barrier, while parents from all tested populations say that they would appreciate assistance for providing textbooks and school supplies, as well as some types of learning support (scholarships for example).

Ministry of Education and Sport:

In Montenegrin primary schools, in the school year 2009/10 there were 1,434 pupils from the RAE population, and in the 2010/11 school year 1,582 pupils from the same population (data obtained at the beginning of the second semester of the 2010/2011 school year).

In parent primary school “Božidar Vuković Podgoričanin” there were 447 RAE pupils (of this number 5 children dropped out), and in the local class at the Konik camp there are 263 pupils from the RAE population (1 dropped out)

In September of the current year the Ministry of Education and Sport, with the support of the Commission for the Monitoring and Implementation of the Strategy for Improving the RAE Population in Montenegro (2008-2012) provided textbooks for the first, second and third grades of primary school for pupils from the RAE population through the Institute for Textbook Publishing and Teaching Aids to the value of €33,387.50.

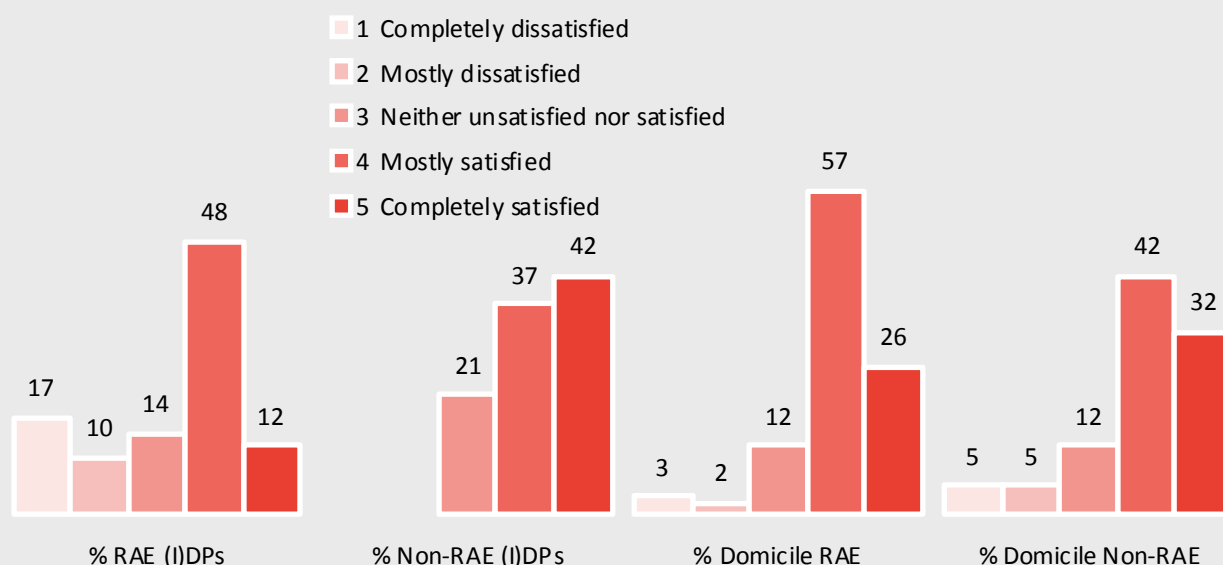
Since the 2008/09 school year the Ministry of Education and Sport, in cooperation with the Red Cross of Montenegro, has been carrying out the activities of the de-segregated education of the Roma population from the Konik camp. The Ministry of Education and Sport provides free textbooks and transport to city schools for these children (an average amount of €1,300.00 is allocated on a monthly basis for this purpose).

The team from the Ministry for Education and Sport has additionally provided the necessary clothes, textbooks and school supplies for 55 children to the amount of €3,600.00.

The distance to school seems not to be a problem for children in the tested populations, since a school is situated inside the Konik II camp and other primary schools are located relatively close to the children's houses in other settlements. The median school distance is 1km in all tested populations, except in the population of RAE (I)DPs, with a median of 4km, which suggests that these children probably do not attend same school as RAE (I)DPs do.

Satisfaction with educational services is still more positive than negative in all tested populations. The average assessment of satisfaction of parents with schools for children of 6 to 15 years old who currently attend school is still the lowest in the population of RAE (I)DPs and it is 3.3, while assessment of satisfaction with schools in the population of domicile RAE is 4.0, 4.2 in the population of non-RAE (I)DPs and 3.9 in the population of domicile non-RAE.

Figure 7.1.4: Satisfaction with educational services (for children 6 to 15 who are attending school 2010/11)



Additionally, all focus group discussion participants who live in the camp and whose children go to school in the camp are very dissatisfied with the educational institution their children attend and knowledge that they obtain there. Namely, according to them, lessons last only 1.5-2 hours a day and children only play there, so it rather resembles a kindergarten. Knowledge acquired in this way is not considered even elementary literacy, since several parents claim that their children cannot read and write although they have finished several grades.

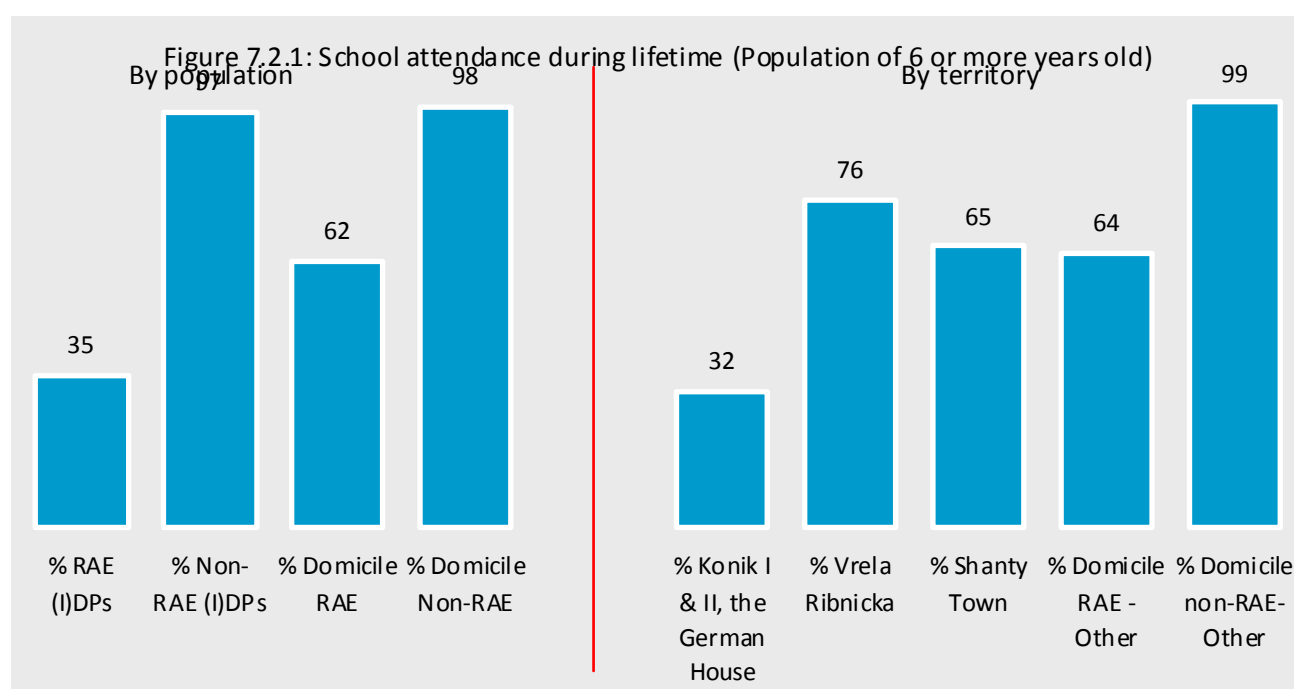
“School lessons last 1.5 hours, he doesn’t learn anything... He tells me: Dad we learn nothing, we just play like in a kindergarten. A child in kindergarten knows more than they do...”

“My son attended school till the 6th grade. He told me that he didn’t know how to read. I went to ask the teacher. She says they do know how to read. Then I take a book and tell him to read and he doesn’t know how. And I didn’t let them go to school any more.”

“My nephew is in the eighth grade and he knows nothing. He only attended school one hour a day, so they put him in the first grade again.”

7.2 EDUCATIONAL DEPRIVATION

There are major differences regarding attendance of primary school between the observed populations. In the population aged 7+, as many as 65% of RAE (I)DPs and 38% of domicile RAE never attended primary school, while almost no one did not attend school among non-RAE (3% among (I)DPs and 2% among domicile non-RAE). While there are no specific gender-related differences in the non-RAE population regarding school attendance, in the RAE (I)DP population there is a higher percentage of female members who did not attend school (71% of females to 60% of males in the population of RAE (I)DPs and 45% of females to 31% of males in the population of domicile RAE). It is worrying that there is not a higher percentage of younger members of RAE households who attend school. On the other hand, attending school among RAE is significantly correlated with household wellbeing.



The main reasons for not attending and dropping out of school are that the child had to work for the family and that it was impossible to cover the costs of education. These two reasons are the most important regardless of the age and gender of the household member who never attended school. Another reason mentioned by domicile RAE is that the child did not want to go to school, while RAE (I)DPs indicated their inability to obtain documents for school, although children in Montenegro are allowed to attend school regardless of possession of documents. The phenomenon of children not wanting to go to school occurs often in areas where RAE and non-RAE children attend school together and where these children are not accepted by the other children. Inclusive systematic measures are very important in order to make RAE pupils feel more comfortable in an environment important for their development and better integration into the wider social community.

The subject of this study was not the specificities which come from cultural and traditional behavioural patterns and values and their impact on educational deprivation of the observed RAE population.

Also focus group discussion participants say that some of their children did not go to school because they had to watch over their younger siblings or due to inadequate conditions, primarily hygiene.

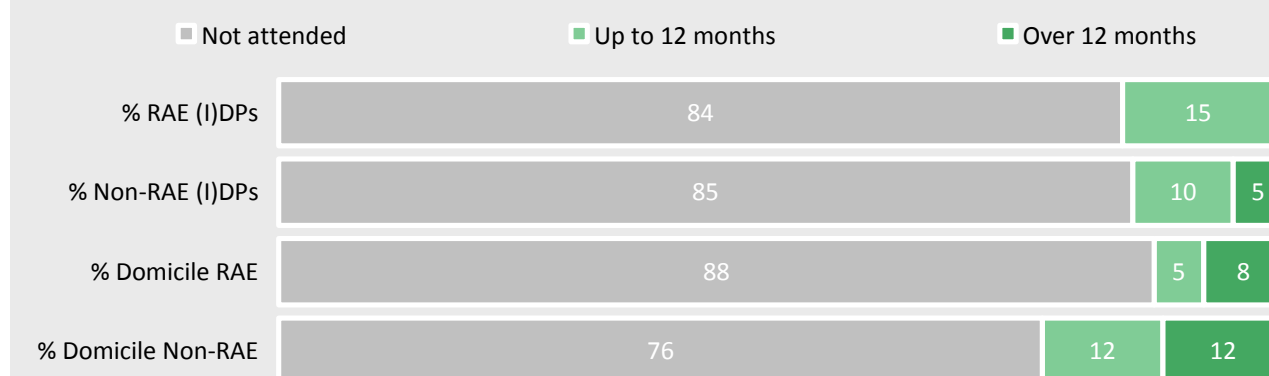
"My daughter is 12 years old. She never attended school. I didn't let her. She looked after the children. 3 sons and 2 daughters."

"I could not send my children to school. We are very poor, he needs books, shoes, clothes, and we have lived in a hut for 12 years. Who will let my dirty child sit with some higher-class child?"

7.3 ATTENDANCE OF PRE-SCHOOL EDUCATION

Attending the institutions of preschool education appears to be increasingly important for later integration of students, particularly in the case of vulnerable categories of the population. This is the reason that we were very interested in finding out the percentage of children in the population of 6 to 15 years who have ever attended a pre-school facility. If we take a look at Figure 7.3.1, we notice that attending pre-school education is very little present in all the tested populations in the case of children aged 6 to 15, which may indicate that these children may face problems also in their later education, particularly vulnerable categories of the population. The average duration of attending kindergarten is 8 months among RAE (I)DPs, 20 months among domicile RAE, 13 months among non-RAE (I)DPs and 19 months among domicile non-RAE.

Figure 7.3.1: Previous pre-school attendance (population aged 6 to 15)



RAE children rarely attend pre-school, a programme which can provide a good basis for later schooling. The recommendations therefore lean towards better monitoring of school attendance by schoolchildren from disadvantaged populations, especially RAE (I)DPs, as well as the domicile RAE children, and as well as towards organising different kinds of assistance for these children, ranging from material assistance to assistance in learning. This population particularly needs help in mastering the Montenegrin language¹⁷. The abovementioned problems can largely be overcome by organising a good programme of pre-school education aimed at teaching these children Montenegrin and thus enabling them to better follow the school curriculum.

¹⁷ According to UN Convention on Rights of the Child, children have right to education in their mother tongue.

8 WORKING STATUS

The following chapter deals with all aspects relevant for the consideration of working status. Besides the current working status the analysis will cover previous working experience, engagement in job-seeking as well as all problems encountered in this process.

Unemployment is one of the largest problems in the observed populations since the majority of people aged 15 and older currently are not engaged in any kind of work. Just half of this group is actively looking for job, and the main reason why others do not do that is: incapability of working, obligations in the household and some other activity that provides money. On the other hand, those who are actively looking for job have the following obstacles: lack of connections and acquaintances, particularly pronounced among the domicile population and those with unresolved legal status.

Unemployment is not just a current problem of the domicile and (I)DP population in the Konik region and the surrounding area, but this was also a problem in the past. Namely, less than one half of the population capable of working has documented work experience. At the same time, a significant percentage of people above 15 years of age did not perform any activity during the past two years that was paid.

Displaced and internally displaced persons, including the members of RAE population who live in Montenegro can regulate their legal employment status in compliance with the Regulation on the Manner of Exercising the Rights of Displaced Persons from Former Yugoslav Republics and Internally Displaced Persons from Kosovo Residing in Montenegro ("Official Gazette of Montenegro", No. 45/2010 and 64/2011).

This Regulation stipulates that displaced persons from former Yugoslav republics and internally displaced persons from Kosovo residing in Montenegro, until acquiring the status of foreigner with permanent residence in accordance with the Law on Foreigners, can exercise, in exactly the same way as Montenegrin citizens, the right to work and employment and claim insurance for unemployment in accordance with the regulations on labour and employment, unless Montenegrin citizenship is stipulated as a condition by special law.

The above means that these people, until acquiring the status of a foreigner with permanent residence, may be employed under the same conditions as Montenegrin nationals and work without a work permit issued by the Department of Employment, unless a special law stipulates Montenegrin citizenship as a condition for employment.

If unemployed, these people can be placed on the records of the Employment Bureau and exercise rights on this basis, in accordance with the Law on Employment and Realisation of Rights to Unemployment Insurance ("Official Gazette of Montenegro", No. 14/2010).

In order to exercise these rights, the status of displaced persons from former Yugoslav republics is proven by a statement from the Ministry of Internal Affairs – Office for Asylum, and the status of internally displaced persons from Kosovo by Certificate of the Office for Refugees.

The rights stipulated by this Regulation can be exercised till June 30th 2013.

After getting the status of a foreigner with permanent residence, these individuals will be entitled to obtaining a personal work permit, in line with the Law on Employment and Work of Foreigners ("Official Gazette of the Republic of Montenegro", No. 22/08, 32/11). This permit is issued upon the request of a foreigner to whom permanent residence is granted, indefinitely. Additionally, both refugees and IDPs will be entitled to obtain this permit, those who have the right to temporary residence, but their permit will be valid for the duration of their temporary stay. A foreigner with a personal work permit has free access to the labour market, which means that he or she can get employed under the same terms as Montenegrin citizens do, also being able to be registered in the records of the Employment Bureau and exercising the rights accordingly.

8.1 WORKING STATUS

Unemployment¹⁸ is one of the biggest problems for Konik residents and residents of its vicinity. In all four populations majority of those who are capable to work are not engaged in any kind of work at the moment.

As shown on Figure 8.1, the unemployment rate is highest among domicile RAE (68%) and RAE (I)DPs (65%) while it is significantly lower among non-RAE (I)DPs (44%) and domicile non-RAE (43%). If the unemployment rate is

¹⁸ Unemployment and employment are defined according to self-declared working status, not according to methodology of the ILO

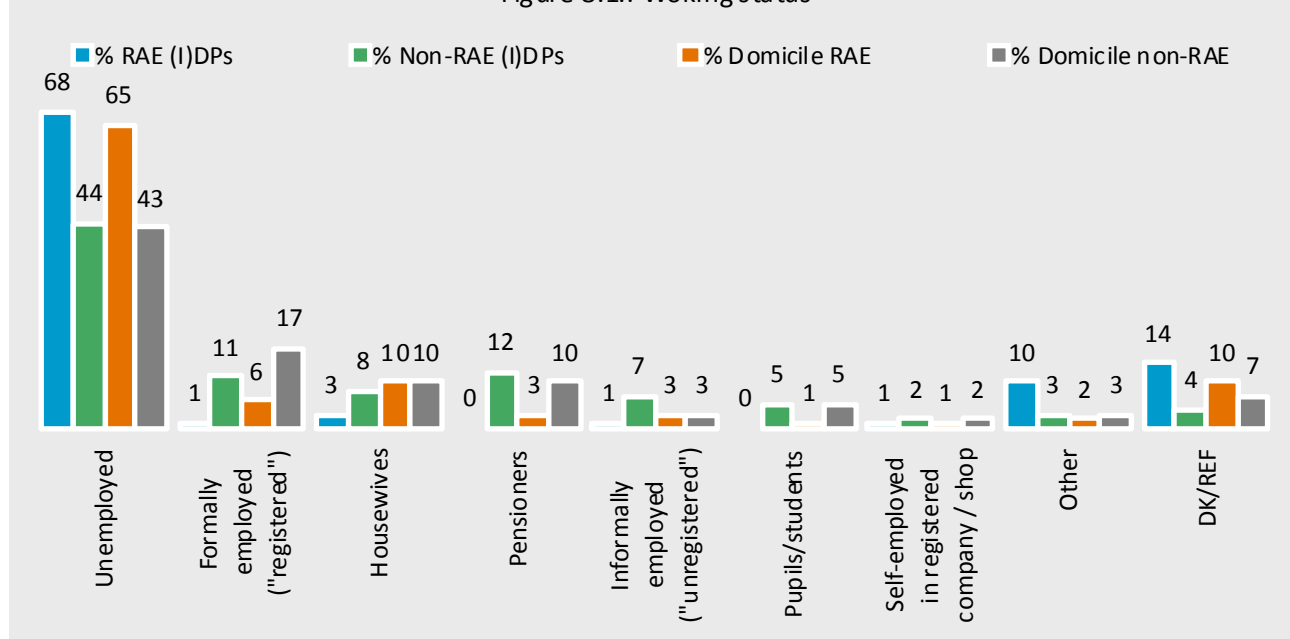
observed by territory, significantly higher unemployment is recorded among the population from the Shanty Town (69%) and other settlements in which domicile RAE live (67%), while significantly lower unemployment is recorded in Vrela Ribnicka (48%) and places populated by domicile non-RAE (36%).

Participants of focus groups, regardless of the population they belong to, spontaneously mention as one of the largest problems in their life the lack of work and the inability to find work. At the same time they believe that finding a job would automatically solve all the other important problems which they have, such as housing conditions, hygiene and the education of their children.

“Just to be employed, to have a roof over my head, good living conditions, a bathroom, water, hygiene. If I had a job I would pay the electricity, garbage collection, my children would be well-mannered, clean... Our children look like they are from a jungle now, dirty. Just a job and a roof over our heads.”

At the same time there are almost no officially employed people among RAE (I)DPs (1%) and domicile RAE (6%), but the study is somewhat better when non-RAE are concerned: 11% of (I)DPs and 17% of domicile non-RAE have employment. At the same time, an extremely small percentage of them work unofficially: 1% of RAE (I)DPs, 7% of non-RAE (I)DPs, 3% of domicile RAE and 3% of domicile non-RAE. However, it should be considered that when answering the question about the activities performed for money in the past two years, a significantly higher percentage (53% of RAE (I)DPs and 25% of domicile RAE) stated that they collected secondary raw materials compared to those who stated that they were informally employed. Since the collection of secondary raw materials can be considered as a type of labour activity, previous data on the number of informally employed should be analysed with care. A conclusion that we can make is that people who perform that type of activity do not perceive this activity as employment and so classified themselves as unemployed. Formal introduction of collecting secondary raw materials into the nomenclature of occupation would contribute to the regulation of this segment of the informal economy, and also to the attitude of the **RAE and RAE** toward this type of work activity.

Figure 8.1.: Working status



A characteristic of the domicile population, both RAE and non-RAE, is a significant gender-related difference when employment is concerned. Namely, while this difference is not visible among the unemployed, in the group of a few employed, a significantly higher percentage are male: 11% of domicile male RAE are formally employed and only 1% of females from the same population. Also, 21% of domicile male non-RAE have a formal job and 12% of domicile female non-RAE. As expected, employment is in direct correlation with living standards, so domicile employed more rarely fall among the poorest 20% of the population.

8.2 ACTIVE JOB-SEEKING

A half of people aged 15+ years who currently are not formally employed, who are not pensioners, and who live in Konik and its vicinity claim that they are actively looking for work. The only observed difference between populations is that a higher-than-average percentage of RAE (I)DPs claim to be actively looking for work (56%). They are followed by non-RAE (I)DPs, of whom 53% are actively looking for work, as well as 48% of domicile RAE, and 47% of domicile non-RAE. In all populations among people who are actively looking for work there are significantly more men than women.

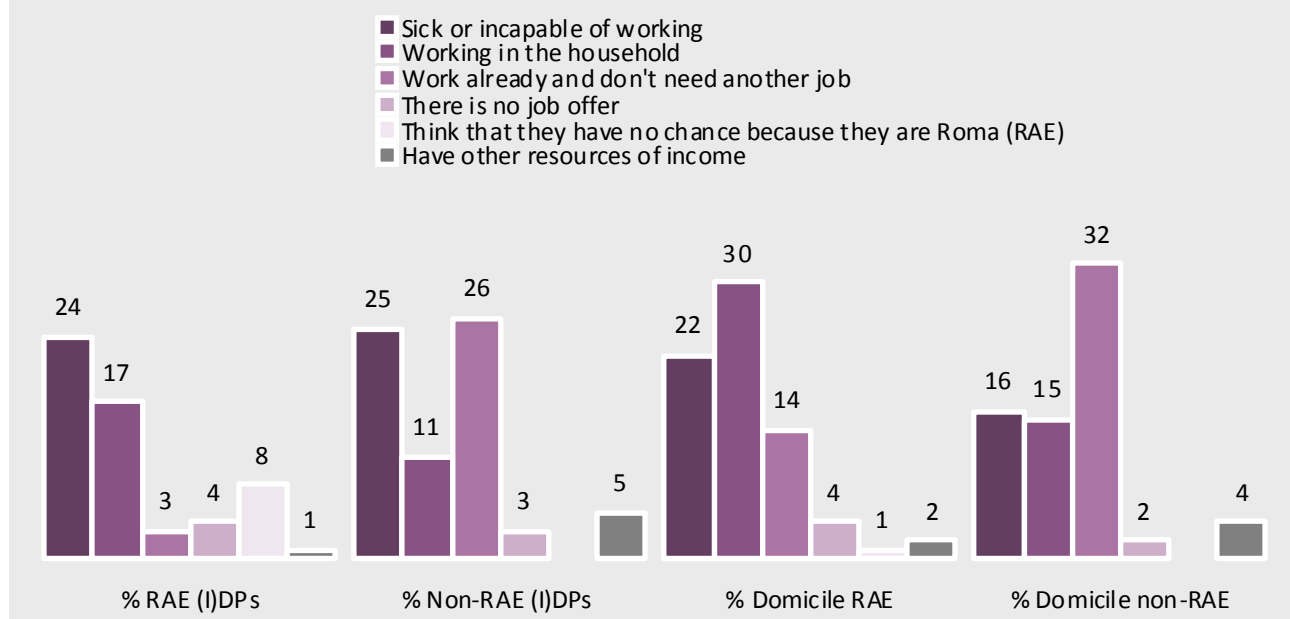
Incapability of working, obligations in the household and other jobs are the main reasons why the unemployed are not actively looking for work (Figure 8.2.1). A higher percentage of domicile RAE state that they are not looking for work because they currently work in the household (30%), while domicile non-RAE in 32% of cases, which is significantly above the average, claim that they already have a job. It is characteristic of RAE (I)DPs, that is, for 35% of RAE and 30% of non-RAE that they state some other reasons which prevent them from looking for work actively. The structure of answers indicates that these other reasons are most of all: the inability to obtain documents. In all four populations a significant percentage of the unemployed claim that they are unable to work, which is why they are not looking for work: 24% of RAE (I)DPs, 25% of non-RAE (I)DPs, 22% of domicile RAE and 16% of domicile non-RAE.

Significant gender-related difference was observed in all 4 populations, since a significantly higher percentage of

women state that they are not actively looking for job because they are busy with household obligations. This reason is particularly present among female domicile RAE since 51% of females from this grouped gave this answer. Data obtained in focus group discussions explain this phenomenon to some extent, since all RAE participants regardless of gender, express the opinion that men should work outside the home and earn money.

“Those who have a husband, they are working. Those who do not have a husband , nothing...”

Figure 8.2.1: Reasons why they are not looking for job



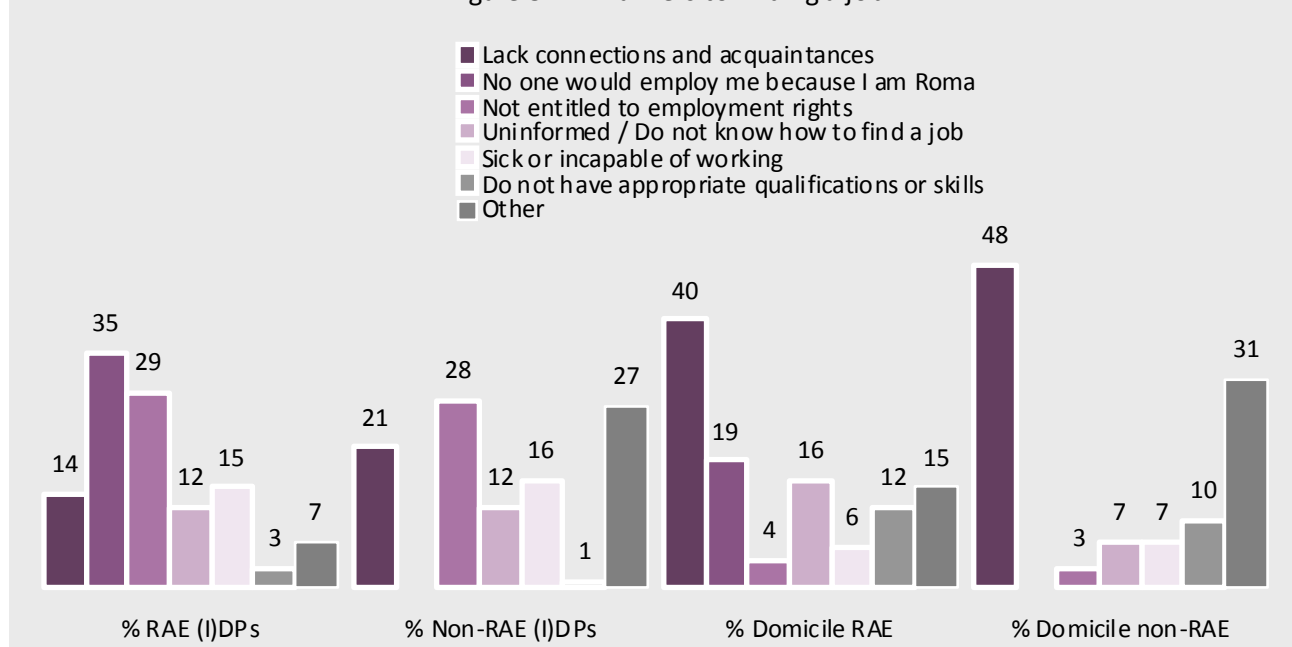
The domicile population, that is, 48% of non-RAE and 40% of RAE who are currently actively looking for job see as the greatest obstacle in finding a job the fact that they do not have connections and acquaintances (Figure 8.2.2), while (I)DPs see as the main problem their legal status, that is, the fact that they are not entitled to employment rights (29% of RAE and 28% of non-RAE). At the same time, the problem that RAE experience is ethnic discrimination (35% of RAE (I)DPs and 19% of domicile RAE).

Half of the unemployed domicile non-RAE population who are looking for a job now believe that they cannot find a job because of no adequate connections and acquaintances. Members of this population also mention other reasons (31%), while a significantly lower percentage of them mention the problem of insufficient qualifications (10%) or no information about how to find a job (7%). Also the domicile RAE population single out the lack of adequate connections and acquaintances (40%), and almost one-fifth of them believe that they are not being hired because they are Roma, while 17% think that the main problem is that they do not know how to find a job.

Non-RAE (I)DPs mainly perceive their legal status, which does not allow them to get employed in Montenegro, as the main problem that prevents them from finding a job, so this is the response of 28% of the unemployed. Other reasons are also singled out as problems (27%), the lack of connections or acquaintances (21%) and the inability to work (16%). A substantially higher percentage of RAE (I)DPs compared to domicile RAE believe that employers

do not want to hire them because of their ethnic origin (35% of the unemployed). The next problem is the already mentioned legal status indicated by 29% of the unemployed from this population, and then the inability to work in 15% of cases.

Figure 8.2.2: Barriers to finding a job



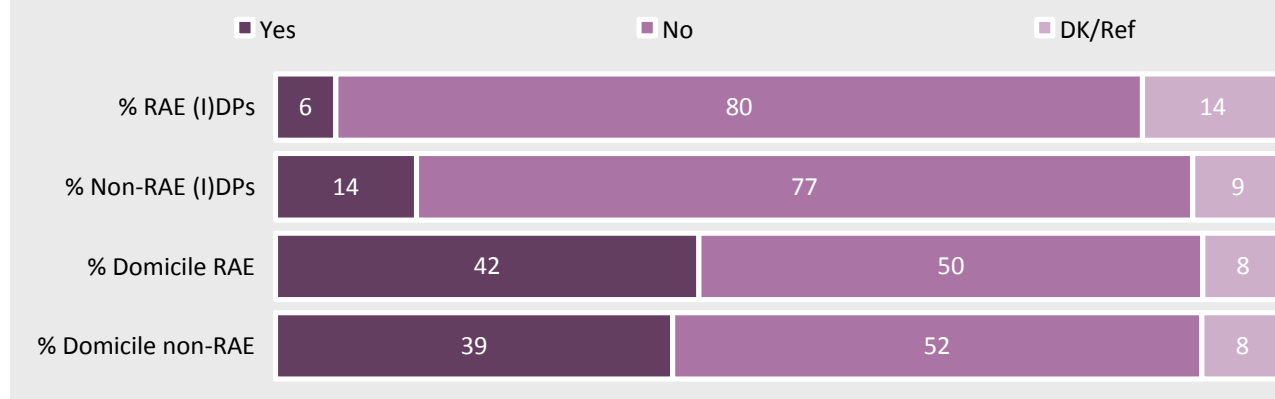
Frequency of usage of NES services primarily depends on legal status, i.e. citizenship of members of a particular population. Namely, in the populations of (I)DPs, regardless of their ethnic origin, almost no one was registered at the NES in the past two years (6% of working-age RAE, 14% of working-age non-RAE). This situation cannot be connected with activity or the interest of (I)DPs in finding a job, since the legal system of Montenegro does not allow persons who are not citizens, which is the case with this population, to use NES services.

RAE (I)DP participants in focus groups also say that they are not entitled to use the Employment Bureau services due to their unresolved legal status.

"Montenegrin citizenship is required. They won't give it to us, they say we have enough people of our own. I asked them 2 days ago and I was rejected."

As for the domicile population entitled to use these services, the share of the number registered is similar and it depends on ethnic origin: 42% RAE and 39% non-RAE are registered in the NES.

Figure 8.3: Registered in NES records



In the group of domicile RAE registered in NES records, the highest percentage belong to the age group 31 to 45 years, while of the domicile non-RAE the highest proportion are of the same age or younger (19 to 30 years old). A higher percentage of domicile non-RAE who belong to the poorest 20% in the country are registered than others, while those who are better-off use the services of the Employment Bureau less frequently.

The Employment Bureau of Montenegro, **does not keep records** of the unemployed **by ethnicity**, but the application was changed because of the Regulations on exercising the rights of refugees and IDPs, enabling browsing of records on this basis, although the unemployed do not have to reveal their ethnicity and this is **absolutely voluntary**. In December 2011, the records of the Employment Bureau included 385 refugees and 258 IDPs, with 30 individuals declared as members of the RAE population.

More than 90% of the registered RAE have no profession or education.

A lack of education and educational opportunities is one of the main barriers to employing members of the Roma population. Other barriers refer to the absence of personal documents, a severe economic and social situation, preventing them from accepting long training courses, discrimination and non-acceptance by the non-Roma and employers, living in insecure and non-standardised dwellings, no guarantees in the form of real estate or endorsers for taking loans, etc.

Out of the total number of unemployed members of RAE population registered at the Bureau, only 7.5% are active job seekers, which means that they report in when stipulated and want to participate in active labour market measures.

The Employment Bureau counsellors invest great effort, through various types of activities, to motivate members of the RAE population to register and participate in measures and programmes of active employment policy, which may help them raise the rate of their employment and get included into legal labour market flows. This is why they visit Roma settlements, hold discussions, cooperate with the local community and Roma NGOs, inform and encourage the Roma population through the media, and talk about the importance of registering at the Employment Bureau.

Independently or as a partner on projects, the Health Care Institute of Montenegro realised many activities during 2011, aimed at improving the employability and employment of the RAE population.

During 2011, about 100 of the unemployed members of the RAE population were covered by programmes of active employment policy, primarily of an educational character, or in this case training for basic auxiliary professions of lower degrees of expertise, participation in public works, both state and local, and seasonal jobs.

8.3 WORK EXPERIENCE

Unemployment is not only a current problem of the domicile and non-domicile population of the Konik area and surroundings, but it also used to be a problem in the past. Namely, less than a half of the working-age population have documents about their years of employment, and this is particularly present among RAE: only 7% of refugees and 15% of domicile RAE have ever been employed. On the other hand, the situation is a lot more favourable among non-RAE: years of employment are documented among 48% of (I)DPs and 43% of domicile members of the non-RAE population.

The average number of years of experience is, quite expectedly, larger for employment in Kosovo in the case of (I)DPs. Namely, the number of years of experience in Kosovo for RAE (I)DPs is 14.4 years on average, while it is a lot smaller in Montenegro – 8.8 years, and in other countries 9.4. The difference is even more pronounced among non-RAE (I)DPs: the number of years of their experience in Kosovo is 19.6 years on average, in Montenegro 8.2 and in other countries 16.5 years. The domicile population of Montenegro was employed 12.7 years on average in case of RAE, and 14.6 years in case of non-RAE. Some of them have records about working in Kosovo (5.5 years RAE, 4 years non-RAE), but also in other countries: on average 11.7 years for RAE and 15.1 years for non-RAE.

Participants in focus groups who belong to the group of RAE (I)DPs mainly lived in Kosovo and worked there, but they say that they cannot find a job now in Montenegro.

“I worked for 10 years in the Sanitation Department. We had good conditions, I had my salary, my children had something to eat. I have nothing now. We can’t work in the Sanitation Department of Montenegro because we have no Montenegrin citizenship. We have an ID card, but we can’t get citizenship.”

In the last two years, half of the working-age RAE and non-RAE who live in Konik and its surroundings did no activities that brought money, precisely 50% of domicile non-RAE, 51% of domicile RAE, 48% of non-RAE (I)DPs and 44% of RAE (I)DPs. Money was usually earned by doing some occasional activities, which is most characteristic of the population of RAE (I)DPs, since 36% of them older than 15 performed this type of activity. Occasional work for money was also performed by a quarter of non-RAE (I)DPs and domicile RAE, while this was a much rarer phenomenon in the domicile non-RAE population with only 15%. Regular, full-time work was performed mainly by non-RAE: 19% domicile and 15% (I)DPs, while this type of activity was almost not present at all among RAE.

There is a substantial difference between genders in terms of working for money in all tested populations. Namely, a much higher percentage of men are engaged in occasional activities that bring money, while it is more characteristic for women not to have done any activities that include financial compensation in the last two years.

There are also great differences between RAE and non-RAE in terms of the type of work done for money. Namely, while it is characteristic for RAE, particularly for (I)DPs, to collect metal items, paper and other secondary raw materials, non-Roma do not do this. Some jobs, for example administrative, are done only by non-RAE. However, there are differences among RAE as well. While (I)DPs predominantly collect secondary raw materials (as many as 53% mention this as the activity that earns them a living), domicile RAE do this less

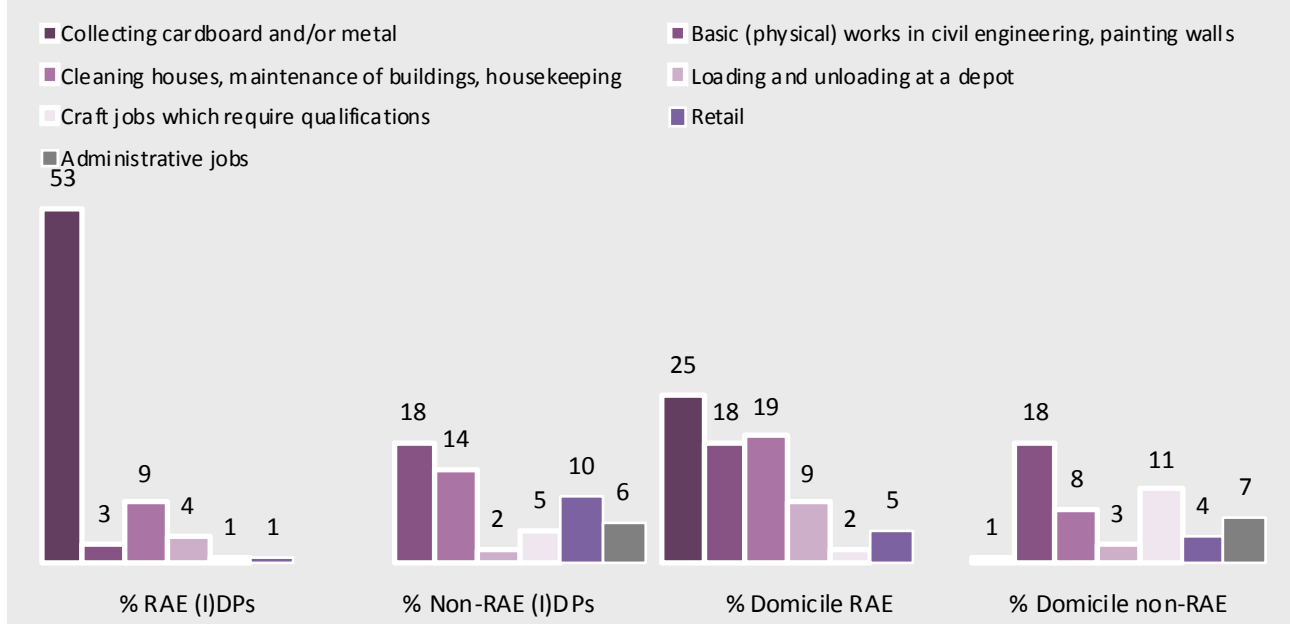
frequently (25% of them), while they more frequently than average do basic manual work (18%) and cleaning (19%). On the other hand, domicile non-RAE and (I)DPs perform different types of jobs: basic manual work, cleaning, trade and administrative work.

In focus groups, RAE who fled to Montenegro mainly mentioned collecting secondary raw materials as the only way to earn money.

"I ride my tricycle all day long. I check garbage containers, I collect crates and cardboard and then I sell it. I used to be a musician, but our instruments got burnt in a fire. So I do this now. Everyone in the camp does this. We collect everything we find."

In the population of RAE (I)DPs, men and women are equally active in collecting secondary raw materials, but a higher percentage of women are engaged in cleaning activities. In the group of domicile RAE and domicile non-RAE the division between male and female jobs is even more pronounced: men usually do manual work, while women are engaged in cleaning.

Figure 8.3: Types of activities performed for money



9 SOCIAL AND EXISTENTIAL PROBLEMS

Besides the problems with satisfying basic needs such as the need for food and clothing which characterise all 4 observed populations to a high percentage, unemployment and problems with health protection are the problems which are most frequently mentioned spontaneously by all respondents. Concerns about problems with children's education are also expressed to a high extent (particularly among RAE (I)DPs).

Common problems faced by both domicile and (I)DPs population in the observed part of Konik, besides undesirable manifestations to individuals and groups living in this part of city, can destabilise the whole of society in the long run due to their complexity. It is necessary to establish a social dialogue which will result in complex measures for social policy towards solving these problems in an efficient and sustainable manner.

9.1 SOCIAL AND EXISTENTIAL PROBLEMS

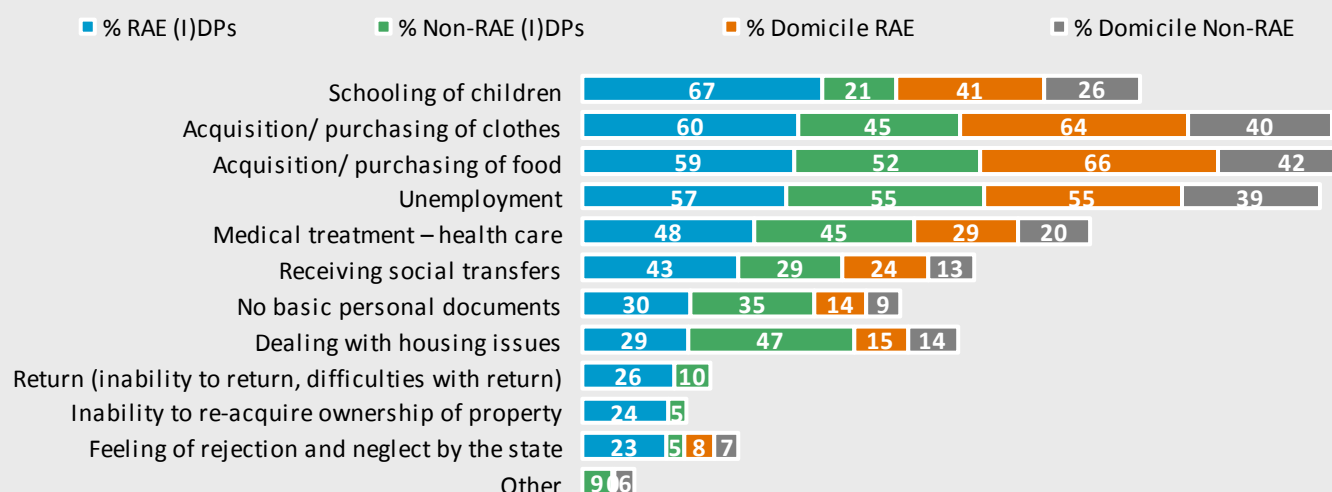
RAE (I)DPs mention the education of their children, purchasing of food, unemployment and health protection as the greatest problems that they are faced with at the moment.

In contrast to RAE (I)DPs, non-RAE (I)DPs spontaneously mention as their greatest problems unemployment, housing problems, purchasing of clothing, food and health protection.

Purchasing of clothing and food are the problems which the domicile RAE population accentuates as the most important ones. Unemployment is spontaneously mentioned by more than half of the domicile RAE population. Education of children and health care also belong to the corpus of the five greatest problems mentioned by members of the domicile RAE population.

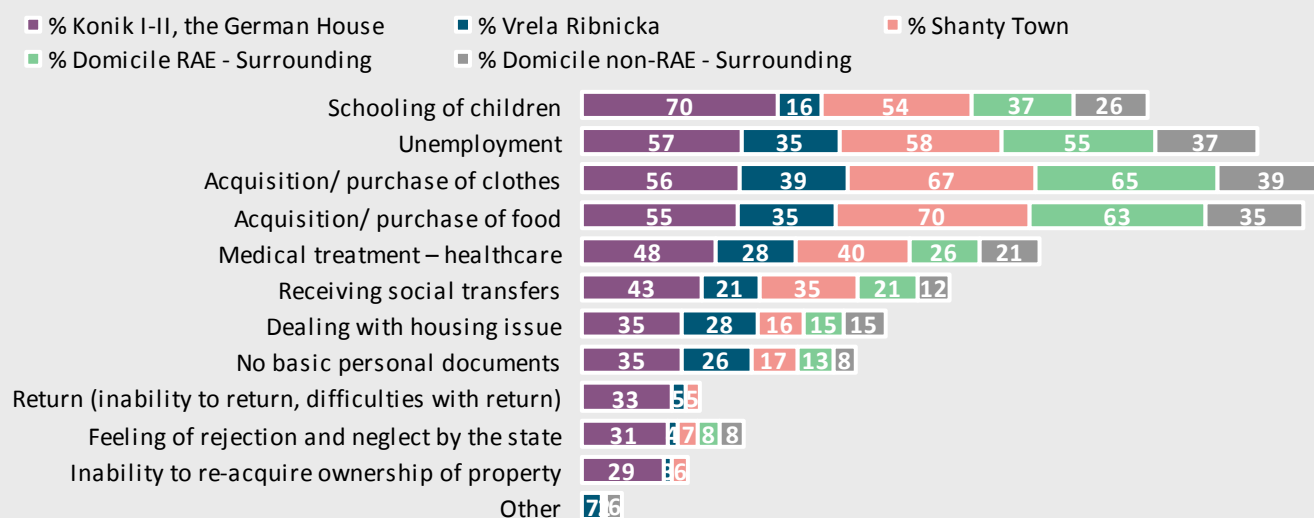
Observed in general, the same problems prevail among the domicile non-RAE population. Namely, purchasing of clothing and food are the two problems which are spontaneously mentioned most frequently by this population. A high percentage of domicile non-RAE spontaneously mention unemployment. Besides these problems, the education of children also falls among the 5 most frequently mentioned problems that the domicile non-RAE population is faced with.

Figure 9.1.1. Populations : Spontaneously mentioned problems



Regarding the problems in the observed settlements, there are no significant differences among populations.

Figure 9.1.2. Territories : Spontaneously mentioned problems



A higher percentage of non-RAE households mention that the area in which they live has problems with crime, violence and vandalism. The settlement which stands out in that respect is Vrela Ribnička in which one out of four households state that the area they live in faces this problem. Besides these households, problems with violence and vandalism are more frequently mentioned by domicile RAE households in the vicinity than those living in camps in the Shanty Town.

Nevertheless, it is worth mentioning that problems with crime and violence are not mentioned to a high extent, since they are mentioned by just 4% of RAE (I)DP households and 8% of domicile RAE households. 29% of non-RAE (I)DPs households confirm the existence of this problem and 19% of domicile non-RAE households. During the focus group discussions the domicile non-RAE participants were inclined to think that their areas had problems with crime, but they do not blame any particular population for this situation.

"It happens that some things were stolen from me, but I knew that these were not the Roma."

"It happened to me that some things were stolen. But I caught the thief at night, under my window. Two nights ago my jacket was stolen from the rope. I blame Roma newcomers for that. They commit petty theft, if they see something outside the house... Clothes from the washing line."

Figure 9.1.3: Populations: Problems with crime, violence and vandalism

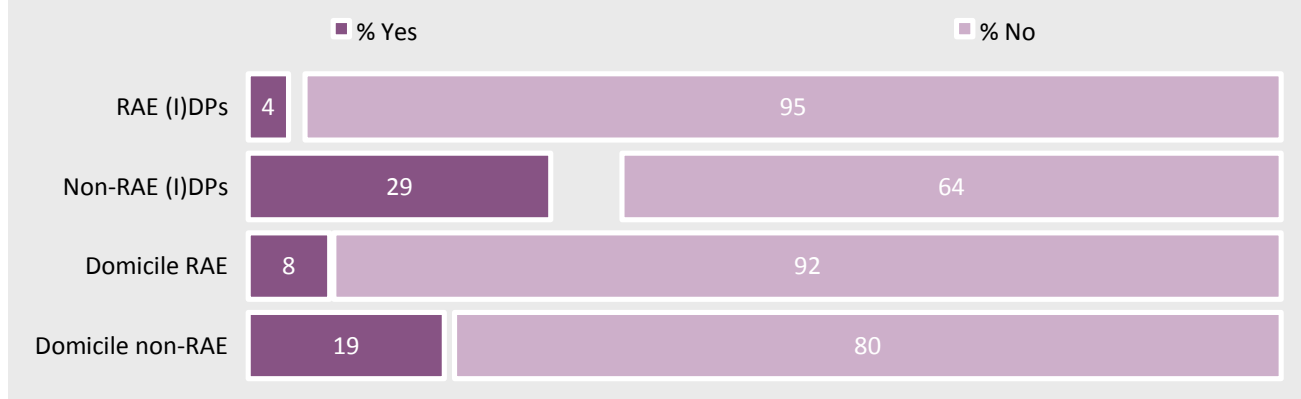
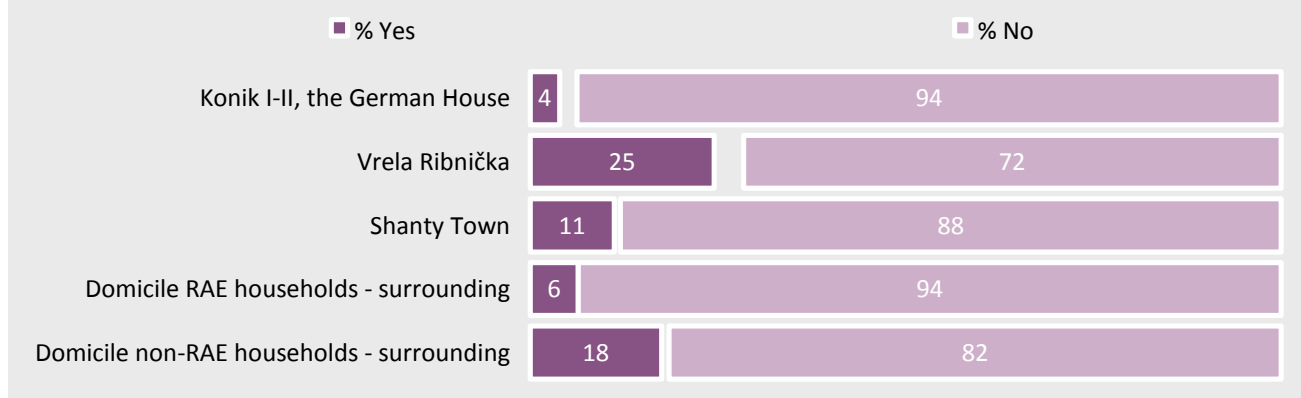


Figure 9.1.4: Territory: Problems with crime, violence and vandalism



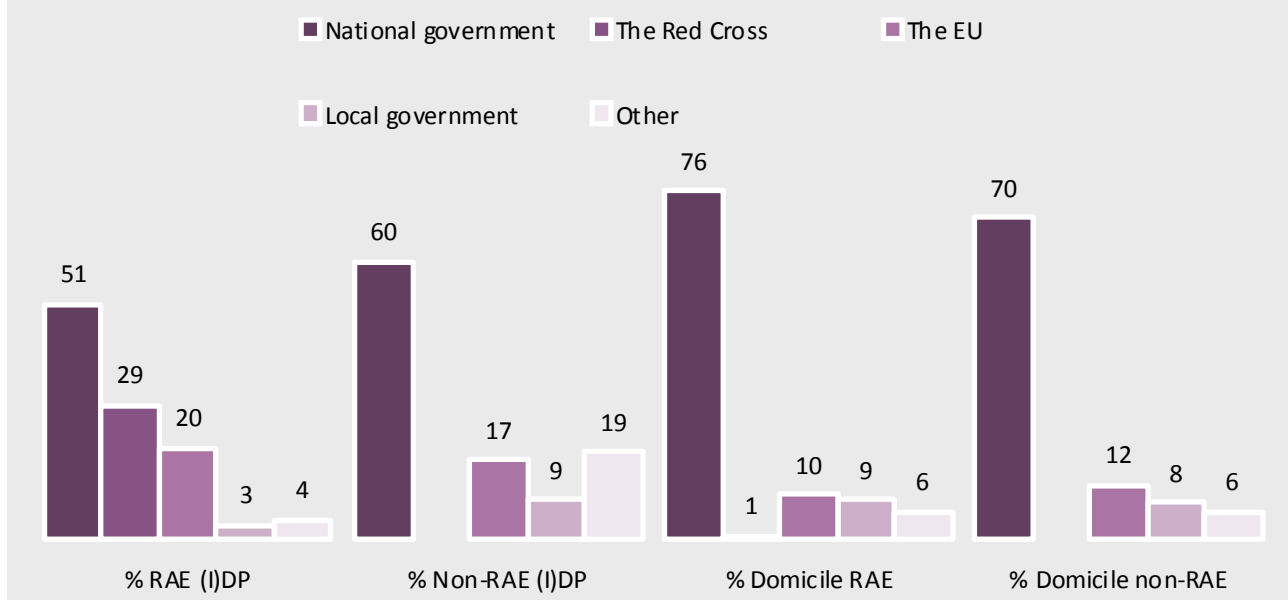
Members of all 4 populations **primarily see the Montenegrin Government as an institution which is the best placed to improve their lives**. Namely, 50% of RAE (I)DPs, 60% of non-RAE (I)DPs, as many as 75% of domicile RAE and 70% domicile non-RAE hold this opinion. It is observable that a higher percentage of the domicile population have expectations of the Montenegrin Government than the (I)DP population of Konik.

In the RAE (I)DP population the Red Cross was the second most frequent answer to the question about institutions which are best placed to improve their lives.

The highest percentage of the domicile population mention the EU, after the Government, as an institution well-placed to improve their lives. It is interesting that a higher percentage of RAE (I)DPs, but also non-RAE, compared to the domicile population indicate that the EU is in a good position to help them.

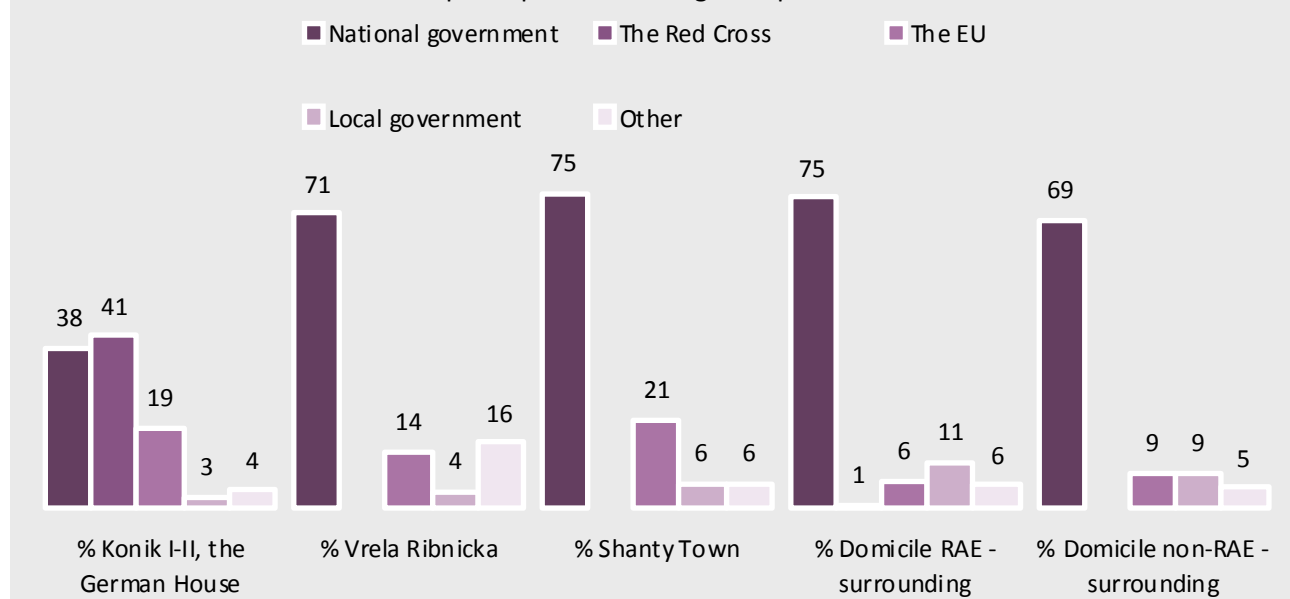
A substantial percentage of the domicile population and non-RAE (I)DPs also mention local government (Figure 9.1.5).

Figure 9.1.5. Populations: Institutions/organisations perceived as potential participants in dealing with problems



Observed by settlement, residents of the German House and refugee camps Konik I and Konik II believe that the Red Cross is in the best position to improve their life, while residents of other settlements think that it is the Government of Montenegro (Figure 9.1.6).

Figure 9.1.6. Territories : Institutions/organisations perceived as potential participants in dealing with problems



It can be concluded that satisfying of basic needs, such as the need for food or clothing occur to a high percentage in all four observed populations, as well as unemployment and problems with healthcare. Additionally, very widespread is concern about the education of children (particularly among RAE (I)DPs).

Problems with obtaining clothing and food, but also healthcare services, may be connected with the high percentage of unemployment in the observed population. So basic recommendations for dealing with the existential problems of the observed populations would primarily refer to interventions aimed at a reduction in unemployment.

10 ATTITUDES TOWARDS INTEGRATION

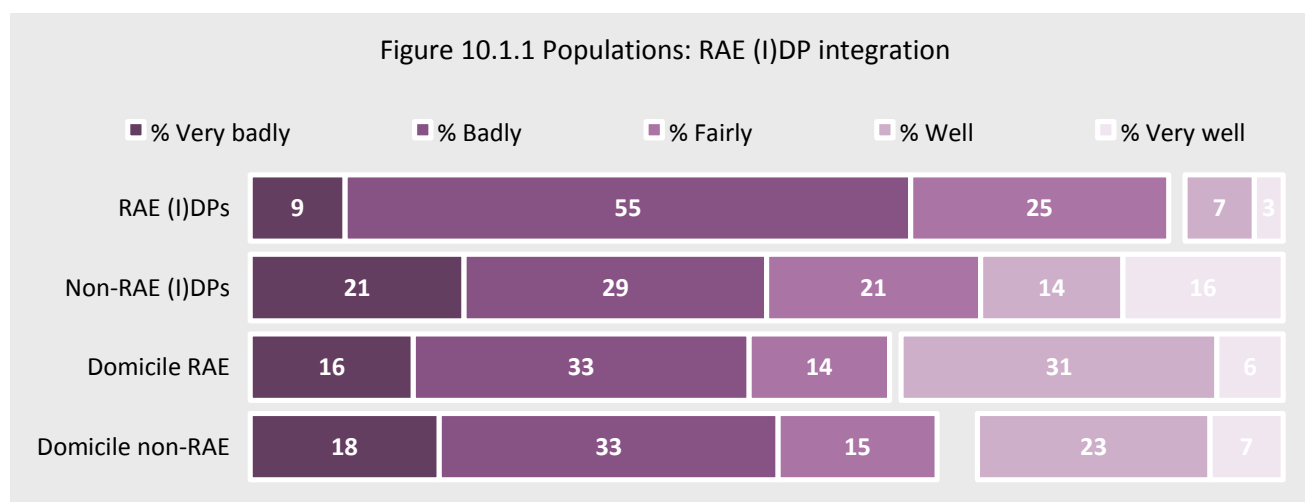
RAE, as a marginalized group, are substantially excluded from the main courses of social life in Montenegro. Social exclusion and extremely severe economic conditions act together and permanently deteriorate the living conditions of RAE in Montenegro, including also their distinctive ethnic and cultural identity and tradition.

The objective situation that the RAE population in Montenegro is in (particularly RAE (I)DPs) is very often at odds with the declarative acceptance and approval of integration into Montenegrin society by the majority of the population.

In order to improve the lives of RAE and implement integration of the RAE population into Montenegrin society, it is necessary to establish new culturological patterns and mechanisms of social inclusion which will reject traditional prejudices towards this population and provide a decent life for RAE in Montenegro.

10.1 ATTITUDES TOWARDS RAE INTEGRATION

The majority of the members of almost all observed populations think that RAE (I)DPs fit in poorly. 64% of RAE (I)DPs think that they fit in poorly in their current environment. Half of the domicile population (RAE and non-RAE) agree with them, but also half of non-RAE (I)DPs. Integration of RAE (I)DPs is considered successful by only 9% of RAE (I)DPs, 29% of non-RAE (I)DPs, 37% of domicile RAE, and 30% of domicile non-RAE (Figure 10.1.1).

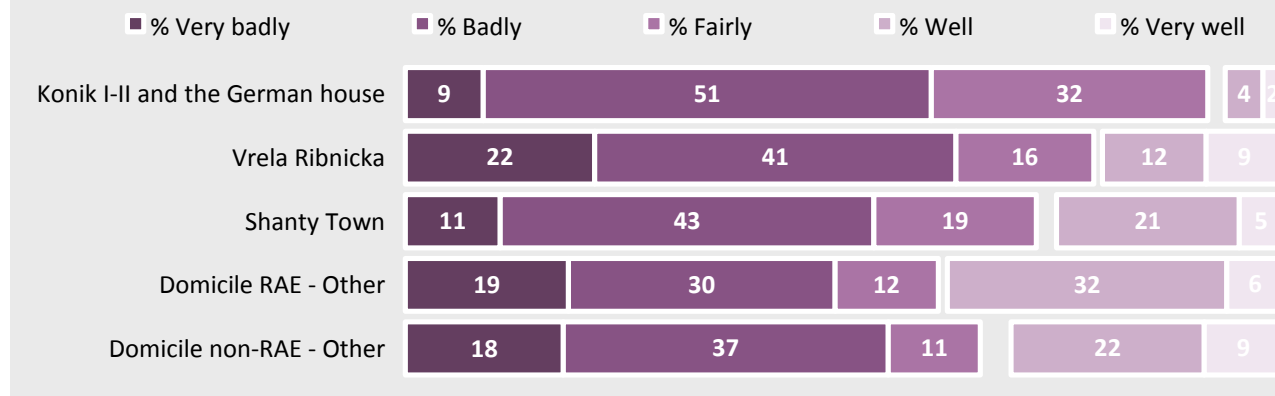


Only 6% of the residents of refugee camps Konik I and II and the German House think that RAE (I)DPs fit in well in their environment, while integration of RAE (I)DPs is considered most successful by 38% of domicile RAE who live in the surroundings of the refugee camps and the Shanty Town, but also 31% of domicile non-RAE who live in the same area (Figure 10.1.2).

Although the majority believe that RAE (I)DPs have not fitted in well in their environment, it can be concluded that a higher percentage of the domicile population believe that RAE (I)DPs fit in well than RAE (I)DPs themselves

believe.

Figure 10.1.2 Territories: RAE (I)DP integration



Almost 30% of RAE (I)DPs believe that the domicile RAE citizens accepted them well, and 48% believe that the domicile RAE population accepted them with negative emotions. RAE (I)DPs assess acceptance of domicile non-RAE in the same way (27% positively; 46% negatively).

Domicile RAE themselves think that they mainly accepted RAE (I)DPs well (54%), while this opinion is shared by 28% of domicile non-RAE (Figure 10.1.3).

Figure 10.1.3 Population: Perception of acceptance of RAE IDPs by the domicile RAE population

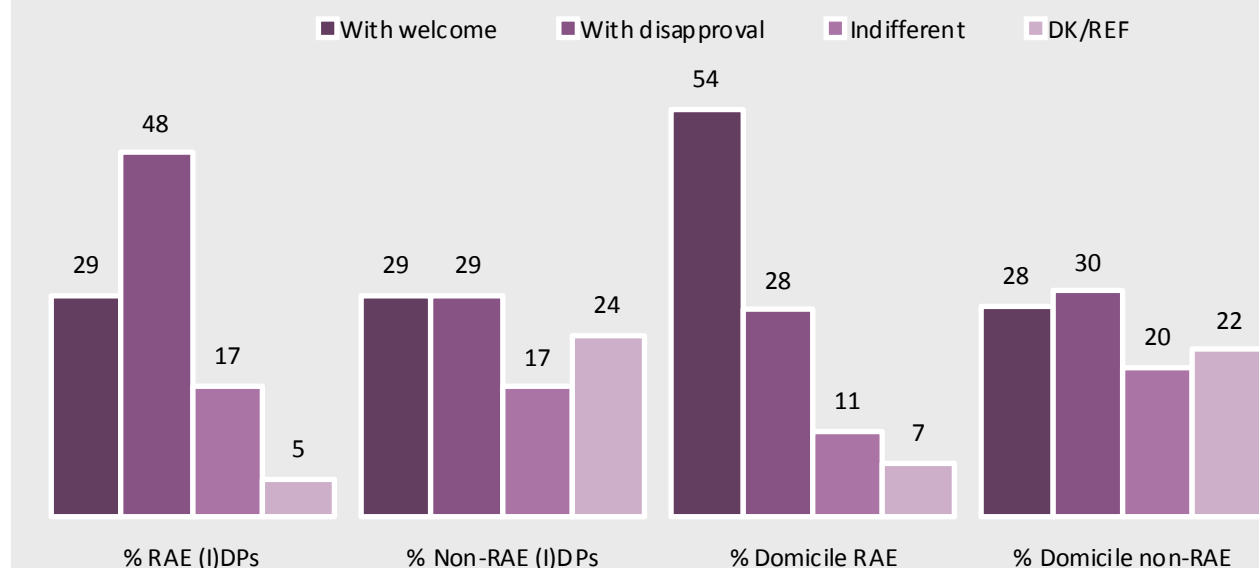
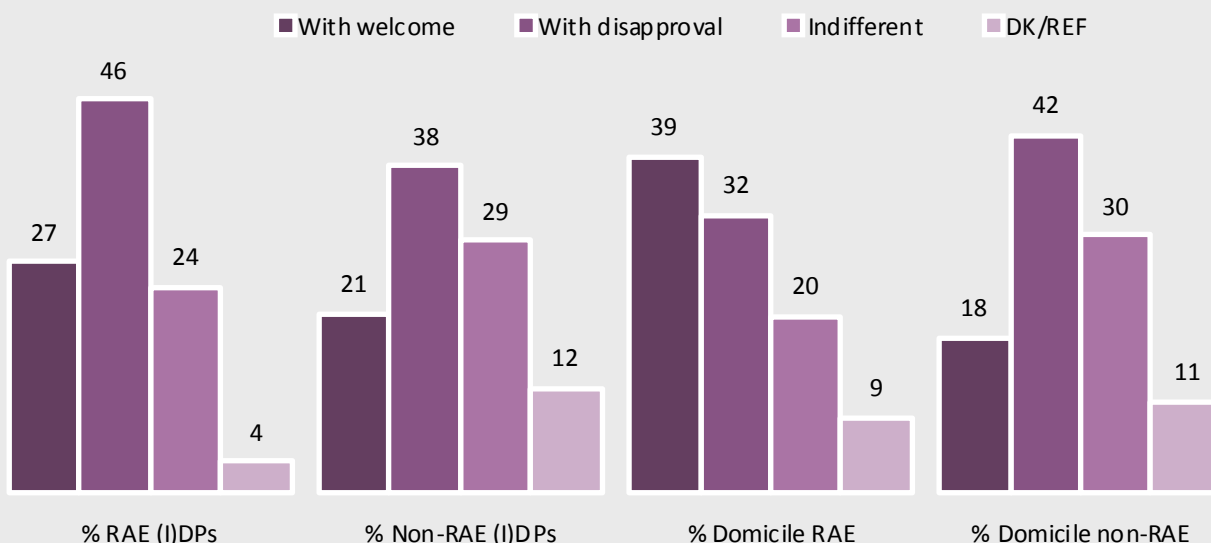


Figure 10.1.4. Populations : Perception of acceptance of RAE IDPs by domicile RAE population



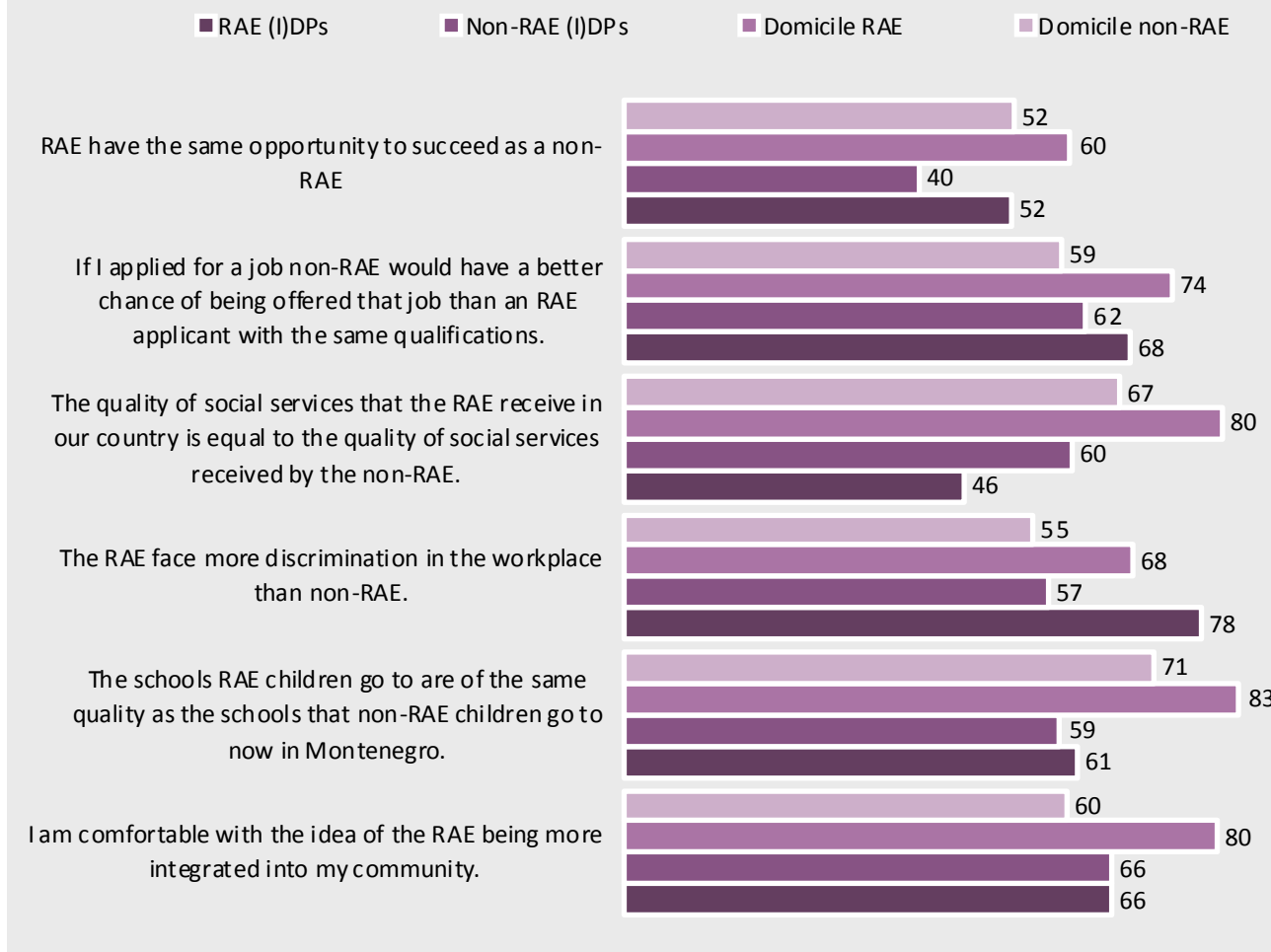
Only 18% of domicile non-RAE who live in the surrounding of refugee camps believe that RAE (I)DPs were welcomed by the domicile non-RAE population; a significantly higher percentage of domicile non-RAE who live in the surrounding believe that RAE (I)DPs are welcomed by the domicile RAE population.

60% of domicile RAE believe that RAE have the same chances of success as non-RAE do; their belief is shared by only 52% of RAE (I)DPs and domicile non-RAE and 40% of non-RAE (I)DPs. In case of affirmative statements which stress equality between RAE and non-RAE, domicile RAE agree with them most, when compared with other populations. However, a higher percentage of them stress that RAE face with more extensive discrimination at work than non-RAE do, as well as that non-RAE have an advantage regarding employment over RAE.

66% of RAE and non-RAE (I)DPs agree with the idea that RAE should be more integrated into the wider community and 60% of domicile non-RAE share this opinion. Most domicile RAE agree with this idea (80%).



Figure 10.1.5 Populations: The degree of agreement with statements



Regardless of the high percentage of agreement in all populations that RAE should be more integrated into the wider community, data from everyday interactions between RAE and non-RAE points to a high degree of segregation and exclusion of the RAE population. The gap between RAE and non-RAE in general is widest, but there are also significant differences according to residential status.

Only 9% of RAE (I)DPs mainly socialise with domicile non-RAE and 26% mainly socialise with domicile RAE. RAE (I)DPs mainly socialise with RAE from their place of origin (49%); and 10% of RAE (I)DPs say that they mainly socialise with other RAE (I)DPs, but from other places.

Domicile RAE mainly interact with members of their own population, and only 11% of domicile RAE say that they mainly socialise with domicile non-Roma.

Domicile non-RAE mainly socialise with members of their population, as many as 76% of them. Only 5% of domicile non-RAE mainly socialise with domicile RAE, 3% with RAE (I)DPs and non-RAE (I)DPs.

Figure 10.1.6. Everyday interactions of RAE with other populations

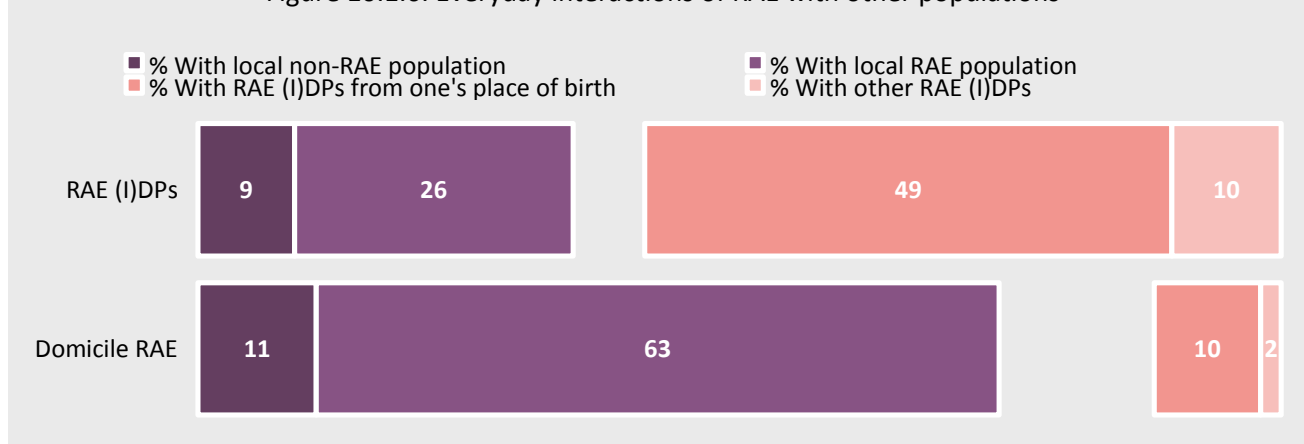
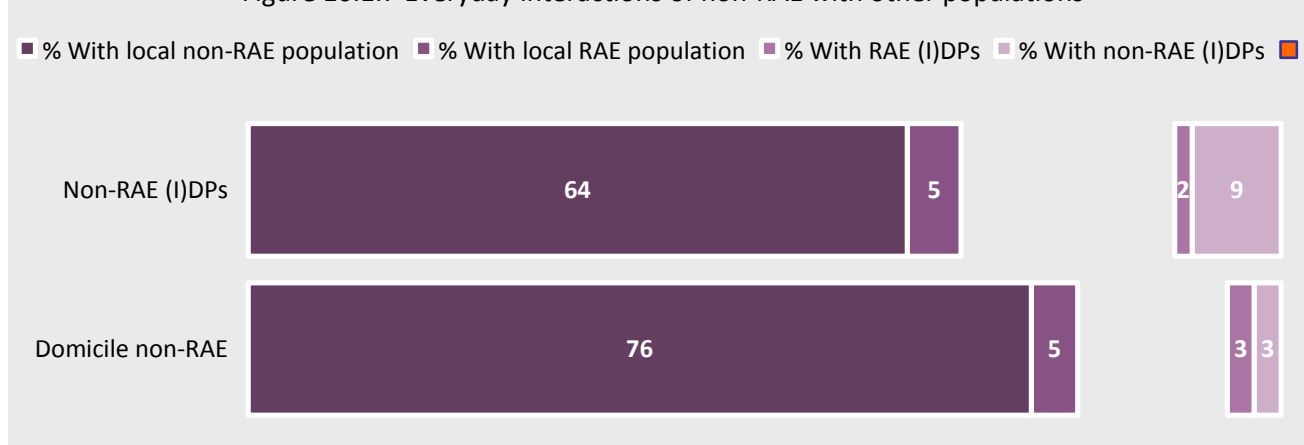


Figure 10.1.7 Everyday interactions of non-RAE with other populations



A high degree of social segregation is also confirmed by focus group findings, which reveal various attitudes towards the RAE population. Additionally, focus groups participants stressed the differences between domicile RAE and RAE (I)DPs who live in Konik. In their words, domicile RAE are good and honest neighbours, while RAE (I)DPs are prone to theft and minor offences.

"I've lived in Konik for 39 years and Roma are our neighbours. They have never stolen anything from us."

"I had a Roma friend and we have been friends since 1999. He left for Kosovo. He lived the same as all Roma live. He was tidy, clean, with a nice hairdo, never dirty. He had 3-4 brothers, and they were dirty. It all depends on the person. There is a difference between our Roma and DP/IDPs. DP/IDP Roma are prone to stealing."

11 PLANS FOR THE FUTURE

The majority of RAE (I)DPs (37%) see their families being exactly where they live now. 20% of RAE (I)DPs believe that they will live in some other part of Podgorica in 10 years time, 7% in some other part of Montenegro, 13% think that they will move abroad. 12% of RAE (I)DPs believe that they will move back to their place of origin, and 1% that they will **not** move back to the state they came from, but to some other place.

Non-RAE (I)DPs in 35% of cases believe that they will be staying where they are now in 10 years time. The same percentage of non-RAE (I)DPs think that they will live in some other part of Podgorica, while only 2% of non-RAE (I)DPs believe that they will return to the place they came from.

Figure 11.1.1 Populations: Where do you see yourself and your family in 10 years?

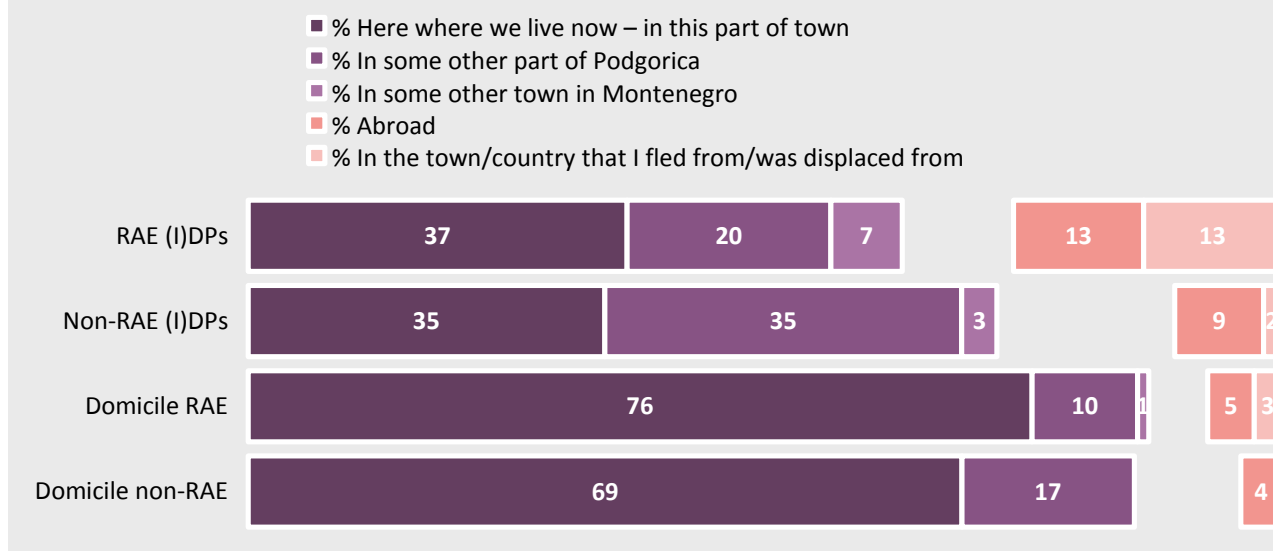
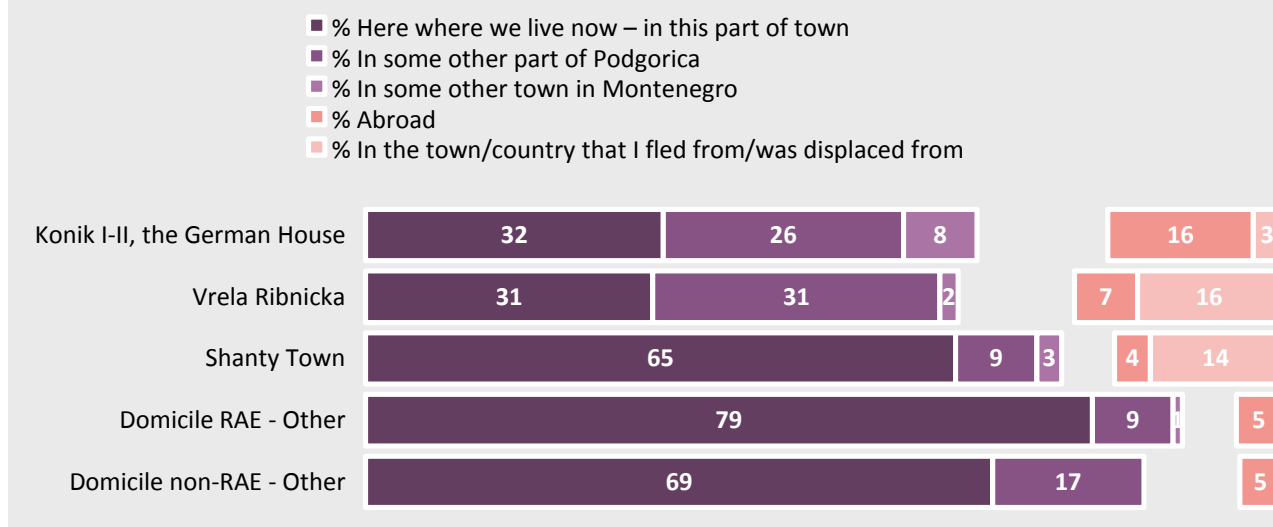


Figure 11.1.2 Territories: Where do you see yourself and your family in 10 years?



12 CONCLUSIONS AND RECOMMENDATIONS

DEMOGRAPHIC CHARACTERISTICS

Having reviewed the basic demographic characteristics of households and their members, there are many household characteristics of all four studied populations that lead us to the conclusion that they belong to the category of vulnerable groups. Unemployment, and particularly the alarming unemployment rate of the breadwinner in a household, is conspicuous in all four populations. However, the displaced and refugee RAE stand out as particularly vulnerable. Households with many children as dependent household members are prevalent in this population, while adults are mostly unemployed (79% unemployed household members aged 15 or older). The level of education is very low, 93% of household members over 15 failed to complete even primary school. Language presents an issue in itself since only members of 7% of households speak Montenegrin or Serbian at home.

The domicile RAE are also in a difficult position, being a community with a large number of unemployed and inactive members, low levels of education of household members and a large number of children. Montenegrin or Serbian are rarely primary languages in these households as well (only 16% of households). This population features particularly vulnerable households where a woman is the head of the household, since these are mostly widows with children, without any education and employment, themselves living on welfare.

The non-Roma refugees and displaced communities feature slightly different characteristics. This population is dominated by adults, even to the extent that the proportion of the over-65 population is slightly higher than the average for Montenegro. Also, this population has a slightly better educational status than the Montenegrin average. Despite all this, this population too is dominated by unemployed members, which underlines their vulnerability. The demographic characteristics of the domicile non-Roma population place it closest to the general population in Montenegro.

HOUSING CONDITIONS: CONCLUSIONS

Problems associated with quality of accommodation are most pronounced among RAE (I)DP households and least among non-RAE households. Besides that, significant differences were observed between various settlements, whereas the households living in refugee camps face problems to a much higher extent regarding the quality of accommodation.

Differences between the observed populations were also observed in terms of possession of durable goods. Similar to previous indicators, RAE (I)DP households are the least equipped with durable goods, while domicile non-RAE households have the best living conditions according to this criterion as well.

Besides that, the RAE (I)DP households are also in the worst situation regarding housing conditions such as average floor area of the dwelling, number of rooms in the dwelling, number of rooms per household member and average floor area per household member. This population also faces risk of fire, due to the bad quality of the building and bad installations. Besides that, in the settlements in which they live they also face the problem of dilapidated roofs, windows, but also a lack of hygiene, pollution, and the presence of rats and mice. Of all the

observed populations the best housing conditions according to these criteria were recorded among the domicile RAE population

Measured by welfare index, the situation of RAE (I)DPs is the worst compared to other observed populations. Besides that, the residents of the refugee camps, Konik I and II, live in considerably worse conditions than residents from other territories in the Konik area.

HOUSING CONDITIONS: RECOMMENDATIONS

Given that the Konik I and II refugee camps were set up over a decade ago, and had a provisional purpose, an alternative solution for accommodation of the displaced RAE population must be offered, in view of the imminent closure of the Konik camps as per the 7th EU benchmark. The upgrade of existing living conditions in the Vrela Ribnicka settlement, which is not included in the urban special plans, is needed, as well as solutions for the legalisation of the Shanty Town. Additional projects for the infrastructural upgrade of the Konik area should be considered.

INCOMES: CONCLUSIONS

Subjective poverty is most widespread in the population of RAE (I)DPs, and least widespread in the non-RAE population (Figure 4.1.1). If observed territorially, subjective poverty was most widespread in the German House and refugee camps Konik I and II (57%), and least widespread among the non-RAE living outside the refugee camps.

The average monthly income recorded by this methodology was €133 in April 2011 in the population of RAE (I)DPs, €328 in the population of non-RAE (I)DPs, €218 in the population of domicile RAE, and €372 in the population of domicile non-RAE. Since the average salary in Montenegro is €473¹⁹ we can see that all studied groups fall into the poorer segment of the Montenegrin population, even the non-RAE who live in the vicinity of the Konik region.

We can see that financial deprivation measured in this way is present everywhere, because regardless of the population more than 60% specify that they lack money for food, clothing and footwear. Nevertheless, financial deprivation is again most serious among RAE (I)DPs, where as many as 98% lack money for food, and 96% lack money for clothing and footwear. Although the Ministry of Education and Sports, together with the Ministry of Labour and Social Care, provides free textbooks for secondary school RAE-population pupils, members of this population complain about a lack of funds for school supplies and books (79% of RAE (I)DP households), while a slightly lower percentage of them admit to lacking money for payment of utility costs.

INCOMES: RECOMMENDATIONS

Possible activities that could improve the financial situation of the observed populations, particularly the RAE (I)DPs could be the following:

Recycling. Taking into account that the majority of RAE live from the collection of secondary raw materials, recycling is singled out as the first area through which it would be possible to improve the activities aimed at

¹⁹ MONSTAT, Monthly report for April

increasing the income of the RAE population. It is necessary to extend financial, logistical and educational support that would secure a more fair model for profit distribution and reduction of hygienic differences. Besides recycling, it is also possible to organise production of intermediate products on the basis of recycled raw materials, such as plastic panels, which can be used as roofs for houses (roof tiles, etc.). Active and advanced inclusion of RAE in recycling work is practiced near Montenegro, for example in Skopje^[1], in Albania (Kukës region) but also in Belgrade.

Construction works. Include RAE in building/renovation of their own houses or environment (including work on the infrastructure). The social benefits of this are more important than the economic inefficiency of using manual work instead of mechanical technology. This activity can have multiple benefits because, except for material and professional supervision which the investors would provide, the rest of the work would be performed by future residents who would thus upgrade their own living conditions, earn some money and, at the same time, acquire some skills that could be used for future construction works on which they might be engaged. In this case, it would be necessary to provide adequate training for those who would participate in these works.

Green jobs. Air pollution was identified as one of the main problems of the neighbourhood of Konik, therefore it would be possible to initiate planting of grass/bushes/trees that would further be maintained by people working in small social enterprises – which could do gardening jobs in the area of Konik and its neighbourhood, but also beyond it.

RAE police. Roma police assistants have been experimentally tested and shown to be fairly successful in Slovakia. Individuals from the RAE community could be engaged as members of municipal/state/communal police or police assistants, who would keep an eye on the cleanliness of the living environment; security in front of schools, etc.

Extension of public works to activities other than just cleaning the streets or ditches along the roads. Public works could be contracted also by non-public entities (for example NGOs providing social services, municipalities, or schools for activities such as renovation of cultural heritage, cleaning cultural sites and the sites of tourist attractions).

It is also necessary to examine more thoroughly the barriers which prevent the RAE (I)DP population from performing the same jobs which they performed prior to their arrival in Montenegro, and to extend necessary support. The RAE (I)DP population needs to be registered with the Employment Bureau and included in all supporting projects that the Bureau has, some tailored specifically for RAE.

SOCIAL PROTECTION: CONCLUSIONS

Results of the study show that all studied groups belong to the poorest segment of the population in Montenegro. The population of RAE (I)DPs stands out as the poorest among the poor, which is also reflected in having the highest percentage of subjective poverty among this group and domicile RAE.

Despite their difficult financial situation, RAE and non-RAE (I)DPs are almost completely uncovered by existing state social support – material allowance from the state, unemployment benefit and child support. In other

words, in these population groups, there are many more families that are considered to be living in poverty or extreme poverty or meet some other criteria for welfare support according to the Law on Social and Child Protection (2005) and, therefore, who could potentially be eligible for some type of welfare allowances, but they do not receive them.

Among the limited number of people who receive any type of social welfare assistance, social protection coverage is most widespread among the local RAE and non-RAE population, while it is a lot less present among (I)DPs (both RAE and non-RAE). Beneficiaries of child support are predominantly domicile RAE and non-RAE families. According to the Law on Social and Child Protection, families who are recipients of material allowance and/or have a child with a disability, as well as children without parental care are eligible for child support. Findings show that there is a much higher percentage of domicile RAE and non-RAE families receiving material allowance, which makes them eligible for child support, but they do not receive child support. This discrepancy can be partly attributed to the demographic structure of the families that receive material allowance (they do not necessarily all have dependent children) but also it may indicate that families who are eligible for receiving child support are not aware of it or they simply did not apply.

As regards the (I)DP population, very low coverage by child support mirrors their low coverage by social allowance which represents one of the core eligibility criteria. Low coverage of this group by social welfare support in general is a result of their legal status. Only since July 2010, after the Decree on Temporary Access to Rights was adopted by the Government of Montenegro, have (I)DPs been granted rights to all forms of social welfare at the same level as Montenegrin citizens. Most child support beneficiaries find this type of assistance either as very useful or somewhat useful.

The findings show that not applying for welfare support is the most common reason for not receiving any welfare support among these groups in the first place. Being unaware of the welfare support available and not knowing how to apply are the two main reasons stated by domicile RAE for not applying for welfare support at all. On the other hand, the (I)DP population, both RAE and non-RAE, indicate their status and lack of necessary documents as the reasons that prevent them from applying or make them ineligible for some welfare support. This should be treated with caution since, by the Decree on temporary access to rights adopted in July 2010 (valid until 7 January 2012), (I)DPs are granted rights to all forms of social welfare at the same level as Montenegrin citizens (allowances, accommodation in residential institutions or foster families, and counselling). Empirical evidence shows that (I)DPs have a number of difficulties in providing all the required documents to apply for social allowance(s), because some of these documents need to be obtained in their respective country of origin. For eligible people without personal documentation (lack of documentation is mostly as a result of a lack of birth certificate) social welfare support is in most of the cases out of their reach regardless of their social or legal status while their risk of being denied access to health and education is also high.

SOCIAL PROTECTION: RECOMMENDATIONS

In order to improve coverage of the relevant eligible population by state social welfare, programmes and policy interventions should primarily address administrative obstacles that prevent the eligible population from applying and eventually becoming the beneficiaries of available welfare support. Furthermore, it is necessary to raise the level of awareness of the eligible population, both domicile and (I)DPs, in regards to the available welfare programmes and support in order to boost demand. It is necessary:

- a) To harmonize the Law on Foreigners and the Law on Social and Child Protection and set up the legal grounds for exercising the social protection rights of RAE (I)DPs.
- b) To amend the Law on Social and Child Protection, to enable full access to these rights for both domicile and (I)DP RAE children.
- c) To continue with full and uniform implementation of the Decree on Temporary Access to Rights
- d) Centres for Social Welfare should obtain required documents for (I)DP applicants through official channels from their counterparts in the relevant municipalities/countries.
- e) To provide free legal and administrative support for potential applicants.
- f) To intensify awareness-raising activities aimed at informing the potentially eligible population about available welfare programmes and support, in order to boost demand.
- g) To initiate a subsequent registration drive for children and adults who have never been registered in birth registry books.
- h) To support (expand) activities being conducted by the Red Cross in the Konik area aimed at ensuring registration of children after birth.

Besides these measures, good experiences from other countries indicate that it is necessary to organise direct contacts between Centres for Social Welfare and the RAE population through fieldwork. The activities of social workers in the field could be directed strictly to decreasing the vulnerability of the RAE population.

HEALTH: CONCLUSIONS

The highest percentage of the RAE (I)DP and domicile populations assess their health as good. However, this finding should be treated with caution since the RAE population often considers only illnesses that physically incapacitate a person as serious. The study shows that health insurance coverage is quite high among both the RAE (87%) and non-RAE population (97%), though it is slightly lower for (I)DPs groups. Although health insurance coverage is relatively high, respondents from all groups most frequently indicate a lack of health insurance cards as the reason for not visiting primary health facilities or going to hospital when they have health problems.

Findings show that the RAE (I)DP population is the most vulnerable group in terms of health protection compared with the other groups surveyed. One half of RAE (I)DPs assess their health as good while more than one-third assess it as bad. When compared to other groups, RAE (I)DPs use outpatient treatment and are sent to hospital more frequently than the other population groups surveyed. Poor housing conditions and material deprivation are often perceived as the main causes of bad health. Furthermore, this group expresses the lowest level of satisfaction with the health services provided. Data shows that one quarter of RAE (I)DPs are dissatisfied with the health service while the same opinion is shared by one in ten respondents from the other groups (10%). RAE (I)DPs, residents of the refugee camp, mostly use the healthcare facility within the camp for primary health care. They point to the short working hours of that health facility as being the greatest problem (2 hours every day). When the health facility in the camp is closed, in case of health problems residents of the camp have to go to the clinic in the centre of town that admits emergency cases, instead of the nearby primary healthcare centre in Konik. The use of private health care for outpatient treatment is very rare, both among (I)DPs and the domicile population, which is to be expected bearing in mind their level of economic deprivation as shown by this study.

All respondent groups indicate that they usually do not encounter problems when visiting public health facilities. However, RAE (I)DPs are the group claiming that they encounter problems when using healthcare services more frequently than others. When problems occur, they vary across groups: lack of medications, lack of money for medications and financial participation are problems indicated by (I)DPs population. On the other hand, local

population complains about long waiting hours when going to doctor.

Ten percent of the RAE (I)DP population says that they had needed health care in the past but they did not go to the doctor, which is a relatively good proxy indicator of health deprivation. RAE (I)DPs' perception of poor health care treatment in health institutions, the lack of health insurance card, and a lack of money to pay for treatment in private facilities represent the main reasons for not paying a visit to a doctor. Unlike RAE (I)DPs, non-RAE (I)DPs, the domicile RAE and non-RAE population indicate a lack of necessary documents as the reason for either not visiting a primary healthcare centre or not going to hospital.

HEALTH: RECOMMENDATIONS

The survey's findings portray a relatively positive image of health status and access to health services of the concerned population, bearing in mind the extent of housing and material deprivation they suffer. The survey, however, also pointed out important factors that may contribute to health deprivation among this population that would need to be addressed or further investigated. These factors are:– the perceived inadequate treatment that this population encounters in healthcare centres, a lack of health insurance card/documentation, a lack of financial resources to pay for treatment, and a reported undersupply of health care in the camp.

Furthermore, the most common problems these groups encounter once they go to the doctor's are primarily linked to their poor economic status – a lack of money for medication and for a health examination/treatment – since public health services and medications are not completely free even for people with health insurance.

In order to address the identified problems and improve health coverage and access to health services by the relevant population in the Konik area, programme/policy interventions should be designed in such a way so as to address both the socio-cultural and economic factors that are identified as the underlying causes of and obstacles to health deprivation, including activities to comprehensively address the social determinants of health (the conditions in which people are born, live, work and grow older, including the health system) being most responsible for health inequalities.

In order to improve the supply of health services that would benefit all residents of the Konik area and women and children in particular, the following interventions should be considered:

- a) To address the issue of working hours in the health facility located in the camp and to extend them, if needed
- b) To address the issue of access to health care in the primary healthcare centre in Konik after the working hours of the health facility located in the camp, for RAE (I)DP residents of the camp.
- c) To consider integration of eligible private health centres under the hub of the Public Health Insurance Fund so as to provide health care to patients covered by public health insurance under the same conditions as in public healthcare institutions.
- d) To continue the practice of regular and ad-hoc immunisation campaigns among residents in their respective areas.
- e) To carry out occasional concerted health campaigns to cover individuals who do not have health insurance or who are otherwise disadvantaged and whose access to health services is substantially limited.
- f) To carry out activities with a greater focus on health education and promotion (promotion of healthy lifestyles e.g. anti-smoking, the harmful effects of smoking; smoking is the second largest risk factor for NCDs in the overall population) among RAE (I)DPs.

- g) To extend activities on prevention (at the moment the vaccination programme is being carried out regularly; to include RAE women in screening programmes, that is, screening programmes for early detection of breast cancer).
- h) To implement activities to comprehensively address social determinants of health (the conditions in which people are born, live, work and grow older, including the health system) being most responsible for health inequalities.
- i) To continue with the preventive and health counselling activities carried out by the Red Cross particularly in the area of reproductive health.

In order to stimulate the demand for health services particularly by children/adolescents and mothers, the following interventions should be considered:

- a) Exempting the most vulnerable groups from monetary participation for health services and medication – pregnant women and children up to 5.
- b) Reaching out to young RAE women whose choices are limited by poverty and discrimination, encouraging RAE women to share their experiences, expanding health mediators, focusing on women's health and focusing on very young mothers.
- c) Intensify activities among RAE adolescents through peer-to-peer education and raise awareness about promotion of healthy lifestyles, prevention of drug addiction, HIV/AIDS and sexually transmitted diseases
- d) Conducting a public awareness campaign on the entitlements and quality of health care is required to boost demand.
- e) The most vulnerable groups require an expansion of the programme "School for pregnant women", enabling pregnant women and their partners to become more skilled in providing care and psycho-social stimulation of the newborn, to be more prepared for parenthood and more successful in their new role. At the same time, reproductive health counselling should be directed towards wider outreach to the most vulnerable groups. In accordance with all this, educational-informative material should be prepared and distributed.
- f) Within the visiting services of Primary Health Care Centres engaged in early post-partum visits and support to the mother, the newborn and the family, it is necessary to intensify support to children and families that belong to the most vulnerable groups.

In combination with the above interventions, awareness-raising activities should target both RAE families and the public. The campaigns should address prejudices/stereotypes and discrimination, challenging social exclusion and marginalisation of RAE. Second, another set of awareness-raising campaigns and outreach work with RAE parents should be undertaken on an on-going basis. Emphasis should be on health promotion, disease prevention and immunisation, antenatal and postnatal care, reproductive health and prevention of early marriages, birth registration, healthy practices and good parenting.

Finally, due to the limitations of this study which was not able to cover all health aspects that might be relevant for policy makers and relevant national and international organisations, it would be beneficial to conduct another study on health among this population to provide an in-depth understanding of some specific health issues. The study should particularly focus on the most vulnerable groups, women and children, which would, among others, provide answers to some of the following questions:

- What are the priority health needs of women and children?
- What are the morbidity and mortality rates in the camp compared to the national average?
- What are the differences in terms of health protection and status between various groups residing in the camp?

- What are the quality and nature of health services in the camp provided for children and pregnant women?

In general, the study points to the well-conceived Action Plan activities for durable management of the status of DPs and IDPs, since the preparation of this document was actually to include the results of this study. The Action Plan, as with the Study, identified the problem of a low awareness of the healthcare rights guaranteed to this population, as well as a possible absence of adequate health care, or a barrier to access to healthcare services, as well as measures of prevention and promotion of health conducted within the system. The Action Plan defines the steps to be taken with the aim of promoting the health of this population, which mainly coincide with the Study's recommendations, understandably, bearing in mind that the Action Plan preceded the Study, but we also highlight the activities conducted as a result of the comprehensive reform process, directed primarily towards the promotion of the health of women and children, encompassing this population as well.

The aforementioned refers to the activities encompassed by the HIV/AIDS and Sexually Transmitted Diseases Prevention Programme, which covers the RAE population in the first phase of implementation, then activities implemented in cooperation with UNICEF, aimed at preventing the abandonment of children in maternity wards and encompassing seminars for medical workers to recognise mothers at risk, including also work with the RAE population. Additionally, education of the population in terms of health, as well as including the population in screening programmes is a problem that will be handled within implementation of the already enacted national programmes, with a particular focus on the RAE population and other marginalised groups. Implementing the campaign for raising the awareness of the public about the rights and quality of health care is also an activity originating from the Strategy for Improving Health Care Quality, which is in its final phase.

Even the very process of registration for a chosen doctor involves using counselling services in Primary Health Care Centres, aimed at prevention and the promotion of health.

Bearing in mind the recommendations under a), b) and c), it is necessary to stress that the surgeries in Konik have played an important role in providing timely health care to the population of the camp during all these years, especially during the period when an uncontrolled inflow of refugees and IDPs threatened to cause epidemics and severe deterioration of health among camp residents. Even besides this population being enabled to register for a chosen doctor, the already stressed problem of being unaware of one's rights justifies the presence of surgeries, but this should, by no means, replace choosing a doctor and all the advantages provided by this process.

The Health Insurance Fund has already signed contracts with some private institutions, with the aim of improving the availability of health care. We have to underline that, according to the Fund's rules, women during pregnancy and one year after childbirth, and children do not have to pay any participation.

The Study's recommendations emphasise the need for healthcare education, which is already defined by the Action Plan. In our opinion, the first step would be the inclusion of all citizens in the regular system of registration at a chosen doctor's, which also enables necessary information to be obtained about the services provided within the healthcare system and the ways to realise rights, as well as about prevention programmes conducted by support centres.

And finally, a study about the health status of this population is absolutely essential, especially concerning morbidity and mortality rates, so we expect assistance from partner organisations in this aspect.

Subjective estimation of the health status of residents of Konik should not be commented upon, taking into account the results indicating that those who actually used healthcare services were the most satisfied. Expressing satisfaction with outpatient care more than with inpatient care is in accordance with the dynamics of the healthcare system reform, which still has not deeply encompassed the hospital sector. However, we are of the opinion that the study's results indicating potential healthcare deprivation require deeper analysis of each individual case, since being referred to a hospital does not necessarily mean that there is a real need for this type of health care.

EDUCATION: CONCLUSIONS

Educational deprivation, which is assessed by measuring the failure to attend primary school by children (6 to 15 years old), e.g. by school attendance rate, is very much a characteristic of RAE populations, particularly of RAE (I)DPs. Although primary education is mandatory, the school attendance rate is very low among the RAE population and the study shows significant correlation between household wellbeing (poverty) in RAE populations and a low school attendance rate – the poorer the family, the less likely it is that a child will attend school. This finding is in line with earlier empirical evidence and research among similar deprived/poor population groups elsewhere. Educational deprivation among RAE has its gender dimension too. Hence, women/girls are particularly deprived, having attended school significantly less than male household members.

Even when they do go to school, RAE children are less likely to benefit greatly from education, as the study shows that their overall school achievements are considerably lower than the general population, while they spend significantly less time in school during their lifetime. A high percentage of pupils who have to repeat a year because they have bad marks is also characteristic of all groups interviewed apart from domicile non-RAE children. The study shows that an insufficient percentage of RAE children living in the Konik area attend pre-school institutions. Knowing the positive correlations between pre-school education and later school preparedness, attendance and school achievements, the fact that RAE children seldom go to pre-school might be one of the explanations for the low attendance and retention rate and their frequent underperformance in school.

The study shows that one of the major obstacles that children from RAE (I)DP families face in primary school is their poor knowledge of the Montenegrin language. A high percentage of parents of primary-school-age children from this group indicate that their children need help with education, primarily in dealing with the language barrier. Besides this, parents from all groups interviewed indicate they would appreciate assistance with providing textbooks and school supplies, as well as some types of learning support (scholarships for example).

Findings show that regardless of the age and gender of a household member who never attended school, the two main reasons for not going to school were: he/she had to work for the family (contribution to family income); and the family was unable to cover the costs of education. Furthermore, some children do not go to school because they have to take care of their younger siblings or due to inadequate conditions, primarily hygiene. The RAE (I)DP group also indicate their inability to obtain documents for school as a reason for their children not attending school.

The phenomenon of children not wanting to go to school was also observed and it occurs when RAE and non-RAE children attend school together, where RAE children feel that they are not well accepted by other children. Regardless of the high percentage of agreement in all population groups that RAE people should be more integrated into the wider community as the study's findings imply, data about everyday interaction between RAE and non-RAE points to a high degree of segregation and exclusion of the RAE population. Since schools cannot be artificially divorced from the wider community, the phenomenon of social exclusion and segregation is inevitably reflected in the school environment too. Thus, although the majority of parents in all population groups interviewed believe that their primary-school-aged children are accepted by their peers in school, still almost one in seven RAE (I)DP parents believe that their children are not accepted by their peers, while the same opinion is shared by three percent of domicile RAE parents.

The study shows that the reasons behind the fact that a large portion of RAE children do not go to school are primarily of an economic nature – a high opportunity cost and economic poverty. First, RAE parents find the opportunity (and other costs) of schooling too high and these costs are increasing with children's age and their potential productivity. In other words, the study suggests that a large number of parents find it more beneficial if a child works and in that way contributes to the family income than if he/she goes to school. Let alone the socio-cultural explanations, a low net school attendance rate also usually indicates that parents do not find education particularly important and promising in terms of future job prospect and an increase in income when the unemployment rate among the respective population is extremely high and the obstacles they face in the labour market are numerous. However, making conclusions and giving final recommendations requires taking into consideration the data of the Ministry of Education and Sports about the benefits given to the RAE population.

Secondly, this phenomenon also indicates that the monitoring mechanisms of school attendance are weak when it comes to (I)DPs and domicile RAE, despite the fact that primary education is mandatory according to law. Parents are primarily responsible to ensure that their children attend school but if they fail to do so, schools and other relevant state institutions are also responsible for making a child go to school.

The study's findings show that the branch primary school located in the camp provides poor-quality education while only RAE children attend this branch school and so are *de facto* segregated from other children. All respondents who live in the camp (the vast majority of them are RAE (I)DPs and several domicile RAE families) and whose children go to the branch primary school in the camp (years 1-4) are very dissatisfied with the school facility that their children attend and the knowledge that they obtain there. Respondents claim that lessons last only 1.5-2 hours a day and children only play there, so it rather resembles a kindergarten. Parents complain that knowledge acquired in this way is not enough for even elementary literacy, since several parents argue that their children cannot read or write although they have finished several years. The perception that the branch primary school in the camp provides a poor quality of education is again confirmed by the relatively high percentage of RAE (I)DP parents who believe that their children go to a school that is not of the same quality as the ones to which non-Roma children go and the same proportion of them are "completely dissatisfied" or "mostly dissatisfied" by the education that their primary-school-age children receive.

EDUCATION: RECOMMENDATIONS

In order to ensure better quality education and equality, and to increase the school attendance rate and retention of (I)DPs and domicile RAE school children in the Konik area, which this study identifies as the main problems in education for residents of this area, programme/policy interventions should be designed in such a way as so to address both socio-cultural and economic factors that are identified as underlying causes and obstacles to education. Thus, from an economic perspective, the demand and supply side of education for this particular population should be addressed. Likewise, socio-cultural obstacles should be addressed through appropriate awareness raising of the importance of education and the public educational component that would complement the economic component of interventions.

In order to improve the supply of education, the following interventions should be considered:

- a) Closing the branch primary school in the camp and enrol its pupils either in Bozidar Vukovic Podgoricanin School in Konik or in other schools in the town in order to prevent *de facto* segregation of children attending that branch school.
- b) Providing free transport to primary and secondary schools for children that live in the camp.
- c) Formally introducing an RAE assistant in pre-schools and primary schools with a larger number of RAE

children as an integral part of the education system.

- d) Enhancing teachers' knowledge and skills in order to apply appropriate teaching and learning methods when dealing with RAE children who might need special attention.
- e) Providing additional learning support for underperforming RAE children.
- f) Implementing the Strategy on Early and Pre-school Education as well as the Strategy on Elementary Education.
- g) Increasing pre-school capacities that would be able the demand for this type of education among RAE to be met.
- h) Providing bilingual education of RAE children in the first year of primary education. Introducing RAE assistants in school(s) would be instrumental in this recommendation.
- i) Creating opportunities for all RAE children to learn Romany at school as an additional language.
- j) Strengthening existing monitoring mechanism in order to increase school enrolment, net attendance and retention rates.

In order to stimulate the demand for education, the following interventions should be considered:

- (i) Continuing with the practice of providing free textbooks, clothing and shoes for RAE, both domicile and (I)DPs, and for children from poor families and improve targeting and coverage.
- (ii) Continuing with subsidising pre-school education for RAE, both domicile and (I)DPs, and for children from poor families.
- (iii) Considering the inclusion of scholarships for all RAE students going to secondary and higher education establishments.
- (iv) Promoting the achievements of RAE individuals who managed to finish higher levels of education as stimulating examples for establishment of new values in their community.
- (v) Considering potential ways to introduce the conditional cash transfers to families that send children regularly to school and in that way additionally offset some opportunity costs that prevent children going to school.
- (vi) Developing and providing adult education, "second-chance" learning, literacy courses for RAE parents and young people.

In combination with the above interventions from an economic point of view, awareness raising should target both RAE families and the wider public. On one hand, the campaigns should fight prejudices/stereotypes and discrimination, challenging the social exclusion and marginalisation of RAE; on the other hand, another set of awareness-raising campaigns and outreach work with RAE parents should be undertaken on an on-going basis. The emphasis should be: on promoting/presenting the importance of education among RAE parents; on adequate family support to schoolchildren; and on attendance of pre-school programmes and timely school enrolment which are positively correlated with an increase in net primary school attendance and achievements in school.

WORKING STATUS: CONCLUSIONS

Unemployment is one of the largest problems in the observed populations since the majority of people aged 15 and older currently are not engaged in any kind of work. Just half of this group are actively looking for work, and the main reasons why others do not do that are: incapability of working, obligations in the household and the availability of some other work. On the other hand, those who are actively looking for work have the following obstacles: a lack of connections and acquaintances, particularly pronounced among the domicile population, and legal status, that is, they do not have the right to work, a characteristic of the (I)DP population. Frequency of use of the services of the Employment Bureau, as one form of engagement in search of work primarily depends on legal status, that is, citizenship of members of a particular population, since in the IDP/DP population, regardless

of their ethnic origin, almost nobody has been on the books of the Employment Bureau in the past two years.

Unemployment is not just current problem of the domicile and IDP/DP population in the Konik region and the surrounding area, but this was also a problem in the past. Namely, less than one half of the population capable of working has any documented work experience. At the same time, a significant percentage of people above 15 years of age did not perform any activity that was paid during the past two years.

WORKING STATUS: RECOMMENDATIONS

In its Regulation concerning employment subsidies for certain categories, adopted in March 2011, the Government of Montenegro cited the RAE population as being among the categories difficult to employ, and offered incentives for their employment. This should be promoted among employers using existing and future recycling facilities in the area. Additionally, the effects of said regulation must soon be assessed, and the results of the assessment used to amend the proposed subsidies if necessary. Further, the legislation needs to recognise the ongoing change of the status of (I)DPs to ensure uninterrupted access to employment for these people. This implies an extension of the 2010 Decree on Temporary Access to Rights by (I)DPs which expires on 7 January 2012, especially in case of the extension of the 7 November 2011 deadline for application for the status of foreigner.

As already stated in the section relating to possible sources of income, the majority of active RAE (I)DPs collect secondary raw materials. Institutions could help them to increase the quality of this activity which brings money. Specifically, examples of good practices in the region indicate that, with some financial and organisational assistance by local and international institutions, it is possible to set up the processing of secondary raw materials, i.e. a processing plant as a social enterprise managed and operated by RAE. This would include organisation of family and other kinds of community enterprises, which would be additionally stimulated if they include women heads of households with no income or education. This would allow for a number of RAE to remain active, engaging also a number of women in less physically demanding jobs, but primarily it would increase profits which would directly affect the community life for the better.

More attention should be paid to the involvement of women, as a considerably lower percentage of them are looking for work, citing taking care of the household as an excuse. Findings also indicate that households where women are the heads of the households are especially vulnerable, since these are mostly widows with no income or education. This situation could be improved first by increasing awareness among women about job opportunities, and then by introducing vocational training for particular jobs as per identified interests, needs and potential. However, it is essential to find alternative arrangement for childcare. Namely, in order to allow for mothers to work, it is necessary to improve the infrastructure in settlements, so that more women can leave their children in family day-care centres or schools while at work. In this way more women in the camp could earn money by looking after the children of those employed, after attending training for in-home babysitting.

INTEGRATION: CONCLUSIONS

Roma, as a marginalised group, are substantially excluded from the main courses of social life in Montenegro. Social exclusion and extremely severe economic conditions act together and cause the living conditions of RAE in Montenegro to permanently deteriorate, which also includes their distinctive ethnic and cultural identity and tradition.

The objective situation that the Roma population in Montenegro is in (particularly RAE DP/IDP) is very often at odds with the declarative acceptance and approval of integration into Montenegrin society by the majority of the population.

INTEGRATION: RECOMMENDATIONS

For those who do not opt for local integration, all involved actors should continue with programmes providing legal and logistical support, aimed at increasing the operational efficiency of the entire process of voluntary return, by removing administrative, accommodational, financial and personal security barriers in their countries of origin.

In order to improve the lives of RAE and implement their integration into Montenegrin society, it is necessary to set in place new cultural patterns and mechanisms of social inclusion which would lead to discarding traditional prejudices towards this population, support for integration and ultimately would provide a decent life for the RAE population in Montenegro.

Additionally, education of the RAE population has to be the focus of their integration in Montenegrin society. The RAE (I)DP population needs to be supported in learning the Montenegrin language, particularly the young, through peer education or through pre-school programmes focusing on language (for children 3-6 years old)

In general, there are three striking priority areas of intervention emerging from the whole report that would have positive direct effects on all the specific sectoral challenges:

1) Registration and legal documentation: the lack of these is at the root of most of the problems identified in the report. It is necessary to intensify the media campaign and to organise lectures or individual counselling sessions, in order to ensure that all residents of the Konik area are informed about the possibilities of regulating their legal status in Montenegro, either through registration as foreigners with permanent residence permits for (I)DPs or through registration of the domicile population.

2) Providing comprehensive early childcare services for children: the results shows that women do not work and children do not go to school because of domestic childcare obligations; it also says that in later educational stages RAE children are disadvantaged because of their lack of linguistic and other basic skills. Therefore expanding the provision of these services and ensuring that families can access them would at the same time provide early opportunities for children and would free both older children and mothers from their domestic obligations to be able to access learning and/or working opportunities.

3) Addressing general attitudes and discrimination towards these groups: This seems to be another large bottleneck both to accessing the labour market, and to health services and education. The policy may include better monitoring and implementation of legal regulations against discrimination, courses in self-confidence for service providers and general awareness-raising campaigns.

Finally, The Government of Montenegro should name the individuals and institutions that will ensure inter-sectoral coordination of implementation of these recommendations in cooperation with the relevant state bodies and local authorities in Podgorica.

13 Annex

13.1 METHODOLOGY

The research was done in May 2011. Various methods of data collection were used for realisation of research objectives:

1. Preparatory phase – focus group discussions which were conducted before the quantitative part of the research

2. Quantitative research through face-to-face interviews with residents of the Konik region

This study does not encompass the desk analysis that would highlight the activities taken by the system aimed at improving integration of the RAE population, which would provide an unbiased image of the situation.

Discussion in focus groups

Discussion in focus groups is one of the methods of quantitative research. It makes possible deeper understanding of behaviours, attitudes and the collection of extensive information in a relatively short period of time. This kind of qualitative research involves discussions with participants lasting for 90 to 120 minutes, which is facilitated by a trained individual (a psychologist). Results of discussion in focus groups cannot be generalised to the population because the sample is too small. Taking into consideration that the participants are selected according to previously chosen criteria, opinions expressed in the focus groups should be considered typical of that segment of the population only.

The aim of the focus groups was to examine the situation in the Konik settlement for the purpose of identifying the main problems before the beginning of quantitative research. For the purpose of realisation of the qualitative part of the research 4 focus group discussions were conducted:

1. (Internally) displaced RAE – male
2. (Internally) displaced RAE – female
3. Domicile RAE – male
4. Domicile non-RAE – mixed

Focus group discussions with internally displaced persons were conducted separately with male and female respondents. Namely, experience shows that the female RAE population often refrain from expressing their opinion in the presence of the male population, or express attitudes with a lower level of sincerity.

Data collection
method

Focus Group Discussion

Participants	<p>4 focus groups:</p> <ol style="list-style-type: none"> 1. DP/IDP RAE – male 2. DP/IDP RAE – female 3. Domicile RAE – male 4. Domicile non-RAE – mixed
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Quantitative research

Two sample groups were used for quantitative research: census and single-phase random representative sample.

For the research among the residents of Konik I, Konik II, the German House, Vrela Ribnička and the Shanty Town, a census was carried out, i.e. all the residents of these settlements were contacted, while the research was done successfully in 666 households in those settlements. A single-phase random representative sample was used for research with people residing in the surroundings of these settlements: 204 completed interviews with the domicile RAE population and 200 completed interviews with the domicile non-RAE population.

Data collection method	Face-to-face in the respondent's household
Territory	<p>Konik region :</p> <ol style="list-style-type: none"> 1. Konik I 2. Konik II 3. The Shanty Town 4. Vrela Ribnička 5. Domicile population residing in the surrounding area
Sample universe (population)	Roma: Census of the RAE population in Montenegro (2008), non-Roma: 2002 Census and estimated population dynamics
Target population	<ol style="list-style-type: none"> 1. Displaced persons 2. Internally displaced persons 3. Domicile RAE population 4. Domicile population residing in the surrounding area
Type of sample	<p>DP/IDPs : all households were contacted</p> <p>Domicile RAE and non-RAE who live in the surrounding: single-phase random representative sample</p>
Size of sample	<p>DP/IDPs : 494 households (2,406 persons)</p> <p>Domicile RAE population : 265 households (1,348 persons)</p> <p>Domicile non-RAE population: 311 households (1,282 persons)</p>
Method of selecting households	<p>(I)DPs: from the starting point, the interviewer has a defined part and direction. All (I)DPs were contacted, the sample frame was 1.</p> <p>The domicile RAE population and other population in the surrounding area: the sample frame was 3.</p>
Method of selecting respondents	The main respondent was the head of the household – his/her presence was necessary during the interview. However, since extensive information had to be collected from other household members as well, other household members were also present.

