



Република Србија
Министарство за људска
и мањинска права



STRATEGY FOR IMPROVEMENT OF THE STATUS OF ROMA IN THE REPUBLIC OF SERBIA

STRATEGY FOR IMPROVEMENT OF THE STATUS OF ROMA IN THE REPUBLIC OF SERBIA



STRATEGY FOR IMPROVEMENT OF THE STATUS OF ROMA IN THE REPUBLIC OF SERBIA

Foreword

It is a fact that the Roma community is the most endangered national minority in Serbia. Therefore, it is important to create systematic solutions to improve the Roma community status and to facilitate overall social, economic, cultural and political inclusion which would give Roma an efficient access to areas which include the most vulnerable. To achieve this goal, we need to create a document which would offer systematic solutions and could be applied on a national level.

The first outline of the strategic document for the improvement of the Roma position in Serbia – Draft Strategy for Integration and Empowerment of Roma- was created in December 2002. Draft action plans for 13 areas foreseen in the Draft Strategy were created in 2004.

The Government of the Republic of Serbia endorsed its first strategic framework for the improvement of the Roma position on January 27, 2005. These were four National Action Plans for the priority areas of the Decade of Roma Inclusion – education, housing, health and employment. At the same time, this was the prerequisite in order to accede to this international initiative. The Serbian Prime Minister signed the Declaration of the Decade of Roma Inclusion 2005-2015 in Sofia, Bulgaria, on February 2, 2005.

On the national level, two of the most important results of the Serbian Presidency of the Decade of Roma Inclusion were: 1) the endorsement of revised text of the Strategy for the Improvement of Roma Status in the Republic of Serbia on April 9, 2009, and 2) The National Action Plan for its implementation which was approved on July 2, 2009. The plan includes all 13 areas – education, housing, employment, health, culture, media and information, social welfare, access to personal documents, political participation, fighting discrimination, women issues, status of internally displaced persons and returnees upon readmission agreement.

The Roma National Strategy Secretariat, now the Office for the Roma National Strategy, co-ordinated all mentioned activities - development and revision of the Strategy and Action Plans, organisation of the public hearing, documents preparation for adoption, facilitation and set up of first structures on the national and local levels for its implementation and monitoring. The Roma National Strategy Secretariat/Office was established on April 21, 2003 and it represented one of the institutions in charge of the improvement and protection of human and minority rights in Serbia, such as the Ministry of Human and Minority Rights of Serbia and Montenegro, later the Agency of the Minority of Human and Minority Rights of the Government of the Republic of Serbia and now the Ministry of Human and Minority Rights of the Republic of Serbia.

The representatives of relevant ministries, the National Council of the Roma National Minority, Roma and other NGOs, international organisations and independent experts were appointed in working groups and participated in development and revision of the above mentioned documents during all phases. Representatives of the municipalities and the local institution as well as partners from other Decade's Member States were consulted through public debates.

Government of the Republic of Serbia convened in 2008 the Council for Improvement of Roma population position and the Decade of Roma Inclusion Implementation. The Deputy Prime Minister for EU Integration and National Coordinator of the Decade of Roma Inclusion presides the Council and representatives of all relevant ministries, representatives of the National Council of the Roma National Minority and Roma NGOs participate in its work.



The Ministry of Human and Minority Rights more exactly the Office for the Roma National Strategy provide both technical and expert support to the Council.

In 2009 the Ministry of Human and Minority Rights initiated and co-ordinated working groups at nine relevant ministries and also the Commissariat for Refugees of the Republic of Serbia in order to implement and monitor implementation of the Strategy and National Action Plan for Improvement of Roma Status.

The future challenges are to establish a sustainable financial and monitoring mechanism and full implementation of the Strategy at local levels.

From 2002 until now, development and carrying out of strategic documents for the improvement of Roma situation have been supported by international organisations such as, the OSCE Mission to Serbia, former European Agency for Reconstruction now the Delegation of the European Union to the Republic of Serbia, United Nations Development Programme (UNDP), Swedish International Development Cooperation Agency, Fund for an Open Society-Serbia, UNHCR, UNICEF, UN Habitat former UN High Commissariat for the Human Rights...

Basically, the Strategy for Improvement of Roma Status was made as a strategy which will be changed and developed on the basis of the results of the improvement of the Roma status in Serbia and which will offer adequate solutions. That means that the Strategy for Improvement of Roma Status is not only the document, it is a social process in which the Roma community is completely involved in solving problems of the Roma position in Serbia as an equal partner. The Strategy has had to, and has succeeded in staying politically independent – because the problem of Roma is not the problem of the politics, it is problem of the State.

The Strategy was made in consultation, numerous individuals and organisations were included. Its quality is in a fact that while it was made it followed dramatic changes in the Roma population as well as changes in social conscience towards the Roma. The Strategy anticipated existence of the Office for improvement of the Roma Status which became a part of the Ministry of Human and Minority Rights in October 2009. The Office, all working groups as well as the Council for the improvement of Roma position are responsible for the Strategy as a developing process, not as a forgotten document.

Those are the reasons the Strategy for Improvement of Roma Status is a product financed by Swedish International Development Cooperation Agency, which is proof that the Republic of Serbia has the capacity and Roma potential to change and to make systematic steps towards Roma integration into society.



The Strategy for Improvement of Roma Status has been successful in defining problems and offering solutions, but has also become a challenge for defining Europe Roma politics on the international level as well.

Head of the Office for the Roma National Strategy
The Ministry of Human and Minority Rights
Ljuan Koko

Pursuant to Article 45 Paragraph 1
of the Law on Government (Official
Gazette of RS, nos. 55/05,
71/05-correction, 101/07 and 65/08),

the Government hereby
adopts the following

**STRATEGY FOR IMPROVEMENT
OF THE STATUS OF ROMA
IN THE REPUBLIC OF SERBIA**

I. INTRODUCTION

The Strategy for Improvement of the Status of Roma in the Republic of Serbia (hereinafter: the Strategy) defines the bases for the improvement of the status of Roma in the Republic of Serbia and reduction of the gap between the Roma population and other population. This document also creates a basis for identifying and applying affirmative action measures, primarily in the areas of education, health, employment and housing.

With the signing of the *Declaration of the Decade of Roma Inclusion 2005-2015* in Sofia on 2 February 2005 by the Prime Ministers of the participant countries, implementation of the *Decade of Roma Inclusion 2005-2015* initiative started. The goal of this international initiative, which brings together the countries of Central and Southeast Europe, international organisations, civil associations and representatives of Roma civil society, is the improvement of the Roma status as well as the reduction of unacceptable differences between Roma and the remaining part of the population. In addition to particular priority areas (housing, education, employment and health), special attention is also paid to fight against discrimination, poverty reduction and improvement of the status of women, with the basic principle also being the inclusion of representatives of Roma communities in all processes. The Republic of Serbia chairs the Roma Decade in the period from 1 July 2008 until the end of June 2009.

The strategic goal set by this document is defined as the improvement of the Roma status in the Republic of Serbia, which should lead to a reduction of the differences now existing between the status of the Roma population and of other population.

According to the 2002 Census, in the Republic of Serbia 108,193 citizens declared themselves to be members of the Roma national minority. However, many surveys indicate that the number of members of Roma ethnic group in the Republic of Serbia is significantly higher, so it is estimated that the total number of Roma is between 250,000 and 500,000.

This document deals, in separate chapters, with the issues of education, conditions of housing, employment, displaced persons, problems in connection with readmission, issues of access to personal documents, social insurance and social care, health care, status of women, information, culture, political participation and representation of Roma, discrimination and other related issues.

The basic principles and values this Strategy rests on include:

- respect, protection and fulfilment of legal rights of Roma;
- full and efficient inclusion of Roma in all areas of social life;
- respect, recognition and promotion of diversity;
- equal opportunities based on equal rights;
- gender equality;
- prevention of and fight against all forms of discrimination and
- implementation of affirmative action measures.



II. AREAS REGULATED BY THE STRATEGY

1. Education

1.1. Legal framework

1.1.1. International legal framework

The right to education is determined in a series of international documents: the *Universal Declaration of Human Rights* (Article 26), the *International Covenant on Economic, Social and Cultural Rights* (Article 13), the *International Convention on the Elimination of all Forms of Racial Discrimination* (Article 5), the *UN Educational, Scientific and Cultural Organisation (UNESCO) Convention against Discrimination in Education*, the *International Covenant on Civil and Political Rights*, the *Millennium Development Goals*, *CEDAW* and other.

One of the most significant documents is the *Convention on the Rights of the Child* (Articles 28 and 29), which obliges the signatory countries to provide free elementary education and adequate conditions for regular education.

Some documents of the Council of Europe, the European Union and the OSCE explicitly discuss the right to education in languages of minorities, e.g. the *Framework Convention on Protection of National Minorities*.

1.1.2. National legal framework

Education is recognised in the legislation of the Republic of Serbia as a social, economic and cultural right.

The right to education is guaranteed by the Constitution and regulated by the *Law on the Bases of the Education System*, *Law on Elementary School*, *Law on Secondary School*, *Law on Higher Education*, *Law on Social Care of Children*, *Law on Establishing Certain Competences of the Autonomous Province*, *Law on Textbooks and Other Teaching Aids* and secondary regulations.

Education of members of national communities is governed by the *Law on Protection of Rights and Freedoms of National Minorities* and the *Law on Ratification of the European Charter for Regional or Minority Languages*.

The 2002 *Law on Protection of Rights and Freedoms of National Minorities* recognised the status of national minority to Roma. This law guarantees the members of national communities the right to pre-school, elementary and secondary education in their native language. The Government undertook to provide conditions for education in native language to the members of minority national communities and, until such conditions are created, the Government is obliged to provide them with bilingual instruction or attendance of instruction in native language with elements of national history, tradition and culture. There is also a legal possibility of including the language, history and culture in the curriculum of regular schools and establishing teacher colleges and private educational institutions.

Acceding to the Decade of Roma Inclusion 2005-2015, the Government of the Republic of Serbia adopted the *Common Action Plan for Improvement of Roma Education in Serbia* in 2005.



The strategic elements of improvement of Roma education are also included in wider development strategies at the government or ministry level: the *Poverty Reduction Strategy*, in which a special section entitled "Poverty reduction in Roma" defines education as a priority, the *National Strategy of Serbia for Accession to the European Union*, the *National Action Plan for Children* of the Government of the Republic of Serbia and the *Strategy of the Ministry of Education and Sports 2005-2010*.

1.2. Description of situation

1.2.1. General information

According to the UNICEF report on the status of children in the Republic of Serbia (2006), almost 70% of Roma children are poor and over 60% of Roma households with children live below the poverty line. The most vulnerable are the children who live outside cities and in households with several children. Over 4/5 of poor Roma children live in the families in which adult members do not possess even elementary school degree.

Roma are a relatively young population. Official statistics indicate that children up to six years of age account for over 15% of the total Roma population and that over 16% are children 7 to 14 years of age. It is estimated that the number of Roma children of pre-school age (3 to 6 years old) and elementary school age could range approximately between 60,000 and 120,000.

Statistical data on schools do not include the data on ethnic belonging, so conclusions about ethnic share in various segments of the education system are made based on the figures obtained from samples of individual surveys.

It is stated in the Multiple Indicator Cluster Survey (MICS 3, 2005) that pre-school education (3 to 5 years of age) covers about 40% of majority population children and as few as 3.9% of Roma children from slums. The coverage of majority population children by preparatory pre-school programme is 88.6%, while it is 56.9% in the case of Roma children. Elementary education is completed by 95% of majority population children and, according to estimates, only 21% to 37% of Roma. Secondary education coverage of the 15-18 age group is 76.42% in the case of majority population children and less than 8% in the case of Roma children.

A look at the statistical data on the Roma population over 25 years of age from the 2002 Census provides the possibility of comparing the levels of education between Roma and the population as a whole. According to these data, there were 27% of Roma with no education, while there were less than 6% of such persons in the general population. This is a positive change compared to the 1991 Census, where there were 37% of Roma with no education. There are twice as many of those who did not complete elementary education in the Roma population as in the general population. Elementary education was completed by 28% of Roma and by 24% of persons in the general population. There are four times fewer Roma with completed secondary education than in the general population (9% : 41%), while the number of those with higher education is more than 20 times lower.

According to the *Survey of the Status of Roma, IDPs and Refugees* conducted by the UNDP (2005), the Roma spend half the time in education compared to the others in the same settlements: Roma 5.5 years, the others 11 years (on average, Roma spend less time than is necessary for the completion of elementary education, while the others spend three years more). One third of the Roma population have no education at all or just a few grades of elementary school, just slightly over one fifth of them have completed elementary education, about 11% of Roma have completed secondary schools and as few as 1% have a post-secondary or higher education.

It is stated in the 2006 Decade League *Annual Report* that almost 50% of Roma parents do not send their children to school due to lack of money and further 20% due to lack of personal and other documents and inability to obtain them.

There is a pre-school institution in less than 40% of Roma settlements or in their vicinity (up to 1 km); there is a school in 55% of Roma settlements or in their vicinity (up to 1 km), while for 20% of the settlements even elementary school is inaccessible.

Roma children frequently have to contribute to family income, and at an early age, and do not have basic financial conditions for attending school. As a rule, the parents' education level is such that they do not manage to provide help to their children in learning. It is not a rare case that the value of formal education is not recognised in the Roma



community itself so this is also a reason why parents insufficiently foster school attendance. Individual housing conditions vary, but there is often no room for studying, either.

1.2.2. Current situation in the education system

The data on the low coverage of Roma children and youth by all education levels as well as the elementary school dropout data show that the education system: 1) cannot provide education for all children; 2) does not have efficient mechanisms by which it will keep the pupils in the system and enable everyone to exercise their right to education.

Language barrier is one of the basic factors causing the poorer average performance of Roma pupils in school and simultaneously one of the main reasons for a high percentage of referral of Roma children to special schools.

According to the 2002 official data, 76% of the citizens who declared themselves to be Roma speak their native language, while the internally displaced Roma from Kosovo and Metohija often only speak Albanian. Surveys show that 37% of Roma children do not speak Serbian at all before they reach the school age and that 46% have only a limited knowledge of the Serbian language. These children have no adequate basis developed in any of the languages in their social environment (this applies to Serbian, Hungarian and Albanian). The surveys of the Centre for Interactive Pedagogy confirm that 20% of Roma children at older pre-school age do not have the necessary level of command of the Serbian language. Many Roma children do not have an opportunity to learn their native language and receive education in their native language prior to enrolment and in school nor do they have an opportunity to systematically master and adopt the Serbian language, which is necessary for them for further education. Due to the language barrier, some Roma children are enrolled in the first grade, although by their age and other indicators they could attend a higher grade.

There are particularly serious problems in the case of children from the communities whose native language is Albanian (particularly Ashkali and Egyptians), because they have practically no possibility of attending schools in which instruction is in the Albanian language, as well as the children from the families returning on the basis of the readmission agreement, who had started education in the language of the country from which they were returned.

Although, under specific minimal conditions, education in the native language of national minority is guaranteed by the Constitution and regulated by other laws, Roma children mostly attend classes in the Serbian language, and in some parts of the Republic of Serbia in Hungarian or Albanian. The optional subject entitled the Romani language with Elements of National Culture and the curriculum for elementary schools were prepared in 2007 in cooperation between the National Council of the Roma National Minority and the Ministry of Education of the Republic of Serbia.

Education in the Romani language is connected with the problems relating to the process of standardisation of the Romani language itself but also with limitations of the education system, because there are not enough skilled and professionally trained Roma teachers nor are there any adequate education curricula, textbooks and other educational literature.

A special problem is the **referral of Roma children to special schools**. The Save the Children organisation and the Centre for the Rights of the Child give an estimate that there are up to as many as 80% Roma children among the pupils attending instruction in special schools.

The reasons for the relative poor performance of Roma children in the tests measuring maturity for enrolment and mental abilities necessary for attending school classes are of a socio-cultural and linguistic nature rather than indicating the actual intellectual (in)abilities of Roma children.

One of the ways of mitigating these problems is the participation of a Roma assistant during testing who translates the questions and tasks to the child and helps him/her understand them. This practice was initiated by civil associations and, in the last ten years or so, they have proved to be very useful in preventing unfounded referral of Roma pupils to special schools. However, the presence of a Roma assistant is left completely to the discretion of the associate conducting the test. In 2007, the Ministry of Education sent a recommendation for engagement of Roma assistants, but a legal solution has not yet been defined.

Experiences of civil associations indicate that financial benefits of sending the child to special school are often pointed out to the parents. Even when they oppose referral of their child to special school, Roma parents meet a number of obstacles. The procedure of transfer of a child from special to regular school after possible reassessment is not defined



clearly. The parents have an option of submitting a complaint to the competent ministry, but they rarely use it for various reasons (lack of information, inability to cope with the bureaucratic procedure, lack of trust in the government and authorities). After all, there are virtually no recorded cases of return from special to regular school.

On the other hand, Roma children often drop out of regular education and already in an early phase shift to special schools because in regular school they do not have the necessary care and support from teachers, protection against being ignored, against marginalisation, harassment and even discrimination. These children experience failure in school and become discouraged, which deepens the failure until conditions are created for transfer to special school.

Also, a large number of Roma children attend **adult education schools**. It is stated in a survey conducted by the Roma Children's Centre that the Roma, including school-age children, account for over 90% of pupils in these schools, while a survey of the Save the Children organisation (in 2005 and 2006) showed that as many as 98% of the children attending these schools were Roma. Children of Roma nationality attend adult education schools because they did not manage to enrol in regular elementary school on time or left it.

The curriculum of adult elementary schools only contains the subjects that aim at teaching students basic literacy skills. Even when they complete this education, their prospects, at best, do not go beyond the possibility of enrolling a vocational training that lasts several months, which again limits their employment opportunities.

Moreover, the Roma are often exposed to **different forms of hidden or overt discrimination** by school authorities, teachers, school staff, other children and non-Roma parents.

Occasionally, **segregated classes are formed**, and this sometimes has and sometimes does not have an open discriminatory ideology as its basis. Roma and other organisations state examples of segregated classes formed because non-Roma parents opposed larger share of Roma pupils. Teachers, however, sometimes justify the formation of segregated classes by the need for making the classes uniform in order for the instruction to take place more efficiently and successfully, but it indicates a didactic approach in which emphasis is placed on the teacher and instruction, while individualisation and cooperative approach remain on the back burner.

Schools with a greater number of Roma children are labelled as "**Gipsy schools**" and parents of the majority population withdraw their children from them, but it also happens that Roma parents do so as well, because they believe that such schools do not provide adequate education level.

One of the main problems in this regard is the fact that no more comprehensive antisegregation legal solutions are adopted nor is the monitoring of such phenomena institutionalised. Until systemic solutions are found, the problems with segregated classes must be addressed on a case-by-case basis.

Surveys also showed that the **expectations of teachers in connection with the performance of Roma children are lower**, which leads to reduced support provided to Roma pupils, lowering of criteria, abridgement of curriculum and even transfer to higher grade without mastering the curriculum.

The current situation in the education system reflects the most widespread attitudes toward Roma and attitudes of the society as a whole, and these come down to not knowing and not recognising the Roma culture and tradition as an integral part of the common culture.

1.3. Existing and previous initiatives

Some local self-government units adopted local strategies or local action plans for the improvement of Roma education (Sombor, Subotica, Valjevo, Kragujevac, Pirot, Niš, Kraljevo, Negotin and others). Improvement of Roma education at the level of pre-school and elementary education is stated as one of the priorities within the framework of the Local Action Plan for Children, which was adopted in 21 municipalities.

Since 2003, the Ministry of Education, the Ministry of Human and Minority Rights and the National Council of the Roma National Minority have been implementing affirmative action measures for the enrolment of Roma pupils in secondary and post-secondary schools and faculties.



In 2007, the Ministry of Education, in cooperation with the OSCE Mission to the Republic of Serbia and with support of the European Agency for Reconstruction, started a project of introducing assistants for support to Roma education. So far, 28 assistants have been engaged in the elementary schools in the Republic of Serbia. In cooperation with the OSCE, the Ministry of Education implemented the Building of School Administration Capacities for Implementation of Local Action Plans for Improvement of Roma Education project, within which 16 education counsellors from 16 school administrations were trained to monitor projects for Roma education improvement.

Civil associations, with support of the Roma Education Fund and in cooperation with relevant institutions, implement projects aiming at:

- expansion of access to pre-school education;
- functional elementary education of adult Roma;
- protection of Roma children against discrimination;
- finding a systemic solution for introduction of Roma history, tradition and culture into the programmes of general education and education of teachers;
- solving the problems of Roma children of internally displaced persons and returnees;
- creation of better conditions for attending secondary school and
- increasing the capacity and motivation for continuation of education (which includes scholarship granting and mentoring), building Roma intellectual elite and other.

The Open Society Institute of Budapest, in cooperation with the Open Society Fund Serbia and for the purpose of creating Roma intellectual elite, implements projects of scholarship granting to Roma students. Also, in the past ten years, the Open Society Fund, in partnership with civil associations and government institutions, has implemented projects that produced the first results in the improvement of the Roma status and programmes already included in the education system (or are to be included in it).

1.4. Recommendations for further action

The Strategy for Improvement of the Status of Roma in education should be aimed at: 1) increasing the accessibility of all segments and levels of education for Roma; 2) providing high-quality education of Roma in all segments and at all levels.



14

Strategic goals in the area of education

1. Inclusion of Roma in the education system and provision of continuity in education. The level of realisation of this goal is expressed through numeric indicators about the number of Roma pupils and students in the system. For this goal to be realised, it is necessary to:

- create systemic conditions for the inclusion of Roma in the education system and keeping them in the system as long as possible;
- develop a special enrolment policy for Roma pupils;
- prepare educational institutions for the reception of Roma pupils and
- prepare Roma children for inclusion in school.

2. Provision of high-quality education for Roma. The level of realisation of this goal is expressed through the elimination of systemic differences in performance at school between Roma and other pupils. For this goal to be realised, it is necessary to:

- create systemic conditions for quality assurance and control of education of Roma pupils;
- provide education curricula that follow the needs of Roma children and youth;
- provide teaching staff specially trained for work with Roma children;
- return the Roma children enrolled in special schools without grounds to regular schools;
- systematically motivate Roma children to attend school and education and
- motivate Roma parents to support their children's education.

3. Establishment of mechanisms that will foster tolerance and respect for diversity. Monitoring and evaluating the level of realisation of this goal requires the evaluation of social climate, preparation of specific measures for

the prevention of segregation and discrimination and preparation of criteria for identifying them. For this goal to be realised, it is necessary to:

- develop sensitivity of professional public and wider social community to educational needs of Roma;
- develop an educational environment based on intercultural values;
- prevent segregation and encourage desegregation and
- implement measures against discrimination.

4. Fostering cultural identity. The realisation of this goal is within the area of competence of the National Council of the Roma National Minority, which should establish close cooperation with the Ministry of Education, the Ministry of Culture, the Ministry of Youth and Sports as well as with other institutions and bodies. The level of realisation of this goal is shown in the provision of conditions for fostering cultural identity and developing awareness of national identity, while quantitative indicators of the level of goal realisation, along with other indicators of the programme quality, are the level of development of different forms of the Romani language instruction, presence of elements of Roma national culture and tradition in the education programme as well as relevant indicators of the quality of school development plan. For this goal to be realised, it is necessary to:

- support the development of cultural identity of children and youth;
- educate experts in the Romani language and culture and
- introduce elements of Roma culture into the education programme.

1.5. Priorities

1. Timely and efficient inclusion of Roma children in pre-school and elementary education, which requires:

- new legal solutions for regulating the inclusion of children who are too old for enrolment in the first grade, in classes;
- creation of a system for adequate assessment of readiness for enrolment;
- creation of conditions for bilingual instruction and instruction of the Romani language as obligatory, elective or optional subject;
- advanced training of teaching staff for individualised educational work and interactive instruction and especially for combating stereotypes, prejudice and discrimination;
- systematic monitoring and sanctioning of discrimination and other forms of behaviour based on ethnic and other prejudice in pre-school and school environments and especially among preschool teachers, teachers and staff of these institutions;
- regulating and enabling the continuation of education for children that dropped out of the system (second chance);
- evaluating education outcomes in the work with Roma children through the system of stimulating and rewarding teachers and educational institutions by the Ministry of Education;
- promoting the education of girls, especially those that abandoned education or dropped out of the system for other reasons and
- financial support to Roma pupils and their families in the form of provision of free transport for pupils living in settlements far from the pre-school institution or elementary school, free meals in pre-school institutions or elementary schools, clothing, free textbooks and other educational material.

2. Increasing the number of Roma with secondary and higher education, which requires:

- legal definition and regulation of criteria, procedures and mechanisms for ensuring the enrolment of Roma pupils and students in secondary and higher educational institutions;
- monitoring the performance of enrolled pupils and students;
- developing and intensifying activities in connection with information on available scholarships, loans and other available forms of financial support to Roma pupils and students;
- developing mentoring work with Roma pupils and students;
- establishment and development of mechanisms for establishing links with the labour market;
- provision of scholarships to secondary-school pupils and students from Roma families;
- provision of accommodation in dormitories for a certain number of Roma students and
- encouraging the cooperation of university institutions with Roma civil associations in the establishment of student information centres.



2. Housing conditions

2.1. Legal framework

2.1.1. International legal framework

One of the first documents that started the promotion of the right to adequate housing is the *International Covenant on Economic, Social and Cultural Rights* adopted by the UN General Assembly in 1966.

The Council of Europe also adopted a series of documents relating to equal access to housing and to the need for provision of adequate housing. The *European Social Charter* specifies, inter alia, access to adequate and accessible housing as one of the rights and obligations in connection with housing. Article 30 determines the need for as wide an approach as possible in taking measures for the purpose of ensuring effective exercise of the right to protection against poverty and social exclusion, especially in the areas of: employment, housing, training, education, culture and social and medical assistance or review of these measures in terms of their adaptation, if necessary. Article 31 provides for taking measures in the area of housing for the purpose of improving access to housing of an adequate standard, prevention or reduction of homelessness until its gradual elimination and ensuring financial accessibility of housing to persons without adequate resources.

The Council of Europe Guidelines for Preparation of Policy for Access of Vulnerable Categories of Population to Housing specify vulnerable groups that should be provided with support in the provision of adequate housing conditions. Particularly prominent is the *Council of Europe Recommendation to Member States on Improving the Housing Conditions of Roma and Travellers in Europe* and the *Action Plan for Improving the Situation of Roma and Sinti within the OSCE Area*, in which special recommendations are given for actions in the area of improvement of housing and living conditions.

2.1.2. National legal framework

The 1992 *Law on Housing* sets an obligation of the government to “take measures for the creation of favourable conditions for housing construction and ensure conditions for solving housing problems of socially vulnerable persons in accordance with the law”. This law specifies the categories of population whose housing issues may be solved with the funds obtained from sale of existing housing units possessed by municipalities, city, province or the Republic, but the value of these funds was annulled already at the very beginning of the law application by the 1993 hyperinflation.

The Law on Spatial Plan of the Republic of Serbia stipulates the measures of rehabilitation and renewal of housing units in poor and unsanitary settlements.

The Law on Expropriation of the Republic of Serbia gives the Government of the Republic of Serbia an opportunity to define common interest and expropriate real property for the purposes, inter alia, of constructing housing by which the needs of socially vulnerable persons are met.

The Law on Planning and Construction provides all necessary legal bases for the preparation of planning documentation, including Roma settlements as well.

Local self-government units and their relevant services are in charge of addressing housing problems of socially vulnerable groups in the Republic of Serbia, which primarily refers to accommodation in social care institutions. Today, local self-government units mostly do not possess adequate funds for addressing the housing needs of socially vulnerable persons independently.

2.2. Description of situation

The majority of Roma, whether living in the city or in the country, live in very poor housing conditions. The settlements they live in have the following basic characteristics:

- legally unregulated status;
- inadequate level of infrastructural equipment;



- overpopulation;
- very small number of housing units;
- poor environment and
- great distance from basic social facilities and services.

In addition, the majority of Roma do not have relevant documentation of ownership of their homes or land, which additionally complicates the housing problems of Roma. Some of them live in somebody else's buildings or on somebody else's land, most often former "socially-owned" land.

The housing situation of the Roma displaced from Kosovo and Metohija and returnees, mostly from the EU countries, is the hardest, and it is additionally burdened by the unregulated issue of habitual residence or provision of shelter as well as by the problems of legal reintegration.

The problems in connection with forced removal from flats (eviction) and demolition of Roma houses and informal settlements are related, in the majority of cases, to the unregulated legal status of ownership of land and buildings. In the case of evicting a tenant from a flat or property, current legislation provides no protection or guarantees for persons illegally settled on the land or in the building, so in the majority of cases these persons are left to themselves. According to the international law on human rights, individuals have the right to protection against forced eviction, which includes certainty of the right to property and legal protection against forced removal.

In late 2002, after the Census, a targeted survey was also published, which showed that there were 593 Roma settlements in the Republic of Serbia that year, in which around 200,000 native Roma and around 46,000 Roma displaced from Kosovo and Metohija lived. These numbers do not include the Roma who lived in settlements with fewer than 100 inhabitants (or 15 families). It is therefore assumed that the total number of Roma in the Republic of Serbia is higher.

Around 300 of these settlements were urban and the others were suburban or rural. Construction was permitted in 70% of settlements, there were temporary permits in 14% of settlements, while construction was prohibited in 16% of mostly urban settlements. Furthermore, 45% of settlements were mostly developed, 44% were slums and unsanitary settlements, while only 11% were developed settlements. Around 30% of settlements have no water supply and 40% have no sewerage.

There are Roma settlements in all parts of the Republic of Serbia and mostly in the City of Belgrade (137 settlements and localities) as well as in other larger cities and municipalities. The share of Roma population compared to the other population in some smaller towns in the Republic of Serbia (e.g. Bujanovac, Kostolac, Beočin) ranges from 15% to 30%.

When it comes to housing conditions of the majority of Roma, the following should be taken into account:

- the causes of poor housing conditions must be viewed from the perspective of general poverty they live in. It is not only about a mere lack of money, but a complex problem encompassing general deprivation, poor education, poor employment opportunities and inadequate access to social and health care;
- the quality of living conditions in Roma settlements differs from one region to another, but it is generally lower than the conditions in which the general population lives;
- uniform measures cannot be applied in addressing the problem of Roma settlements because these are different by origin, size, quality, location, legal status and other;
- poor Roma families dispersed, individually or in smaller groups, across cities and villages should be provided with housing conditions equal to those of members of other vulnerable groups and
- a clear distinction should be made between the living standard of a relatively small number of the Roma that are well integrated into the national majority and of those Roma that are not.

Still, unregulated housing sector, inadequately defined housing standards, general lack of housing in the cities, lack of inexpensive housing in the market and, before all, inadequate financial support and weak political will for addressing housing problems of the poorest strata of population have the worst impact on Roma.

2.3. Current and previous initiatives

The initiatives for the development and improvement of Roma settlements developed through four key channels – through the activities of the Government of the Republic of Serbia and the competent ministry, through the



actions of local self-governments, through cooperation with international organisations and through the work of civil associations.

2.3.1 The Government of the Republic of Serbia and the competent ministry

The Poverty Reduction Strategy is the first national document that views housing in the function of poverty reduction and as one of the priorities of social development. It particularly includes addressing housing issues of Roma, refugees and displaced persons and counts on the provision of smaller loans and inexpensive locations for housing construction in stages and establishment of defined ownership, development of social housing and development of settlements that emerged spontaneously.

By adopting the *Action Plan for Roma Housing* (2005), the direction was set and the basic activities were defined for addressing the housing problems of Roma in the Republic of Serbia. In the *Guidelines for Improvement and Legalisation of Informal Roma Settlements* (2007), local self-governments were given technical instructions on how to address these problems.

In September 2007, the competent ministry and the Human and Minority Rights Service invited local self-government units to initiate the preparation of urban development plans for informal Roma settlements. In late 2008, agreements were concluded between the competent ministry and eight municipalities on the preparation of planning documentation for ten Roma settlements.

In 2006, the Ministry competent for housing prepared a *Draft Study of the Housing Sector of Serbia*, by which a basis was created for the preparation of the National Housing Policy. In this document, the problem of informal Roma settlements was recognised as one of the large problems the addressing of which should be the priority of the future national housing policy.

The Government of the Republic of Serbia adopted the *Draft Law on Social Housing*, which provides a basis for the development of institutional framework of social housing in the Republic of Serbia and introduced it into parliamentary procedure. This law will create conditions for addressing housing needs of the households that, for social, economic and other reasons, are unable to obtain housing in the market.

The Ministry of Health finances the projects dealing with sanitary-epidemiological analysis of conditions in Roma settlements and proposes measures for the improvement of situation. The Ministry of Economy and Regional Development works on the improvement of infrastructure through public works programmes.

One of the possible sources of funds for implementation of the programmes for addressing the housing problems of Roma and improvement of settlements is also the National Investment Plan.

2.3.2. Local authorities

After the adoption of the *Law on Planning and Construction* in 2003, a process of legalising illegally built structures began at the local level. This activity develops slowly and the number of legalised structures is negligibly small compared to the dimensions of the phenomenon (360,000 applications were submitted until 2003). An additional problem in Roma settlements is the fact that many houses do not meet some of numerous requirements (e.g. resolved issue of property-legal status of the land and/or structures, quality of the structure, relevant building documentation, adequate infrastructure).

The Belgrade Master Plan until 2021 singled out social and accessible housing as a special form of housing, and the poor Roma were listed as one of the groups within the category of socially vulnerable persons who need special assistance in the provision of adequate housing conditions.

Local housing strategies were prepared in several cities and municipalities in the Republic of Serbia or their preparation is under way (as part of the SIRP programme implemented by UN-HABITAT in cooperation with the line ministry and financed by the Government of Italy). Solution of complex and difficult housing conditions and conditions in Roma settlements is singled out in these documents as a short-term and long-term goal for which specific measures, funds and participants are defined.



Some cities in the Republic of Serbia (Vranje, Niš and Zrenjanin) treat the problem of Roma settlements as part of lower-level urban development plans. Roma settlements are not viewed here as separate units, but as part of the general housing issue. Some local authorities (Apatin, Bujanovac, Novi Sad, Smederevo, Vrnjačka Banja, Bač, Bela Palanka, Ada, Veliko Gradište, Loznica, Zemun, Knjaževac, Prokuplje, Valjevo, Kragujevac, Gornji Milanovac, etc.) showed interest in the problems of Roma, but have little financial capacity for concrete improvements. The emphasis is placed on the provision of building material, assistance to the families whose houses were destroyed in fire or a natural catastrophe and on the partial construction of infrastructure in Roma settlements. These activities are financed from the local budget or implemented in cooperation with international organisations and civil associations.

2.3.3. International organisations and civil associations

Activities of international and domestic organisations in the area of housing relate to the analysis of the existing situation and drafting proposals for possible solutions. Some international organisations, e.g. UN High Commissioner for Refugees (UNHCR), UN Development Programme (UNDP) and the Swiss Agency for Development and Cooperation (SDC), provide individual solutions to the housing issue for a large number of Roma families. The OSCE Mission to the Republic of Serbia provided support for the improvement of 12 Roma settlements and housing structures of Roma in ten municipalities through small grants to local self-governments. UN-HABITAT SIRP implements a pilot project for the improvement of Roma settlement Grdička Kosa 2 in Kraljevo through preparation of urban development plan, improvement of infrastructure in the settlement and improvement of housing conditions for a certain number of families, with full participation of the settlement inhabitants and representatives of local self-government units. Alternative housing programmes were implemented in Valjevo and Čačak, involving work on the development of settlements and improvement of housing capacity.

However, no comprehensive housing projects have been implemented (urban development plans, legalisation and construction). Each project aimed at addressing the housing situation requires the active participation of government or municipal bodies, but this precondition is has not been fulfilled now.

A number of civil associations implement programmes aimed at the improvement of living conditions and the quality of life in poor Roma settlements. In some cases the work of the civil sector served as a model for subsequent work of the government and municipalities. The work of the Roma Humanitarian Organisation of Obrenovac on the installation of water supply network in seven Roma settlements in five municipalities is particularly prominent.

2.4. Recommendations for further action

2.4.1. Basic principles

Most important principles may be singled out from current domestic and international documents that should be taken into account when planning and conducting the process and defining the measures for the improvement of situation in Roma settlements and housing situation of Roma:

- poverty elimination presents an essential element of settlement sustainability;
- Roma settlements must be treated like the other parts of the city;
- integral approach to addressing housing problems implies the application of parallel, coordinated programmes and actions in the area of employment, education, health care;
- full participation of Roma in the process of improving housing conditions (in drafting the housing policy, defining programmes and projects for the improvement of settlements and housing and other) is necessary;
- coordinated participation of all stakeholders – local authorities, civil associations, Roma and non-Roma communities, and, if needed, line ministries – is necessary;
- the process of addressing the housing situation of Roma should be designed so that the ethnic and cultural identity of Roma is preserved;
- improvement of settlements and improvement of living conditions in them should by no means be understood as preserving the status quo but as a precondition for integration and inclusion of these settlements in the social system of the city and municipality;
- the needs of Roma women and children and especially single mothers and victims of domestic violence should be taken into account in housing programmes;
- financing, obligations and rights should be distributed among the participants (capacities of the society as a whole, capacities of local self-government units and actual available funds as well as capacities of local Roma community should be taken into account when defining realistic and sustainable financial plans);



- implementation of financial plans must be transparent, which also implies the involvement of the National • •
- Council of the Roma National Minority and
- monitoring the programme implementation, especially its financial aspect, must be related to measurable indicators and realisation of the set goals.

Long-term activities should be initiated immediately and must be implemented and improved continuously. The following are the preconditions for successful realisation of housing programmes:

- cooperation and engagement of all parties presents a necessary precondition for the programme success. The competent ministries should approach the financing of housing projects in an integral manner;
- inclusion of local authorities, Roma community, other citizens, private sector and investors in programmes;
- planning housing project financing in a precise manner. The funds for financing housing projects should be collected from different sources (private donors, international financial institutions, government budgets) and managed by a network of partners at local, provincial and republic levels, in accordance with commitments and contribution in housing project financing;
- a group of managers should be formed for each housing project, which will be composed of representatives of all stakeholders. As part of each project and programme, an adequate monitoring system should be established and
- initiatives or actions of republic, provincial or local bodies should ensure equal access to facilities for all socially vulnerable groups including poor and socially vulnerable Roma.

2.4.2. Main goals

The main goal of Roma settlement integration is the provision of basic facilities and equal access to basic social services, departments and infrastructure. This should contribute to the reduction and gradual elimination of social segregation. Such a policy should create room for gradual integration of Roma into their environment. It is worth noting that any possibility of solutions that imply force should be excluded.

The main goal of improving housing conditions should be to ensure the legal use of housing and property in all aspects, enabling healthy life of family and individual, making the life of woman and child easier, providing adequate conditions for the way of life that is acceptable to Roma as well as fostering the housing culture that is accepted in the entire society.



These goals can be achieved, inter alia, by:

- improvement of the existing number of housing units and construction of new units;
- improvement and construction of infrastructure;
- provision of support through education;
- increasing employment and work engagement;
- provision of health assistance and relief;
- joint planning and implementation of activities oriented towards gradual development of the entire environment and
- efficient cooperation between Roma and the general population and changing stereotypical behaviour of both.

2.4.3. Recommendations in connection with the role of government bodies

- The government should systematically review the legislation relating to housing issues, housing policy measures and the existing practice and repeal any provisions and any forms of administrative practice that have as a consequence direct or indirect discrimination against Roma, regardless of whether discrimination is fostered or caused by action or inaction of governmental and nongovernmental factors.
- The Government of the Republic of Serbia should prepare comprehensive, coordinated programmes and activities of different ministries that will be aimed at addressing housing problems of poor and socially vulnerable Roma.
- The Government of the Republic of Serbia should establish permanent institutional and organisational scheme within the government system aimed at the improvement of living conditions in Roma settlements and housing situation of poor and socially vulnerable Roma in such settlements.

- The Government of the Republic of Serbia should use and improve legal control mechanisms that would have an impact on the control mechanisms at lower government levels, for the purpose of preventing the effects of discrimination on accessibility of housing to Roma and their right to adequate housing conditions.
- The ministry competent for spatial and urban planning and housing should undertake the following:
 - 1) in defining the housing policy of the Republic of Serbia as well as in secondary regulations that will develop the provisions of the Draft Law on Social Housing in more detail, special attention should be paid to the housing problems of poor and socially vulnerable Roma. As part of the measures for implementation of the national housing policy, special attention should be paid to the development of the system of transparent monitoring of implementation of the housing programmes arising from the housing policy and relevant strategies and the widest possible inclusion of the stakeholders and the public in the implementation of these programmes, whether they concern support in the provision of housing or improvement of living conditions in Roma settlements;
 - 2) legal mechanisms should be developed for monitoring the implementation of urban development plans for Roma settlements as well as strengthening the mechanism of expert control and public inspection during the whole process of initiation, preparation, adoption and implementation of these plans;
 - 3) local self-government units should be encouraged to pay special attention, when adopting urban development plans and applying the *Guidelines for Legalisation and Improvement of Informal Roma Settlements*, to addressing housing problems of Roma as well as to provide the maximum transparency in work and wide inclusion of the public in the process of preparation, adoption and implementation of plans for Roma settlements;
 - 4) standards, norms and other technical regulations in the area of urban planning, design and construction of adequate housing should be introduced and applied both to new buildings and to the renovation of existing housing units. Also, standards should be introduced that concern adaptations, constructions and area of existing structures, based on which an opportunity will be given to poor families to start with a modest flat that they will be able to expand and extend later and
 - 5) expert support and assistance should be provided to local self-governments in training the employees in city and municipal services and public companies dealing with the issues of housing, utility equipment and urban planning in order to properly understand housing problems of Roma and/or problems of Roma settlements and be able to solve them.

2.4.4. Recommendations in connection with the role of local self-governments

- Programmes for the improvement of Roma settlements should be designed in a local self-government unit, which should specify priorities and define the roles of all stakeholders (local self-government units, central government, Roma communities, civil associations and other). All programmes for the improvement of Roma settlements and housing conditions of Roma should be linked with the programmes in the areas of social and health care, employment and education.
- All local self-government units should allocate items in the budget for addressing the housing problems of Roma, Roma settlements and other Roma issues in connection with the previous recommendation.
- As part of urban development plans, new locations for solving housing problems of socially vulnerable groups should be determined. The criteria for the selection of these locations should be: location size, possibility of connection to the infrastructure (water, electricity, sewerage), proximity of public services and public transport. These locations should be in the areas suitable for housing and in an environmentally healthy environment. The land for new locations should be provided from the republic and municipal land stock or through mechanisms of negotiation and compensation. These locations should enable integration rather than encourage segregation or discrimination.
- As part of the housing policy of local self-government units, the initiated practice of defining vulnerable groups with no appropriate access to adequate housing conditions should be continued. The Roma, as well as the specific characteristics of their problems, should be emphasised as a special group among the vulnerable categories, in accordance with the *Law on Protection of Rights and Freedoms of National Minorities*. We do not include all members of the Roma population in the category needing assistance in obtaining housing. That category only includes those persons who have economic, social, health or similar problems, individually or combined.
- Local bodies should provide free legal assistance, advice and representation to poor persons in disputes regarding housing problems, because the lack of legal assistance mechanisms seriously endangers their ability to protect their rights or seek an efficient legal remedy, including legal compensation for denied rights to housing conditions.
- The models of improving housing conditions that municipalities may use, according to housing regulations, in addressing housing needs of Roma include:



- 1) social construction;
- 2) regulated individual construction;
- 3) construction of inexpensive housing;
- 4) different forms of assistance (addition of sanitary facilities to the existing structures, addition of new rooms and other premises and similar);
- 5) assistance for house completion (building material, expert assistance and similar);
- 6) different forms of subsidies (for legalisation, for connections to the infrastructure and similar);
- 7) different models of land provision (leasing, subsidised sale and similar);
- 8) provision of temporary accommodation (which must meet basic housing standards);
- 9) provision of accommodation for seasonal workers and their families;
- 10) purchase of existing housing in the city, in the centre of municipality or in the vicinity and
- 11) combination of the previous models depending on specific conditions in the municipality or in particular Roma settlements.

2.4.5. Recommendations in connection with eviction

The government should review the relevant laws in order to harmonise them with the international standards and ensure that they guarantee:

- a legal procedure harmonised with the international standards;
- the principle of non-discrimination and
- adequate alternative accommodation.

A large number of Roma live in illegally built settlements some of which have existed for decades. In some of these settlements the inhabitants are threatened with eviction and some were demolished based on the decision of local authorities and new land users, without providing alternative accommodation to their inhabitants. In order to avoid difficult situations, certain steps should be taken at the local level:

- competent bodies of the local self-government unit should act in a timely and preventive manner in the cases of illegal occupation of space (land and structures) in order to prevent subsequent forced eviction. This is particularly important if it is noticed that illegal occupation could be of mass character;
- the bodies should constantly check the conditions under which it is possible to carry out eviction, find alternatives and provide special protection to socially vulnerable groups, and particularly the Roma, who are the most threatened by this practice;
- if there is a possibility for collective eviction, the government or the municipality or the city should provide adequate alternative accommodation prior to carrying out the eviction. In that case, the *Law on Expropriation* may be referred to, which allows expropriation of land for the purpose of resolving the problems of socially vulnerable persons;
- in the cases where moving of the most vulnerable groups to other location presents a solution for eviction, social programmes and activities should also be provided for in addition to housing programmes;
- free legal assistance should be provided to poor and socially vulnerable Roma who are threatened with forced removal or who are victims of forced eviction. In the cases where the government did not organise legal assistance, civil associations should be encouraged to provide such kind of assistance;
- accurate information should be provided to Roma on their rights and obligations in connection with housing. This should be done particularly by the municipal bodies and services competent for housing and
- associations that assist vulnerable groups, particularly the Roma, should be encouraged and supported in procedural matters and programmes concerning housing issues.

2.4.6. Recommendations in connection with the role of the international community

International organisations and donors should consider the possibility of providing financial support (credits, loans, grants and similar) to programmes aimed at improvement of living conditions in Roma settlements and housing situation of Roma.

International organisations should provide assistance to government bodies when these are unable to discharge their obligations in the area of housing policy (expert assistance, training programmes etc.).



2.4.7. Recommendations in connection with the role of local Roma community

Local Roma community should participate and give its contribution in addressing a wide range of issues (financing, planning, construction, social activity, employment, housing culture, etc.). The following are the main roles of local Roma community:

- participation in creating outlines, programmes, plans and operational projects concerning particular Roma settlements in the municipality or housing conditions through appropriate bodies, working groups or commissions formed by the local self-government unit. If the local self-government unit has a number of Roma settlements, this should be dealt with by Roma coordinators;
- participation in creating the budget, which should help the allocation of funds to be realistic so that, on the one hand, specific needs are satisfied and so that, on the other hand, there would be no negative reactions;
- strengthening "initial development cores" (groups of inhabitants and families of particular Roma settlements) that may start and boost the development of the settlement. An active assistance of Roma coordinators in the municipality is especially important here. Settlement representatives should be included in all projects concerning the environment they come from and
- strengthening the professional capacities of Roma activists in the sphere of housing issues of Roma and Roma settlements. This primarily refers to acquiring necessary knowledge in the area of proprietary rights and the right to housing, geodesy, cadastre, urban planning, legalisation but also knowledge in connection with the systems of construction, individual construction and similar.

2.5. Priorities

Application of measures and activities defined by the *Action Plan for Housing*, at the national and local levels, presents an important precondition for the improvement of poor housing situation of Roma in the Republic of Serbia. In the initial phases of this process solutions may be found that will be in accordance with the current financial capacities of central and earmarked funds and local Roma communities themselves:

- the competent ministries should earmark special budget funds that will serve for the implementation of measures and activities stipulated by the *Action Plan for Housing*;
- the competent ministries should appoint persons in charge of the issues of Roma settlements and housing issues of Roma;
- local self-government units should have a permanent item in their budgets for the improvement and legalisation of Roma settlements and housing of Roma;
- local self-government units and Roma communities should identify the real financial capacities of Roma to participate in the improvement of their own housing and/or their settlement;
- the bodies of local self-government units should prepare urban development plans for the parts of the cities and municipalities where Roma settlements are located (if such plans do not exist currently) or to revise them (if they exist) in terms of observing the principle of non-discrimination and non-segregation. In preparing new and revising the existing urban development plans, the instructions given in the *Guidelines for Legalisation and Improvement of Illegal Roma Settlements* should be adhered to;
- government bodies should provide assistance to the population in the construction, repair or extension of houses through assistance from earmarked funds, by developing the model of inexpensive housing construction, providing soft loans and developing programmes of assisted individual construction;
- the criteria for the selection of local self-government units that will be covered by the programmes financed and supported by the government (relating to the improvement of housing situation of Roma and situation in Roma settlements) should be:
 - 1) general situation in Roma settlements in that part of the country and in the municipality;
 - 2) the share of the Roma population in the total population of the municipality and the number of Roma settlements;
 - 3) economic strength and economic vitality of the municipality;
 - 4) attitude of the bodies of local self-government units and other citizens toward the problems of Roma settlements and housing conditions of Roma and
 - 5) existence of other programmes supported by the government, cities and municipalities or civil associations, effects of these activities and other.



- in the cases where legalisation of housing structures in the existing settlements is not possible, the competent bodies, through a dialogue of all actors, should find solutions for moving or displacement that will be acceptable to all parties (with inclusion of the inhabitants of these settlements in programmes of social support and care they are entitled to as citizens). In that regard, it is necessary to improve and legally strengthen the mechanism of expert control and public inspection of the process of preparation and implementation of relevant planning documents;
- basic living conditions (water, electricity, access roads etc.) should be improved in the settlements for which it is established that they cannot be legalised and improved, in the period until they are resettled or moved;
- regular utility and technical maintenance should be provided in all Roma settlements through an appropriate institutional system that exists for other parts of the city as well;
- settlement coordinators should be introduced in the maintenance system of Roma settlements as full-time employees with relevant municipal and city services;
- in the cases where a relatively simple and fast legalisation is possible, programmes of improvement of settlements and integration of their inhabitants into a wider social community should be initiated simultaneously. In the settlements in which the property status of land is regulated, projects should be initiated for improvement of living conditions, such as the legalisation of individual houses, improvement of housing conditions through construction of social housing, individual construction and provision of microloans, improvement of basic infrastructure and other;
- the cities and municipalities in which Roma seasonal workers and their families stay should provide appropriate locations and solutions for their temporary accommodation as well as all necessary services at an adequate level, and all this should be adapted to payment capacities of these families. For a more permanent solution of problems of Roma seasonal workers and their families it is necessary to implement integral programmes of employment and housing provision and
- local self-government units should organise special training of municipal employees in charge of housing issues, in accordance with the principles of tolerance and non-discrimination, in order to train them for addressing housing problems of Roma efficiently and understanding them better.

3. Employment

3.1. Legal framework

3.1.1. International legal framework



24

Several documents of the Council of Europe (*Recommendation on Improving the Economic and Employment Situation of Roma/Gypsies and Travellers in Europe*, *Economic and Employment Problems Faced by Roma/Gypsies in Europe*), the Council of the European Union (the *Directive Implementing the Principle of Equal Treatment between Persons Irrespective of Racial or Ethnic Origin*, *Status of Roma in Candidate Countries: Basic Document*, *Guiding Principles for Improvement of the Status of Roma*) and the United Nations (*International Covenant on Economic, Social and Cultural Rights*), which include recommendations in connection with new economic empowerment, may be applied to the Roma community in the Republic of Serbia. The *European Employment Strategy* was defined in the EU (accompanying documents: the *Integrated Guidelines on Labour Market Reforms in the Candidate Countries*, the *Bucharest Declaration*, the *Council of Europe and International Labour Organisation Recommendations*), which is concretised every year by the European Council guidelines for employment policy development.

3.1.2. National legal framework

The national legal framework relating to the area of employment comprises the following documents: *the National Employment Strategy for the period 2005–2010*, *the Strategy for Poverty Reduction in Serbia*, *the Strategy for Development of Small and Medium-Sized Enterprises and Entrepreneurship 2008–2012*, *the Strategy for Economic Development of Serbia for the period 2006–2012*, *the Strategy for Regional Development of the Republic of Serbia for the period from 2007 until 2012*, *the Strategy for Development of Vocational Education in the Republic of Serbia* and *the Strategy for Development of Adult Education in the Republic of Serbia*.

In order to implement all these strategic documents, which recognise the specific problems of Roma and their position in the labour market, a full consensus and engagement of institutions and bodies of the Government of the Republic of Serbia, employers, trade unions, bodies of local self-government units and other partners is necessary.

3.2. Description of situation

The basic characteristic of the socioeconomic status of the majority of Roma is a low level of economic activity, high unemployment and almost a 100% exclusion of Roma from public institutions. This is clearly demonstrated by the 2002 Census data: of the total number of Roma, only 27.2% are economically active, while 58.2% of Roma are economically active in the working-age group.

The data on the total number of employed Roma in state and local administration indicate institutional discrimination. There are almost none of them in public and state-owned companies. Employment services have no records of employed Roma. There are no special funds for the development of Roma entrepreneurship either at the republic level or at the provincial or local level. The public funds that the Government of the Republic of Serbia obtained in different ways from international organisations are not sufficient for Roma poverty reduction and employment. The *Roma Employment Action Plan* within the framework of the Roma Decade, which was adopted by the Government of the Republic of Serbia, is still not implemented in a systemic manner and there is no clearly allocated item in the budget from which the planned measures would be financed. There is no institutionalised cooperation between Roma civil associations and the government bodies.

The area that Roma most frequently engage in is grey economy. The low rate of economic activity of the majority of Roma presents a consequence of economic culture, socioeconomic underdevelopment, marked political barriers in employment and specific set of demographic factors. The Roma population is markedly young, with an above-average share of young people up to 15 years of age. The share of those over 15 in the total population of Roma is 58.3%. Low economic activity, very young age structure of the Roma population and a large share of supported population present the key factors of maintenance and deepening of differences between Roma and the other population (e.g. the share of supported persons in the Roma population is 60%, while it is around 37% in the majority population).

The majority of Roma are outside the employment system, they are not legally economically active and they are mostly registered as unemployed. When they are in the labour market, they perform the most difficult and dangerous jobs at the lowest cost. Collectors of recyclables constitute one of the most exploited groups of workers, with the lowest cost of labour. The government must recognise such a form of labour as a legitimate type of activity.

The majority of Roma live in poverty, barely surviving. Due to transition processes, readmission and a large number of internally displaced persons, the past years are characterised by an even more dramatic decrease in the Roma standard of living. Taking into account the low level of Roma education and lack of investments as well as the economic stagnation, it may be assumed that the status of Roma in the following period will not improve to a more significant extent. In addition to "old paupers", there will also be "new paupers" – the Roma generations that are coming and that will not be prepared for harsh competition in the labour market.

The majority of the Roma households have limited sources of income (these are mostly seasonal works in agriculture and construction, work in the grey sector, collection of recyclables, remittances from abroad and social benefits from the government).

Two basic factors contributing to the unfavourable position of Roma in the labour market and confining the majority of Roma to low-paid and temporary occupations are: 1) low level of education and vocational training, and 2) discrimination by potential employers.

Considering the abovementioned situation and current processes, new illegal migration to the European Union countries can be expected unless a comprehensive and realistic programme of economic empowerment of Roma is created.

It should be emphasised that Roma women face "double discrimination" – on the one hand, it is about discrimination by the majority population, and on the other hand, discrimination within the Roma society itself. This pushes Roma women even more to the margins of the economic society.

3.3. Existing and previous initiatives

In accordance with strategic orientation of the Republic of Serbia towards the European Union, the Government of the Republic of Serbia adopted the *Employment Strategy for the period 2005–2010*, which builds on the guidelines



of the *European Employment Strategy*, as well as the *National Action Plan for Employment for the period 2006–2008*, which determines operational measures and activities for implementation of the Employment Strategy and builds on other national strategic documents.

In the second half of 2006, some government and local initiatives were aimed at the Roma community that, within the projects of the National Employment Service and the public works programme, were financed by the Government of the Republic of Serbia. Affirmative action measures are implemented in obtaining the funds of the National Employment Service for self-employment and starting own business. In some cities, Roma are increasingly included in the existing measures of active employment policy (public works, self-employment, job search clubs, training for active job search and training for self-efficiency). The National Employment Service also implements a programme of IT training and foreign language training for registered unemployed Roma for known employer. With a comprehensive analysis, the entire process of economic integration of Roma should be financed, which must also have a clear income component.

The World Bank and the European Agency for Reconstruction financed projects for income-based activities. The Open Society Institute conducted a programme of monitoring the process of implementation of the *Roma Employment Action Plan* within the framework of the Roma Decade. The programme included grants for the provision of professional training, support for trade projects and training the Roma to raise cattle and apply more efficient methods of collecting recyclables.

3.4. Recommendations for further action

3.4.1. General recommendations

- General surveys, such as the Living Standard Survey, should also include samples of integrated Roma households and samples of Roma households from Roma settlements in order to obtain representative and comparable data on employment and socioeconomic status of the Roma population.
- The *National Roma Employment Action Plan* should be consistently implemented.
- Local self-government units and local branches of the National Employment Service should be assigned greater powers and obligations in creating and proposing programmes for Roma men and women.
- International organisations should support the employment of Roma men and women through the allocation of special programmes and projects for that purpose, especially taking into account the number of persons that will return to Serbia from the EU countries based on the signed readmission agreements, and proposed programmes that will be guaranteed by the Government of the Republic of Serbia.
- In implementing the measures of active employment policy, the practice of applying affirmative action should be continued.
- Roma men and women should participate in the preparation, application and supervision of programmes and projects at all levels, particularly when long-term development plans of local self-governments are adopted.
- When creating measures, special attention should be paid to particularly sensitive categories within the Roma community, e.g. internally displaced persons, returnees based on the readmission agreement, women, youth, persons with disabilities, etc.
- Legal and natural persons committing discrimination in employment process should be sanctioned.
- Improve the information of the actors about initiated programmes and effects of their implementation.

3.4.2. Recommendations in connection with enhancing employment possibilities

- Professional training should be focused on the professions that are needed in the local market.
- Implementation of the *Functional Elementary Education of Adult Roma* project should be continued and expanded.
- A possibility should be found for granting some funds to the trainees for their families in the training period, due to their abstinence from daily work activity (e.g. in the form of scholarship).
- The Roma population should be motivated to actively search for job and get involved in active employment policy programmes.
- There should be work on formalising the labour-law status and employment of collectors of recyclables.
- Training should be organised in connection with activities of trade-union, professional and cooperative associations.



3.4.3. Recommendations in connection with entrepreneurship

Development of small and medium-sized enterprises should be focused on structural support to Roma entrepreneurs and/or on the creation and development of small and medium-sized enterprises owned by Roma, which implies:

- allocating earmarked funds for the improvement of entrepreneurship and employment of Roma;
- regulating the area of microcredits with consideration of actual capacities of the family, the individual and other circumstances;
- development of mechanisms for encouraging family business by local self-government units;
- provision of support to Roma engaged in the grey economy and transferring them to legal sphere, particularly in the area of collecting recyclables, in terms of activity registration, exercise of labour rights and health care rights and
- granting very soft loans or grants for equipping the workplace.

Better coordination is also necessary between the competent ministries, local self-government units and their municipal employment councils and microcredit organisations, particularly in the area of recycling and management of municipal waste, for the purpose of encouraging and financial strengthening of individual collectors of recyclables and their associations.

3.4.4. Recommendations in connection with employment in public services

The number of Roma employed in local and government institutions should be increased, including the employment of Roma with post-secondary and university degrees (particularly the Roma under 35 years of age) and employment of one or two Roma in the branches of the National Employment Service in the cities where there are more than 5000 Roma.

3.4.5. Recommendations in connection with public works

Implementation of public works programme should be continued, while applying the principle of affirmative action and sustainability of the initiated programme.

3.5. Priorities

Priorities should be aimed at four areas:

- increasing the number of Roma employed in local and government administration;
- integration and reintegration into the labour market:
 - 1) employment of Roma and establishment of sustainable and stable trend of increase in employment of the Roma population;
 - 2) support to employers employing Roma and
 - 3) programmes for the development of companies and cooperatives for Roma;
- training, re-training, additional training and functional education of unemployed Roma and
- sensitisation of employees in the branches of the National Employment Service for work with unemployed Roma.



4. Displaced persons

4.1. Legal framework

4.1.1. International legal framework

The United Nations and Council of Europe guiding principles on displaced persons, which were ratified by the Republic of Serbia, provide a framework for addressing the issues of displaced persons.

4.1.2. National legal framework

Internally displaced persons who are citizens of the Republic of Serbia enjoy all rights guaranteed by the Constitution and by the laws of the Republic of Serbia.

The strategic framework for addressing the issues of refugees and displaced persons is provided by the *National Strategy for Addressing the Issues of Refugees and Internally Displaced Persons*, adopted in 2002. The solutions provided for by this Strategy are obsolete in part or not applied.

4.2. Description of situation

In early 2008 there were almost 300,000 refugees and internally displaced persons in the territory of the Republic of Serbia, so our country is on the very top of the list of European countries by number of persons who left their homes due to persecution. There are 209,722 internally displaced persons from Kosovo and Metohija in the Republic of Serbia, among which 22,806 Roma are registered. In addition to this number, it is estimated that approximately another 20,000 persons are internally displaced within Kosovo and Metohija. A large number of internally displaced Roma are not registered because they do not have personal documents.

According to the internal census carried out in 1997 in Kosovo and Metohija, around 98,000 Roma lived in Kosovo and Metohija. It is estimated that 70% to 80% of the Roma population were displaced from Kosovo and Metohija and, according to the data of the provisional institutions of Kosovo, around 18,000 Roma live there today. According to the data from different surveys and according to the records of international and domestic organisations, 40,000 to 50,000 Roma fled to other parts of the Republic of Serbia, while the rest of them fled to other parts of the region and to Western Europe. There are no reliable data on further movement of the Roma displaced from Kosovo and Metohija who first came to Serbia and then went to Western European countries.

The conditions in which the displaced Roma live in the Republic of Serbia are very poor. A small number of Roma live in collective centres (around 1200 persons). In Belgrade and other cities, many displaced Roma live in informal settlements and mostly depend on assistance from civil associations and international organisations. Due to the implementation of urban development plans, Roma are often evicted from informal settlements, without any compensation and without solving their housing issue. Lack of personal documents hinders the access to the system of education of children of displaced Roma, so their situation in that regard is worse than the situation of other Roma children. Another problem the children of displaced persons face is the language barrier; many of them speak only Albanian or only Romany.

Adoption of amendments to the *Law on Republic Administrative Taxes* in 2005 that reduce by 70% the republic taxes for refugees and IDPs requesting issuance of documents from registry books contributed to their easier access to basic documents and, by that very fact, also to their other rights.

As for the return of internally displaced Roma to Kosovo and Metohija, it is minimal after eight years of presence of international administration in the province. In order for the number of returnees to increase more significantly, the international community must provide all necessary preconditions for a sustainable, voluntary, safe and dignified return of displaced persons, with enabled access to all rights through observance and consistent application of internationally recognised documents.

When it comes to the exercise of rights of internally displaced persons in Kosovo and Metohija, there are many problems there. In order for these persons to exercise their rights, they need many documents that they have to



obtain in Kosovo and Metohija: ownership certificates, copies of cadastral plans, diplomas and education certificates, employment booklets, education documentation, certified copies of driver's licences, retirement certificates and decisions, health insurance cards, housing purchase agreements, certificates that they own no property, inheritance decisions, court decisions, certificates of clean police record etc. The uncertain security situation makes it difficult for these persons to go to Kosovo and Metohija in order to submit a request for the issuance of necessary documents to the provisional institutions of Kosovo. A small number of civil associations provide legal assistance to these persons in obtaining documents. All this requires considerable financial funds, which these persons do not have. Roma's lack of information on displaced registry offices also represents a problem.

Today, also, internally displaced Roma face numerous problems relating to their property rights in Kosovo and Metohija. There are still many usurped and demolished housing units, agricultural land and business premises taken over by illegal users, while the restitution process develops extremely slowly.

4.3. Recommendations for further action

These recommendations relate to special problems of displaced Roma:

- amendments to specific laws should be adopted that will facilitate subsequent recording of the fact of birth in the birth registry;
- displaced persons, including Roma, should be enabled (if they are unable to return or do not wish to do so) to get integrated into the Republic of Serbia. The competent bodies should take measures that will promote that process;
- displaced Roma should be informed of their rights and of the policy in connection with return and of the situation in Kosovo and Metohija, as well as of the activities of local Roma communities. Such information would make it easier to them to make a decision about return. Roma representatives should take part in all aspects of the programmes for return to Kosovo and Metohija, including talks between UNMIK and Serbian authorities. A working group should be formed that will deal with this issue, and it should be composed of representatives of institutions, international organisations and civil associations;
- mechanisms of cooperation between the Ministry for Kosovo and Metohija and the Commissariat for Refugees in addressing problems of IDPs should be defined;
- the Commissariat for Refugees should update the database on displaced Roma in cooperation with the UNHCR and civil associations;
- all documents, including IDP cards, should be accessible to all displaced persons from Kosovo and Metohija if they have a registered temporary residence, regardless of the place of residence and without the obligation to obtain statements of owners of the flats in which they live. This should particularly apply to the displaced Roma who live in the local self-government units to which the registry books from Kosovo and Metohija were not transferred. In these cases, the municipalities should cooperate in order to avoid travel of displaced persons to the city where the registry books are located;
- displaced persons should be enabled to get free legal and administrative aid (whether through municipal legal aid offices or through civil associations) in order to assist them in solving their problems;
- internally displaced persons should be enabled to participate in the programmes initiated based on action plans in other areas (education, housing policy, health, employment and social care);
- the bodies of local self-government units, in accordance with their capacities, should implement the measures and activities that will improve the living conditions of displaced Roma;
- the *National Strategy for Addressing the Issues of Refugees and Internally Displaced Persons* should be revised in order to identify Roma issues separately as part of addressing the issues of socially most vulnerable groups;
- The Government of the Republic of Serbia should offer, as part of the revised *National Strategy for Addressing the Issues of Refugees and Internally Displaced Persons*, solutions for internally displaced persons and refugees at the regional level;
- it is necessary to prepare a *Strategy for Sustainable Return and Subsistence in Kosovo and Metohija* and
- through a comprehensive informative campaign, which should be carried out by government institutions in cooperation with international organisations and civil associations, it is necessary to encourage legally invisible internally displaced Roma to get registered and start exercising the rights that belong to them.



4.4. Priorities

- Adoption of amendments to specific laws that will facilitate subsequent recording of the fact of birth in the birth registry and enabling the issuance (replacement) of the personal documents necessary for access to fundamental rights with no unnecessary obstacles.
- Provision of conditions for voluntary, safe and dignified return to Kosovo and Metohija.
- Support to full integration of the IDPs who are unwilling or unable to return to Kosovo and Metohija.

5. Return based on the readmission agreement

5.1. Legal framework

So far, the Republic of Serbia has concluded readmission agreements with 17 Western European countries. The *Single Readmission Agreement* between the European Union and the Republic of Serbia came into force on 01/01/2008. Bilateral agreements and the *Single Agreement* regulate the conditions and instruments for returning the persons whose legal grounds of stay expired, at the request of one of the countries parties to the Agreement.

5.2. Description of situation

During the last fifteen years, tens of thousands of Roma have left the Republic of Serbia seeking refuge in Western European countries. The majority of them submitted an asylum application. The majority of our citizens then got a temporary protection from the foreign country in which they sought refuge. These persons are returned to the Republic of Serbia either by force (deportation) or as part of the so-called mandated return (which is considered to be a voluntary return or a return to which the person or family agrees).

The Council of Europe estimated in 2003 that 50,000 to 100,000 citizens of the Republic of Serbia would be returned from Western European countries (30,000 from Germany, 12,000 from the Netherlands, 3,000 from Belgium, 3,000 from Switzerland, 3,000 from Luxembourg). This number is probably even greater because, according to the data of the Government of Germany, as many as 100,000 out of the total of 600,000 citizens of the Republic of Serbia staying in that country have an illegal status. The international organisations operating in the Republic of Serbia and the civil sector believe that the number of those that should be returned to the Republic of Serbia goes even up to 150,000.

The Ministry of the Interior of the Republic of Serbia estimates that 18,000 of our citizens have been returned so far and return of at least another 47,000 is expected. The exact number of persons who were or will be returned from Western Europe is unknown.

The Ministry of Human and Minority Rights formed a Readmission Office at the Nikola Tesla Airport in Belgrade, and the data this office collects indicate that at least 65% to 70% of the total number of persons returned under the readmission agreements are members of the Roma national minority.

During deportation, even the fundamental rights of many of our citizens were violated: they did not have an opportunity to take their personal documents and documents on their children's education with them, a number of cases of separation of families, returning ill persons, children up to 12 months of age, children needing special health care and similar were recorded in the readmission process. It should be emphasised that, in addition to the impeded obtainment of personal documentation for adults, children are often denied the fundamental right to education.

After returning to the Republic of Serbia, these families face the problem of registering their children. Namely, some of the children born in Western European countries are registered neither in the registry books of the country in which they were born nor in the registry books of the Republic of Serbia. The procedure of subsequent registration, first in the country of birth and then in our country, takes a long time and requires additional costs.



5.3. Existing and previous initiatives

In order for the returnees to be reintegrated as quickly and as successfully as possible after readmission, a *Manual for Actions within the Framework of Integration of Returnees under the Readmission Agreement* was prepared, which is intended for representatives of local-level institutions. An *Information Booklet for Returnees under the Readmission Agreement* was prepared in Serbian, Romany, German, Dutch and English for informing the returnees themselves in a full and timely manner. Both publications were sent to local self-government units in the Republic of Serbia and to the border crossings.

The Government of the Republic of Serbia established the Council for Integration of Returnees based on the Readmission Agreement.

5.4. Recommendations for further action

5.4.1. General recommendations

- Cooperation with the country the returnees come from presents a precondition for the realisation of sustainable and permanent return. The international community and the governments of the countries should provide political, financial and economic support and give adequate guarantees for sustainable return through reintegration programmes.
- Programmes should be developed that will prepare the applicant whose asylum application was rejected for voluntary return and integration in the Republic of Serbia, and this primarily refers to the programmes of training for employment and additional training. Also, coverage of transport costs and provision of financial assistance should be provided for by these programmes.
- Readmission agreements should set guarantees for a transparent return, which takes place in full safety and in a dignified manner. It is about guarantees that the person will not be returned to a territory where his/her life or freedom will be endangered and guarantees that the rights of returnees will be exercised through reintegration projects. Procedural guarantees must be applied on an individual basis and when it comes to mass return of people, there must be specific guarantees for particularly vulnerable groups, as is the case with the members of national minorities from Kosovo and Metohija.
- The best interests of children should always be considered in accordance with Article 3 of the *UN Convention on the Rights of the Child*. The possibility should be seriously considered of postponing the return until the moment when it becomes apparent that the best interest of children or other vulnerable groups is served precisely by their return to the Republic of Serbia. If there is no possibility of ensuring respect for their needs in their best interest in a reasonable time, the possibility of granting them habitual residence should be considered.
- Return of children must be limited solely to the cases where it is in their best interest, for the purpose of uniting them with their family or foster parent.
- Return programmes must take place in accordance with the family unification principle.
- Returning the persons coming from Kosovo and Metohija to other parts of the country (Internal Flight Alternative) should not be used on a massive scale, because there is a great possibility for the returnee to face numerous problems in the secondary displacement, so it should be estimated prior to the return whether the parts of the country the returnee is being returned to provide full physical and legal protection, possibility of exercising rights and access to public services.
- Reintegration programmes should provide individuals with information and advice on how to exercise their rights and obligations both in the country of reception and in the Republic of Serbia.
- All local-level institutions should establish coordination regarding the issue of addressing the problems of returnees and obtain information on specific characteristics of their needs.
- There should always be a response to the cases of discrimination in the readmission process.

5.4.2. Recommendations in connection with housing conditions

- Shelters should be established as the emergency and time-limited forms of temporary collective accommodation.
- Accommodation should be organised for homeless returnees, while those who do not have legal grounds for habitual residence registration should be enabled to do so.
- Returnees should be included in the programmes of housing provision, social housing and alternative forms of housing provision (purchase of abandoned dwellings, living together with senior households etc.).



- Local self-government units with significant number of returnees under the readmission agreement should be provided with additional funds for the purpose of facilitating the resolution of housing issues and improving the living conditions in the communities into which the returnees are being integrated.

5.4.3. Recommendations in connection with education

- Vocational training programmes should be organised, which will help returnees to find job and adapt to new conditions.
- Instruction for schools on mandatory enrolment of children returnees should be adopted, validation of school documents should be enabled and assistance should be provided in obtaining school documents from abroad.
- Assistance should be organised for children who do not have good knowledge of the language and alphabet in which the instruction in school takes place.
- Uninterrupted continuation of learning the foreign language that children were fluent in until return (German, English, French, Danish, Dutch and other) should be enabled.

5.4.4. Recommendations in connection with employment

- The National Employment Service should be encouraged to collect relevant data taking into account the needs and problems of returnees and their skill structure.
- The National Employment Service should be encouraged to define measures for promoting active employment of returnees under the readmission agreement.
- In cooperation with international community and civil associations, short-term transitional solutions should be defined and implemented, which would enable temporary support to returnees and creation of financially sustainable business models in the first phase of adaptation to new living conditions.
- A forum should be established for exchange of the best experiences from the practice of the cities and municipalities that have already provided some conditions and capacities for work integration of returnees.

5.5. Priorities

- Provision of conditions for a sustainable and long-term integration of returnees based on the readmission agreement.
- Provision of adequate accommodation and initial reception of readmitted persons.
- Provision of conditions for accelerated access to personal documents for returnees based on the readmission agreement.



6. Personal documents

6.1. Legal framework

The right to legal personality or the right of a person to be recognised before the law presents a fundamental human right and a precondition for enjoyment of all other rights guaranteed by domestic and international legislation.

6.1.1. International legal framework

The government has an obligation to recognise every human being as a person before the law, which is defined by numerous international documents ratified by the Republic of Serbia, e.g. by the *International Covenant on Civil and Political Rights*, the *Universal Declaration of Human Rights* etc.

Principle 20 of the *United Nations Guiding Principles on Internal Displacement* specifies: “1. Every human being has the right to recognition everywhere as a person before the law. 2. To give effect to this right for internally displaced

persons, the authorities shall issue to them all documents necessary for the enjoyment and exercise of their legal rights, such as passports and personal identification documents, birth certificates and marriage certificates. The authorities shall enable the issuance of new documents or the replacement of documents lost in the course of displacement, without imposing unreasonable conditions, such as requiring the return to one's area of habitual residence in order to obtain these or other required documents".

6.1.2. National legal framework

The Constitution of the Republic of Serbia (Article 37).

The Law on Registry Books (Official Gazette of SRS, no. 15/90, and Official Gazette of RS, nos. 57/03, 101/05 – other law)
Instruction on Administration and Forms of Registry Books (Official Gazette of SRS, no. 48/90 and Official Gazette of RS, no. 22/91)

The Law on Registry Books (Official Gazette of RS, no. 20/09)

6.2. Description of situation

Regardless of the abovementioned legal obligations, the Government of the Republic of Serbia, the Ministry of Public Administration and Local Self-Government, the Ministry of the Interior, the Ministry of Labour and Social Policy and the judiciary sometimes do not manage to enable full implementation of these rights to a certain number of citizens by failing to eliminate the obstacles, which would facilitate access to personal documents.

A large number of Roma face serious obstacles in the enjoyment of the right to be recognised before the law and to have documents. Without personal documents, they are legally invisible, which prevents them from exercising their fundamental human rights, e.g. the right to health care, social care, education, work and similar.

Particularly vulnerable are the Roma from Kosovo and Metohija, who, in addition to not having personal documents, do not have a recognised status of internally displaced persons, either. Socially vulnerable Roma having a problem with personal documents are mostly:

- the Roma displaced from Kosovo and Metohija;
- the Roma coming from rural areas and underdeveloped parts of the Republic of Serbia settled in illegal settlements;
- the Roma born in the territory of former SFRY republics and
- the Roma returnees from Western European countries based on the readmission agreement.

It seems that there are no precise statistical data when it comes to the exact number of Roma with no personal documents. The surveys conducted by OXFAM in Belgrade showed that a large percentage of Roma had no valid documents and that 39.5% of Roma had no valid ID cards. In addition, 56% of displaced Roma had no IDP cards.

The causes of such situation are manifold and interconnected:

- negligence and lack of interest of a certain number of Roma in registering births of their children, marriage or moving;
- complex and complicated procedures for the issuance of personal documents;
- unstandardised practice of administrative bodies in conducting the procedure of subsequent registration in the birth registry as well as of the courts in the procedure of establishing the fact of birth/lack of awareness in the Roma population of the need for registration in birth registries and lack of information on the procedure of registration in registry books (difficulties with registration in the birth registry are transferred from one generation to another: the parents who are not registered in birth registries cannot register the birth of their children who, again, cannot register their descendants);
- problems in connection with citizenship of the persons who still have documents of former SFRY (e.g. passports), especially when these persons live abroad;
- lack of trust in authorities and, in particular, being afraid to contact the police station for ID card issuance;
- costs and difficulties in connection with obtaining necessary documents in some other region (especially for internally displaced persons from Kosovo and Metohija residing in places far away from the registry services where displaced registry books from Kosovo are kept);



- inability to register temporary or habitual residence for persons living in informal settlements;
- inadequate sensitivity of employees in competent bodies when it comes to the needs of the Roma population;
- inadequate flexibility of authorities to adapt to the situation of the Roma and
- lack of goodwill in authorities to regulate legally the issue of recognition of legal personality and/or subsequent registration in birth registries in an efficient and flexible manner.
- Registration of the fact of birth presents the first step by which the government recognises the existence of a person. Ignoring the obligation of registration denies a series of human rights that the state guarantees to its citizens. A person not registered in the birth registry cannot get free health care and social care services, cannot be adopted, cannot enrol in school, cannot get employed, cannot prove his/her age, family relations and citizenship, cannot vote, get married, open an account with a bank, own property and cannot leave the country.
- In practice, the majority of Roma face great difficulties when they contact the competent bodies with an application for subsequent registration in the birth registry, and the reasons for this lie in the lack of regulations that would exclusively regulate this area and in the ambiguity of the existing regulations, which contributes to the passivity and constant passing of competence and/or responsibility between administrative bodies and courts.
- In addition, the authorities are afraid of abuse by way of acquiring several identities, instead of being afraid of the persons with no identity who are located in their territory.

6.2.1. Analysis of the personal document issuance procedure

6.2.1.1. Initial registration

Initial registration is usually performed at birth. If a child is born in a hospital, the hospital issues a discharge list of the newborn, in which the names of the parents are entered based on their health insurance cards. With the discharge list, the parents go to the municipal body of the territory in which the child was born in order to register the child in the birth registry and citizenship registry. In addition to the discharge list, the municipal bodies also request other documents: citizenship certificates not more than six months old for both parents; a marriage certificate or, if the parents are not married, their birth certificates; valid ID cards.

If the parents have no documents and the mother has no health insurance card, either, the procedure becomes considerably more difficult. The hospital refuses to accept the pregnant woman or requests money for the childbirth. The officers in the municipality refuse to register the child and request that the parents previously provide the documents.

If the parents have no documents and are not registered in registry books, it is necessary for them to initiate the procedure of proving their identity. However, they get no advice on how to solve the problem and there is no single procedure for solving this problem, either. According to Article 13 of the Law on Citizenship of the Republic of Serbia (Official Gazette of RS, no. 135/04) *“A child born or found in the territory of the Republic of Serbia (foundling) acquires citizenship of the Republic of Serbia by birth if both his parents are unknown or of unknown citizenship or without citizenship or if the child is without citizenship”*. This provision is not applied in practice.

If the registration of name in the registry book is performed later than two months after birth, it is necessary to submit the following to the municipal body of the territory where the child was born: the applicant's application, the marriage certificate for the parents that was issued after the birth of the child, the citizenship certificate, copies of ID cards and proof of tax payment. After the registration of the child in the registry books, the parents are obliged to register the child's habitual residence with the Ministry of the Interior. This presents a problem for the persons who live in informal settlements and cannot prove legal grounds of residence, which presents a condition for registration of habitual residence.

6.2.1.2. Registration of habitual residence

Records of habitual residence and changes in permanent and temporary address of citizens are kept by the municipal police. Habitual residence of citizens and change in permanent address are recorded in the records of issued ID cards, which at the same time serve as records of habitual residence, or separate records of this are kept. Inspection in connection with application of the regulations on registering and de-registering habitual and temporary residence of citizens and/or registering change in permanent address is performed by the police.



According to Article 5 of the Law on Registration of Habitual and Temporary Residence of Citizens, *a citizen may be requested to show his/her ID card or other document based on which his/her identity may be established or other facts of significance for registration or de-registration may be proved.*

Other document means, in particular, a tenancy contract, an ownership certificate, a subtenancy contract and the applicant's statement of his/her intention to live permanently in the place he/she reported as his/her new habitual residence.

6.2.1.3. ID card

An ID card is issued in the prescribed manner by the Ministry competent for internal affairs. An ID card is issued at personal request. Any citizen over 16 years of age having habitual residence in the territory of the Republic of Serbia is obliged to have an ID card. Also entitled to an ID card is any citizen of the Republic of Serbia over 10 years of age. ID card is issued on a prescribed form in which the data about the holder of that document are entered: surname, name, gender, day, month and year of birth, place, municipality and state of birth, personal ID number, ID card issuance date with its validity period as well as the images of the cardholder's biometric data (photograph, fingerprint and signature). The previously issued ID card, a birth certificate, citizenship certificate and other documents from which it is possible to establish the identity of the person the ID card is to be issued to and/or by which the data from that application are proved are submitted for inspection along with the ID card issuance application. The competent body is obliged to issue the ID card within 15 days from the day of application submission and also within a shorter period in cases of emergency or for other justified reasons. Articles 29 and 30 of the Identity Card Law stipulate that a fine will be imposed to a person who, contrary to established obligation does not possess an ID card, does not submit an ID card issuance application within the specified period, does not carry an ID card while he/she is obliged to possess one, as well as in other cases stipulated by the law.

6.2.1.4. Health insurance card

The right to health care is exercised based on a health insurance card that must be certified by the Republic Health Insurance Office. In practice, health care institutions request a certified health insurance card for inspection, taking into account the fact that health insurance card is a document proving the status of insured person and payment of mandatory health insurance contributions. Health care is exercised according to the place of habitual or temporary residence of the insured.

6.2.1.5. Employment booklet

Possessing an employment booklet is necessary for establishing employment and registration with the National Employment Service. According to Article 5 of the Regulation on Employment Booklet, an unemployed person submits an application for employment booklet issuance to the competent body of the municipal administration according to the place of his/her habitual residence, and an employed person submits it according to the place of his/her employment. The documents necessary for employment booklet issuance are: a two-copy application on a prescribed form is submitted by an unemployed person in the municipality according to the place of his/her habitual residence and by an employed person according to the place of his/her employment; a blank employment booklet; the ID card; a certificate of qualifications – original; a citizenship certificate.

The rights provided by the Law on Employment and Unemployment Insurance refer to those kept in the records of unemployed persons. Considering that, in informal Roma settlements, the Roma are unable to register their habitual residence due to illegal grounds of residence, they are unable to register with the National Employment Service and exercise their rights as unemployed persons, either.

6.2.1.6. Procedure of renewal and subsequent registration in registry books

In the cases where persons have never been registered in registry books or where registry books were destroyed or lost, it is necessary to initiate the procedure of subsequent registration or renewal of registration in registry books or the procedure of establishing the facts of birth, death and marriage. In such cases, when the persons themselves



turn to the administrative bodies competent for keeping registry books for assistance they do not get adequate advice. At the same time, there is no standardised practice and interpretation either of administrative bodies or of judicial bodies in the Republic of Serbia.

Positions of judicial and administrative bodies in connection with establishing the fact of birth, death and marriage differ in terms of the following: Are these facts established in court or administrative procedure? Are these facts established in legal or extrajudicial procedure? Is the territorial jurisdiction of courts established according to the place of temporary residence or the place of habitual residence of displaced persons?

6.3. Existing and previous initiatives

The Ministry of Public Administration and Local Self-Government issued several instructions on organisation of activities and manner of work of public authority holders in performing delegated activities of keeping registry books, primarily those relating to subsequent registration of the fact of birth in birth registries, and also gave its opinion in connection with carrying out the procedure for easier and faster exercise of civil rights in this area. By adopting the Law Amending the Law on Registry Books (Official Gazette of RS, no. 57/03) and delegating the activities of keeping the registry books for the municipalities from the territory of Kosovo and Metohija to the administrative bodies of the Cities of Niš, Kragujevac, Kraljevo, Kruševac, Jagodina, Leskovac and Vranje, the exercise of civil rights in this area was enabled for those registered in the books concerned (primarily internally displaced persons). The procedure or renewal of registration of relevant facts in the destroyed or lost birth, marriage and death registries from this territory is still in progress.

As part of the Support to the Roma and Marginalised Groups of the Western Balkans regional programme, the UN High Commissioner for Refugees in the Republic of Serbia implements a project whose goal is registration in birth registries as well as enabling the obtaining of personal documents through the provision of free legal aid. For many years now, the UN High Commissioner for Refugees has been financing civil associations that assist displaced persons and refugees in the Republic of Serbia in obtaining personal documents.

6.4. Recommendations for further action

- Adopt amendments to special laws that will facilitate the registration of the fact of birth in the birth registry.
- Harmonise the actions of administrative bodies in the procedures of subsequent registration in the birth registry by adopting instructions or manuals, which would enable them to carry out these procedures in a more efficient manner.
- Organise regular vocational training of employees in the competent bodies and sensitise them to the needs and problems of the Roma not registered in birth registries.
- Provide for the registration of habitual residence or temporary residence for the persons with no legal grounds of residence.
- Republic and municipal bodies should seek solutions in order to simplify and facilitate the procedures for regulating the status of unregistered Roma and Roma with no ID card, particularly those living in informal Roma settlements.
- Officers of bodies of local self-government units should be informed of special problems that the Roma face as well as of the modes of helping them to obtain necessary documents.
- Introduce mobile teams (representatives of bodies of local self-government units, of the police, representatives of the Roma community) that would have the task of registering the persons who were not registered at birth.
- Local self-government units should employ the Roma who may be a link between the Roma living in settlements and the competent bodies of local self-government units.
- Start an awareness-raising campaign in order to inform the Roma of their rights but also of their civil duties. The Roma should acquire necessary skills for solving this problem and transfer that knowledge to the Roma community.
- Civil associations providing legal advice to vulnerable and marginalised groups (especially to displaced persons, returnees under the readmission agreement) should be encouraged and financed to assist the Roma in all procedures in connection with the regulation of their status. Also, they themselves should be more active and create programmes for dealing with the problems of Roma in settlements, including the isolated ones.



6.5. Priorities

- Amended Regulation on Determining House Numbers, Marking Buildings with Numbers and Marking the Names of Inhabited Places, Streets and Squares.

7. Social insurance and social care

7.1. Legal framework

7.1.1. International legal framework

International legal framework in this area comprises the *Charter of Fundamental Rights in the EU*, the *International Covenant on Economic, Social and Cultural Rights*, the *International Convention on the Elimination of all Forms of Racial Discrimination*, the *International Covenant on Civil and Political Rights* and the *Convention on the Rights of the Child*. In the meantime, laws on financing local self-governments and on the budget system were adopted, which provided local self-governments with conditions for provision of funds necessary for meeting social-care needs of citizens within the competence of local self-government units.

7.1.2. National legal framework

According to the *Constitution*, the Republic of Serbia is defined as a democratic state of all citizens who live in it, based on human and civil freedoms and rights, on the rule of law and social justice (Article 1). The Constitution specifies that, by means of mandatory insurance and according to the law, the employed persons provide themselves with medical care and other rights in the event of illness, pregnancy, childbirth, decrease or loss of ability to work, unemployment, old age, and members of their family with the right to medical care, family pensions and other rights arising from social insurance.

Social insurance is defined by all laws that relate by their contents to civil rights in the area of social insurance and social security. These are the *Law on Social Care and Provision of Social Security of Citizens*, the *Law on Pension and Disability Insurance*, the *Law on Financial Support to Family with Children*, the *Law on Health Insurance*, the *Family Law* and the *Law on Local Self-Government*. Social insurance programmes in the Republic of Serbia are old age pension, disability pension, family pension and unemployment benefit.

The present system of **social care** rests on the *Law on Social Care and Provision of Social Security of Citizens*. The rights in the areas of social care and social security, according to this law, are:

- family benefit;
- caregiver's allowance;
- assistance for training for work;
- home care assistance;
- day care;
- accommodation in an institution or foster family;
- social work services;
- equipping the beneficiary for accommodation in a social care institution or foster family and
- one-time benefit.

The rights to family benefit, caregiver's allowance, assistance for training for work, accommodation in a social care institution or foster family and social work services in performing the public authority delegated by this law present the rights of common interest and the Republic of Serbia ensuring their provision. Local self-government unit ensures, in accordance with this law, the provision of the right to home care assistance, day care, temporary accommodation in a shelter or a reception point, equipping the beneficiaries for accommodation in a social care institution or foster family as well as of other social work services.

A local self-government unit may also determine, by its decisions, other rights in the area of social care, a greater extent of rights than the extent of rights determined by this law and more favourable conditions for exercising them,



as well as other forms of social care if it previously provided funds for this in its budget. A local self-government unit may also provide other civil rights, create its own social programmes and form bodies for consideration of social issues within its competence.

Financial benefits are provided for the citizens who, due to unemployment or temporary or permanent inability to work, are not capable of earning a living. The right to family benefit belongs to individuals and families whose total monthly income is below the limit determined by the law for specific number of household members, which is determined quarterly according to trends in the economy. The amendments to this law adopted in 2005 provided a better identification of social problems and a better coverage of socially vulnerable families. Social care in the form of family benefit is financed from the budget of the Republic of Serbia and exercised through social work centres, while a small part of benefits is provided by local self-government units in the form of addition to permanent pecuniary benefit.

Allocations for social care in the Republic of Serbia are significantly lower than in other countries in the region. Spending for family benefit was 0.14% of GDP in the Republic of Serbia in 2005. For similar programmes, Croatia spends 0.26%, Slovenia 0.6% and Bulgaria 0.29% of GDP.

In 2004, local self-government units in the Republic of Serbia allocated less than 2% of their budget for social care, while only a third of them also allocate from their budget funds for humanitarian aid and similar kinds of assistance (aid for purchase of basic foodstuffs, purchase of heating fuel, purchase of school utensils for poor children, soup kitchens).

7.2. Description of situation

Previous activities in the area of protection and integration of Roma were conducted with no systematic and coordinated approach by competent ministries and other government bodies and with insufficient cooperation with institutions of local self-government units.

A great constraint in formulating and planning Roma integration activities is the fact that there are no precise data on the number and structure of Roma, on the level of their vulnerability and/or their property, educational and health status and on other significant indicators, either. The Roma population is not homogenous in terms of needs for social intervention, so these needs are caused by the level of education, age structure, health status, gender, number of children and many other factors.



38

The Roma account for 5% of the total population in the Republic of Serbia. They are marginalised and present the poorest part of the population. Only 27.2% of the total number of Roma are economically active and the unemployment rate is four times the rate in the general population. The Roma population is even ten times as poor as the general population (6% versus 60.5%).

A World Bank survey indicates that poverty and multiple deprivation in the Republic of Serbia are markedly concentrated in the Roma population. The poverty of Roma is multidimensional and consists of financial poverty and different forms of deprivation (poverty in terms of education, health, housing conditions and employment). These poverty indicators represent dramatic dimensions of poverty and social exclusion of the majority of Roma. Unfortunately, poverty is transferred from one generation to another and turns into chronic poverty. The situation the majority of Roma in the Republic of Serbia live in presents a combination of social exclusion, deprivation and exploitation.

The mortality rate of Roma children under five years of age is three times the national average and as many as 20% of Roma children are of poor health (compared to 7% of children from the general population). Around 68% of Roma families face hunger.

In 2003, as few as 5.6% of Roma received old age pension. Few Roma are formally employed and for that reason an extremely small number of them use social insurance (old age or disability pensions).

The majority of Roma are registered in the records of the National Employment Service, primarily for the purpose of exercising the right based on unemployment and not out of conviction that they could get a job offer. Such situation presents a consequence of the fact that the majority of Roma belong to the category of unskilled and low-skilled workers, who are the most numerous in the records of unemployed persons and wait the longest for employment (for several years).

The majority of Roma depend on the income from the grey economy in whose chain the Roma take the last place. By further restructuring of the informal into formal economy, the Roma may lose their already modest sources of income from this sector.

Around 80% of poor Roma households received social care in the form of financial benefit. Around 16% of poor Roma do not receive any kind of aid, primarily because the limits for exercise of the right to aid are very strict. The main form of aid that socially vulnerable Roma receive most often is the *family benefit* (MOP), which is realised through the Ministry of Labour and Social Policy and/or the competent social work centre.

According to the 2005 *Law amending the Law on Social Care and Provision of Social Security of Citizens*, the MOP amount is uniform for the whole territory of the Republic of Serbia. In 2005, the right to MOP was limited, in accordance with the new law, to nine months in a calendar year for beneficiaries who are able to work.

Although there are no official statistical data, some local studies indicate that there are a certain number of Roma families whose only source of permanent income is aid. The fact is that the amount of social benefits for all poor citizens is not in accordance with the needs – it is as little as 4% of the spending of the poor. Nevertheless, social care in the Republic of Serbia prevents the poverty of Roma to grow further (according to estimates, without the social care organised in such a manner, the poverty of Roma would rise to 73%). There are also significant constraints in the access of Roma families to social benefits. As little as 73% of the poor Roma households that applied for MOP in 2003 really received that aid, which is in discrepancy with the 94% of those who received children's allowance.

The beneficiaries point to the fact that they are mostly uninformed of the criteria for obtaining MOP, that the criteria are complicated, that too many documents are required as well as that there are formal and informal costs. Many of those needing aid do not know who they should turn to for information so, when it comes to the right to acquiring MOP and the procedure, they most frequently rely on information from other beneficiaries.

Estimates on the most vulnerable categories at the local level are partly based on the existence of applications of vulnerable citizens. This particularly points out the significance of being informed of the existence of certain rights.

According to the findings of the Living Standard Survey, nearly 40% of the poor (those below the poverty line) do not receive the family benefit or other kinds of aid intended for the poor because they are not informed of the existence of these programmes or do not have the required documentation (e.g. ID card, registry certificates for children, certificates of children's education, registrations of habitual residence for household members etc.). In addition to lack of information and lack of personal documents, complicated administrative procedure and existence of prejudices present obstacles in exercising the right to social benefits. In some cases, the beneficiaries do not understand the information they get in the social work centres because they are illiterate or because they do not speak Serbian well.

Social care covers a large number of Roma households living in settlements (around 79%). Although the coverage of Roma households by social benefits is greater compared to the general population, they receive social insurance benefits to a significantly lesser extent. The degree of poverty is so pronounced that the present extent of financial benefits is obviously insufficient, as in the case of other poor citizens.

7.3. Existing and previous initiatives

In the *Social Care Development Strategy* of the Ministry of Labour and Social Policy, it is stated that an efficient social care system should respond to the needs of citizens in new circumstances and support vulnerable and marginalised individuals and groups that need an organised assistance of the community and government as well as citizens who are unable to earn a living by participating in economic activity.

The government actively promotes social cohesion by realising the following concrete goals:

- guaranteeing an adequate level of social care;
- provision of protection for the most vulnerable social groups;
- promotion of equal opportunities for citizens;
- prohibition of social exclusion and discrimination and
- European cooperation in population migration processes.



Efficient social care means: 1) development of programmes that prevent appearance and generational transfer of social problems; 2) measures, services and activities that are particularly aimed at individuals, families at risk and marginalised groups, to training them for productive life in the community, responsible parenthood and prevention of dependence on social services as well as 3) measures, services and activities for groups that need special support (children without parental care, children in conflict with the law, adults and elderly people not capable of living independently, persons with disabilities and children and adult victims of violence, neglect and exploitation).

Since 2003, a certain number of projects have been supported from the Social Innovation Fund of the Ministry of Labour and Social Policy, which aim at improving the Roma status through partnership of civil associations and institutions at the local level. These projects brought useful experiences in providing support to innovative services in cooperation with local communities, but the problem of their sustainability still exists.

Around 200 Roma civil associations are registered in the Republic of Serbia. However, only a few of them meet the professional standards of social work that would enable them to become equal partners in providing social services to local communities.

In 2008, the Ministry of Labour and Social Policy financed the engagement of Roma coordinators in 20 local self-government units that will continue the financing of these coordinators for the purpose of creating conditions for improvement of the status and social inclusion of Roma in the local community. It is necessary to also continue this activity in the other local communities in which a significant number of Roma live.

7.4. Recommendations for further action

- The most vulnerable parts of the Roma population should be identified and urgency of their needs should be established.
- A better accessibility of existing social care services should be provided (the procedure of document submission should be simplified) and information level of Roma of the manner of exercising these rights should be improved.
- In the medium term, until highly skilled Roma personnel are formed, introduction of Roma representatives, assistants, coordinators, mediators from local Roma civil associations (or individuals from local Roma communities) should be supported. Their mandate should also be defined and training programmes should be created.
- A Roma consultant for Roma status improvement programmes should be employed with the Ministry of Labour and Social Policy.
- The Roma should be included in the managing boards of social work centres.
- Roma women should be encouraged to work as representatives, assistants, mediators and social workers. They also should work on the issues of domestic violence (this should also be taken into account when planning measures relating to the prevention of violence and provision of assistance to the victims of violence).
- The Ministry of Labour and Social Policy should implement the concept of affirmative action as an integral part of the social policy system reform on the basis of active participation of community and on the basis of the principle of evolution from assistance to self-assistance.
- Support should be provided to the empowerment of Roma civil associations so that they could operate in local communities.
- Roma civil associations should be enabled to get involved in the provision of social services at the level of professional standards and cooperation between Roma civil associations and social work centres should be strengthened.
- Earmarked funds for Roma status improvement programmes should be established.
- A special Commission should be formed for approving funds to these programmes as well as for monitoring them, in which Roma experts will participate.
- There is a need for the introduction of antidiscrimination programmes in the plans of professional training of the personnel employed with public institutions (as part of the planned reform and establishment of professional standards).
- Programmes aiming at the improvement of conditions for young families and increasing the level of parental responsibility should include elements such as the creation of conditions for children to enrol in pre-school institutions, increasing the opportunities for employment of parents (including the opportunity for appropriate vocational training as a poverty alleviation measure) as well as opening schools for parents in social work centres, schools and in Roma settlements.



- Support should be provided to the development of fosterage and especially to the promotion of fosterage in the Roma population, motivation and competencies of families interested in taking in children without parental care should be increased and support should be provided to the child's natural family.
- Economic support should be provided to single parents.
- Special attention should be paid to the protection of rights of "street children" by organising reintegration programmes.
- It is recommended that the children of Roma origin should be considered a vulnerable group, due to their socio-cultural status. According to the *Law on Financial Support to Families with Children* (Article 9), pre-school education of children without parents and children with disabilities is free. Municipalities or cities are competent for the provision of additional funds for pre-school instruction for children from vulnerable families and should use this legal provision. Measures for free attendance of pre-school institutions should be outlined in cooperation with the Ministry of Education.

7.5. Priorities

- A greater inclusion of Roma in the social care system should be achieved, with better access to the rights in the sphere of social care, family-law and child protection, as well as to all other rights of significance for social security of citizens (by creating special mechanisms and forming special bodies competent for social care issues, at the interdepartmental and local levels. Roma representatives should also participate in the work of these bodies).
- A special methodology should be adopted for the preparation of a "social map" of the Roma community. Surveys should be performed at the local level in order to define social needs of Roma communities, identify corresponding social care services and roles of all possible actors. This requires coordination at the republic level.
- Activities should be undertaken towards creating employment opportunities in cooperation with other institutions capable of implementing employment measures.
- It is necessary to provide active participation of Roma in all programmes concerning them and Roma assistants should be engaged in the local communities where there are no Roma experts.

8. Health care

8.1. Legal framework

8.1.1. International legal framework

The starting bases for defining health policy of the Republic of Serbia, especially for giving priority to the health care of the Roma population, are in the following international documents and recommendations: the *Universal Declaration of Human Rights*, the *World Health Organisation Declaration on Responsibility of Government Health Care Bodies of Every Country*, the *UN World Summit Recommendation on Overcoming Social Differences*, the *Millennium Development Goals* (three of the eight goals defined are directly related to the population health care: reduction of mortality in pre-school children, reduction of maternal mortality and prevention of spreading of HIV/AIDS and other diseases), the *Health for All Resolution of the World Health Organisation Regional Bureau* (in which a new health policy is defined with 21 goals for the 21st Century; the goals that define fairness in the area of health are singled out and particularly emphasised is the need for the improvement of living conditions, accessibility of health care and promotion of health); the *Stability Pact Initiative for Improvement of Social Cohesion of Population* of a country, recommendations from the European integration framework that relate to social inclusion (this is a process within which the population at risk of poverty and social exclusion is provided with opportunities and funds in order to achieve the standard of living and the level of health, education and overall welfare common in the given society).

8.1.2. National legal framework

The right to health care is guaranteed to all citizens of the Republic of Serbia by the *Constitution of the Republic of Serbia*, regardless of national, ethnic and religious affiliation. Pursuant to Article 68 of the Constitution, children, pregnant women, mothers during maternity leave, single parents with children up to seven years of age and elderly persons are provided health care from public revenue unless they exercise it in other manner, in accordance with the law.



The reform of the health care system started in February 2002. At that time the Government of the Republic of Serbia adopted a *Health Policy of Serbia* paper, with the basic goals of the new health policy being the preservation and improvement of the population's state of health, fair and equal access to health care for all citizens, improvement of health care of vulnerable population and putting beneficiaries in the centre of the health care system. In the *Better Health for All in the Third Millennium* strategic paper, which was published in 2003, strategic orientations and activities on their realisation for particularly vulnerable population groups are defined in more detail. Improvement of health of vulnerable groups is placed in a wider concept of social policy and implies the inclusion of other relevant sectors, primarily social care, education, employment and housing.

The Law on Health Care (Official Gazette of RS, no. 107/05) stipulates the rights of patients and principles of health care. Exercise of health care is based on the principles of accessibility, fairness, comprehensiveness, continuity, efficiency as well as on the constant improvement of the quality of health care. Prohibition of all kinds of discrimination in the provision of health care eliminates the barriers that impede the exercise of the right to health care. The Law guarantees the rights of patients to accessibility, information, notification, the right to free choice, privacy and confidentiality of information, self-decision and consent, inspection of medical documentation, secrecy of data, complaint, as well as to compensation for damage. The right to complaint enables a patient who was denied the right to health care and a patient who is dissatisfied with the health service provided or with the treatment by a health-care or other worker of a health care institution, to submit a complaint to the health care worker who manages the work process or to the person employed with the health care institution who performs activities of protection of patients' rights – the protector of patients' rights.

In accordance with Article 22 of the *Law on Health Insurance (Official Gazette of RS, nos. 1087/05 and 109/05)*, the right to health care is provided to persons belonging to the population group exposed to increased risk of becoming ill; to persons whose health care is necessary in connection with the prevention, control, early detection and treatment of diseases of greater socio-medical significance; as well as to persons who are in the category of socially vulnerable population if they do not meet conditions for acquiring the status of insured person referred to in Article 17 of this law or if they do not exercise the rights from mandatory health insurance as family members of the insured. Also classified into this category of the insured are the Roma persons who, due to the traditional way of life, have no habitual residence or temporary residence in the Republic of Serbia (Article 22 paragraph 1 Item 11 of the Law). The Roma exercise the mandatory health insurance rights in the contents, extent, and manner and according to the procedure stipulated by this law and regulations adopted for the implementation of this law. The mandatory health insurance rights determined by this law are also provided to the members of the insured's nuclear family. The funds for payment of contributions for mandatory health insurance of these persons are provided in the budget of the Republic of Serbia. In that way, the Roma acquire the status of persons covered by mandatory insurance and exercise the right to health care in the same contents and extent as the other insured persons in the Republic of Serbia.

The funds for payment of contributions for mandatory health insurance of the insured referred to in Article 22 of this law, which are allocated in the budget of the Republic of Serbia, present revenue of the Republic Health Insurance Office and serve for financing health care of the insured referred to in Article 22 of the law.

In addition to the law and secondary regulations, a number of strategies and action plans was adopted, which deal with problems of particularly vulnerable groups of the population in exercising the right to health care. Of these documents, the following should be mentioned in the chronological order: the *Poverty Reduction Strategy*, the *National Action Plan for Children*, the *Action Plan for Improvement of Roma Health* within the framework of the Roma Decade, the *National Programme of Health Protection against Tuberculosis*, the *Strategy for Improvement of Health of Young People* and the *Public Health Strategy*. Since 2006, as part of the *Programme for Improvement of Health of Particular Population Groups*, the Ministry of Health has been working on the implementation of the *Plan for Health Care of Roma*, for which special funds are provided and which is harmonised with the adopted *Action Plan for Improvement of Roma Health* within the framework of the Roma Decade.

8.2. Description of situation

The data collected from routine health statistics, particularly those relating to becoming ill, do not contain information on ethnic belonging, so the state of health of the Roma population can be monitored solely based on the results of targeted surveys. The best-known surveys, from which almost all indicators of the state of health of Roma were derived, were the *Multiple Indicator Cluster Survey of the Status and Position of Children and Women in Serbia* (2005) and the *Living Standard Survey* (conducted in 2003 and 2007). Identification of the state of health



of Roma is also enabled through projects for Roma health improvement that the Ministry of Health has been implementing since 2006 in cooperation with health care institutions and Roma civil associations.

8.2.1. Demographic characteristics of the Roma population

The age structure and average age of Roma are significantly different in comparison to the general population. The majority of Roma are children under six years of age (somewhat more than 11% of the total Roma population), and then the share by age group progressively decreases. The aging index of the Roma population is 0.15, quite contrary to the aging index of the total population in the Republic of Serbia, which is 1.01. The average age of Roma women and men is approximately the same (27.6 years for women and 26.7 years for men), which is 14 and 12 years lower, respectively, than the average age of women and men in the Republic of Serbia.

It is estimated that the life expectancy of Roma is around 10 to 12 years shorter compared to the general population. Particularly vulnerable are the youngest children, women in their generative period and elderly persons.

8.2.2. Child health care

Surveys show that poverty, poor living conditions, social exclusion and reduced accessibility of health care present basic causes of increased child mortality. When these factors are combined with malnutrition, infectious diseases, injuries, abuse and neglect of children, the probability of death increases. Unfortunately, all the abovementioned factors are very present in Roma settlements. Poverty is about six times as prevalent and even ten times as deep as in the general population. Around 93% of Roma children are born in the presence of a health care worker. Their coverage by immunisation gradually decreases with the age of the children – around 85% of Roma children get the first dose of DTP and polio vaccines, while as few as 59% of children are fully vaccinated by the 18th month of their life.

Positive indicators of health – child nutrition status and body weight at birth – also show unfavourable trends compared to the average of the general population. Malnutrition of children from Roma settlements is several times the average for the Republic of Serbia (8% undernourished children compared to somewhat less than 2% in the general population). In the Republic of Serbia 95% of children are born with a body weight of over 2500 grams. In the Roma population, around 90% of children are weighed at birth, a 9% of that number have a body weight lower than 2500 grams. Malnutrition is the greatest individual risk factor that contributes to global disease burden and is linked with more than half the child mortality in the world. Since the prevalence of growth failure in Roma children is three times the national average, it is one of the most significant factors that contribute to the higher mortality of Roma children. Care and education of Roma children are not ideal, either – one in three Roma children is properly nourished, one in three Roma children gets oral rehydration therapy when having diarrhoea. As few as 12% of Roma mothers recognise the most dangerous clinical signs of child diseases when the child should be urgently taken to the doctor. Prevalence of the most frequent child diseases, diarrhoea and acute respiratory infections, in Roma children is three times the national average. All this together caused the mortality of Roma children in the first year of life and in pre-school age to be three times that in the general child population. The basic causes of mortality of Roma children are asphyxia at birth, pneumonia, diarrhoea and unknown causes of death. Inspection of the database of national mortality statistics indicates a similar situation.

Mentioned among the greatest obstacles to use of health care are administrative procedures, parents who are not informed of their rights, who neglect or fail to recognise health problems, but also discriminatory attitudes of particular health care workers.

8.2.3. Health care of women in the reproductive period

The contents and extent of preventive and diagnostical-therapeutical health care procedures during pregnancy, childbirth and confinement are defined by the *Regulation on Health Care of Women, Children, School Children and Students* and the *National Guide to Health Care of Women during Pregnancy*.

Around 89% of Roma women were examined at least once during pregnancy by a health care worker. Coverage of Roma women by services provided during pregnancy (measurement of body mass, blood pressure, blood and urine analysis, Papanicolaou test) is 20 to 25% lower than the coverage of other women in the Republic of Serbia. These services are least received by the poorest and uneducated Roma women. Around 93% of Roma women gave



birth at health care institutions, 67% in the presence of a doctor and around 24% in the presence of a midwife. Prevalence of contraception is low. Around 27% of Roma women use contraception while a large number of them (around 25%) use traditional (unreliable) contraception methods. Knowledge of sexually transmitted diseases and HIV/AIDS is unsatisfactory – as few as 7% of Roma women know all methods of AIDS prevention, while as few as 22% of them use condom during risky sexual intercourse with a non-regular partner. Almost half the Roma women get married before turning 18. Of that number, two-thirds give birth before turning 18. Almost 80% of Roma women smoke during pregnancy. A large number of pregnancies take place in a short period of time – on average, a Roma family has between two and three children under 5 years of age.

These data indicate that there is still a lot that should be done in order to bring family planning and acceptable health-related behaviour of women in the reproductive period to a satisfactory level.

8.2.4. Adult health care

The risk of death in adult Roma population is 1.5 (in men) to 2 (in women) times the national average. The causes of death do not differ more significantly compared to the general population – Cardiovascular diseases are predominant, followed by malignant diseases, with a somewhat higher prevalence of infectious and respiratory diseases as causes of death.

Use of health care services by the Roma population compared to the total population slightly differs in the segment of hospital health care use (Roma 60.8%, general population 66.5%). There is slightly more discrepancy when it comes to use of primary health care services (Roma 25%, general population 35%, observed at the monthly level), while the differences are mostly pronounced in using dental health care services (Roma 3.3%, general population 9%). Roma turn to the doctor less frequently even when they recognise their health needs or appearance of a disease, and as reasons they most often state that the disease was gone by itself or that they treated themselves, but also that the price of services is too high and that they do not have health insurance. Nevertheless, an upward trend was noticed in the use of health care services and regular taking of therapy in the Roma suffering from chronic diseases (65.5% in 2007 compared to 52.3% in 2003). In addition to poor living conditions, Roma are exposed, to a higher extent than the other adult population, to the leading individual risk factors for appearance of cardiovascular and numerous malignant diseases – smoking and alcoholism.



8.2.5. Health-related living conditions

The majority of the Roma population, whether living in the country or in the city, live in extremely poor housing conditions, in unsanitary settlements with dysfunctional and inadequate infrastructure, unregulated legal status and high population density. As few as 61% of Roma households have adequate water supply, 32% are connected to the central sewerage network, while 5% of the Roma population have no sanitary facilities whatsoever. The poorest living conditions are in shanty towns, slums, in which 25% of Roma from Roma settlements live. Around 27% of Roma live in *partaje* – rural settlements in the city where the conditions are also poor, around 26% of them are in poor villages and hamlets, while 22% live in newer urban and suburban settlements, which often means living in residential buildings.

8.3. Existing and previous initiatives

Health sector actively participated in the preparation, implementation and monitoring of several intersectoral strategies and numerous projects that significantly contribute to the improvement of the overall status and social inclusion of Roma.

The Poverty Reduction Strategy, within its priorities, singles out health care programmes for the most vulnerable groups, including the Roma. We include fair and equal access to health care for all citizens of the Republic of Serbia, reduction of inequality in accessibility and provision of financially affordable services in the Strategy goals. The monitoring of costs of health care services for vulnerable, poor groups of the population will be enabled by a set of national health care accounts introduced for the first time. The second report on the implementation of this Strategy specially singles out indicators of the state of health of the Roma population and gives recommendations relating to the improvement of Roma health. The *Strategy for Improvement of the Health of Young People* and the *Strategy for Fight against HIV/AIDS* provide for targeted interventions in particularly vulnerable groups of young people, including the Roma nationality.

In addition to the preparation and implementation of the existing national strategies, numerous initiatives are under way that aim at improving the state of health of the Roma population:

- as part of the Control of Tuberculosis in Serbia project, the active search for those affected with tuberculosis covered the total of 24,625 Roma in Roma settlements during 2005 and 2006 and 13,661 Roma during 2007;
- as part of the *Programme for Improvement of Health of Special Groups of Population*, the Ministry of Health implements the *Roma Health Care Plan*. The Plan execution implies the implementation of projects for improvement of Roma health and employment of female Roma health care mediators. During 2006, 64 projects covering 6628 Roma were implemented and 39 projects covering around 10,000 Roma were implemented during 2007. The projects covered several areas of health care and improvement of living conditions: immunisation, reproductive and sexual health, prevention of addiction diseases, antenatal care of Roma women, child care and nourishment, prevention and early detection of risk factors for chronic non-infectious diseases, prevention of infectious diseases, assessment of hygienic-epidemiological conditions in Roma settlements, creation of safe environment and health care of Roma collectors of recyclables;
- in 2008, the work began on setting the indicators and parameters for monitoring the projects approved in 2007, as well as the production of software. A *Guide through the Procedure of Competition for Support to Health Care Projects* was prepared and distributed and three workshops were held for health care workers and representatives of Roma civil associations on the procedure of project preparation and the manner of reporting. After the completion of the competition, 31 projects were approved;
- in 2008, 15 female Roma health care mediators were employed in order to overcome the obstacles to receiving health care. Employment is planned of another 40 female Roma health care mediators during 2009 and 2010, respectively, as well as 20 of them during 2011 and 2012, respectively, so that there will be the total of 135 of them;
- the Ministry of Health provided financial support to the National Council of the Roma National Minority through financing the Become a Citizen project (collection of data necessary for the Republic Health Insurance Office to issue health insurance cards to members of the Roma national minority in order for them to acquire the status of an insured or insured person);
- UNICEF conducted (quantitative and qualitative) surveys and published the reports (*Multiple Indicator Cluster Survey of the Status of Children and Women in Serbia*, *Social Exclusion of Children in Serbia*, etc.) that helped a better understanding of the status of Roma and called attention to the existing problems;
- the European Agency for Reconstruction and Development supported several projects aimed at the inclusion of Roma in the health care system and numerous Roma civil associations actively work on representing the rights of Roma in the area of health care.

The abovementioned projects have a great significance, primarily in the improvement of particular segments of health care and state of health of Roma as well as in establishing relations and better understanding between the health care service, the Roma population and civil associations. They also had numerous shortcomings, and some of the future surveys of the state of health will show whether they managed to improve the health of the Roma population and to what extent. Based on the experiences of the first projects, recommendations were given as to how to improve the competition procedures and cooperation of health care institutions with Roma civil associations as active partners. A special challenge is the adaptation of activities to the needs, tradition and culture of local Roma communities.

8.4. Recommendations

Recommendations and priorities for further activity on the improvement of health of the Roma population are formulated based on the perception of the existing situation in connection with Roma health and health care, inspection of activities the realisation of which is under way as well as with consideration of international and generally accepted recommendations in this area.

8.4.1 Main goals

The general goal of the Strategy in the area of health care is the improvement of the state of Roma health.

Specific goals are:

- establishment of the state of health of the Roma population;
- improvement of exercise of the right of Roma to health care through monitoring the application of the *Law on Health Care*;



- improvement of accessibility of health care to the Roma population and
- improvement of living environment in the Roma community.

Successfulness of implementation of the Strategy in the area of health care will be measured by the following indicators:

- defined group of indicators of the state of health and health-related behaviour in the Roma population (in total, by gender and by age group), which are regularly monitored;
- coverage (in percent) of the Roma population by promotional and preventive health-care activities (education, dissemination of health-related information, immunisation, preventive examinations) as well as by examinations and interventions for the purpose of diagnostics and treatment;
- the percentage of Roma settlements supplied by good-quality drinking water, having connection to sewerage network and regulated removal of solid waste;
- the number of prepared and the number of successfully implemented draft measures of the public health offices;
- the number of successfully implemented programmes and projects related to Roma health;
- the number of education meetings and seminars held with health care workers and the number of educated health care workers in connection with specific characteristics of work with the Roma population, while considering the principle of health care ethics and
- satisfaction of Roma beneficiaries with the services provided in the health care system, as well as within the framework of special programmes and projects.

8.4.2. General recommendations

- Implementation of targeted surveys should be continued in order to establish the most significant factors of risk of becoming ill as well as the predominant diseases and the causes of death of the Roma population. It is also necessary to perform qualitative and participatory surveys in order to perceive more deeply the reasons for social exclusion and causes of health deprivation and other forms of deprivation of the Roma population.
- Activities should be conducted, in cooperation with the media and relevant experts in the field of public health, on increasing the level of information and knowledge in the Roma population, in connection with the rights to health care defined by the law, as well as about the factors that have an impact on health and about the healthy way of life. By applying health and educational methods and developing communication skills, a change in behaviour should be caused in connection with the Roma health while considering the tradition and culture of the Roma community. Continuation of training and employment of female Roma health mediators will significantly facilitate the work in this segment of Roma health care.
- Support should be continued to the projects dealing with assessment of hygienic and epidemiological conditions in Roma settlements (monitoring health quality of drinking water, addressing the issue of water supply, inspection of sanitary facilities and removal of solid waste). In that regard, active participation of local self-government units is expected, which should address the observed problems, based on an analysis of situation made by district public health offices.
- There should be more intensive work on the transfer of information and knowledge as well as on changing the behaviour of the Roma population in connection with personal hygiene and housing hygiene for the purpose of prevention of infectious diseases, particularly intestinal infections. The responsibility of local community also includes continuous implementation of disinfection and insect and rodent extermination measures in Roma settlements, after an analysis of situation performed by the public health institute.
- Health care workers should be sensitised and educated for work with this particularly vulnerable group.
- Mechanisms should be further developed for the inclusion of marginalised groups, particularly poor groups (including the Roma) in the programmes of implementation of national health policies and strategies, but there should also be work on preparation of health care programmes and intersectoral programmes intended particularly for this vulnerable group, at the national and local level.

8.4.3. Specific recommendations

- There should be more intensive work on recording persons without health insurance who have no habitual place of residence and on obtaining documentation necessary for exercising the right to health care. In that regard, support should be continued to the Become a Citizen project of the National Council of the



Roma National Minority, the activities of female Roma health mediators and greater participation of Roma coordinators in local administrations in recording persons without health insurance.

- The work on improving the state of health of the Roma population should be continued through implementing projects, with a special emphasis on increasing the coverage by mandatory immunisation, improving reproductive health and preventing chronic non-infectious diseases. The Roma engaged in the collection of recyclables should be covered by specific health care measures concerning education and risk prevention.
- Considering the prevalence of malnutrition, with negative consequences on the state of health of Roma children, implementation of the Improvement of Nutrition Status of Infants and Small Children in Roma Settlements project should be enabled and supported in cooperation with the World Health Organisation and UNICEF.
- Amounts of the funds allocated in the budget of the Republic of Serbia for financing the health care of uninsured persons belonging to socially vulnerable categories specified in Article 22 of the *Law on Health Insurance* should be adjusted to the real needs.
- Cooperation and partnership of Roma civil associations, health care and social care institutions, educational institutions, local communities and the media should be improved for the purpose of creating programmes and projects suitable for specific needs of the Roma population. At the same time, particular programmes and projects should only present a transitional solution to the full inclusion of Roma in the health care system.

8.5. Priorities

- Employment of female Roma health mediators in health centres.
- Implementation of projects for the improvement of hygienic-epidemiological conditions in Roma settlements: by analysis and proposal of measures to local self-government unit.
- Increasing the coverage by mandatory immunisation, improving reproductive health and preventing chronic non-infectious diseases by implementing projects in partnership between health care institutions and Roma civil associations.
- Support to the Improvement of Nutrition Status of Infants and Young Children in Roma Settlements project in cooperation with the World Health Organisation and UNICEF.
- Sensitisation and education of health care workers for work with the Roma population.

9. The status of women

9.1. Legal framework

9.1.1. International legal framework

International legal framework consists of the *Convention on the Elimination of All Forms of Discrimination against Women* (UN General Assembly Resolution, 1979), the *Beijing Declaration and Platform for Action* (1995), the *UN Millennium Development Goals* (2000), the *Council of Europe Declaration on Equality between Women and Men as a Fundamental Criterion of Democracy* (1997), the *Declaration on the Elimination of Violence against Women* (1993), the *Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women* (2002).

The *Convention on the Elimination of All Forms of Discrimination against Women* defines the term “discrimination against women” and stipulates what should be done at the national level to end that discrimination.

In its preamble, the Convention explicitly acknowledges that “extensive discrimination against women continues to exist”, and emphasizes that such discrimination “violates the principles of equality of rights and respect for human dignity”. Article 1 defines discrimination as “any distinction, exclusion or restriction made on the basis of gender which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in political, economic, social, cultural, civil or any other field.”

The Convention provides a basis for achieving equality of women and men by requesting the establishment of sustainable mechanisms within the framework of local legislation for the purpose of the creation of conditions for equal opportunities and equal chances of members of both sexes. This document covers the areas of health care,



participation in political and public life (including the right to vote and be nominated in elections), the rights to education, work and employment as well as the area of common law and family law. States Parties agree to take all appropriate measures, including legal and temporary special measures, in order to enable women to enjoy all their human rights and fundamental freedoms.

The countries that ratified the Convention or accessed it are legally obliged to implement its provisions in practice and submit reports. The Republic of Serbia submitted a report on the status of the rights of women under CEDAW Convention in 2007.

9.1.2. National legal framework

The undertaking of systematic measures in fight against human trafficking started in late 2001. The *Criminal Code* criminalises domestic violence as a separate offence and the *Family Law* provides for measures of family-law protection against domestic violence. The *Law on Prohibition of Discrimination* provides for the prohibition of gender-based discrimination as well.

The *Law on Gender Equality* is in preparation, which is aimed at promoting full participation of women and men in the society. Introduction of the principle of gender equality presents a (re)organisation, improvement, development and evaluation of processes in the policy. The draft of this Law covers the areas of employment, social care and health care, family relations, education, culture and sports, political and public life as well as the areas of court and administrative-law protection.

The following institutional mechanisms for gender equality are established in the Republic of Serbia:

- *Gender Equality Committee* of the National Assembly of the Republic of Serbia;
- *Gender Equality Council* of the Government of the Republic of Serbia;
- *Gender Equality Administration* in the Ministry of Labour and Social Policy;
- *Provincial Secretariat of Labour, Employment and Gender Equality*;
- *Gender Equality Council* and *Gender Equality Committee* of the Assembly of the Autonomous Province of Vojvodina;
- *Provincial Ombudsman – Deputy in charge of gender equality* and
- *Provincial Gender Equality Office*.



Gender equality committees or commissions were appointed in 18 local self-government units in the Republic of Serbia.

The Government of the Republic of Serbia adopted the *National Strategy for Sustainable Development* in 2008 and the *National Strategy for Improvement of the Status of Women and Improvement of Gender Equality (2008-2014)* was adopted in 2009 as well. These two documents present strategic documents of the Government of the Republic of Serbia, which define the policy of equal opportunities, defining a complete and harmonised policy of the government for the purpose of eliminating discrimination against women, improving their status and integrating the gender aspect into all areas of activities of institutions. They particularly emphasise that, in the area of human and minority rights and gender equality, it is necessary to have affirmative action measures that are aimed at the groups subject to double or multiple discrimination, because it is a precondition for the exercise of fundamental human rights.

The *National Millennium Goals*, adopted in 2006, particularly define the goals of establishing gender equality and eliminating discrimination against women. This document particularly points to the manifold marginalisation of and discrimination against women members of minority and vulnerable groups.

9.2. Description of situation

A realistic assessment of the current situation in the world indicates that women are exposed to discrimination in many areas of everyday life. The right of women to equal treatment presents a fundamental human right. Today, discrimination against women is recognised as politically unacceptable and economically unprofitable and is subject to legal sanctions. Gender equality is becoming one of the fundamental elements in reform processes.

The situation is much more complex with respect to the life and rights of Roma women, who are often victims of double and multiple discrimination, both as women and as Roma women. According to the data of the 2004 UNDP survey, the rate of unemployment in marginalised groups (39%) is significantly higher than the rate of unemployment in the general population in the Republic of Serbia (15%).

The level of women's autonomy in the majority of Roma families is restricted in many aspects – in education, employment, family relations and family planning. The status of Roma women has all characteristics of typically subordinated status of women, which results from the general status of women in patriarchal social environments such as the Roma community. On the other hand, the Roma community has some distinctive features resulting from the distinctiveness of this ethnic culture as well as from the fact that it is a marginalised social group. Women from marginalised social groups enter the process of biological reproduction very early and are active during the whole period of fertility. This also applies to Roma women. They have to take care of a large number of children and are simultaneously engaged in the family's economic activity. According to the 2005 UNICEF survey, 45.9% of Roma women in the Republic of Serbia get married before turning 18 years of age and 12.4% before turning 15 years of age. Giving birth to children at such an early age is risky for the health both of the mother and of the child, and emotional maturity for parenthood is mostly not reached.

The most vulnerable categories within the Roma community are women, then elderly women (illiterate in 80% of the cases), young mothers, single mothers and children. Such situation has multiple consequences: neglecting their own health, inadequate treatment, "ill health", resorting to use of someone else's health insurance cards, childbirths at home (with no conditions and professional assistance), increased mortality risks. At this point, attention should be called to the problems of access to health care and social care faced by the families deported under the readmission agreement. Poor understanding of the significance of preventive examinations, with a desire to avoid perception of being occupied by their own well-being to the detriment of care for the family, may result in Roma women seeing health services as something that is not for them and that they cannot afford. The phenomenon of "ill health" of women is frequent in Roma women and the reasons for this are numerous: lack of time, money, traditional attitude that a woman must always be on her feet, that it is a shame to go to the doctor. Lack of documentation and discriminatory attitude of health care workers present the main obstacle. Unfortunately, the abovementioned facts are often presented as a lack of care for their own health, low awareness of the importance of health and similar.

Various socio-cultural and psychological factors may create additional difficulties and discourage Roma women from paying attention to their own health.

When it comes to **education**, girls from Roma families face difficulties on two fronts: on the one hand, there is a hostile environment in the school itself, which receives them with a marked discriminatory attitude, while on the other hand there is the family and the immediate environment where the patriarchal attitude that women do not need school is still fostered. Parents often withdraw girls from elementary school already after the fifth grade and state that they do it in order to protect them from the attacks of other children, to protect their chastity, in order for them to prepare themselves for marriage in the best possible way or take over the duties at home, to help their mother with running the household, taking care of younger and elderly household members and similar. The statistics indicates that women account for at least 70% of illiterate persons in the Roma population. This trend became particularly pronounced in the 1990s and is linked with wars in this region and hard economic crisis. The number of girls who did not acquire even the basic skill of writing and reading increased significantly in that decade. This clearly points to denial of the rights to further education and employment.

As regards **employment**, the transition has different effects on women and men. Economic policy most often does not take into account the needs of women and girls and the impact of transition on them, especially if they belong to marginalised groups or groups exposed to increased risk of poverty, such as Roma women. In transition there is an aggravation of the economic status of women, employment rates decrease and unemployment rates increase. Increase in the grey economy intensifies the exploitation of and discrimination against women and feminisation of poverty (increase in the share of women among the poor) intensifies. Women's employment rate decreased in the 2004-2005 period from earlier 44% to 40.8%. Traditionally, the woman in a Roma family assumes the role of housewife, mother and wife early. Since she abandoned education early, she has no opportunity for a wider choice of jobs except for those offered to persons with no elementary education or with completed elementary school.

Women account for almost 65% of the unemployed and of those who look for a job for more than two years. Of that number, over 70% are Roma women, internally displaced persons, refugees from former Yugoslavia and returnees under the readmission agreement, therefore the women from vulnerable categories.



The circle, which for a Roma woman starts with abandonment of education, continues with a lack of employment opportunity, early marriage and maternity, which leads to economic dependence on her husband. Thus, the women from groups subject to double or multiple discrimination constitute economically the weakest and socially the most helpless layer. Direct and indirect discrimination that Roma women face when attempting to find a job presents a fact that is, unfortunately, very often denied or considered untrue.

The data collected during the preparation of the *National Action Plan for Improvement of the Status of Women in Serbia* clearly indicate the multiple discrimination suffered by Roma women. There are no Roma women in any decision-making position, either in the state-owned or in the private sector. Property registered in the name of a Roma woman accounts for less than 0.2% of the total property owned by the family. The jobs she performs are the lowest paid and at the same time the hardest. The reasons for such situation vary: lack of education and skill, discrimination in employment and also the overall economic situation in the country. The National Employment Service initiated an affirmative action of granting certain funds for starting small business and self-employment, which provides for additional points to members of the Roma community, for women and for disabled men and women. Although the intention was positive, this action found the women unprepared. Without previous knowledge and skills for running business, without adequate qualifications, the majority of Roma women failed to use this opportunity of getting certain funds for starting self-employment process.

Human trafficking presents an international and national issue today. The estimate is that between one million and two million people find themselves in the trafficking chain each year in the world. Unfortunately, most of them are children and women as the most helpless members of society. Although at the beginning of 2001 the problem of **trafficking in women** in the Republic of Serbia was raised to a higher level by the establishment of a national system for coordination and creation of an anti-human trafficking policy as well as by the implementation of a whole series of actions by international organisations and civil associations, the problem remains invisible and only the consequences are emphasised. The Republic of Serbia is a country of origin, transit and destination of women and girls trafficked both at the local level and at the international level, mostly for the purpose of sexual exploitation. The available statistics of the Ministry of the Interior show that an increase in human trafficking within the borders of the Republic of Serbia was recorded in recent years. Certain indecision is felt in the public when it comes to the situations that are or may present trafficking in human beings, primarily women. This is particularly pronounced if a young Roma woman or a Roma child find themselves in such a situation. A series of prejudices and stereotypes towards the Roma community turn into open discrimination. On the other hand, the Roma community itself is very closed and its prevailing unwritten codes often violate fundamental human rights of the women from their community. Precisely for the abovementioned reasons, there is insufficient knowledge about this problem and there are only various estimates about its extent.



A national system for coordination and creation of an anti-human trafficking policy was established during 2001, which includes an operational level and a central level. The central level consists of the Anti-Human Trafficking Council, the National Coordinator and the Republic Team. The operational level consists of the Service for Coordination of Aid to Victims of Human Trafficking as well as the police and judicial bodies. The Republic of Serbia accessed the *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children* supplementing the *UN Convention against Transnational Organised Crime* and signed (but not ratified) the Council of Europe Convention on Action against Trafficking in Human Beings. The *Anti-Human Trafficking Strategy* was adopted in 2006 and preparation of the National Anti-Human Trafficking Action Plan is under way.

9.3. Existing and previous initiatives

Besides the wars and suffering, the 1990s also brought visibility of a new power on the women's stage. In the name of that power, next to the word "women's" also appeared the word "Roma". The idea of women's human rights separated from the body of general human rights gained a new dimension in the Roma women's movement. The Roma women's movement called attention to the marginalised groups whose invisibility suppressed the obvious and everyday discrimination suffered by female members of the Roma people. At the same time, a term "double discrimination" is introduced to the list of terms of women's human rights, which denotes discrimination on two bases – on the basis of belonging to female sex and on the basis of belonging to a minority, marginalised group. The beginning of the Third Millennium brought a double challenge to Roma women. On the one hand, her primary community puts her into numerous roles – of mother, housewife, wife and someone fighting for her own career and her own woman's integrity. On the other hand, there is a wider social community that almost regularly presents a hostile environment with a discriminatory attitude as a welcome. By joining the fight for their own

rights together with other women of the world, Roma women give a chance to their daughters to be creators of their own future.

The Open Society Fund introduced the gender factor in awarding grants and this Fund's Women's Programme and other donors provide support to the creation of management personnel among Roma women. From the very beginning, the Women's Programme has been dealing with the issues of marginalisation of women and in 1998 it provided support to the first groups of Roma women (*Bibija Roma Women's Centre*, Belgrade, *Women's Space*, Niš, *Roma Information Centre*, Kragujevac, *Young Roma Researchers*, Stara Pazova) as well as to a group of disabled women. The *Roma Women's Network* was established in 2005, which today has over 30 Roma women activists.

It seems that Roma women's organisations show a high degree of understanding, solidarity and mutual respect, because they understood the significance of mutual work, education, lobbying and connecting.

Civil association *Bibija Roma Women's Centre*, Belgrade, started to promote the rights of Roma women by organising seminars for women and girls in Roma communities, which were focused on the issues of woman's identity, attitude towards the tradition, sexuality, smoking, alcohol and drug abuse, AIDS and nutrition, which later evolved into a discussion about gender relations and women's human rights. The Centre also engaged in direct election campaign by seminars for Roma women voters, initiated a seminar for management personnel intended for Roma women activists from the Republic of Serbia and a series of roundtables on human rights of Roma women.

Roma women's organisations exist in other cities in the Republic of Serbia as well – in Niš, Kragujevac, Novi Sad etc. Other civil associations (Roma and women's organisations) also have programmes specially dealing with women.

9.4. Recommendations for future actions

The main problem is a lack of sustainable mechanisms, whose establishment would provide Roma women with an easier and higher-quality access to fundamental human rights. The causes of this problem are different and multifaceted: inadequate sensitisation of local self-government units and wider social community to the needs and problems of women from marginalised communities, lack of right information about the problems of Roma women and the manners in which they want these problems to be solved, lack of efficient measures and mechanisms that would enable access to fundamental human, minority and women's rights, difficult economic situation which impedes the development of the family as a whole, etc. One of the significant causes of such status of Roma women also lies in the fact that the government does not deal with this problem to a sufficient extent, either on the local level or on the national level.

The government should accept most seriously the recommendations and comments of the Committee on Elimination of Discrimination Against Women regarding the consideration of the 2007 Initial Report for the Republic of Serbia, in which concern is expressed because of the cases of discrimination against the Roma women threatened with domestic violence and excluded from safe houses due to access criteria and in which it is observed that statistical data are missing on particularly vulnerable groups of women, including Roma women. The Committee also requires the government to provide training to unemployed women, including marginalised groups of women as well.

9.4.1. General recommendations

- The work of the civil sector, Roma organisations and women's organisations in general should be improved, particularly in the sphere of education and implementation of educational campaigns. The activities of these organisations should also cover the issues concerning sex and gender and particularly the issues of the rights of Roma women.
- Through education and acquisition of practical knowledge and skills a more active role should be given to Roma women (and especially students) in the process of society democratisation and in the process of modernising the Roma community itself. Accessibility of managerial positions in the society to Roma women should be encouraged by equal opportunity policy.
- Issues concerning the rights of Roma women should be included in the agendas of Roma civil associations and women's rights movements as well as in the work plans of government organisations and international organisations.
- Participation of Roma women should be increased in the positions in which decisions are made, both in connection with public policy relating to Roma and in political life in general.



- Roma women activists should be included in public campaigns organised by the government and the civil sector.
- Roma women should be included in all phases of the electoral right exercise procedure (right to elect and to be elected, observers, members of electoral committees). Roma women should be more engaged in electoral and administrative bodies.
- A policy should be encouraged that enables a wider choice in terms of family planning, culture and education of Roma families.
- The *Roma Women's Network* in the Republic of Serbia should be strengthened and connected with regional networks in order to improve the rights of Roma women, exchange experiences and implement joint projects.
- Formation of new Roma women's organisations throughout the country should be supported.
- In the process of educating Roma women, significance of acquiring and exercising property right and other civil rights, which is a precondition for a higher-quality and more secure status in the society, should particularly be pointed out.
- In the process of vocational guidance, opportunities should be found for fast and efficient vocational training in order to enable a higher employment rate by acquiring practical skills and knowledge.
- The issue of juvenile and arranged marriages should be opened.
- Mechanisms (legal and functional) for the protection of women and children from human trafficking and exploitation should be established at all levels.

9.5. Priorities

- The government should take measures for fighting discrimination against the Roma population, and special attention should be paid to fighting multiple discrimination against Roma women.
- The government should adopt a policy and give legal guarantees in order to strengthen preventive measures, protect fundamental human rights of victims, conduct adequate investigations and prosecute perpetrators and provide social assistance to victims of domestic violence.
- Women should be protected from exposure to secondary victimisation in the proceedings conducted against perpetrators of violence and provided with professional psychosocial assistance during the court proceedings. For such cases, the Ministry of the Interior should appoint men and women police experts who are additionally trained for issues in connection with violence against women and for the use of medical and other court evidence.
- Employees in public services should be sensitised and educated for work with vulnerable groups.
- Programmes should be supported that relate to all education levels as well as to adult education, and particularly to teaching Roma women of all ages to read and write.
- Affirmative measures for permanent education of Roma women should be introduced.
- The government should increase the amount of funds for awarding scholarships to future Roma students, with an emphasis on girls.
- Affirmative measures in employment of Roma women should be introduced and self-employment opportunities should be created.
- Roma women's organisations and local health centres should organise education of young mothers and young, middle-aged and elderly Roma women in connection with health issues, with an appropriate approach and in the Romani language.
- Greater attention should be paid to informing Roma women of public health services and the manner of using them as well as of special prevention measures (vaccination, nutrition, harmful effects of tobacco, family planning, cervical cancer screenings, breast cancer screenings...). This will increase the women's ability to get organised and assist in mediating between their communities and health care service providers.



10. Information

10.1. Legal framework

10.1.1. International legal framework

International legal framework consists of the *Framework Convention on the Protection of Minorities*, the *European Charter for Regional or Minority Languages* and the *European Convention on Protection of Human Rights and Fundamental Freedoms*.

10.1.2. National legal framework

The *Public Information Law* (2003) and the *Broadcasting Law* (2002) regulate and transform the public information system. Privatisation of print media founded by local self-government units (in 2006) and transformation of the state-owned television company into a public service, which was completed in 2006, were realised based on them.

The *Broadcasting Law* defines the Republic Broadcasting Agency as an autonomous and independent organisation exercising public competences to secure conditions for the efficient implementation and improvement of the set broadcasting policy in the Republic of Serbia in a manner befitting a democratic society.

The Republic Broadcasting Agency is not the only body competent for the implementation of the *Broadcasting Law*. The Ministry of Culture, the National Assembly of the Republic of Serbia, the Government of the Republic of Serbia and the Telecommunications Agency also have a role in this process.

The reform processes in the media must not endanger either vested rights of national minorities or their rights guaranteed by the Constitution.

10.2. Description of situation

The right of national minorities to information or the right to express and receive information and to spread ideas in the native language is regulated by domestic legislation. However, taking into account all available data on the status of the Roma minority, in order to exercise and improve this right it is necessary to take a series of measures that will enable the attainment of at least approximately the same standards as apply to other minorities in the Republic of Serbia.

The experiences so far in the Republic of Serbia and in the European countries indicate that the Roma information needs and purposes may be fulfilled by means of:

- institutions of public broadcasting services;
- civil-sector radio and television stations;
- local and regional radio and television stations;
- commercial radio and television stations;
- print media in Serbian (dailies, weeklies, magazines etc.);
- print media in the Romani language (newspapers, magazines etc.);
- Internet and
- audiovisual materials.

Unfortunately, the Roma cannot be satisfied in any respect with information in the Republic of Serbia. The media do not pay enough attention to Roma and their way of life, treating them most frequently in a negative context, through clichés and in an exotic manner, which contributes to the intensification of prejudices and spreading a negative picture of them.

Programmes in the Romani language are broadcast by the Radio Belgrade and the RT Vojvodina 1. There are numerous local radio stations and several TV stations that broadcast programme in the Romani language, but they do not have a regulated legal status.



There are print media in the Romani language, but they are few and they are issued periodically. There are still no conditions for their sustainability by means of sale.

10.3. Existing and previous initiatives

The Ministry of Culture finances the publication of the Romano Nevepe newspaper, whose founder is the National Council of the Roma National Minority, while the Provincial Secretariat of Culture finances the publication of the Them newspaper.

In principle, the RTS accepted to include a thirty-minute broadcast on national minorities in its programme.

10.4. Recommendations for further action

10.4.1. General recommendations

- A network of Romani-language media should be created that would facilitate the planning, establishment of cooperation between the existing media and exchange of programmes, taking care of skilled journalist personnel, its training, cooperation with the Roma media centres and the media in Europe and similar.
- Education of personnel for work in the media should be supported.

10.4.2. Radio and TV stations in the civil sector

- Due to limited funds and understaffing, financial assistance and assistance in personnel and training are also necessary, as well as cooperation with radio and TV stations in the public sector.

10.4.3. Radio and TV stations of local and regional communities

- Incentive measures should be established in all local and regional communities in which a large number of Roma live, which will support the production of programme contents in the Romani language and about the life of Roma.

10.4.4. Public radio and TV services

- Based on the collective rights of national minorities and the established special affirmative measures, regular and acceptable broadcast times should be provided for radio and TV broadcasts in the Romani language.
- Journalists working with public services should be educated and sensitised for covering and reporting on Roma issues.

10.4.5. Print media

- Provide constant financial support to a monthly publication at the republic and provincial levels in the Romani language, determine the status of the editorial office and establish adequate personnel structure and provide regular publication.
- Publication of weekly newspapers in the Romani language, children's newspapers and women's newspapers should be initiated.

10.5. Priorities

- Support to print media in the Romani language
- Support to local electronic media in the Romani language
- Support to permanent education for the creation of adequate personnel in the media



11. Culture

11.1. Legal framework

11.1.1. International legal framework

The language, oral culture, music, traditional material culture and the Holocaust of Roma (as a special form of culture and ethics of memory) have a prominent place in the plans and programmes of almost all European countries in which adequate institutions and establishments have already been created. Such programmes, institutions and establishments should also be created in the Republic of Serbia, taking these countries as a model.

11.1.2. National legal framework

The Constitution of the Republic of Serbia regulates the rights of the members of national minorities and Roma as well. Individual rights are exercised individually and collective rights are exercised in association with other persons, in accordance with the Constitution, the law and international agreements. By means of collective rights, the Roma may participate directly or through their representatives in decision-making on particular issues in connection with fostering their culture, exercising the right to education, information and official use of the language and alphabet, in accordance with the law. The right to preservation of distinctiveness provides for the right to expression, preservation, fostering, development and public expression of national, ethnic, cultural and religious distinctiveness, then to connections and cooperation with compatriots outside the territory of the Republic of Serbia and development of the spirit of tolerance.

According to the *Law on Protection of Rights and Freedoms of National Minorities*, the National Council of the Roma National Minority exercises the right to self-government in the area of culture. The National Council of the Roma National Minority participates in decision-making on the manner of presenting the cultural and historical heritage of the Roma community. Culture and its expression, preservation, fostering, improvement, heritage and public expression are understood as an integral task of the Roma community itself. Culture is a twofold issue: it is, on the one hand, an instrument for winning recognition of the Roma community's identity and, on the other, an instrument for the improvement of interethnic communication and integration of Roma into the society.

11.2. Description of situation

Starting from the stipulated rights and taking into account the significance and role of culture, which, by definition, imbues all segments of life of the people of a community, starting from production, knowledge, its use, then the ideas and values and concluding with the methods and institutions taking care of its preservation and development, it can be said that the Roma are still not provided with basic conditions for the development of their culture.

The culture that is in the core of Roma identity has two key aspects: the traditional and the modern. In order for it to be expressed, preserved, fostered and developed as well as in order to maintain the relations and establish cooperation with other Roma (living in India, the original homeland of Roma, as well as in Europe) it is necessary to provide conditions for the small number of existing cultural institutions and associations and establish and develop new institutions that are necessary for the modern cultural creative work of Roma.

11.3. Existing and previous initiatives

There are currently the following Roma cultural institutions: *Matica Romska*, Novi Sad, *Association of Artistic Roma Painters* in Trstenik, *Roma PEN Centre*, *Roma Holocaust Foundation of Serbia*, *Association of Roma Writers* etc. However, almost none of these associations and institutions are provided with conditions for normal work. In the early 1990s, the *Roma Cultural Centre* was established, which organised the Roma Culture Days in January 2001. Also established was the *Raidna Theatre*, which performs in the Romani language. In the same year, the *Centre for New Theatre and Play* organised, in cooperation with government and international institutions, the Roma Culture Week in Belgrade, Novi Sad and Niš. The *Suno E Romengo Roma Theatre* was established in 2006 in Novi Karlovci.



11.4. Recommendations for further action

- In accordance with the right to preserving and fostering Roma culture, a Roma Cultural Centre of Serbia should be established, within which there will be departments for preserving and fostering Roma culture (department of ethnography, department of musicology, department of national literature and department of Roma Holocaust).
- Some of the abovementioned activities can also be implemented within the existing municipal and city institutions as well as republic institutions (Institute of Ethnography, Institute of Musicology, Institute of Literature, the future Museum of Holocaust at Sajmište).
- Development and public expression of culture implies foundation of various associations, establishments and institutions. Conditions should be created for the development of Roma culture that will be made equal to those of other national minorities in our country. This primarily relates to art (literature, painting, music and theatre) and the accompanying activities of these arts.
- Preservation and development of the Romani language, as a resource of exceptional significance to the cultural and national identity of Roma, requires particular care and conditions, which must be created as soon as possible in the Republic of Serbia. This also implies the publication of a dictionary of the Romani language.
- Surveys in connection with the life and customs of Roma should be supported.
- It is necessary to provide translation of the Roma literature into Serbian and vice versa.
- A department or centre for cultural and publishing activity of Roma should be formed, either as part of the Cultural Centre or as a separate institution.
- Active cooperation of associations and institutions with numerous Roma institutions in India and in Europe should be supported, which would improve not only the cultural life of Roma in the Republic of Serbia but also the cultural life of the Republic of Serbia. There are very prominent artists in India and in Europe whose tour or presentation in our country would contribute to the recognition of Roma and cause decrease in discrimination against them and development of tolerance. This would also contribute to the visibility of the role of Roma in historical events in different countries.
- Music of Roma in the Republic of Serbia has its value that is recognised by Europe as well as the world so a special attention should be paid to it.
- Some cultural activities could become a source of livelihood for a certain number of Roma, for example music. This is confirmed both by traditional experiences and by modern forms of organising cultural creative work of Roma as well as innovations in different European countries (Spain, Sweden, the Czech Republic, Hungary, Romania, Macedonia etc.).
- Initiatives should be launched to create workshops for making the works of art that could be sold at the local and foreign markets (combination of traditional handicraft skill, applied art and design), then fine arts and literary workshops.
- Promotion of the Roma culture in the media and providing information on Roma cultural activities should be supported.
- The traditional *Festival of Roma Cultural Achievements* should be supported.
- In addition to the Ministry of Culture and the Ministry of Education, cooperation with other Ministries is also necessary, including the Ministry of Science and Technological Development, the Ministry of Foreign Affairs and the Ministry of Economy and Regional Development. This cooperation should be also reflected in the establishment of a system of awarding scholarships to students and providing different educational programmes.



11.5. Priorities

- Support to construction of the Roma Cultural Centre
- Opening a Department of Romology
- Support to the *Festival of Roma Cultural Achievements* national event

12. Political participation and representation

12.1. Legal framework

12.1.1. International legal framework

The Council of Europe, the Organisation for Security and Cooperation in Europe and the European Union adopted several recommendations in connection with the political participation of Roma (the 1999 *Principles and Guidelines for Improving the Situation of Roma*, the 1998 *Recommendation on Combating Racism and Intolerance against Roma/Gypsies*, the 2002 *Council of Europe Ministerial Committee Draft Recommendations on the Policy towards Roma/Gypsies in Europe*). The United Nations Committee on the Elimination of Racial Discrimination also emphasised the importance of Roma participation in public life.

12.1.2. National legal framework

The 2006 *Law Amending the Law on Election of Deputies* to the National Assembly of the Republic of Serbia enabled a decrease in the election threshold from earlier 5% to the natural threshold as an opportunity and encouragement to minority parties to participate in the parliamentary elections held on 21 January 2007.

The *Law on Protection of Rights and Freedoms of National Minorities* enabled the establishment of the National Council of the Roma National Minority. This body represents the Roma community in the area of use of language, education, culture and information in the language of national community. The National Council participates in decision-making or decides on the issues in these areas and establishes institutions that work in these areas. According to this law, government bodies, bodies of autonomous territorial unit or of local self-government unit are obliged to consult with the National Council when deciding on the abovementioned issues.

The new *Law on Local Elections* stipulates that the political parties of national minorities and the coalitions of political parties of national minorities participate in the distribution of seats even when they win less than 5% of votes of the total number of voters who voted.

The *Law on Local Self-Government* defines that a local self-government unit, in connection with all national minorities, "shall take care of exercise, protection and improvement of human rights and individual and collective rights of members of national minorities and ethnic groups; determine the languages and alphabets of national minorities that shall be in official use in the territory of the municipality."

This law provides for the establishment of a council on interethnic relations in ethnically mixed local self-government units as an independent working body composed of representatives of the Serbian people and of national minorities. According to this law, ethnically mixed local self-government units are deemed to be any local self-government units in which the members of one national minority account for more than 5% of the total number of population or in which the members of all national minorities account for more than 10% of the total number of population according to the latest census in the Republic of Serbia. Members of the Serbian people and of the national minorities having a share of over 1% in the total population of a local self-government unit may have representatives in the Council on Interethnic Relations. The Council considers the issues of exercise, protection and improvement of ethnic equality, in accordance with the law and the statute. The field of activity, composition, election of members and the manner of work of the Council on Interethnic Relations is governed by a decision of the local self-government unit's assembly, which is adopted by the majority of votes of the total number of delegates in accordance with the statute.

12.2. Description of situation

The Roma face special problems in their efforts to integrate in public life and particularly political life. Low education level and in some cases also discrimination significantly contribute to the low share of Roma at all levels of government. The Roma have equal right as all others to participate in public life. This implies the right to vote, to be elected, participation in public life and creation of political parties without discrimination. The efforts made in recent years in order to foster political participation of Roma men and women should be supported, particularly when they come from Roma themselves.



When it comes to the political engagement of Roma, three problems are particularly pronounced:

- inactivity of Roma political parties in the period between elections;
- financing political parties (this problem is indicated by the examples of personal investments of party members or individuals during election campaigns, which eventually affects election results as well) and
- low level of turnout of the Roma community in elections (Roma candidates see this as a consequence of lack of trust in Roma parties and traditional apoliticalness).

Also mentioned are the cases of discriminatory attitude of officers in charge of registering lists of candidates towards the representatives of Roma political parties. The media also have a disparaging attitude towards Roma, so the Roma are not offered an opportunity of presenting themselves in the media, which is sometimes caused by a lack of funds for election campaigns. Furthermore, there is also a clear need for the establishment of communication between Roma political parties in order to determine, through discussion, common goals or agree on coalition appearances.

None of these problems are new, and the fact that they still exist indicates that nothing is being done to overcome them. Moreover, the number of Roma wishing to participate in the election process is increasingly high but the number of problems does not decrease.

12.3. Existing and previous initiatives

In addition to the abovementioned amendments to the law in favour of the parties or coalitions of parties of national minorities, some initiatives have been launched in the last five years that lead to the inclusion of the members of the Roma national minority in majority political parties, establishment of Roma political parties and provision of support to the work of the National Council of the Roma National Minority. As for the participation of Roma in the councils on interethnic relations of local self-governments, there is no comprehensive data on that.

12.3.1. Political parties

The efforts to organise Roma politically have not yielded results for a long time. There have been many reasons for failure in the efforts towards political organisation in the last fifteen years or so – a poorly developed political culture, lack of strong Roma political parties and leaders, pre-election manipulations of the population of low education level living in extreme poverty, absence of Roma representatives in the institutions of the system, fear of expressing political opinion and similar.

Now 31 Roma political parties are registered in the Republic of Serbia, and the result of the abovementioned affirmative measures for cancelling the threshold for the parties of national minorities is the fact that two Roma political parties had their representatives in the Republic parliament in 2007.

Newly-formed Roma political parties should work on raising the political culture of Roma or constitute a Roma political entity and develop awareness and attitudes in their compatriots that the political sphere is an important place where personal and family destiny is decided, from where an impact may be made on poverty reduction and ghettoisation, a place that contributes to better exercise of minority rights and achievement of ethnic equality as well as governmental structure in general.

In recent years, Roma have been participating more actively in the work of non-Roma parties. Major political parties in wish to have a greater influence on Roma but fail to pay adequate attention to their specific problems and demands. It is clear to these political parties that the Roma share in the electoral body is not to be underestimated, because there are a couple hundred thousand voters, while the Roma make a majority in some constituencies. Nevertheless, the non-Roma parties' attitude towards Roma parties is such that none of them wants to make a coalition with Roma, because it is estimated that coalitions with Roma parties would bring more political damage than benefit.

12.3.2. National Council of the Roma National Minority

At the electoral assembly in May 2003, pursuant to the *Law on Protection of Rights and Freedoms of National Minorities*, the National Council of the Roma National Minority was elected, which has 35 members. The National Council of the Roma National Minority participated in the implementation of different measures in the area of



education in cooperation with the Ministry of Human and Minority Rights and the Ministry of Education as well as in implementation of the measures adopted by the Ministry of Culture.

In late 2008, the competent Ministry prepared a draft *Law on National Councils of National Minorities*, which defines the issues of election, work, competence and mechanisms of financing of national councils of national minorities at the local and regional levels. Despite the fact that this law has not yet been adopted and despite inadequate institutional capacities for regulation of this area, the National Council of the Roma National Minority continues to function after the expiry of its term. The specific characteristic of the National Council of the Roma National Minority compared to national councils of other minorities is in the fact that it operates in the whole territory of the Republic of Serbia and covers different needs of Roma population.

12.3.3. Structures for implementation of the Strategy for Improvement of the Status of Roma

After the preparation of the *Draft Strategy for Improvement of the Status of Roma*, and particularly after the accession to the Decade of Roma Inclusion programme, the government administration bodies started to establish a structure for the preparation of strategic documents relating to improvement of Roma status and for their implementation. The majority of these initiatives function with the support of international organisations, and first steps were made in the creation of institutional capacities for the implementation of this strategy: the Roma National Strategy Secretariat of the Ministry of Human and Minority Rights, Roma Inclusion Office of the AP of Vojvodina, the City of Belgrade Coordination Centre for Roma Inclusion, and coordinators for Roma affairs were appointed in 42 local self-government units. The Roma are engaged in managerial positions in the abovementioned offices.

In 2008 the Government of the Republic of Serbia established the Council for Improvement of the Status of Roma and Implementation of the Decade of Roma Inclusion, which is chaired by the Deputy Prime-Minister in charge of EU integration and the National Coordinator of the Decade of Roma Inclusion.

12.4. Recommendations for further action

- The cadre of Roma political parties should be trained, with the training covering the knowledge of definition of political ideas, clear political goals, platforms, programmes, of preparation of campaign management plans and of political management.
- Communication between Roma political parties should be established.
- Roma civil associations should assume the role of educators of the Roma community on the importance of elections in order to encourage active, free and informed participation of Roma in elections.
- Programmes of activities for Roma communities should be supported in order to enable them to get enough information on election procedure and on their rights as voters.
- Registration of all Roma citizens with voting rights in the electoral roll should be enabled.
- Measures should be taken that will secure equal voting rights of women, including prohibition of the so-called "family voting".
- Roma civil associations should encourage their activists to participate in election monitoring and in the work of electoral administration.
- Presence of Roma in election-based and appointment-based positions at all levels of government should be supported.
- Participation of Roma women in public and political life should be promoted; Roma women must have the opportunity of participating on an equal footing with men in consultative and other mechanisms established for the purpose of better access to all areas of public and political life.
- Representatives of the Roma community should be included in all initiatives concerning them, from the very beginning through implementation to assessment.
- All competent institutions should define the structures that will deal with the issues of Roma and implementation of action plans originating from this Strategy. Skilled Roma should also work in these structures. In addition, mechanisms of regular working consultations with Roma representatives should be established.
- Inclusion of Roma men and women in public services should be encouraged, even by introducing special measures if necessary. The Government of the Republic of Serbia, the Executive Council of the AP of Vojvodina, the Parliament of the Republic of Serbia as well as the Parliament of the AP of Vojvodina should prepare internal strategies and set clear indicators and deadlines for increasing the number of the employed Roma men and women and for improving the traineeship programmes for Roma.



- Effective participation of Roma in local self-government units should be increased (nomination for election-based positions and employment in the bodies of local self-government units).
- Bodies of local self-government units are recommended to consider, at least once a year, the policy toward minority communities in all areas that imply effective participation of minority communities in public life of local self-government unit (this also implies the adoption of plans of development of minority communities in terms of cultural autonomy).
- Local self-government units are recommended to establish committees that will deal with improving the status of the Roma community. These committees should be an integral part of interethnic councils and should consider the concrete situation of Roma in connection with locations of schools and outpatient departments, legalisation of property, improvement of infrastructure in Roma settlements, social care and programmes through which Roma would be informed of their rights and duties.
- The abovementioned committees should design, with support of local self-government units, joint activities of Roma and other citizens (youth meetings, sports and education).
- The abovementioned committees should secure a “harmless access” by facilitating inclusion of socially neglected segments of local majority population in the activities or programmes intended for socially neglected segments of local Roma community.
- The committees should inform, once a year, the competent bodies of local self-government units of the progress of Roma integration.
- All relevant bodies of local self-government units should establish the structures in charge of Roma issues in which Roma will be employed. A local self-government unit should support the training programmes necessary for the functioning of these structures.
- Participation of Roma community representatives should be enabled in the decision-making processes at the local level in the planning and implementation of local action plans.
- Local self-government units should be encouraged to allocate budgetary funds for the implementation of local action plans as well as to seek actively external financial assistance for that purpose.
- Joint activities of Roma and other population should be promoted.

12.5. Priorities

- Increasing the participation of Roma women in public political life.



13. Discrimination and related issues

13.1. Legal framework

13.1.1. International legal framework

The principles of equality and non-discrimination are closely related and considered the basic elements of international law in the area of human rights. The international legal framework that relates to human rights focuses on socially neglected, marginalised, vulnerable or socially excluded individuals and groups. Therefore the practice, laws and institutions that support the discrimination of certain individuals and groups must be modified or eliminated.

The Republic of Serbia is a signatory to several international documents on the prohibition of discrimination: the *European Convention on Human Rights*, the *International Covenant on Civil and Political Rights*, the *International Covenant on the Elimination of all Forms of Racial Discrimination*, the *ILO Convention No. 11 on Employment and Career Choice*, and the *Convention against Discrimination in Education (UNESCO)*. In addition, the Republic of Serbia acknowledged the competence of the Antidiscrimination Committee and the Human Rights Committee.

13.1.2. National legal framework

The *Constitution of the Republic of Serbia* contains a provision that explicitly prohibits all forms of discrimination. Article 21 stipulates that all are equal before the Constitution and law, that any discrimination is prohibited, whether indirect or direct, on any grounds, particularly on the grounds of race, gender, ethnic belonging, social background, birth, religion,

political or other persuasion, property status, culture, language, age and mental or physical disability. From the viewpoint of the Constitution, affirmative action or positive discrimination is allowed, which means the application of special measures in order to bring a person or a group of persons to an equal position with other citizens. The second section of the Constitution, which relates to human and minority rights and freedoms, contains provisions relating exclusively to the rights of members of national minorities (Articles 75 to 81). Members of national minorities are guaranteed equality before the law and any discrimination on the grounds of belonging to a national minority is prohibited (Article 76).

As pointed out in Article 81 of the Constitution, the Republic of Serbia encourages the spirit of tolerance and intercultural dialogue and undertakes efficient measures for the improvement of mutual respect, understanding and cooperation among all people living in its territory. Similarly, by its measures in education, culture and public information, the Republic of Serbia encourages the respect for differences existing due to specific ethnic, cultural, linguistic or religious identity of its citizens (Article 48).

There is no word “discrimination” in the *Law on Contracts and Torts* and it has to be derived by interpreting the provisions on “individual rights” and on compensation for non-material damage. In order to satisfy the justice, a victim must prove: 1) that the “personal right” determined by the law includes the right to non-discrimination; 2) that he/she really was a victim of discriminatory behaviour and 3) that, in addition to that, he/she suffered non-material damage because of the fear, physical or mental pain he/she endured. The *Law on Civil Procedure* does not contain explicit provisions on the standards of proving discrimination and on switching the burden of proof to the alleged perpetrator, either, nor does it provide any procedural facilities regarding the injured party that was discriminated against.

13.2. Description of situation

13.2.1. Discrimination in access to education

The *Law on the Foundations of the Education System* stipulates that the citizens of the Republic of Serbia are equal in the exercise of the right to education. Discriminatory behaviour on the grounds of racial, ethnic, linguistic affiliation, gender, physical or mental constitution, age, social and cultural background, property status or political orientation as well as encouraging such activities are prohibited.

Adoption of the *Common Action Plan for Improvement of Roma Education in Serbia* (2005) opened the opportunity for inclusion of Roma in the education system at all levels, but a lack of initiative was observed although the improvement of Roma education was listed among the priorities in the *2005–2010 Strategy of the Ministry of Education*. Current projects in the area of education were initiated by the National Council of the Roma National Minority, the civil sector and international organisations. Although significant results were achieved (e.g. introduction of Roma assistant, functional adult education, affirmative measures of enrolment of Roma pupils in secondary schools and faculties), the key problems, like segregation, still remain unsolved.

A series of administrative difficulties appear in the enrolment of children in school, primarily in terms of documentation that should be enclosed. A certain number of Roma children do not get enrolled in school because their parents do not have all necessary documents. However, in March 2007, the Ministry of Education sent a letter to all school administrations in the Republic of Serbia in which it is recommended that the enrolment of Roma children should be enabled even if the parents do not possess complete documentation, while they have an obligation to submit subsequently the documentation to the school.

Some schools in the Republic of Serbia organise Roma-only classes. In the 2007-2008 school year Žarko Zrenjanin Elementary School, Apatin, and Jožef Atila Elementary School, Bogojevo, regardless of the appeals of civil associations not to segregate Roma children, formed separate Roma classes again. After the appeal of the Minority Rights Centre not to form new classes and to prepare desegregation programmes for the existing classes, Temerkinj Ištvan Elementary School, Tornjoš, categorised the children from Roma classes and referred them to a school for children with special needs.

In recent years, there was a problem of enrolling children who had not attended pre-school instruction, because the mandatory preparatory pre-school programme has been implemented since the 2006-2007 school year, but a large number of children do not meet this condition because as few as 4% of children of Roma nationality attend pre-school institutions. And while some schools characterised the lack of pre-school education certificate as “incomplete documentation” and allowed enrolment, other schools refused to enrol children with an explanation that there were no legal grounds for that and recommended the parents to wait with the enrolment until the next school year.



The fact that a large number of Roma children attend special schools presents a special problem in education. Namely, the majority of Roma in the Republic of Serbia live in the most underdeveloped municipalities, mostly in separate settlements on the outskirts. They speak Romani among themselves so their children have no opportunity to learn another language. Since few children attend pre-school instruction, the children show poor results in the categorisation test when the time comes for enrolment in elementary school. The members of Categorisation Commission often explain to the Roma that special school is better for them because of a series of benefits, such as free school supplies or free snack. The consequences of such practice are serious because the children who complete special school have limited opportunities to continue education.

The Ministry of Education tried to do something regarding this issue and sent a letter to the school administrations in which it is stated that the presence of parents, a Roma assistant or a representative of the Roma community should be enabled during testing for enrolment in the first grade in order to overcome difficulties in understanding the Serbian language, as well as that the test results should not have eliminatory character.

Peer violence in schools presents a widespread phenomenon among non-Roma children as well, but the Roma are an extremely sensitive target, because they are always in a minority, they are excluded from the rest of the group, and in the majority of cases investigated the teachers do not react in an adequate manner and do not punish pupils for expressing religious and ethnic intolerance. Also, peer violence in schools is often one of the main reasons contributing to early dropping out of school among Roma children.

13.2.3. Discrimination in access to health care and social care services

The principle of health care fairness is encouraged in Article 20 of the *Law on Health Care*, which prohibits discrimination in health care provision on the grounds of race, gender, age, ethnic affiliation, social background, religion, political persuasion, property status, culture, language, type of disease, mental or physical disability.

Living conditions that present health and safety hazard, problems in securing habitual residence, lack of documents and lack of services for isolated communities can have a negative impact on access to health care. In Roma settlements, access to public services is not easy, health care services and providers of other services sometimes intentionally or unintentionally avoid these communities. The problem is even harder for the tens of thousands of displaced Roma from Kosovo and Metohija. A significant number of them are not registered, which in certain cases may make access to basic health care and social care services impossible for them.



13.2.4. Discrimination in access to employment

The *Labour Law* contains detailed provisions regulating the problem of discrimination at work and in employment. Pursuant to Article 18, direct and indirect discrimination against persons seeking employment and employed persons with respect to gender, birth, language, race, skin colour, age, pregnancy, state of health or disability, ethnic affiliation, religion, marital status, family obligations, sexual orientation, political or other persuasion, social background, property status, membership in political organisations, trade unions or some other personal trait is prohibited.

According to the data of the civil sector, there is no Roma person that was not exposed to some form of discrimination at least once in his/her life. The data indicate that the Roma experienced most discriminatory treatments in employment (24.9% of the cases) and fewest in court (7.1%).

The *Law on Employment and Unemployment Insurance* (2003) provides for special affirmative measures in the event of unemployment for encouraging employment of certain categories of persons, among which are also the members of ethnic minorities among which the unemployment rate is more pronounced. For this measure to be applied in practice, it is necessary for the Government of the Republic of Serbia to adopt, upon the proposal of the Ministry competent for labour and employment affairs and with previously obtained opinion of the Socioeconomic Council of the Republic of Serbia, a programme that provides for its implementation.

According to the survey of ethnic origin of unemployed persons in the Republic of Serbia published in a study on Roma social integration, Roma have the unenviable "leading" place in this category: of the total number of Roma able to work in the Republic of Serbia, as few as 20% are employed and merely 5% of that number work in the state-owned companies. According to the 1991 Census, the share of Roma in the number of unemployed persons

was the highest (31% unemployed Roma), while Serbs (with 6.8% unemployed persons in their population) were in a much more favourable position. It seems that discrimination in employment is one of the significant reasons for the existence of a large number of unemployed Roma, but certainly not the only factor that accounts for the high unemployment rate among Roma.

13.2.5. Discrimination by individuals

Roma are sometimes discriminated against when entering different public places such as clubs, discos and swimming pools. This was confirmed in the test cases of entering public places, which were conducted by some civil associations. Also recorded were the cases of discrimination by non-Roma individuals when renting flats.

13.2.6. Police treatment of Roma

Reports of international organisations, foreign governments and civil associations for human rights indicate that the Roma are sometimes victims of physical and verbal abuse by certain members of police. Also reported were the cases of extracted confessions and excessive use of force during identity checks, arrests and eviction. On the other hand, in most cases the Roma do not bring criminal charges against the police due to inadequate information of their rights and out of fear of revenge. In some cases where they brought such charges, an unjustified delay was registered in the case investigation.

13.2.7. Violence against Roma by individuals

The most frequent cases of violence are attacks by a group of young men (skinheads, football hooligans etc.), incursions into Roma settlements and destruction of property. When such incidents occur, the police do not react in an efficient manner and it often happens that the Roma are not treated as victims but as perpetrators.

13.2.8. The media and information

In addition to other competencies in connection with regulating the media sphere, the Republic Broadcasting Agency also performs other activities relating to taking measures in the broadcasting area for the purpose of preventing broadcasting of programmes that contain information that instigates discrimination, hatred or violence against a person or group of persons because they belong or do not belong to certain race, religion, nation, ethnic group or gender.



13.3. Existing and previous initiatives

The *Law on the Protector of Citizens* (ombudsman) provides for a new form of protecting civil rights from arbitrariness and illegal action of government bodies. In accordance with this law, the Protector of Citizens is established as an independent government body that protects civil rights and inspects the work of the government administration as well as of all those whose action or failure to act may violate someone's guaranteed rights or freedoms. The *Law on the Protector of Citizens* (ombudsman) was adopted in September 2005 while the first ombudsman was elected in mid-2007.

The *Law on Prohibition of Discrimination* provides the general definition of discrimination and affirmative action, definitions of discrimination against certain categories of people, and provides for a commissioner within whose competence is the fight against discrimination and inequality of citizens.

The law provides for a single misdemeanour liability for any form of discrimination, regardless of the area and the persons discriminated against and provides general measures of affirmative action and other matters that, as a general framework, should provide institutional guarantees for the prevention of discrimination.

Introduction of free legal assistance is also provided for as part of the reform of judicial system. One of the goals of the Project of Creation of Effective and Sustainable System for Provision of Free Legal Assistance is a better access to justice for the most vulnerable and marginalised groups by means of allocating special funds for legal assistance.

13.4. Recommendations for further action

- Antidiscrimination campaigns and campaigns in connection with available legal remedies in the cases of right violation should be conducted.
- A specialised training should be organised for members of the police, judiciary and local self-government units on international standards and internal regulations relating to the protection of minorities and prohibition of discrimination.
- The MoI General Inspectorate's attention should be called to the cases in connection with minorities and statistical data should be collected on the cases in connection with minorities.
- Measures of affirmative action in the employment of Roma in the police, judiciary and local self-government units should be implemented.
- Local-level ombudsman offices should be formed in the local self-government units where they were not formed.
- Organisations should be supported that provide legal assistance in the cases of discrimination and deal with its prevention.

Other areas of this Strategy and relevant action plans contain measures the implementation of which should contribute to the fight against discrimination in these areas. In all of the recommended measures, special attention should be paid to the situation of Roma women and girls, who are often subject to double and multiple discrimination.

The UN Committee on Elimination of Racial Discrimination, whose competence was acknowledged by the Republic of Serbia, adopted General Recommendation XXVII named *Discrimination against Roma*. This Recommendation sets out a complete package of recommendations dealing with the majority of discrimination aspects described in this Strategy. It also proposes certain practical steps aimed at the improvement of the situation. Although not being strictly binding, this document sets out the interpretation of the UN Convention on Discrimination that was given by the Committee.

13.5. Priorities

- Monitoring the implementation of the *Law on Prohibition of Discrimination* and forming the body for implementation and protection of victims in accordance with the recommendations of the European Commission against Racism and Intolerance.
- Adoption of the Law on Gender Equality.



III. SOURCES OF FINANCING

Funds shall be provided for the implementation of the goals of this Strategy, in accordance with the Action Plan, from the budgets of the Republic of Serbia, the Autonomous Province, the cities and municipalities in accordance with their respective obligations and competencies as well as from donors.



IV. ACTION PLAN

The Action Plan for Implementation of the Strategy for Improvement of the Status of Roma shall define goals in areas of education, housing conditions, employment, displaced persons, returnees based on the readmission agreement, personal documents, social insurance and social care, health care, status of women, information, culture, discrimination and related issues as well as concrete measures for implementing them, implementing agencies of the mentioned measures, performance indicators, competent bodies and other organisations monitoring the implementation as well as execution deadlines.

The Action Plan for Implementation of the Strategy for Improvement of the Status of Roma shall be adopted for a three-year period.

The Government shall, within 30 days from the day of adoption of this Strategy, adopt the Action Plan that will define more precisely the individual goals, competences, manners of realising them as well as execution deadlines.

ACTION PLAN for Implementation of the Strategy for Improvement of the Status of Roma in the Republic of Serbia



66

The Action Plan for Implementation of the Strategy for Improvement of the Status of Roma in the Republic of Serbia (hereinafter: Action Plan) is adopted on the basis of the Strategy for Improvement of the Status of Roma in the Republic of Serbia (hereinafter: Strategy), which was adopted by the Government at its meeting held on 9 April 2009 and then published in the Official Gazette of the Republic of Serbia no. 27/09 dated 21 April 2009.

The Action Plan relates to the 2009-2011 period.

The Action Plan is adopted for the purpose of the Strategy implementation and determines:

- 1) the measures and activities for the Strategy implementation;
 - 2) the institutions competent for implementation of the measures and activities;
 - 3) the deadlines for implementation of the measures and activities;
 - 4) total costs for implementation of the measures and activities and sources of financing.
-
- 1) The measures and activities defined by the Action plan operationalise the recommendations and priorities provided for by the Strategy that relate to the improvement of the status of Roma in the following areas: education, health care, employment, provision of adequate housing conditions, issuance of personal documents, social security and social care, gender equality, prohibition of discrimination, information, culture, situations of internally displaced persons, return based on the Readmission Agreement and related issues.
 - 2) The Strategy defines the institutional framework for its implementation, which presents the basis for defining the competences for implementation of specific activities in this Action Plan. Implementing institutions as well

as partner institutions and organisations are defined for each measure and activity. Interconnection of the areas covered by the Strategy and Action Plan requires the coordinated activity and cooperation of all involved institutions at the level of the Republic of Serbia as well as at the level of autonomous provinces and local self-government units.

- 3) Most of the measures and activities, due to their complexity, are planned to last from 2009 until 2011, i.e. for the whole period for which this Action Plan is adopted.
- 4) Funds for implementation of the measures and activities provided for by this Action Plan shall be provided from the budgets of the Republic of Serbia, the AP of Vojvodina and local self-government units, as well as from donors, economic entities and international organisations.

Funds in the amount of RSD 525,853,913 are provided from the Budget of the Republic of Serbia for 2009 for the implementation of measures of the 2009 Action Plan, based on the law and after budget revision, while USD 6,303,138.00, EUR 5,159,406.00, CHF 4,842,000.00 and RSD 46,280,000.00 will be allocated from donor funds. Allocation of RSD 1,063,707,826.00, USD 5,000,000.00, EUR 5,000,000.00 and CHF 1,000,000.00 is planned for 2010 and 2011 for the implementation of the planned measures and activities, as follows: RSD 1,063,707,826.00 from the budget of the Republic of Serbia and USD 5,000,000.00, EUR 5,000,000.00 and CHF 1,000,000.00 from grants.

Funds of the Budget of the Republic of Serbia

Education

The **Ministry of Education** considered the possibilities of providing funds for the activities that may be implemented in 2009 after the Budget adoption and plans funds in the amount of RSD 44,498,000 for the implementation of the following programmes:

• Improvement and supervision in the area of education	2,220,000
• Four-hour preparatory pre-school programme	20,000,000
• Advanced training of employees in pre-school institutions	370,000
• Realisation of the activity of elementary education	1,258,000
• Advanced training of employees in elementary schools	370,000
• Advanced training of employees in secondary schools	740,000
• Realisation of higher-education activity	740,000
• Individual aid to pupils	5,200,000
• Individual aid to university students	13,600,000

TOTAL: 44,498,000

Funds for improvement and inspection in the area of education will be used for the engagement of Roma assistants, who would have the role of supervising the work in schools with the children included in the education programme and implies cooperation between the school, parents and Roma organisations in the training of professional staff and teachers, implementation of specific education programmes adjusted to the educational needs of Roma children, improvement of the existing education programmes, application of interactive teaching/learning methods and individualisation of the education process and cooperation with the family and Roma community.

Funds for preparatory pre-school programme is a part of the uniform education system of the Republic of Serbia. The programme provides for support to the inclusion of children in pre-school programmes and provision of assistance in learning to the pupils with poorer results. The goal is to socialise these children and adapt them to the living conditions of the non-Roma community in their surroundings as well as to provide them conditions under a special programme to get prepared for going to school, so that they could attend classes on an equal footing with other, non-Roma children.

Advanced training of employees in pre-school institutions, in elementary and secondary schools should enable the teaching staff to master the knowledge and skills with which they will be able to achieve better results in the Roma education process.

Realisation of the activity of elementary education is a programme that should be implemented in elementary schools for the procurement of teaching aids and ensuring of continuous monitoring of development of children and assistance in vocational guidance.



Individual aid to pupils (secondary education) relates to aid in food and accommodation of Roma children in dormitories and awarding scholarships to Roma pupils.

Individual aid to students relates to awarding scholarships to Roma students and accommodation (aid in food and housing) in dormitories.

Donor funds are also expected.

Housing conditions

The **Ministry of Environment and Spatial Planning**, together with the Ministry of Human and Minority Rights, participates in the implementation of the part of the Housing Action Plan that relates to the regulation of the property status of housing structures in Roma settlements, in which the most important activities are the following:

- Preparation of adequate (urban) planning documentation
- Regulation of the property-legal status of housing structures

The goal is to improve the living and housing conditions for the parts of cities/municipalities where Roma settlements are located. Regulation of the status of housing structures is a step towards integration of Roma settlements and their inhabitants into the town/municipal system. Based on the already initiated activities in the previous year and the commitments in this area, funds in the amount of RSD 14,000,000 are planned for 2009.

TOTAL: 14,000,000

Employment

The **Ministry of Economy and Regional Development** planned funds for the measures of Roma employment as part of the total funds planned that are transferred to the **National Employment Service** for active employment measures. Implementation of the Programme of Active Roma Employment Policy implies the implementation of the programmes of additional education and training (trainees, volunteers, re-training and other), which is within the framework of the Programme for Acquiring the First Qualification for Persons without Elementary Education and Skills and the Re-Training and Additional Training Programmes. Self-employment subsidies include awarding subsidies to unemployed persons for self-employment and starting their own business. Subsidies for opening and equipping new workplaces will be realised by awarding one-time subsidies to employers for creating new jobs and stimulation of employment of groups at risk. Public works imply the engagement of unemployed persons for a limited period in public works. Funds in the amount of RSD 225,000,000 are planned for 2009 for encouraging Roma employment, namely for:

- | | |
|---|------------|
| • Additional education and training for around 1000 persons | 65,000,000 |
| • Subsidies for self-employment for around 500 persons | 65,000,000 |
| • Subsidies for opening and equipping new workplaces for around 500 persons | 75,000,000 |
| • Public works for around 500 persons | 50,000,000 |

TOTAL: 255,000,000

Displaced persons

The **Commissariat for Refugees** accommodates in collective centres refugees and internally displaced persons, among which there are many Roma. Although no special records are kept on ethnic belonging of the persons accommodated in collective centres, it is estimated that as many as 1,200 persons of the total of 6,370 persons accommodated in collective centres are the Roma, which is approximately 20%. Services of accommodation, food and heating of refugees and displaced persons in collective centres will be financed in 2009. Most of the accommodated persons are located in Bujanovac, Zaječar, Kragujevac, Kraljevo, Rača Kragujevačka and in collective centres in Kosovo and Metohija.

For the persons accommodated in collective centres, based on concluded contracts with service providers (hotels, motels, rest homes, construction companies, municipal commissions for refugees and other) and according to



invoices made out on a monthly basis, funds for accommodation, food and heating of Roma are planned for 2009 at the level corresponding to the level of 20% of the total funds planned for this purpose and amount to RSD **150,000,000**.

Return based on the readmission agreement

Initial funds for readmission are also planned in the competent Ministries, as part of the total funds planned for the improvement of the status of Roma. Taking into account that special attention should be paid to this problem in the following period within the framework of new measures for the reception of these persons as well as within the framework of the agreements with the countries from which the persons return regarding the relief and other benefits the returnees should exercise, the funds for these purposes will probably be higher in the Budget of the Republic of Serbia as well.

Personal documents

The **Ministry of the Interior** planned funds for operations relating to personal documents and readmission within the framework of the funds for the regular activity of that Ministry and they are not separately allocated for Roma.

Social security and social care

The **Ministry of Labour and Social Policy** engages in the activities for the purpose of developing special preventive programmes of support to Roma families, primarily women and children (psychosocial assistance in integration, promotion of family accommodation), for training them as to what sources they may use for the purpose of securing adequate facilities. The programme for protection from violence in Roma families is aimed at the improvement of the status of children and especially prevention of and protection from violence. For that purpose, the work will be continued where interdepartmental teams are formed and trained for children protection. Support to social integration of Roma through providing personnel that should instruct the Roma population about access to public services and their rights, particularly in the sphere of obtaining documents, social care, family-law protection and child care. Funds in the amount of RSD **7,000,000** are planned for the improvement of the status of Roma, as follows:

• Transfers to other government levels	5,000,000
• Grants to nongovernmental organisations	2,000,000
TOTAL:	7,000,000

69



The **Ministry for Kosovo and Metohija** grants funds to social care and family benefit beneficiaries based on established criteria. Based on the dynamics so far, it is estimated that around 10% or RSD 2,500,000 of the total funds provided in the Budget for assistance to the families of returnees, families of kidnapped and missing persons and for one-time financial benefits to the population in Kosovo and Metohija will be granted to Roma. Donor funds for the return and care of Roma families are also expected.

TOTAL: 2,500,000

Health care

The **Ministry of Health** – in the Main Programme – 1802 - Preventive Health Care, Programme 01802-08 - Improvement of Health of Special Population Groups, Project 01 - Implementation of the Plan for Health Care of Roma, an amount of RSD 18,500,000 is provided for the needs of Roma mediators and other programmes in the Action Plan.

TOTAL: 18,500,000

Donor funds are also expected.

Status of women

Funds for implementation of the Action Plan are planned as part of the total funds for improvement of the status of Roma with the Ministry of Economy and Regional Development, Ministry of Labour and Social Policy, Ministry of Health, Ministry of Culture and other Ministries competent for monitoring and implementation of this activity.

Information

For 2009, the **Ministry of Culture** plans funds for improved information in the amount of RSD **12,155,913** as follows:

- | | |
|---|-------------------|
| • For programme contents of the media significant for improving information in the Romani language and informing the Roma population as well as for capacity building of the Roma media | 5,000,000 |
| • for projects for the purpose of professionalisation in the information area | 2,436,000 |
| • for publishing the Romano Nevipe monthly magazine in the Romani language, at the annual level | 4,719,913 |
| TOTAL: | 12,155,913 |

Culture

The **Ministry of Culture** will allocate funds, in economic classification 424 – Specialised Services – for the improvement of cultural creativity of Roma, earmarked in the total amount for the implementation of regular Contest for Creativity of National Minorities.

Political participation and representation

Funds for these activities are not separately planned within the budget of the Republic of Serbia



Discrimination and related issues

The **Ministry of Human and Minority Rights** plans funds for 2009 for organising meetings of the International Steering Committee of the Decade of Roma Inclusion (15th and 16th meeting), the Anti-Discrimination in Education workshop, a part of costs for unhindered work of the workshop and for the engagement of experts who will carry out the workshop; organisation of a cultural programme for celebration of 8th April – International Roma Day, which includes costs of art colony, the programme of Roma cultural-artistic societies, a concert, costs of encouraging young talents and lease of premises, for the engagement of two office assistants and one organiser of cultural activities for the January-June 2009 period. Contribution to the Decade Trust Fund, founded by the Decade member countries and administered by the World Bank, is EUR 20,000. The total funds planned for all purposes are RSD **22,200,000**. Donor funds are also expected with the aim of improving the status of Roma.

TOTAL: 22,200,000

Pursuant to the Law Amending the 2009 Budget Law (Official Gazette of RS, no. 31/2009) and the planned funds in the 2010 and 2011 Budget Memorandum of the Republic of Serbia, the following is hereby estimated:

Summary of planned budget funds by beneficiary

No.	Name of the body	2009	2010	2011
1.	Ministry of Education	44,498,000	44,498,000	44,498,000
2.	Ministry of Health	18,500,000	18,500,000	18,500,000
3.	Ministry of Environment and Spatial Planning	14,000,000	14,000,000	14,000,000
4.	Ministry of Economy and Regional Development	255,000,000	255,000,000	255,000,000
5.	Commissariat for Refugees	150,000,000	150,000,000	150,000,000
6.	Ministry of Labour and Social Policy	7,000,000	7,000,000	7,000,000
7.	Ministry for Kosovo and Metohija	2,500,000	2,500,000	2,500,000
8.	Ministry of Culture	12,155,913	12,155,913	12,155,913
9.	Ministry of Human and Minority Rights	22,200,000	22,200,000	22,200,000
	TOTAL:	525,853,913	525,853,913	525,853,913

Grants

Some Ministries use **grants** from different sources or expect them in the following period. The data on grants that was available to this Ministry is given in this text.

For employment, within the Ministry of Economy and Regional Development, grants and the start of implementation of the joint project Support to Promotion of Employment of Youth and Migration Management are expected in 2009, which will be used from 01/01/2009 until 30/09/2011. The donors are IOM, ILO, UNDP and UNICEF (the Millennium Development Goals Achievement Fund of the Kingdom of Spain, within the context of youth, employment and migration) in the total amount of USD 6,143,138 at the location of South Bačka, Belgrade and Pčinja Districts. Target groups are the youth, returnees, Roma and other. **It is expected that a part** of the funds will be **also** allocated for the employment of young Roma.

For health, within the Ministry of Health, for financing the activities (this relates to all vulnerable groups, where the **Roma are not separated as a special group**) under the Delivery of Improved Local Services (DILS) Project of the World Bank, for 2009 in the amount of RSD 20,840,000 and financing the health care of persons without health insurance to the Republic Health Insurance Office in the amount of RSD 3,640,000.

For education, the SDC – Swiss Agency for Development and Cooperation, the project implemented from May 2007 until December 2009 - CHF 2,777,000 for support to the Čačak, Užice and Niš Regional Centres for Professional Development. For aid to children – Roma Kindergartens in Bujanovac - CHF 380,000 for the period June 2007 – December 2009 and Joint Programme for Roma Inclusion through Education – UNICEF for 2009 in the amount of CHF 1,900,000. CHF 1,062,000 to the Project Centre of the Ministry of Education for the period from July 2007 until December 2009 and CHF 1,500,000 to the SKIP Live Together, Overcome Differences Serbia/Macedonia programme for the January 2008 – December 2011 period.

Funds are provided from several donors for return and care of around 300 families in Kosovo and Metohija, around 30 of which are Roma families. It is estimated that RSD 20,000,000 will be allocated for the needs of Roma in 2009.

1) OSCE Mission to Serbia – cooperation with the Ministry of Human and Minority Rights and the Roma National Strategy Secretariat. The second phase of the Roma Support Programme is implemented from November 2007 until November 2009 and includes 3 components: education – support to Roma assistants in instruction, health – support to Roma mediators and housing – engagement of experts for implementing and monitoring the implementation of preparation of planning documentation for Roma settlements, in the amount of EUR 1,000,000. The OSCE plans to bid, in cooperation with the Ministry of Human and Minority Rights, for a 3-year IPA project that would apply an integrative approach and engage all local-level services and connect them in 5 selected municipalities/cities (Čukarica, Zrenjanin, Bujanovac, Kragujevac, Niš) in Serbia.



- 2) UN Development Programme. Since 1 July 2007, it has been implementing a regional project on which one of the partners is the Human and Minority Rights Office, now the Ministry of Human and Minority Rights, and it is financed by the SIDA. The project has 2 components – financing the work of the Roma National Strategy Secretariat and engagement and training of coordinators for Roma affairs in local self-governments, which also includes awarding grants to local self-governments for projects that initiate the implementation of local action plans. Budget: EUR 1,056,998 for Serbian component. They also finance a part of the chairing programme in the amount of USD 25,000.00 in 2008 and USD 25,000.00 in 2009. The UNDP plans the continuation of the project in 2010 and 2011, the project is under development.
- 3) UNICEF – Cooperation on the implementation of the project for improvement of Roma education – engagement of local coordinators who collect data on children of pre-school age and assist in the enrolment of children in the preparatory pre-school programme in 10 municipalities. Budget: USD 50,000. It expressed readiness to support the Decade chairing programme in the area of education in the amount of around USD 60,000.
- 4) UNHCR – Participation in setting up and promotional activities of the project that provides legal assistance to Roma for obtaining personal documents and is implemented in 20 municipalities. A part of the regional project - Social Inclusion and Access to Human Rights for Roma, Ashkali and Egyptians in the Western Balkans territory. Financed by the European Commission from the CARDS programme, for 18 months – February 2008 - July 2009. Budget for Serbia: around EUR 380,000.
- 5) UN HABITAT. Participation in the implementation of the project for improvement and regularisation of Roma settlement Grdička Kosa 2 in Kraljevo. A request was sent for joining the Decade and, in accordance with this, the Belgrade Office plans to assist in the Decade chairing through the engagement of an international expert who would participate in the housing workshop in November, but also to bid, in cooperation with the Ministry of Human and Minority Rights, for a project that would support the implementation of the Action Plan for Improvement of Roma Housing.
- 6) The World Bank engaged a person in the World Bank Belgrade Office for cooperation and assistance in the Decade chairing activities.
- 7) The Open Society Fund financed the work of the working groups that prepared draft action plans adopted as part of the Decade and other action plans and the Strategy for Improvement of the Status of Roma. It supports the Decade chairing activities by financing one person in the Roma National Strategy Secretariat as well as by financing the chairing activities at the regional, national and local levels. Budget: around RSD 1,800,000.
- 8) The Roma Education Fund participated in the development and by providing advice regarding the projects for the improvement of pre-school education and development of functional elementary education. The REF has been supporting projects of government institutions and nongovernmental organisations aiming at the improvement of Roma education from 2006 until today. The total value of the approved projects is RSD 2,213,408.
- 9) SDC – Swiss Agency for Development and Cooperation supported the social inclusion and improvement of living conditions in 2 Roma settlements in Vojvodina – July 2007 - December 2009. Budget: EUR 509,000. Partner and co-financier: Ecumenical Humanitarian Organisation. Support to the inclusion of Roma children in pre-school education that is implemented in cooperation with the Red Cross of Serbia, local self-governments and NGOs.

Local self-government

Local self-government is exercised in municipalities, towns/cities and the City of Belgrade. Within the framework of their competence and the situation in the area of the status of Roma, measures and action plans are defined for the improvement of the status of Roma as well as the funds by which these activities will be supported. There are no data on how much local self-government units allocate for the improvement of the status of Roma and for what purposes they plan the funds in their budgets and from other sources.

There are projects implemented in 16 municipalities for the purpose of providing funds for the inclusion of Roma coordinator jobs in the job classification, for the implementation of local action plans (LAPs) where they have been adopted, as well as for social care, education and other, as follows: Odžaci – the funds will be allocated as needed from current reserves, Čačak – RSD 922,000 – four LAPs adopted, Bor – RSD 310,000 for the participation



of the municipality in the UNDP and REF projects implementation, Beočin – RSD 500,000, funds in the amount of RSD 3,000,000 are estimated for the 2008-2010 period, Prokuplje – the budget was not adopted, Niš – no funds were allocated, Vranje – RSD 3,200,000 for social care of Roma mostly, Kraljevo has not yet allocated any funds, Kragujevac – RSD 1,630,560 for the promotion of Roma inclusion, Vladičin Han – RSD 1,200,000 for the Roma Decade implementation, Lebane – RSD 600,000 for the implementation of the LAP for Roma education, Smederevo – RSD 660,000 for the Roma projects of NGO Roma Integration Centre, Kruševac – RSD 1,530,000 for the Roma Developmental and Educational Centre, participation in the UNDP project and coordinator wages, Kikinda – no special funds were allocated, Jagodina – RSD 1,500,000 and Novi Sad – RSD 17,430,000, of which: RSD 15,000,000 – Red Cross for aid to Roma in fuel, hygiene and food products, RSD 630,000 for social care of Roma and RSD 200,000 for Roma NGOs.



V. FINAL SECTION

This Strategy shall be published in the Official Gazette of the Republic of Serbia.

Belgrade, 9 April 2009

THE GOVERNMENT
DEPUTY PRIME MINISTER

Ivica Dačić

Pursuant to Article 43 paragraph 3 of the Law on Government
(Official Gazette of RS, nos. 55/05, 71/05-correction, 101/07 and 65/08),
the Government hereby adopts the following

DECISION



74

1. The Action Plan for Implementation of the Strategy for Improvement
of the Status of Roma in the Republic of Serbia,
which is an integral part of this Decision, is hereby adopted.

2. This Decision shall be published in the Official Gazette of the Republic of Serbia.

05 no.:

Belgrade,

THE GOVERNMENT
DEPUTY PRIME MINISTER

ABBREVIATIONS

AP	Action Plan
APV	Autonomous Province of Vojvodina
PSUE	Post-secondary and university education
MRC	Minority Rights Centre
HCS	Health centres
EIS	Single education information system
EI	Educational Inspectors umesto
EQAO	Education Quality Assessment Office
HCIs	Health care institutions
EIO	Education Improvement Office
CIs	Cultural institutions
FAPE	Functional Adult Primary Education
IOM	International Organisation for Migration
INDOC	Information and Documentation Service
IMSs	Inspection and monitoring services
IPA	Instrument for Pre-Accession Assistance
IDPs	Internally displaced persons
LSGUs	Local self-government units
PIN	Personal ID Number
K&M	Kosovo and Metohija
CRC	Convention on the Rights of the Child
COD	Central Operational Data
CRRS	Commissariat for Refugees of the Republic of Serbia
LAP	Local Action Plan
LD	League for Decade
LDPDC	League for Decade Personal Documents Committee
LDEC	League for Decade Education Committee
Lc	Local community
MERD	Ministry of Economy and Regional Development
LC	Local Community (<i>territorial unit of a municipality</i>)
MC	Ministry of Culture
MHMR	Ministry of Human and Minority Rights
MESP	Ministry of Environment and Spatial Planning
MYS	Ministry of Youth and Sports
ME	Ministry of Education
MJ	Ministry of Justice
MLSP	Ministry of Labour and Social Policy
MoI	Ministry of the Interior
MF	Ministry of Finance
NES	National Employment Service
MISs	Monitoring and inspection services
NAP	National Action Plan

NEC	National Education Council
NA	National Assembly
NYS	National Youth Strategy
NCRNM	National Council of the Roma National Minority
IAJS	Independent Association of Journalists of Serbia
OSCE	Organisation for Security and Cooperation in Europe
AE	Adult education
EIs	Educational institutions
EE	Elementary education
CPB	College Pedagogical Board
PSIs	Pre-school institutions
RAs	Roma assistants
RRA	Republic Recycling Agency
RHIO	Republic Health Insurance Office
RGA	Republic Geodesic Institute
RCC	Regional Chamber of Commerce
RCs	Roma coordinators
RBA	Republic Broadcasting Agency
RS	Republic of Serbia
RTS	Radio Television of Serbia
RCAs	Roma civil associations
PIs	Professional institutions
CoE	Council of Europe
ReA	Readmission Agreement
WHO	World Health Organisation
PPS	Professional and pedagogical supervision
PPP	Preparatory Pre-School Programme
PRS	Poverty Reduction Strategy
CISRIRD	Council for Improvement of the Status of Roma and Implementation of the Roma Decade
PAs	Professional associations
SE	Secondary education
CAs	Civil associations
UNDP	United Nations Development Programme
UNICEF	United Nations International Children's Fund
AJS	Association of Journalists of Serbia
UNFPA	United Nations Population Fund
UNHABITAT	United Nations Human Settlements Programme
UNHCR	United Nations High Commissioner for Refugees
CSW	Centre for social work
CALS	Centre for Advanced Legal Studies
AESs	Adult education schools
SDP	School development planning
SAs	School administrations

MEASURES AND ACTIVITIES FOR THE STRATEGY IMPLEMENTATION

1. EDUCATION									
Goal	Measures and activities		Indicators	Implementers		Monitoring	Data/ Accessibility and needs	Reference to related topics	Period
				Competent institution	Partners				
1. Inclusion of Roma in the education system and provision of continuity in education	1.1. Creation of systemic conditions: 1.1.1. Strengthening the structures of ME and partners	a) increasing professional competences of education advisors in the area of Roma education improvement b) preparation of operational work plans based on the AP in order to ensure sustainability of implementation of the set goals and measures c) establishment of continuous cooperation between ME, professional institutions and line ministries	Structures strengthened, increase in the number of persons who in their regular activities also engage in the improvement of Roma education. Professional training implemented of employees in certain sectors of ME in the area of Roma education improvement. A Working Group formed for the coordination of activities for implementation of the education AP Mechanisms of cooperation between ME and partners established.	ME NEC	CAs EIO EQAO MHMR MF MLSP MYS RSO	NCRNM CAs CISRIRD	Summary of experts engaged in Roma education COP – database of researchers and experts	Action Plans of other areas	2009-2011
	1.1.2. Establishment of system for monitoring and regular reporting on the degree and quality of Roma education at all levels	a) analysis of programmes and their effects (informal and formal education) and training of experts in education b) defining the roles of actors in the collection of data on Roma education at the national and local levels and establishment of role system c) preparation of professional instruction for monitoring and reporting at all levels d) application of professional guideline for monitoring and reporting at all levels	Analysis and defining of the role of actors engaged in Roma education at the national and local levels. The professional guideline prepared for monitoring and reporting at all levels. The instruction applied in all ME sectors and in monthly reports of SAs. Publishing regular reports based on the guideline.	ME SAs MPWG	CAs EIO EQAO LSGUs	NCRNM CAs PI PPS	Regular reports, evaluations		

1.1.3. Extension of EIS with elements relevant for Roma education at all levels	a) creation of new modules relevant for Roma education in the EIS	New modules created in the EIS. Guideline prepared for the collection and updating of data for SAs and schools. The Guide prepared for collecting and updating data in the field for other actors. The Regulation adopted. Publication of regular reports.	ME SAs	MHMR MF MLSP MYS LC LSGUs	NCRNM CAs	Data ME NCRNM LSGUs	Action Plans of other areas PRS National Action Plan for Children	2009-2011
	b) preparation of guidelines for the collection and updating of data for SAs and schools (preparation of regulation on the role of schools in registering the children who are out of the system and in including them in the system)							
	c) preparation of a Guide for collecting and updating data in the field for other actors (Centre for social work, RAs, local RCs, home care services, local inclusion teams, CAs, local NAP teams d) preparation of a Regulation on the use and protection of information							
1.1.4. Implementation of recommendations and decisions of the Council for Improvement of the Status of Roma relating to AP implementation	a) preparation of analysis of recommendations and plan for their application	Analysis of recommendations and plan of application Annual AP implementation report including financial report at the national and local levels prepared and published. Annual reports adopted by the Government and competent bodies of local self-government units.	ME	NCRNM	CISRIRD NCRNM CAs PI	Data of competent ministries	PRS LAP for children	2009-2011
	b) preparation of annual AP implementation report							
1.1.5. Preparation of local strategies for improvement of Roma education and AP for their implementation	a) analysis of local development plans and identification of measures for the improvement of Roma education (local budget provides for support to the implementation of planned activities): • status analysis based on the prepared criteria • analysis of needs of all partners in LCs engaged in Roma education	Number of prepared, budgeted and implemented local strategies and APs. The set indicators (equal accessibility of quality education for Roma) are monitored through DevInfo.	ME SAs LSGUs	LSGUs CAs PIs CSW CIs HCs LAP implementation teams	ME –PI NCRNM LD Education Committee	Database on local strategies of municipalities and cities	Health care, employment Social policy PRS Action planes for children NYS Local APs for youth	2009-2011
	b) redefining the existing local strategies and APs in accordance with the AP							
	c) preparation of local strategies and APs in local self-government units							

	1.2.2. Preparation of regulations governing enrolment in school				a) preparation of system (criteria, instruments and procedures) for relevant enrolment readiness assessment b) preparation of enrolment regulations until establishment of a system of relevant assessment of readiness for enrolment in elementary school (recommendations for use of enrolment readiness assessment results as the basis for planning and organising work in school) c) preparation of regulation regulating the status of overgrown elementary-school pupils for integration into appropriate educational level (appropriate grade) d) preparation of regulations and professional instructions regulating the methods and criteria for re-categorisation of children of the first education cycle	Causes of children's failure in previous enrolment procedures (conditions, instrument-setting procedures, obstacles, method of result interpretation) examined. The system exists (criteria are defined, instruments exist). There are provisional regulations and supervision mechanisms. The regulation regulating the status of overgrown elementary-school pupils adopted. Regulations and professional instructions adopted.	ME CAs EIO EQAO	SAs CAs EE PIs (colleges, institutes) EQAO	PI NCRNM NSRS	Experiences of countries in the region Results of surveys in our schools	Health care Social care	2009-2010
	1.2.3. Provision of regulations governing application of affirmative actions				a) enrolment in PSIs, EE and SE enrolment in post-secondary schools and colleges (with a special overview of police and military academies) scholarships and loans Accommodation in boarding schools and dormitories Accreditations of programmes for professional development of teachers and operational services Prepare a study of analyses of previous affirmative actions	Regulations governing the criteria, mechanisms and method of implementation of affirmative action measures adopted. Supervision and monitoring of mechanisms adopted. Number of pupils who finished school or college. Number of accredited programmes for professional development of teachers in the area of improvement of education of Roma children.	ME NCRNM EIO	EQAO SAs LSGUs MHMR	MHMR NCRNM CAs and their networks	Examples of good practice Data of CAs in cooperation with school administrations on project implementation	Other priority areas	2009-2010

1.2.4. Adoption of regulations by which it is ensured that institutions at PS and EE level, by their development plan, annual work plan, curricula and annual reports, plan and implement special activities (that concern work with children from sensitive groups) aimed at increasing the quality of education process	a) prepare and adopt regulations	Development plans, annual programmes and curricula of institutions contain special activities for the improvement of education of Roma children and increasing the quality of education process. Instructions and guidelines for institutions prepared. Regulation prepared on rewarding the schools and teachers that achieve results with children from marginalised groups. Supervision mechanisms established.	ME SAs RCAs LSGUs	RCAs LSGUs	PI PPS	Examples of good practice in schools Programme implementation reports Child Friendly School AP implementation reports by schools IS reports.	Documentation of educational institutions Supervision of EIs	2009-2011
	a) amending the laws and regulations regulating the status of education associates in pre-school institutions and elementary schools (Make amendments to the Law on the Foundations of the Education System relating to teachers, preschool teachers and professional staff (Arts. 107-114), the Law on Pre-School Education and the Law on Elementary School) b) prepare and adopt regulations that govern the status of education associates in pre-school institutions and elementary schools	The status of education associates in pre-school institutions and elementary schools regulated: employment, job description, rights and responsibilities. Relevant regulations (criteria and procedures) adopted for certification of preschool teachers and teachers – education associates, trained for work with Roma children, youth and adult Roma who get further education. Supervision mechanisms established. Number of schools in which education associates are employed. Number of associates	ME EIO	SAs LSGUs	NCRNM MISs	Experiences of countries in the region Current projects	Employment Social care	2009-2011
1.2.5. Introduction of assistants for support to Roma children in PSE and EE – education associate								
1.2.6. Preparation of amendments to: a) curricula for certain educational needs of Roma children and youth: (functional elementary education of youth, the Roma language and culture, programme for preparation of youth and adults for achieving the standard of elementary education, modular programmes of vocational education		Analysis (established criteria and procedures) of existing practice, selection of examples of good practice. Draft curricula adopted as well as amendments to existing curricula.	ME NEC	EIO EQAO Professional associations NES	NEC NCRNM	Pilot programmes of CAS Pilot programme evaluations Reports from school	Employment Adult education Culture	2009-2010

1.3.2. Regular collection and updating of data on health, socioeconomic and financial status of families, in cooperation with centre for social works, education associates, local Roma coordinators, health centre home care services, local inclusion teams, civil associations, local NAP teams	Cooperation protocols established. Practice of using instructions and Guide to Data Collection and Updating Databases formed, which are regularly updated	ME SAs Schools PSIs	CAs LSGUs HCs RSO	CAs NCRNM	DevInfo-LSGUs Reports of the Republic Statistical Office Municipal yearbooks	SDP	2009-2011
1.3.3. Support to institutions: planning and implementation of special activities for inclusion and improvement of the quality of education of Roma children within the framework of development plan, annual work programmes of institutions and curricula In PSIs, EE and SE	a) training managerial and professional personnel in institutions for inclusive approach and work scheduling b) preparation of Action Plans with special activities in institutions as integral parts of development plan and Annual Work Programme c) professional assistance in implementation of special activities d) financial support (equipping, funds for activities) e) analysis of resources at the level of institution, SAs and ME	ME SAs Schools PSIs	EIO EQAO CAs LSGUs	CAs PPS	Summary of institutions attended by Roma, Examples of good practice in the institutions that were included in the projects Reports on implementation of the Child Friendly School programme	SDP	2009-2011
1.3.4. Identifying and rewarding institutions that achieve the best results in work with Roma children in accordance with the Regulation on Rewarding PSIs, Elementary and Secondary Schools	a) rewarding criteria established	ME	NEC	NCRNM	Summary of institutions attended by Roma children	Legal regulations	2009-2011

	1.4. Inclusion of Roma in education and support for continuous education				Analysis of coverage of Roma children by PPP. Analysis with recommendations. Mechanisms established and procedures defined for full coverage. Number of children included in education (quarterly reports according to the instrument prepared in advance). Number of participants in campaigns in local communities. Representatives of Roma communities informed of possibilities for the inclusion of children in the education system.	ME CAs LSGUs	CAs Media CSW	MHMR NCRNM CAs	DevInfo Reports from PSIs Local statistical yearbooks RSO	Social care Health care Culture	2009-2011
	1.4.1. Support to greater inclusion of children in pre-school programmes (all-day programmes – up to 5.5 years of age; programmes for children up to 3 years of age and mothers)				a) institutionalised dialogue between ME and CAs b) campaigns in Roma community c) campaigns in education community and wider community d) connecting institutions and CAs at the local level						
	1.4.2. Inclusion of entire population of Roma children/ youth in mandatory pre-school programme, elementary, secondary and university education				a) institutionalised dialogue between ME and CAs b) campaigns in Roma community c) campaigns in education community and wider community d) connecting institutions and CAs at the local level	ME CAs LSGUs	Media CSW	MHMR NCRNM CAs	DevInfo Reports from PSIs Local statistical yearbooks RSO	Social care Health care Culture	2009-2011
	1.4.3. Support to transfer or inclusion of children from special schools to/in regular elementary schools				a) preparation of mechanisms and procedures for the inclusion of children from special schools in regular schools	ME SAs CAs	EIO	NCRNM PI	Data of special schools Data of LSGUs	Health care Social care	2009 2011
	1.4.4. Provision of financial support to Roma children and youth in PSIs, EE, SE and PSUE				a) in all-day pre-school programmes: -snack, utensils (working material), transport, extracurricular activities b) in elementary school: • snack, textbooks, school utensils, supplies, extracurricular activities, transport, all-day instruction (day care)	ME LSGUs MF NES	CAs Institute of Andragogy	NCRNM CAs and their networks CSW	Social status of families Databases of CAs Data of NES branches	Social care Employment	2009-2011

	c) in secondary schools: • textbooks, school utensils, supplies, extracurricular activities, transport, mentor support, scholarships and loans	Number of youth using the voucher for completing the FEEY programme.	ME LSGUs NES MF	CAs Institute of Andragogy	NCRNM CAs and their networks CSW	Databases of CAs Data of NES branches	Social care Employment	2009-2011
	d) in higher education institutions:- accommodation in boarding schools and dormitories, scholarships and loans, mentor support, Ensure, by means of the voucher system of financing, return to the programme of functional elementary education (FEEY)	Number of youth using the voucher for completing the FEEY programme.	ME LSGUs NES MF	CAs Institute of Andragogy	NCRNM CAs and their networks CSW	Databases of CAs Data of NES branches	Social care Employment	2009-2011
1.4.5. Education and training of youth without completed elementary education	a) estimating the needs for assistants in the education system	Needs analysis Criteria for school selection prepared. Number of selected schools. Analysis of inclusion of assistants. Job description improved. Manual prepared.	ME LSGUs	OSCE CAs	NCRNM CAs	Data and experiences from schools in which assistants were engaged Implemented projects Data of CAs	NYS Social care Employment	2009-2011
	b) preparation of criteria for school selection							
	c) analysis of inclusion of assistants and improvement of procedures for the inclusion of assistants in educational institutions							
	d) analysis and improvement of existing job description for assistant and of reporting							
	e) preparation of a manual for inclusion of assistants in education process							
1.4.6. Inclusion of assistants for support to Roma children in education – education associate, in the instruction process								

1.4.7. Provide assistance in learning to pupils having poorer performance in EE and SE	a) prepare special support programmes as part of curricula and annual work programme: intensified remedial instruction • preparations for taking the final exam • preparations for taking the secondary-school final exam • preparations for taking the entrance exam • preparations for taking the grade exams b) ensure cooperation of schools with programmes of CAs that are accredited and that have given good results so far	Number of children who attend some of these forms of assistance. Degree of improvement of school performance. Number of established functional connections between schools and CAs in these programmes.	ME SAs and schools CAs	CAs	PI NCRNM	School documentation and records Data of SAs Database of ME Examples of good practice in certain municipalities and towns	Employment Social work	2009-2011
	a) provide continuous monitoring of professional development of (Roma) children and youth and provide assistance to youth in vocational guidance b) support to girls in education (elimination of prejudices on men's – women's jobs and the role of girls in the community life)	Number of youth who got assistance and enrolled for desired vocations. VG programmes prepared that provide continuity in professional development. Number of girls continuing their education. School performance of Roma girls.	ME SAs Schools	NES LSGUs CAs for work with female population MC	NCRNM CAs LSGUs	Analyses of needs of economy and results of surveys of regional chambers of commerce Planning the needs for education profiles in secondary vocational schools and harmonisation with the economy Data of CAs	Employment Economy Culture NYS	2009-2011
1.4.9. Support to inclusion of youth and adults who abandoned education in the Second Chance of Education programme	a) campaigns in Roma community	Number of youth and adults continuing school. Number of schools implementing the programme of functional elementary education of adult Roma.	ME NES MYS MERD	LSGUs MYS LCs - youth offices	NCRNM CAs PI	Data on youth and adults who abandoned education Regional literacy plans	Employment Social care Regional development NYS	2009-2011
	b) campaign in local community c) support to institutions (professional assistance, programme, personnel)							
1.4.10. Application of different programmes for work with family for the purpose of supporting education of children in PSIs, EE and SE	a) special programmes for work with parents as part of school's annual work programme	Number of families included in programmes of support to continuous education of children in LCs and schools. Number of parents included in the life and work of school. Number of accredited or recommended programmes piloted as part of the work of CAs in LCs for work with parents.	SAs Schools CAs	LSGUs and Lc NES MYS MC	NCRNM	Social status of families Examples of good practice from local communities School documentation and records DevInfo	Employment Social work Health care Culture NYS	2009-2011
	b) Action Plans prepared based on the implemented self-assessment process and development plans of institutions in schools							

	c) programmes of work with parents as part of the work of operational service in schools	d) special programmes of work with parents as part of the work of CAs (health programmes, social programmes, programmes intended for fostering cultural values)	Number of youth and adults included in informal education programmes.	Civil associations ME MYS NES	RCC LSGUs MERD MC	NCRNM NES	Data of CAs data of institutions of informal system, data of NES	Employment Social work NYS	2009-2011	
2. Provision of high quality education	1.4.11. Inclusion of youth and adult Roma in informal education programmes that provide development of key competences	a) IT literacy programmes	Analysis of existing practice, proposals and suggestions defined, including criteria and procedure for programme accreditation. Number of accredited programmes intended for vulnerable groups. Catalogues published. Accreditations repeated each year. Number of schools in which the programmes are applied.	EIO ME NEC	CAs EQAO MYS MERD MC	NEC NCRNM	Previous experiences in countries in the region List of programmes implemented in the region and in the country Programmes of civil associations	Accreditation of education programmes Culture Regional development		
		b) entrepreneurship programmes								
		c) health education programmes								
		d) school for parents								
		e) foreign language learning programmes								
2. Provision of high quality education	2.1. Development and evaluation of education programmes and manuals 2.1.1. Development of education programmes for certain educational needs of Roma children and youth in PSIs, EE and SE	a) preparation of strategy (policy paper) of development and improvement of education programmes								
		b) amendments to existing curricula based on the principles of multiculturalism								
		c) preparation of education programmes in institutions (<i>encouraging social, linguistic and cognitive development in pre-school period, remedial instruction, functional elementary education of youth, the Romani language and culture, inclusion of parents etc.</i>)								
		d) implementation of programme accreditation procedure (educational activities and workshops) each year								

	e) supplementing the Catalogue of Accredited Programmes of Advanced Training of Employees in Education Sector											2009-2011
2.1.2. Development of special programmes for work with Roma children and youth in EE, SE and AE	a) preparation of inclusion support programme for children included from special schools in regular institutions (necessary resources, needs, work plans, total hours...)	Inclusion support programme prepared. Programmes developed and published based on analysis of surveys and results of programmes already applied in institutions or as part of the work of civil associations. Programmes developed that would enable children returnees to learn the Serbian language before the start or continuation of further education.	EIO ME CAs	NEC EQAO LSGUs	NEC NCRNM	Previous experiences in the country and the region List of programmes implemented in the region and in the country by official institutions and created as part of the work of civil associations Pilot inclusion programmes	National Policy for Education of Handicapped Children,, Social care Health care NYS	2009-2011				
	b) overgrown elementary-school and secondary-school pupils: preparation, organisation and implementation of grade exams for enrolment in the next grade											
	c) children and youth, returnees from other countries: preparation and organisation of continuous education											
2.1.3. Introduction of bilingual instruction in education process	a) preparation of programme and manual for bilingual instruction	Programme and manual prepared. Reports on application of bilingual instruction in practice. Bilingual working material for work in educational institutions published.	ME MHMR	MC CAs	CAs NCRNM	Examples of good practice regarding bilingual material Local manuals dealing with tradition and culture of Roma in certain communities	Human rights Standards for quality working material	2009-2011				
	b) training for application of bilingual instruction in practice											
	c) preparation and publication of bilingual working material											
2.1.4. Preparation and publication of a series of manuals, guides for employees and teaching aids for PSIs, EE and SE	a) harmonised with special and specific programmes of educational institutions	Guides and manuals prepared and printed. Ancillary teaching aids prepared.	ME EIO	MHMR Publishers MYS EQAO MC CAs	NEC, NCRNM MHMR Publishers	Materials used in pilot programmes	Culture NYS Discrimination Social care Health care	2009-2010				
	b) aimed at the provision of support to the development of anti-discriminatory culture in educational institutions											
	c) evaluation of existing manuals											
	d) additional printing of manuals and guides											

3. Respect of diversity and development of intercultural values	2.4.4. Training the associates, assistants in instruction for work in educational institutions (PSIs, elementary school)		a) creation of comprehensive training system b) continuous training of assistants and teaching staff with whom the assistants should cooperate c) preparation of educational institutions for the reception of assistants d) preparation of Assistant Work Manual	Training system with implementation plan prepared. Number of educated assistants. Organisation of school work includes activities and work method of assistants. Assistant Work Manual prepared. Min. 30 assistants per year included in educational institutions.	ME CAS	SAS EI	NCRNM	Experiences from projects of CAs and ME	Discrimination Culture Employment Social care	2009–011
	2.4.5. Introduction of contents of inclusive education in programmes of institutions for education of preschool teachers and schools for teachers		a) draft amendment to curriculum b) preparation of specialisation modules	Special contents introduced in curricula. Specialisation module prepared.	ME Teacher colleges and post-secondary schools for preschool teachers	MHMR MC CAS PSO	NEC NCRNM	Pilot programmes of CAs and ME	Culture Social care Employment	2009–2011
	2.4.6. Development of curriculum for Roma assistant in post-secondary schools for preschool teachers and in the Teacher College			Special contents introduced in curricula. Number of enrolled Roma assistants.	ME Teacher colleges and post-secondary schools for preschool teachers	MHMR MC Civil associations	NEC NCRNM		Culture Social care Employment	
	3.1. Development of sensitivity of professional public and wider community to educational needs of Roma 3.1.1. Informing and sensitising wider public to educational needs of Roma.		a) organising media campaigns b) TV broadcasts, stories, presentations of education programmes of institutions c) preparation and printing of brochures d) promoting examples of good practice	Number and structure of participants in organised events. Inclusion of representatives of Roma population in teams of authors and editors for the production of broadcasts and publications.	MHMR ME National TV and local television CAs	LSGUs Media MC MYS	NCRNM CAs	Existing surveys of ethnic distance towards national minorities	Human rights Employment Housing Health NYS	2009–2011
	3.1.2. Promoting the policy of Roma inclusion in education in the education public		a) Organisation of roundtables, conferences, seminars b) Promotion of Roma academic elite	Dynamics of organisation of professional meetings determined Conclusions from meetings included in the status analysis that is the basis for the preparation of education policy and strategic documents	ME NCRNM CAS MHMR	SAs LSGUs MC MYS	MHMR NCRNM CAs	Summary of communities and educational institutions in Serbia in which Roma population is present	Human rights Employment Housing Health NYS	2009–2011

	3.2. Development of educational environment based on the respect of diversity and multiculturalism 3.2.1. Integration of existing accredited programmes intended for education against prejudice and respect of diversity into education programmes and extracurricular activities in PSIs and EE	a) training managerial and teaching staff	Contents integrated into the programmes of institutions, preschool teachers, lower-grade and upper-grade teachers. Number of educated teaching staff. Extracurricular activities organised for all children. Teaching topics determined for which adjustment is necessary in terms of eliminating prejudice and respect of diversity. Number of teaching staff who participated in seminars. Number of educational institutions organising cultural and public events with contents from the area of Roma culture and tradition.	ME Technical committee in schools EIO CAs	MC MYS MHMR EQAO	Professional and pedagogical supervision NCRNM MHMR	Summary of accredited programmes from the Catalogue ME Current projects Summary of Roma CAs and their programmes Current projects	Human rights Culture NYS Culture of national minorities Human rights	2009-2011	
		b) preparation of Programme Application Manual								
		c) programme application in practice								
	3.2.2. Informing the employees in education sector of Roma history, culture and tradition	a) organisation of seminars and workshops	Number of teaching staff who participated in seminars. Number of educational institutions organising cultural and public events with contents from the area of Roma culture and tradition.	ME CAs	MC MHMR LSGUs	MHMR	Summary of Roma CAs and their programmes Current projects	Culture of national minorities Human rights	2009-2011	
		b) organisation of cultural events at the national level and in local communities								
	3.2.3. Introduction of intercultural contents in annual plans, development plans and curricula in EE and SE	a) examples of good practice collected	Examples of good practice collected. Application of intercultural contents in education. Manuals evaluated. Issues supplemented and manuals applied.	ME EIO NCRNM MC	LSGUs SAs CAs	MHMR CAs Professional and pedagogical supervision	Summary of programmes of CAs engaged in multiculturalism Examples of good practice		Culture of national minorities	2009-2011
		b) training of employees in education sector for application of intercultural education contents								
		c) introduction of intercultural contents in extracurricular activities								
		d) evaluation of existing manuals and their application in education process								
		3.2.4. Preparing and publishing literature for children and youth in these areas in pre-school education, EE and SE		Literature published in the Romani language and translated into Serbian.	ME Publishers	CAs MC	MHMR CAs	Summary of existing literature	Literature History Human rights	2009-2011
3.2.5. Monitoring the preparation of programmes for respect of diversity and multiculturalism in practice in PSIs, EE and SE		Monitoring indicators prepared. Reports contain monitoring results.	ME EIO EQAO	MC LSGUs	MHMR CAs	International and domestic legal documents	Human rights Culture History	2008-009.		

3.2.6. Development of educational institution as intercultural environment in PSIs, EE and SE	a) preparation of instruction for educational institutions			Instruction prepared. Existing materials collected and developed. Indicators developed for monitoring the implementation of intercultural contents.	ME EIO	MC LSGUs CAs	MHMR CAs	Examples of good practice from schools and PSIs Data of Lc and CAs	Human rights Culture History NYS	2009-2011
	b) development of education material with intercultural contents									
	c) implementation of intercultural contents in educational work and life of school and in school environment									
3.3. Desegregation 3.3.1. Survey of the status, causes and modes of segregation of Roma in education in PSIs and EE	a) analyse the status and causes in the whole territory of the Republic of Serbia			Articles published in professional magazines. Concept of segregation defined. Report with survey results published. Number of segregated classes and schools.	ME CAs	MHMR	NCRNM CAs PI LDEC	Summary of PSIs and schools attended by Roma children Summary of institutions having segregation problem based on the survey	Discrimination Human rights	2009-2010.
	b) opening professional debate on segregation problems									
3.3.2. Abolishment of segregation in education in PSIs and EE	a) preparation of desegregation programmes for institutions in which that problem is pronounced			Indicators prepared that indicate segregation within the framework of two modes in education (segregated schools and classes). Desegregation programme prepared with measures relating to preparatory phase and phase of implementation of measures/activities in educational institutions, based on the prepared indicators. Absence of segregated classes and schools.	ME CAs MHMR	SAs EIO LSGUs	NCRNM PI LDEC	Result of surveys and measures implemented in the area of desegregation in several schools in the territory of the Republic of Serbia during 2007 and 2008. Current projects CAs and ME with pilot programmes Data of SAs Data of CAs	Discrimination Human rights	2009-2011
	b) application of desegregation programmes in educational institutions									
	c) preparation of local communities and schools in the whole territory of LCs for the provision of support to implementation of desegregation programmes (even enrolment of children in schools located in the territory of local self-government units									
3.3.3. Monitoring desegregation in education based on the prepared indicators in PSIs and EE	a) implementation of adopted measures in educational institutions			Criteria and indicators developed within the scope of monitoring the quality of school work. Number of schools in which the measures are implemented.	ME EIO EQAO	MHMR	NCRNM CAs PI	Experiences of other countries Data from reports in the communities that started the	Discrimination Human rights	2009-2011

																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																									</
--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	----

4. Fostering cultural identity	3.4.5. Identify and reward those institutions that achieve the best results in provision of support to development of antidisiscriminatory culture in PSIs, EE, SE, PSUE and OD	a) carry out the procedure of annual rewarding b) promotion of rewarded institutions in the media	Rewarding criteria and procedures set. Institutions develop and apply programmes attractive for all children: elective and optional programmes, curricular and extracurricular activities. TV broadcasts and articles	ME Media	CAs Lc MC MYS MHMR	NCRNM LSGUs CSW	Data of SAs DevInfo School documentation and records Data of Centre for social works	Social care Culture Youth Journalism	2009-2011
	4.1. Creation of romology experts 4.1.1. Creation of Romology Department	a) analysis of human resources b) analysis and presentation of results and effects of existing romology programmes c) institutionalisation of existing romology programme and its expansion to universities d) preparation of a study programme the completion of which provides the title of graduate romologist – MA, with the possibility of working in educational institutions e) establishment and development of cooperation with foreign universities	Romology Department established. Number of departments established. Number of students enrolled. Exchange of students and teaching staff realised. Study visits and joint projects realised.	ME University NCRNM	NEC Foreign universities	MHMR	Data of and cooperation with relevant colleges in other countries		2009-2011
	4.1.2. Preparation of romology programmes and organisation of romology courses in vocational schools and colleges		Romology courses organised. Number of courses.	Romology courses organised. Number of courses.	EIO Professional associations	MHMR	Data on romology courses in particular communities	Human rights	2009-2011
	4.2. Support to development of children's cultural identity 4.2.1. Introduction of contents that recognise Roma history, tradition and culture in the work programmes of pre-school institutions (nursery schools) and schools	a) organisation of activities at the level of pre-school groups, classes and grades in schools b) use of additional literature in addition to regular curriculum	Examples of good practice collected. Presence (number and quality) of contents that recognise Roma culture.	ME CAs	NCRNM MC	Educational advisors in PPS	Examples of good practice Current projects	Human rights External evaluation based on adopted standards	2009-2011

	4.2.2. Introduce contents of Roma history, tradition and culture in programmes of social-science colleges		Staff educated for the application of contents with Roma history, tradition and culture topics.	ME CPB CAs	NCRNM MC	CAs EIO	Existing programmes of colleges Data of civil associations in the countries in the region	Culture NYS Human and minorities rights	2009-2011
	4.3. Optional instruction or elective curriculum for the subject "The Romani language with Elements of National Culture" 4.3.1. Application of the curriculum for the subject "The Romani language with Elements of National Culture"	a) amendments to the curriculum for the subject "The Romani language with Elements of National Culture"	Number of schools applying the curriculum for the subject "The Romani language with Elements of National Culture". Procedures set for monitoring the application of curriculum for the Romani language subject. Textbooks and accompanying manuals (with teaching aids) prepared and printed. Roma culture contents introduced in particular subjects.	ME MLJ ME EIO ME EIO	CAs MYS MC	NCRNM MHMR MHMR	Existing curriculum Data of CAs Data of MHMR	Culture NYS	2009-2011
		b) gradual introduction of elements of Roma culture in particular educational subjects							
		c) preparation of textbooks, accompanying manuals and teaching aids for the subject "The Romani language with Elements of National Culture"							
	4.3.2. Training the teaching staff for the subject "The Romani language with Elements of National Culture" in EE and SE		Textbooks, manuals and teaching material prepared. Programme accredited. Number of educated teachers. Number of schools in which this subject exists. Number of all pupils who opted for this subject.	ME EIO CAs	MHMR MC	MHMR NCRNM	Database of teachers for the subject "The Romani language with Elements of National Culture" Examples of good practice: - introduction of Roma culture elements for all children within the scope of regular and extracurricular activities Project implementation – cooperation between civil associations and educational institutions	Advanced training of teaching staff	2009-2011
	4.3.3. Development and improvement of publishing in the Romani language in EE and SE		Number of publications published.	ME	CAs Els Publishers	NCRNM MHMR	Publishing activity of the countries in the region Data on publishing of MHMR and MC	Culture Publishing	2009-2011
			c) support to publishing magazines for children and youth in the Romani language						

2. HOUSING CONDITIONS

Goal	Measures and activities	Indicators	Implementers			Monitoring	Data	References	Period
			Competent institutions	Partners					
2.1. Introduction of the principles of affirmative action in housing legislation and related legislation and strategic documents	2.1.1. Amendments to housing laws and related laws and strategic documents in accordance with the principles of affirmative action	Amendments to housing laws and related laws and strategic documents carried out.	MESP	MHMR IO CAs		NCRNM CAs dealing with problems of Roma housing and settlements	Web site of the National Assembly of the Republic of Serbia Reports and information of the Government of the Republic of Serbia and competent Ministries Poverty Reduction Strategy	Social policy Culture rights Cultural autonomy Employment policy Education policy Health care policy	2009-2011
	2.1.2. Harmonisation of domestic legislation with the Covenant on Economic, Social and Cultural Rights								
2.2. Comprehensive and sustainable reconstruction and improvement of the condition of living in Roma settlements	2.2.1. Research and survey of Roma housing needs carried out.		LSGUs MESP	IO CAs		Existing utility services of local self-government units Special group formed in local self-government unit, which manages and monitors implementation of the entire programme Independent institutions in the area of housing and urban planning MHMR Existing services of local self-government units CAs	Poverty Reduction Strategy Research of the Society for Improvement of Roma Settlements Research of the Ethnicity Research Centre Data of local self-government units and institutions at the local level	Accessibility of social services Connection with schools Engaging the inhabitants of settlements in the process of improving the conditions through employment and work engagement for the purpose of economic strengthening Process of legalisation of structures in the Republic of Serbia	2009 2011
	2.2.2. Infrastructural network constructed in Roma settlements – streets, water supply, sewerage, power supply system – to the level equal to that of the neighbourhood.								
	2.2.3. Inclusion of Roma settlements in the town/ municipal network of social and community services.								
	2.2.4. Strengthening institutional capacities in housing agencies and other organisations dealing with housing problems at local and national levels.								
	2.2.5. Relevant planning (town planning) documentation prepared: a) for all Roma settlements that already have a regulated property status b) for the Roma settlements for which the property status is yet to be regulated								
	2.2.6. Regulating the property status of housing structures ¹³ : a) in the Roma settlements located on the land owned by some of the state-owned institutions b) in the Roma settlements located on privately-owned land								
2.3. Dealing with urgent situations in slums and evacuation of slums	2.3.1. Evacuation of settlements (slums) in which the conditions are extremely poor and which cannot be covered by the process of improvement and reconstruction.	Around 30 slums – settlements (5%) evacuated. Flats constructed at new locations for around 3,600 families (all slum inhabitants i.e. around 11% of inhabitants)	LSGUs	MESP IO		Ministry of Human and Minority Rights Special group formed in the town and municipality	Poverty Reduction Strategy Research of the Society for Improvement of Roma Settlements	Accessibility of social services Connection with schools Engaging the inhabitants of settlements in the	2009-2011

2.3.2. Construction of new flats at appropriate locations. 2.3.3. Solving housing problems of Roma by settling them in abandoned villages in Serbia	Number of Roma families settled in abandoned villages in Serbia.					Existing town and municipal services	Research of the Ethnicity Research Centre	process of improving the conditions through employment and work engagement for the purpose of economic strengthening Demographic development Agriculture Villages with aging population	2009-2011
	2.4. Addressing housing needs of Roma IDPs	2.4.1. Providing technical solutions for the improvement of living conditions and sanitary-hygienic conditions. 2.4.2. Measures and actions for the purpose of sustainable return of Roma to K&M. 2.4.3. Measures and actions for the purpose of permanent integration.	MK&M CRRS	IO		Ministry of Human and Minority Rights NCRNM UNHCR UNHABITAT	Data of Ministry for Kosovo and Metohija Data of Commissariat for Refugees Data of UNHCR	Strategy for integration of refugees and displaced persons Programmes and projects relating to IDPs	
	2.5. Action training of inhabitants of Roma settlements for inclusion in the work of local decision-making bodies and forming local self-government bodies in the territories where Roma settlements with 1000 to 5000 Roma citizens are located	2.5.1. Training and motivating individuals from ghettos. 2.5.2. Forming the Council of Inhabitants of Roma settlement with 200 to 1000 inhabitants. 2.5.3. Training and forming local offices in homogenous units – settlements with 1000 to 5000 inhabitants.	LSGUs	CAs		MPALSG	Research of the Ethnicity Research Centre Research and experiences of the Society for Improvement of Roma Settlements 2002 Census of settlements and Roma made by the YUROM Centre	Local self-government and optimisation of municipalities Decentralisation Local democracy Cultural rights Civic activism	
	2.6. Integration of settlement of inhabitants into the surrounding community	2.6.1. Actions of Roma and non-Roma population	LSGUs	MESP MHMR CAs		IO	Annual reports of local self-government units	Anti-discrimination	

3. EMPLOYMENT									
Goal	Measures and activities	Indicators	Implementers		Monitoring	Data	References	Period	
			Competent institutions	Partners					
3.1. Creating records and a relevant database on unemployed Roma people	3.1.1. Media campaign and raising awareness of the importance for Roma to declare themselves by their ethnicity	Number of media involved in the campaign. Number of printed and disseminated materials. Number of presentations in media. Records created and data base developed.	NES	MERD CAs	MHMR	Reports of CAs Data of MHMR	Living standard survey	2009 -2011	
	3.1.2. Records and development of a database on unemployed Roma								
3.2. Improvement of entrepreneurship among Roma men and women	3.2.1. Informing unemployed Roma on possibilities and requirements for starting up their own business.	Number of informed Roma. Number of Roma people to whom funds were approved. Number of Roma users of start-up and micro loans. Sustainable mechanism established.	MERD	ME	IO	Data of NES	National employment strategy for the 2005-2010 period	2009 -2011	
	3.2.2. Subsidies for self-employment.		Development fund of j NES	MHMR CAs	CAs	Reports of CAs	SME and entrepreneurship development strategy		
3.3. Incentives and support to employers for creating jobs and equipping work places intended to employ Roma men and women	3.2.3. Start-up and micro loans from the Development Fund.	Number of employers informed on the importance of employing the Roma. Number of newly employed Roma men and women. Number of Roma men and women for whom their employers became entitled to the subsidy.							
	3.2.4. Establishing sustainable mechanisms for improving entrepreneurship and employment of Roma men and women.								
3.4. Prevention of redundant employees of Roma national minority	3.3.1. Raising employers' awareness of the importance of employing Roma men and women.	Number of Roma men and women who were kept employed by the implementation of measures. Number of Roma men and women who passed training programmes. Number of Roma people who got employed by pooling their redundancy payments.	MERD NES	CAs	CAs MHMR	Data of MHMR Data of NES	National employment strategy for the 2005-2010 period	2009 -2011	
	3.3.2. Subsidies to employers for creating new jobs and equipping new work places.								
3.5. Increasing employability of Roma men and women	3.3.3. Subsidies for mandatory social insurance contributions.	Number of informed Roma. Seminar conducted. Number of Roma men and women involved in the programmes.	NES MERD	Employers in the process of addressing redundancy	CAs MHMR	Data of MHMR Data of NES	Education Social policy	2009 -2011	
	3.4.1. Implementation of statutory measures by employers in the process of addressing redundancy before dismissal.								
3.5. Increasing employability of Roma men and women	3.4.2. Implementation of additional education and training programmes.	Number of informed Roma. Seminar conducted. Number of Roma men and women involved in the programmes.							
	3.4.3. Stimulating the pooling of redundancy payments for employment purposes.								
3.5. Increasing employability of Roma men and women	3.5.1. Informing the Roma in the area of labour legislation and employment.	Number of informed Roma. Seminar conducted. Number of Roma men and women involved in the programmes.	NES CAs MERD	ME	CAs MHMR	Data of MHMR Data of NES	Education	2009 -2011	
	3.5.2. Implementation of a motivational seminar intended for unemployed Roma.								
	3.5.3. Inclusion of unemployed Roma men and women into additional education and training programmes.								

3.5.4. Development of special training programmes intended for Roma men and women.	Training programme developed.										
	3.5.5. Inclusion of unemployed Roma men and women into an active job hunt, job hunting clubs, and job fairs.	Number of Roma men and women involved in an active job hunt.		CAs		MERD IO		NES	Data: MHMR Data of NES	National employment strategy for the 2005-2010 period	2009-2011
3.6. Organization and inclusion of unemployed Roma men and women into the public works programme	3.6.1. Information campaign and motivation of unemployed Roma men and women for employment in public works.	Number of Roma informed through campaigns. Number of informed representatives of local self-government units. Number of prepared projects.									
	3.6.2. Informing local self-government units and raising awareness of the importance of public works.										
	3.6.3. Provision of assistance in the preparation of project proposals for public works.										
3.6.7. Increasing the number of employed Roma men and women in public institutions	Promotion of and affirmative action in the employment of Roma men and women in institutions on local and national levels.	Number of Roma men and women employed in public administration.	Government of the Republic of Serbia Competent ministries					MHMR ME	Data of competent ministries	Political presentation	2009-2011
3.8. Formalizing the employment/ legal status and employment of collectors of recyclables	3.8.1. Introduction of the recyclables collector occupation into the universal nomenclature of occupations.	Classified activity and occupation	RRA MF	CAs IO				MHMR	Data of MHMR Data of NES	Environmental protection Health care Rights arising from employment	2009-2011
	3.8.2. Classification of the recycling and recyclables collection activities										
3.9.1. Organization of a donors' conference in order to raise funds planned for the employment of Roma men and women	a) Gathering positive experiences from countries included in the Decade of Roma and EU countries b) Organisation of the conference	Positive experiences gathered. Conference held.	MERD MHMR	CAs IO				Government of the Republic of Serbia	INDOK system		2009-2011

4. DISPLACED PERSONS									
Goal	Measures and activities	Indicators	Implementers		Monitoring	Data	References	Period	
			Competent institutions	Partners					
4.1. Issue of IDP identity cards to displaced Roma without such ID cards	4.1.1. Making decision on minimum required documents to facilitate the issuance of IDP identity cards.	Number of displaced Roma people from Kosovo and Metohija with issued IDP identity cards. The database updated.	Government of the Republic of Serbia CRRS Mol NCRNM	CAs IDPs	MHMR CAs IO	Data of CRRS Reports of UNHCR Surveys of the Minority Rights Centre and "Praxis"	Social care Health care Education	2009-2011	
	4.1.2. Making entries in and updating of the database.								
4.2. Registering Roma IDPs, who have not been registered previously, in the records on the personal status of citizen	4.2.1. Professional development of employees in local self-government units, education, and guidance through the organization of seminars, instructions, trainings in order to provide adequate services to IDPs.	Number of IDPs who exercised their rights.	MPALSG supported by: CRRS NCRNM	MHMR LSGUs CAs IDPs	CAs IO	"Praxis" reports International Red Cross reports Reports of registry offices relocated from Kosovo and Metohija	Social care Health care Education Employment	2009-2011	
	4.2.2. Information campaign.								
	4.2.3. Provision of legal assistance and logistic support necessary for the exercise of the mentioned rights.								
4.3. Provision of health care to displaced Roma without legal grounds for residence	4.3.1. Adopting the instructions for implementation of provisions of the Law on Health Care regarding the treatment of special categories of population.	Sizeable number of Roma displaced from K&M who exercise their right to health care and social care.	Government of the Republic of Serbia LC	CAs	MHMR International organisations MRC	Surveys of the Minority Rights Centre UNHCR research CAs reports	Social care Health care Education Employment	2009-2011	
4.4. Provision of access to employment rights to Roma people displaced from Kosovo and Metohija	4.4.1. Registering Roma IDPs without legal grounds for residence in NES offices (National Employment Service)	Number of Roma IDPs registered with the NES and NES offices	MERD NES LSGUs	IDPs associations	MHMR IO CAs	CAs reports	Social policy AP for Roma Employment	2009-2011	
	4.4.2. Assistance for registering with the NES.								
	4.4.3. Inclusion in the general measures for Roma employment.								
4.5. Integration in the educational system	4.5.1. Inclusion in the general measures for improvement of Roma education.	Number of Roma IDPs' children integrated in the educational system.	ME	NCRNM CAs	MHMR CAs	CAs reports	AP for improvement of Roma education.	2009-2011	
4.6. Solving residential problems of Roma people displaced from Kosovo and Metohija	4.6.1. Providing alternative housing solutions to people in informal settlements threatened by eviction.	Number of Roma IDPs provided with adequate accommodation.	LSGUs CRRS	IO	MHMR Housing Committee	Poverty Reduction Strategy Research of the Society for Improvement of Roma Settlements Research of the Ethnicity Research Centre	Accessibility of social services Connections with schools Engagement of settlement residents in work	2009-2011	

									League for Roma Decade (LRD)	Existing town and municipal services		on improvement of conditions with the aim of economic improvement		
									IDPs associations	Government of the Republic of Serbia CRRS NCRNM		Social care Employment Education PHS		2009-2011
									MK&M CAs	Danish Refugee Council reports UNHCR		Media and provision of information		2009-2011
5. RETURN BASED ON THE READMISSION AGREEMENT														
Goal	Measures and activities	Indicators	Implementers		Monitoring	Data	References	Period						
			Competent institutions	Partners										
5.1. Establishing a universal database on returnees	5.1.1. Integration and updating the database on returnees.	Data on returnees updated. Adequate access to database	MHMR-Mol	IO CAs	LD	Records of MHMR	Strategy for reintegration of returnees as per readmission agreement	2009-2010						
5.2. Solving the problem of personal and other documents	5.2.1. Exemption from the payment of document translation costs 5.2.2. Developing guidelines to centres for social work regarding solutions to the problem of returnees.	Number of returnees provided with assistance. Guideline developed.	ME MLSP	IO	MHMR NCRNM MRC	Reports of following organisations: UNHCR CE IOM MRC	Education Employment Social care	2009 - 2011						
5.3. Integration in the educational system	5.3.1. Implementation of guideline for schools for mandatory enrolment of children returnees. 5.3.2. Validation of school documents. 5.3.3. Training and sensitisation of teaching staff. 5.3.4. Assistance in the provision of school documents from abroad in the shortest possible time.	Guideline developed, successful implementation of instructions. Number of validated documents Number of assisted children.	ME MLSP	IO	MHMR NCRNM MRC	Reports: UNHCR CE IOM MRC 484 Group	Education	2009 - 2011						

6. PERSONAL DOCUMENTS							
Goal	Measures and activities	Indicators	Implementers		Monitoring	Data	References
			Competent institutions	Partners			
6.1. Provision of conditions for registration of habitual residence and temporary residence for persons without legal grounds for residence	6.1.1. Decree on designation of house numbers, enumeration of buildings, and naming of populated places, streets, and squares, supplemented with a decree that enables the designation of house numbers to houses in Roma settlements	Amended decree on designation of house numbers, enumeration of buildings, and naming of populated places, streets, and squares.	RGA	MHMR CAs	NCRNM LD – WG for personal identity documents	The Roma and the right to legal personality –MRC (2006) Access to personal documents for internally displaced persons – Praxis (2007) Break the chain of exclusion • UNICEF (2007)	2009 - 2011 Education Employment Health care Social care Housing
	6.1.2. Adopting the Decision on naming non-regulated Roma settlements, their parts, and streets.	Number of named Roma settlements, their parts, streets.	LSGUs				
	6.1.3. Identification of actual conditions in the field.	Population survey conducted and analysed.	LSGUs				
	6.1.4. Adopted Decision on allocation of house numbers to residents of Roma settlements without legal grounds for residence.	Mol guideline issued, and the number of Roma with registered habitual residence.	LSGUs				
	6.1.5. Amendment to the Law on Habitual and Temporary Residence of Citizens that will enable the determination of habitual residence for citizens without habitual residence on any legal grounds, by the place of their actual residence.	Number of persons with registered habitual residence based on the Decision on Determination of habitual residence.	Mol				
6.2. Subsequent entry of the fact of birth in the birth registry and registration of the fact of citizenship	6.2.1. Making amendments to special laws to facilitate subsequent entries of the fact of birth in the birth registry.	Number of persons who acquired legal personality (number of positive decisions comparing to the number of applications).	MHMR MPALSG MJ	NCRNM	LD – WG for personal identity documents	MPALSG statistics The Roma and the right to legal personality –MRC (2006) Access to personal documents for internally displaced persons – Praxis (2007) Break the chain of exclusion -Unique (2007) Legal analysis of the position of IDPs Praxis and UNHCR report (2008) Legally Invisible Persons in Seven Stories –Praxis (2008)	2009 - 2011 Education Employment Health care Social care Housing
	6.2.2. Regular professional training of employees in competent bodies and their sensitisation to the needs and problems of Roma who are not entered in the registry books (written guidelines, seminars, instructions).	A qualitative assessment by CA addressing these issues.					

6.3. Informing the Roma of the procedure for issuance of personal documents	6.3.1. Organising a campaign to inform the Roma of registration procedures.	Number of campaigns and geographic coverage.	MoI MHMR	MLSP MPALSG CAs	NCRNM LD- PDC	The Roma and the right to legal personality –MRC (2006) Access to personal documents for internally displaced persons – Praxis (2007) Break the chain of exclusion –UNICEF (2007) Legal analysis of the position of IDPs Praxis and UNHCR report (2008) Legally Invisible Persons in Seven Stories - Praxis (2008)	Media and provision of information Human rights	2009 - 2011
	6.3.2. Printing brochures with instructions for issuance of personal documents.	Number of distributed brochures. Number of persons provided with legal assistance.						
	6.3.3. Legal assistance in procedures.	Number of positive decisions comparing to the number of applications. Number of local self-government units with engaged Roma coordinators						
	6.3.4. Introducing Roma coordinators in local self-government units with a substantial number of Roma.							

7. SOCIAL INSURANCE AND SOCIAL CARE

Goal	Measures and activities	Indicators	Implementers		Monitoring	Data	References	Period
			Competent institutions	Partners				
7.1. Improved accessibility of rights in the area of Roma social care (forms, measures and services)	7.1.1. Further deployment of coordinators for Roma population in local self-government units with a substantial number of Roma inhabitants: • Classification of the positions of Roma coordinators in local self-government units • Training of Roma coordinators and representatives of local self-government units 7.1.2. Involvement of Roma representatives in the work of the Management Board of the Centre for Social Work. 7.1.3. Formation of an inter-municipal CSW for Orahovac and Velika Hoča.	Specific needs of Roma population identified. Larger coverage of Roma families who exercised their rights in the area of social care. More effective cooperation between the CSW and Roma settlements (data from targeted empirical research). Better communication between government institutions and the Roma community (data from targeted empirical research). Empowering the Roma population aimed at its advance in the social hierarchy through a positive example of their representatives within Centre for Social Works (CSW) (data from targeted empirical research). Roma attitude towards the degree of involvement of Roma in mainstream reforms (data from targeted empirical research).	LSGJs MK&M	MHMR CAs IO	NCRNM LD	Decisions on classification in local self-government units. Regular annual reports of Centres for Social Work with the analysis of submitted and resolved applications regarding Roma population	Social Care Development Strategy Poverty Reduction Strategy	2009 - 2011 2009 - 2011 2009 - 2011

7.2. Better knowledge of Roma about their rights in the area of social care	7.2.1. Preparation and distribution of information material in Serbian and Romani languages (brochures and leaflets) about rights in the area of social care and methods for their exercise.	Larger number of exercised rights in the area of social care (data from targeted empirical research).	MLSP CSW RCs	NCRNM IO	MHMR LD	Report on the distribution of printed materials	Social Care Development Strategy Poverty Reduction Strategy	2009-2011
7.3. Protection of children's rights	7.3.1. Implementation of programmes for raising the level of parents' competence.	Number of implemented programmes.	SPD	CAs IO	Project implementation reports CSW annual reports	Social Care Development Strategy PRS UN Convention on the rights of the child	Data: CSW MLSP	2009 - 2011
	7.3.2. Support to the development of foster care as the most adequate form of care for children without parental care.	Number of involved participants. Number of children provided with care within foster families.						
	7.3.3. Organising reintegration programmes for "street children".							
7.4. Sustainable integration of Roma population in the local community	7.4.1. Development of special prevention programmes to support Roma families, particularly women and children (psycho-social assistance in integration, promotion of family accommodation).	Reduced number of users of social care service beneficiaries and their dependence on social benefits. Number of operative work groups at the level of local self-government units. Roma CAs, strengthened and enabled to perform the role of a partner in social care institutions.	MLSP MHMR	LSGUs Local CAs	LD CAs	Programme implementation reports Reports on the work of LD work groups	Education National minorities rights	2009 - 2011
	7.4.2. Development of programmes against prejudice and training of human resources in social care institutions .							
	7.4.3. Networking of all institutions in the local community which are of vital importance for Roma population empowerment.							
	7.4.4. Empowerment of Roma Civil associations for involvement in the provision of social services at the level of professional standards.							

8. HEALTH CARE

Goal	Measures and activities	Indicators	Implementers			Monitoring	Data	References	Period
			Competent institutions	Partners					
8.1. Establishment of the state of health of the Roma population	8.1.1. Defining a set of indicators to monitor the health status of Roma population.	A defined set of indicators of the health status of Roma population that are monitored regularly. Number of conducted targeted research projects on the health status of Roma with published and presented results.	LC HCIs RHM	CAs NCRNM	RSO MHMR IO		Population census and relevant databases of the Republic Statistical Office	Social policy Housing	2009 - 2011
	8.1.2. Analysis of results of the Roma health improvement projects.								
	8.1.3. Periodical conduct of targeted research of the Roma health status.								
8.2. Improvement of exercise of the right of Roma to health care through monitoring the application of the Law on Health Care	8.2.1. Registration of Roma population for the purpose of acquiring rights to health care according to the Law.	Number of Roma who exercise their rights to health care.	LC RHIO HCIs RHM	NCRNM CAs	International and donor organisations LD		RHIO records LC	Human rights	2009 - 2011
	8.2.2. Organising education of Roma on the rights to health care.	Number of educated Roma in the area of right to health care. Number of implemented seminars and workshops.							

8.2.3. Organising seminars and workshops for health professionals in order to inform them of specific needs of Roma population, and to establish better communication and understanding.	8.2.4. Registration of implementing partners for education in this area.	Number of health professionals of both genders who participated in seminars and workshops. Number of implementing partners for education projects.	LC HCIs	CAs, Public Health Institutes, IO (WHO, UNICEF)	Competent ministries International donors	Database of the Ministry of Health on implemented projects Reports of Roma women –health mediators. Report on the work of the polyvalent visiting nurse service	Social policy Employment	2009 – 2011
	8.3.1. Implementation of projects for improvement of Roma health (priorities: coverage with mandatory immunisation, improvement of reproductive health, prevention of chronic non-contagious diseases, specific health care for Roma engaged in recyclables collection etc.) 8.3.2. Engagement of Roma women as health mediators. 8.3.3. Support to the project “Improvement of nutritional status of infants and young children in Roma settlements”, through cooperation with WHO and UNICEF. 8.3.4. Work of visiting nurses in Roma settlements.	Number of Roma covered by health improvement projects. Number of Roma covered by the work of health mediators. Number of approved and implemented projects by priority. Project beneficiaries’ satisfaction survey. Number of Roma women engaged as health mediators by local self-government units. Number of children in Roma settlements covered by the project “Improvement of nutritional status of infants and young children in Roma settlements” Number of Roma families covered by the work of visiting nurses.						
8.3. Improvement of accessibility of health care to the Roma population	8.4.1. Analysis of hygienic/ epidemiological conditions in Roma settlements	Percentage of households with necessary sanitary conditions.	Ministry of Health, offices and public health institutes in cooperation with all competent bodies in local self-government units	CAs	Public health institutes and offices, Competent ministries local self-government units	Database of the Ministry of Health on implemented projects Public Health Office Reports of relevant services in local self-government units	Social policy Employment	2009 –2011
	8.4.2. Measures proposed by the public health institutes for the improvement of housing conditions in terms of safe drinking water supply, proper disposal of liquid and solid waste	Number of proposed measures for the improvement of hygienic /epidemiological situation and living environment submitted to competent bodies in local self-government units.						
	8.4.3. Local self-government units to take action according to recommendations given by the public health institutes	Number of local self-government units that took action according to recommendations of the institute. Beneficiaries’ satisfaction survey.						
	8.4.4. Proposals for necessary relocation of settlements where conditions are extremely bad and which cannot be covered by the improvement process, as assessed by the institute							
8.4. Improvement of living environment in the Roma community								

9. STATUS OF WOMEN									
Goal	Measures and activities	Indicators	Implementers		Monitoring	Data	References	Period	
			Competent institutions	Partners					
9.1. Improvement of the policy of equal opportunities and rights of Roma women through the work of Roma associations dealing with sex, gender, and Roma issues	9.1.1. Strengthening Roma women's network	Participation of Roma women activists in creating equal opportunity policies at the national and local levels. Number of distributed bulletins.	MHMR	MLSP-Administration for Gender Equality	Civil associations	CAs reports	National strategy for improvement of position of women and improvement of gender equality	2009-2011	
	9.1.2. Preparing bulletins on rights of Roma women and possibilities for their accomplishment, with CEDAW recommendations								
9.2. More active role of Roma women in the democratisation process	9.2.1. Participation of Roma women in public and political life a) Activities oriented toward the respect of quota systems within Roma political parties and bodies that represent them, including the National Council of Roma National Minority, work groups, etc. b) Provision of affirmative action measures to increase the involvement of Roma women in representative bodies by 30% of the obtained number of mandates for representatives of national minorities c) Providing the quota for women representatives of national minorities in working bodies and agencies founded by the Republic of Serbia	Number of Roma women within Roma political parties and bodies that represent them. Number of participants in education seminars on human rights and involvement in public and political life. Number of projects of Roma women's organizations funded by the government for the inclusion of Roma women in public and political life.	Roma women's citizen associations	OSCE	International organisations	IO reports CAs reports	National strategy for improvement of position of women and improvement of gender equality	2009-2011	

9.5. Disclosing (raising) the problem of underage and arranged marriage in the community	9.5.1. Forming a youth counselling service in relevant institutions and non-government organizations	Number of female and male users of the counselling service. Number of cases reported. Number of prosecuted cases.	CSW Prosecutor's Office Mol MJ	OSCE CAs	NCRNM	Surveys of Roma women's organisations Surveys of anti-trafficking organisations	CAs data	2009-2011
	9.5.2. Education of Roma population in the notions of common law and compliance with the law							
9.6. Establishing (legal and functional) mechanisms for protection of women and children against trafficking and exploitation	9.6.1. Regular collection of information on women victims of trafficking	Database on trafficking in women. Number of trained and sensitised services.	Mol	Roma women's network	OSCE MHMR	Surveys of OSCE and women's groups dealing with the problems of trafficking in women	CRC Social exclusion of children in Serbia National Action Plan for Children	2009-2011
	9.6.2. Training and sensitisation of services and relevant civil associations to the specificity of Roma women – trafficking victims	Number of trainings and public campaigns. Reduced number of trafficked women.	IOM Local self- government units	Roma women's CAs NCRNM (Commission Women's Concerns)				
	9.6.3. Enforcement of statutory measures for more efficient operation of institutions	Number of children included in cultural/ development programmes.						
	9.6.4. Mediation work in counselling services with victimised Roma women							
	9.6.5. Systematic approach to the problem of "street children"	Reduced number of "street children".						
9.7. Protection of women against discrimination	a) Establishing open and closed safe houses, half-way houses b) Training services to act and help "street children" c) Formalising the existing models and providing funds from municipal and government budgets.							
	9.7.1. Roma women in family and society and changing the stereotypical image of the role of Roma women in family and society	Law enforcement monitoring and analysis of practice. Change in social awareness through public opinion surveys.	Administration for Gender Equality Roma women's CAs MHMR	IO	Council of the Republic of Serbia for Gender Equality	Surveys of the Minority Rights Centre, the Humanitarian Law Fund, and Roma women's civil associations	Action plan for anti- discriminatory measures	2009-2011

		Increased number and quality of texts in the press on the Roma national minority.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																						
--	--	---	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--

	11.1.5. Preparation of the institution's programme on an annual basis (by 1 June of the current year for the next year).	Annual programme of the central institution prepared. Planned funds for supporting cultural projects and programmes.	The central institution staffed	NCRNM	CAs MHMR	Reports of competent institutions	Minority rights Employment	2009-2011
	11.1.6. Planning funds for supporting cultural programmes and projects							
11.2. Provided support to professional staff for establishing standards and improving standards in culture	11.2.1. Organisation of round tables and public discussions in order to set standards	Round tables and public discussions organised throughout Serbia. Standards set.	MC LSGUs The central body for preservation and care of Roma culture					
	11.2.2. Provision of professional, financial and logistic support to raise the level of competence	Professional, financial and logistic support for raising the level of competence provided						
12. POLITICAL PARTICIPATION AND REPRESENTATION								
Goal	Measures and activities	Indicators	Implementers		Monitoring	Data	References	Period
			Competent institutions	Partners				
12.1. Exercising the right to vote by members of the Roma national minority	Support to the supply of information to local Roma communities on the electoral procedure and rights of voters	Turnout of Roma community in elections	MHMR	CAs IO	CAs	Electoral roll of the Republic of Serbia Targeted survey on turnout in elections	Human rights	2009-2011
12.2. Contribution to equal share of Roma men and women in public services	12.2.1. Employment of Roma men and women in government institutions and improvement of internship programmes	Number of employed persons	Government of the Republic of Serbia Executive Council of AP Vojvodina Assembly of the Republic of Serbia Assembly of AP Vojvodina LSGUs	IO	MHMR	Data of MHMR	Human rights	2009-2011
	12.2.2. Employment of Roma men and women in bodies of local self-government units and improvement of internship programmes							
12.3. Support to the development of local policies for improving the position of the Roma	12.3.1. Building capacities of local self-government units for the development of local strategy papers for improving the position of Roma people	Number of local self-government units that have strategy papers for improving the position of Roma	LSGUs	IO CAs	MHMR	Databases: PRS MHMR	Human and minorities rights	2009-2011
	12.3.2. Provision of support to local plans	Number and quality of implemented plans	LSGUs	CAs IO	MHMR	Databases: PRS MHMR	Human and minorities rights	2009-2011

13. DISCRIMINATION AND RELATED ISSUES									
Goal	Measures and activities	Indicators	Implementers		Monitoring	Data	References	Period	
			Competent institutions	Partners					
13.1. Raising awareness of the problem of discrimination and action in cases of discrimination	13.1.1. Campaigns against discrimination	Number of conducted campaigns. Number of covered target groups. Number of printed and disseminated materials. Campaign performance assessment. Change of citizens' attitudes.	Government of the Republic of Serbia Competent ministries LSGUs	NCRNM MHMR CAs	LD IO	Reports : CE European Commission UNHCR Praxis UNICEF, MRC 484 Group Public opinion surveys	Education Employment Housing Health Social care Culture Media and provision of information	2009-2011	
	13.1.2. A campaign on available legal remedies in case of violated rights								
13.2. Enhancing specialist knowledge on international standards and national legislation	13.2.1. Organisation of specialist trainings for staff of the police, judiciary, and local self-government units	Number of effectively implemented trainings. Number of male and female participants. Assessment of performance of trainings conducted.	MHMR	Mol IO NCRNM	LD CAs	Data of MHMR	Human rights	2009-2011	
13.3. Employment of a larger number of Roma people in the police, judiciary, and local self-government units	13.3.1. Implementation of affirmative action measures for employment	Number of Roma employed with the police, judiciary, and local self-government units.	Competent ministries	MHMR IO NCRNM	LD CAs	Comparative analysis RSO	Employment	2009-2011	
13.4. Support to organisations that offer legal assistance to victims of discrimination	13.4.1. Donations to civil associations that represent victims of discrimination	Amount of allocated funds. Number of implemented projects. Number of involved civil associations.	Competent ministries	IO CAs	NCRNM LD				
	13.4.2. Inclusion of civil associations in activities of institutions								
13.5. Monitoring the implementation of the Anti-Discrimination Law	13.5.1. Cooperation with the Commissioner	Number of court proceedings initiated pursuant to this Law. Number of decisions made by the Commissioner. Number of involved civil associations.	Ministry of Justice	MHMR IO NCRNM	MRC CALS				
	13.5.2. Cooperation with civil associations								
13.6. Adoption and implementation of the Law on Gender Equality	13.6.1. Monitoring the implementation of this Law at national and local levels.	Number of court proceedings initiated pursuant to this Law. Number of judgments in favour of women plaintiffs. Number of involved civil associations. Number of involved women's civil associations.	MJ	MHMR IO NCRNM	MRC CALS PAs				
	13.6.2. Cooperation with civil associations								

Published by:

The Ministry of Human and Minority Rights

For the publisher:

Petar Antić, Deputy Minister

Prepared by:

Ljuan Koko
Anne-Maria Ćuković
Slavica Vasić
Đurđica Ergić

Designed by:

Olivera Batajić Sretenović

**This publication is sponsored
by the Swedish International Development Cooperation
Agency (SIDA) and the United Nations Development Programme (UNDP)**

