

2009 Country Assessment
and the Roma Education Fund's
Strategic Directions

Advancing Education of Roma in Montenegro

2009



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and the Roma Education Fund's Strategic Directions

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Preface

*T*his document is part of a series of Country Assessments produced by the Roma Education Fund (REF). It seeks to provide an analysis of education and the ongoing education reforms from the perspective of the inclusion of Romani children in the countries taking part in the Decade of Roma Inclusion. The document also reviews the different programmes and activities REF has carried out since its establishment in 2005, and highlights the thematic and programme areas on which REF plans to focus during the coming three years. In addition to serving as a tool for the Roma Education Fund's own programming, REF hopes that this document will offer a useful instrument for:

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

The information presented in the document has been discussed with representatives of governments and civil society in Montenegro in order to ensure that the document realistically reflects the actual situation and that the recommendations made are viable. The document reflects the situation at the time when the document was produced. Many countries are experiencing relatively rapid changes, and REF plans to update these assessments on a regular basis.

Acknowledgements

8 *T*he original model for the Country Assessment series was developed by Tünde Kovács-Cerović, Roger Grawe and Alexandre Marc, who also edited the series through the end of 2007. The current Country Assessment follows the new format developed by Toby Linden, Mihai Surdu and Eben Friedman in early 2009. The current editors of the Country Assessment series are Toby Linden and Mihai Surdu.

The main authors of this document are Ivana Petričević, Senad Sejdović and Aleksandar Saša Zeković. They received contributions from Eben Friedman, Saša Milić, Nataša Kočić-Rakočević and Šemsi Šainov, as well as from the participants at the roundtable held in Podgorica on 7 May 2009.

1. Executive Summary

Roma/RAE in Montenegro

Montenegro's 2003 census gives a figure of 2,601 Roma, such that Roma account for 0.4 percent of the country's population. Unofficial data gathered by nongovernmental organisations yield a figure of more than twenty thousand Roma, Ashkali and Egyptians (RAE) in the country, or 3.2 percent of the total population. Although non-Roma in general as well as Roma tend to think of Ashkali and Egyptians as Roma, the members of these groups consider themselves distinct from Roma on historical, linguistic and cultural grounds. To the extent that Ashkali, Egyptians and others in Montenegro face problems in accessing quality education similar to those encountered by Roma, the members of these groups also constitute candidates for inclusion in activities supported by the Roma Education Fund (REF).

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Education

A long-term vision on education reform in Montenegro was formalized and made official in 2001. While progress has been uneven, the Montenegrin government has demonstrated a commitment to improving the education of Roma in recent years through its support for scholarship schemes, increasing Romani children's access to textbooks and school supplies, and the collection of detailed data on Montenegro's Romani population (including refugees and displaced persons as well as Roma long settled in Montenegro).

The most pressing problems for the education of Roma in Montenegro are low enrolment rates (25.2 percent of RAE children enrol in primary education, as compared with 96.9 percent in the general population), high dropout rates (only eighteen percent of RAE children complete primary education, versus 98 percent of all children in Montenegro), and segregation, with informed unofficial estimates indicating that more than 20 percent of Romani pupils in Montenegro attend school in de facto segregated schools and classes. There are no qualified teachers of Romani origin and no Roma employed in key institutions of the education system. Additionally, attention to Roma as an integral part of the history and culture of Montenegro is absent in general education and teacher training curricula.

Strategic directions for future REF activities in Montenegro

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

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- ⇒ Expanding the availability of and enrolment in free-of-charge, integrated pre-school education providing linguistic preparation as well as general educational support to Romani children not already attending pre-school.
- ⇒ Enrolment and support of all Romani children, including those from refugee and displaced families, in integrated primary education.
- ⇒ Developing academic tutoring support for Roma in secondary education, building on and supporting existing scholarship schemes for secondary education in Montenegro by drawing on REF's experiences with tutoring in Macedonia and Serbia.

Major themes of REF's research and policy activities in Montenegro will include:

- ⇒ An overview of the per-pupil costs of government-funded education-related initiatives, as well as of REF-funded projects in Montenegro.
- ⇒ An evaluation of parental needs, expectations and experience related to engagement in school life, providing information on the costs to parents for their children's full participation in compulsory education.
- ⇒ A multi-country assessment of the effectiveness of the various types of interventions that aim to increase Romani students' participation and/or achievement in higher education.

2. The Romani/RAE Population in Montenegro

History and population size

The presence of Roma in Montenegro can be traced back as early as the beginning of the sixteen century. Available evidence further suggests that Roma constituted a population well established in Montenegro by the nineteenth century. As a result of the wars in the surrounding region in the 1990s, there was a significant inflow of refugees and displaced persons, especially from Kosovo. In addition to the problems faced by Roma settled in Montenegro for generations, many of the new arrivals also faced a language barrier, speaking neither Romani nor the official language of Montenegro, but Albanian. Additionally, many identify themselves not as Roma, but as Ashkali or Egyptians.

While non-Roma in general as well as Roma tend to think of Ashkali and Egyptians as Roma, the members of these groups consider themselves distinct from Roma on historical, linguistic and cultural grounds. In addition to divisions among Roma, Ashkali and Egyptians (as well as several smaller groups also generally considered Roma by non-Roma),¹ distinctions between Roma long settled in Montenegro and more recent arrivals from neighbouring republics are salient. All three populations live concentrated primarily in the southern and central areas of the country.

According to the most recent population census, conducted in 2003, Montenegro has 620,145 inhabitants. The same census indicates that the number of Roma is 2,601, such that Roma account for 0.4 percent of the total population.² Because the majority of Roma, Ashkali and Egyptians (RAE) in Montenegro neither possess personal identification documents nor are legally registered, however, it is likely that official figures underestimate the total number of persons in these three groups. Unofficial data gathered by nongovernmental organisations yield a figure of more than 20,000 RAE in Montenegro (3.2 percent of the total population). No information is available on the relative proportions of these three groups within the overall figure for RAE.

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¹ Smaller groups generally considered Roma by both Roma and non-Roma in Montenegro include Kovači, Staropodgoričani, Starobarani and Arlije.

² Zavod za statistiku Crne Gore – MONSTAT, *2006 Statistical Yearbook* (Podgorica: Zavod za statistiku Crne Gore – MONSTAT, 2006). The ethnic categories used in the Montenegrin census are treated as mutually exclusive, such that respondents do not have the option of indicating membership in multiple groups.

General situation of the RAE population

Poverty and unemployment

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The poverty rate among RAE households in Montenegro is 4.5 times higher than the national poverty rate.³ In similar fashion, unemployment among RAE is nearly four times higher than the overall rate of unemployment in Montenegro (43.3 percent vs. 11 percent).⁴ Whereas Roma in general tend to perform low-paid tasks considered undesirable by the general population, the most frequent source of income for Romani refugees and displaced persons is trade in the grey economy. The poor economic situation of many Romani families exerts a negative effect on children's access to education, with child labour not uncommon.

Health

Although no precise data are available, the life expectancy of persons within the Romani population is thought to be significantly shorter than in the remaining part of the population in Montenegro. Romani women give birth to 4.7 children on the average, as compared with the national average of 1.6 children.⁵ Around 10 percent of RAE, compared with 3 percent each of refugees and displaced persons, are considered "health-impovertised," which means that they suffer from illnesses and injuries preventing them from performing regular activities in the course of the 30 days preceding the collection of data.⁶ On the other hand, the large majority of Roma in Montenegro have health insurance (around 90 percent), and more than 90 percent of children are covered by the system of regular immunization.⁷

Housing

Data from the 2003 Household Survey of Roma, Ashkaelia and Egyptians, Refugees and IDPs in Montenegro indicate that 47.6 percent of RAE families live in shacks, while 30.5 percent live in houses made of solid material. Most RAE in Montenegro live in relatively homogeneous settlements, with residential segregation exacerbating poor housing and infrastructure conditions.⁸ Additionally, residential segregation plays a central role in explaining informal segregation of Romani children

³ Vlada Republike Crne Gore, *Strategija razvoja i redukcije siromaštva Crne Gore [Poverty Reduction Strategy Paper]* (Podgorica: Vlada Republike Crne Gore, 2003), p. 5.

⁴ *Ibid.*; Employment Bureau of the Republic of Montenegro.

⁵ *Ibid.*; Population Reference Bureau, *World Population Data Sheet 2008* (Washington, DC: Population Reference Bureau, 2008), p. 10.

⁶ Ministarstvo za zaštitu ljudskih i manjinskih prava, *Strategija za poboljšanje položaja RAE populacije u Crnoj Gori 2008-2012 [Strategy for Improving the Position of the RAE Population in Montenegro in 2008-2012]* (Podgorica: Ministarstvo za zaštitu ljudskih i manjinskih prava, 2008).

⁷ Vlada Republike Crne Gore, *Strategija razvoja i redukcije siromaštva Crne Gore [Poverty Reduction Strategy Paper]* (Podgorica: Vlada Republike Crne Gore, 2003).

⁸ UNICEF Serbia, *Breaking the Cycle of Exclusion: Roma Children in South East Europe* (Belgrade: UNICEF, 2007), pp. 22-23, 29.

in schools and classes.⁹ In this sense, the housing situation of Roma in Montenegro contributes to a vicious circle of high unemployment, poor health and insufficient access to quality education.

Representation

Roma in Montenegro have neither their own political parties nor representatives in government or parliament elected on the ticket of non-Romani political parties. A seventeen-member Romani Council was established in 2008 according to the provisions of the Law on Minority Rights and Liberties.

Montenegro's Romani NGO sector is small, with two informal networks bringing together approximately 30 Romani and pro-Romani organisations which address issues particularly affecting Roma. In the Municipality Assembly of Nikšić, the representatives of Romani nongovernmental organisations participating in the work of local government on the basis of a system of "empty seats", with the right to address the Assembly but no voting rights. This initiative is slated to expand to other municipalities in Montenegro as part of implementation of the government *Strategy for Improving the Position of the RAE Population in Montenegro in 2008-2012*.

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⁹ EU Monitoring and Advocacy Program, "Equal Access to Quality Education for Roma: Montenegro," *Equal Access to Quality Education for Roma*, Vol. 2 (Budapest and New York: Open Society Institute, 2007), p. 316.

3. Government and Donor Commitments

Government institutions

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Since Montenegro declared its independence in May 2006, significant attention has been paid to improving the protection of human and minority rights and to the development of corresponding institutions and mechanisms. As a result, Montenegro now possesses a relatively solid network of law and institutions in the area of human and minority rights and antidiscrimination, but implementation remains a problem.

Overall legal framework

The Montenegrin Constitution both prohibits discrimination and stipulates that special measures needed to bring about the equality and protection of those in an unequal position does not constitute discrimination.¹⁰ Article 9 of the Constitution provides clear legal grounds for the application of the most significant instruments of the United Nations and the Council of Europe. Additionally, Montenegro's Constitution guarantees to members of minority nations and other minority national communities special rights, which are regulated and defined by the provisions of the Law on Minority Rights and Liberties.¹¹

The General Law on Education guarantees to citizens equality "in realizing their right to education, regardless of their national identity, race, gender, language, religion, social origin or any other personal characteristic", but does not refer explicitly to the issue of discrimination.¹² Moreover, in practice there is neither systematic monitoring nor collection of data on realization of that right, and there have been no rulings concerning discriminatory treatment of Roma.

Measures targeting Roma

All documents of strategic importance for Roma in Montenegro apply equally to Ashkali and Egyptians. More broadly, issues pertaining directly to the Romani population are generally addressed by institutions within the framework of their activities related to the issues of minorities in general, with the Ministry for Protection of Human and Minority Rights playing the primary role in this regard. This situation could change significantly with the future functioning of the

¹⁰ Službeni list Republike Crne Gore, Ustav Crne Gore, *Službeni list Republike Crne Gore* 1/2007.

¹¹ Službeni list Republike Crne Gore, Zakon o manjinskim pravima i slobodama, *Službeni list Republike Crne Gore* 38/2007. Although the Law does not include a list of recognized minorities, it appears to include Roma with its definition of a minority (in Article 2) as any non-majority group of citizens with a historical tie to Montenegro, common ethnic, religious or linguistic characteristics different from those of the remaining population and a wish to preserve its identity.

¹² Službeni list Republike Crne Gore, Opšti zakon o obrazovanju i vaspitanju, *Službeni list Republike Crne Gore* 49/2007, Article 9.

Romani Council in Montenegro, established in 2008 in compliance with the provisions of the Law on Minority Rights and Liberties and consisting of seventeen members who serve four-year terms. With an annual budget of EUR 60,000 in each of its first two years and a three-person office staff, the Council is expected to become the key body dealing with the preservation and affirmation of the cultural identity and integration of Roma in Montenegrin society. While the creation of the Romani Council in Montenegro is a positive step, the Council's functions are largely advisory and its members' experience in lobbying, fundraising and monitoring is limited.

Montenegro joined the Decade of Roma Inclusion in early 2005 and accordingly developed a National Action Plan for 2005-2015. In preparing the National Action Plan, a Country Working Group was formed, consisting of representatives of government ministries (culture; education; foreign affairs; health, labour and social welfare; human and minority rights), the National Employment Bureau, the Montenegro Statistical Office (MONSTAT), representatives of local governments, the Council of Europe, OSCE, UNDP, UNICEF, the Foundation Open Society Institute – Representative Office Montenegro and Romani NGOs. Heading the Country Working Group as National Coordinator was a senior advisor in the Ministry of Health, Labour and Social Welfare.

Despite its political commitment to the Decade, the Montenegrin government initially lacked a mechanism for monitoring implementation of the National Action Plan and had not assigned responsibility for timely realization of objectives.¹³ Moreover, as of late 2008, implementation of the National Action Plan depended almost exclusively on foreign donors, and implementation of national policy towards Roma had yet to start functioning on the local level. On the positive side, the *Strategy for Improving the Position of the RAE Population in Montenegro in 2008-2012*¹⁴ has effectively amended the National Action Plan and took into account the recommendations of domestic and international organisations.

Progress can be seen also in implementation of the *Strategy*, for which the Ministry for Protection of Human and Minority Rights had a budget of EUR 400,000 in 2008. From this budget, the Ministry has financed 24 projects, seven of which concern education.¹⁵ The Ministry has also financed several projects in the area of employment and provided support to the Montenegro Statistical Office (MONSTAT) for gathering detailed data on Roma in Montenegro, though data on the education status of young Roma is still lacking. Additionally, the Ministry of Culture, Sports and Media has financed smaller-scale initiatives in the area of information and gathering of materials and presentation of cultural heritage of Roma in Montenegro. While an inter-sectoral commission for monitoring implementation of the *Strategy* has been formed and includes one representative of Romani civil society, there have thus far been no evaluations of the funded initiatives. The *Strategy* also establishes inter-sectoral working groups for education, housing, employment and health and social protection for the purpose of improving coordination of activities for Roma in Montenegro. In their first year of existence, the working groups played an active role in monitoring projects in Montenegro dealing with RAE communities, cooperating with 22 Romani nongovernmental organisations to produce a report on the state of the art for the Montenegrin government.

¹³ Appointed under pressure from civil society, the National Coordinator for the Decade has yet to acquire a clear position in relation to government institutions and does not have available adequate sector reports and data. See Savelina Danova (ed.), *Decade Watch 2007 Update: Roma Activists Assess the Progress of the Decade of Roma Inclusion* (Budapest: Createch Ltd, 2008), p. 34.

¹⁴ Ministarstvo za zaštitu ljudskih i manjinskih prava, *Strategija za poboljšanje položaja RAE populacije u Crnoj Gori 2008-2012* (Podgorica: Ministarstvo za zaštitu ljudskih i manjinskih prava, 2008).

¹⁵ Key projects supported in the area of education are the provision of textbooks free of charge for Romani pupils, provision of co-payments for breakfast for Romani children in pre-school institutions and the programme of scholarships.

Donor-funded programmes

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Whereas most donor-funded programmes supporting the inclusion of Roma in education in Montenegro have been implemented in partnership with the Montenegrin government, other significant initiatives include those of the Foundation Open Society Institute – Representative Office Montenegro (FOSI ROM), which, in addition to its cooperation with government on various projects (including the Roma Education Initiative, which FOSI ROM financed in the project's initial phase, from 2004 to 2006), also laid the groundwork for ongoing activities of other organisations through financing for projects in civil society and scholarship support to individuals. Also important has been the work of the mission of the Organisation for Security and Cooperation in Europe (OSCE), which has financed several civil society projects in the areas of education, work with Romani children and strengthening the capacity of Romani activists. Prominent among these projects was the one entitled “Strengthening of Romani Leadership Potential in Montenegro”, in the framework of which the Roma Scholarship Foundation – Institute for Social Inclusion (FSR/ISI) was established. Since its founding, FSR/ISI has provided support to formal secondary and higher education of Roma, as well as to education of adults in view of acquiring qualifications, skills and competencies of significance for employment and effective participation in public life.

Through the European Agency for Reconstruction, the European Union has financed the programme “Second Chances – Achieving Social Integration with Literacy and Professional Development”, which has included a focus on Roma. UNDP has also funded professional training, education and employment of Roma, in addition to improving the capacities of the National Employment Agency to serve Romani clients. In analyses of legislation and practices affecting children in Montenegro, UNICEF continues to play the key role. Finally, various foreign embassies in Podgorica have provided small grants to Romani NGOs involved in the process of education.

While complete data are not available, total annual investments in the education of Roma in Montenegro appear to be below EUR 0.5 million.¹⁶ Additionally, despite sharing of information among donors active with Roma in Montenegro, the coordination of funding needed for an effective division of labour is lacking.

¹⁶ In 2008, for example, the Montenegrin government budgeted approximately EUR 120,000 for initiatives related to the education of Roma, with REF provided a similar amount of funding from a three-year project budget of EUR 348,734. Information from UNICEF's office in Podgorica indicates that total spending on initiatives related to the education of Roma in Montenegro in that same year was USD 30,000. According to the website of the Foundation Open Society Institute – Representative Office Montenegro, expenditures of the Foundation in 2008 related to the education of Roma totalled approximately EUR 13,000 (see http://www.osim.org.me/fosi_rom_en/frame_a_reports.htm). The OSCE Mission to Montenegro and the Podgorica office of Save the Children UK indicated their expenditures on activities for the education of Roma in 2008 to have been EUR 10,515.36 and EUR 2,746.25, respectively.

4. Education System

Governance structure

While comprehensive reform of the education system in Montenegro started in the nineteen nineties, its official beginning and formalization came in 2001, with the publication of the *Book of Changes*.¹⁷ Following the *Book of Changes*, Montenegro has departed from the totally centralized system, in which the key role in all the segments of the education system had belonged to the Ministry of Education and Science. Nonetheless, the Ministry remains responsible for setting conditions for establishing and maintaining educational institutions at all levels, as well as for adopting curricula and publishing textbooks.¹⁸

The Bureau for Education Services monitors activities of education institutions in the areas of pre-school education, primary education, secondary general education, general education within vocational education, education of children with special needs and child rearing in pupils' dorms.¹⁹ The Centre for Vocational Education carries out developmental, advisory, research-related and professional activities in the areas of vocational education and adult education, while external certification of standards of knowledge and skills acquired by pupils is performed by the Examination Centre. In addition to these institutions, the Council for General Education, The Council for Vocational Education and The Council for Adult Education are responsible for decision-making on professional issues and for professional assistance in adopting decisions and preparing regulations in the area of education.

There are no Roma employed in any of the key institutions of the education system.

¹⁷ Ministarstvo prosvjete i nauke, *Knjiga promjena* (Podgorica: Ministarstvo prosvjete i nauke, 2001).

¹⁸ Službeni list Republike Crne Gore, Uredba o organizaciji i načinu rada državne uprave [Regulation on the Organisation and Functioning of State Administration], *Službeni list Republike Crne Gore* 54/2005.

¹⁹ Službeni list Republike Crne Gore, Opšti zakon o obrazovanju i vaspitanju [General Law on Education], *Službeni list Republike Crne Gore* 49/2007.

Financing

Government spending on education accounts for 19.1 percent of total spending, or 5.7 percent of GDP.²⁰ This places Montenegro above the OECD averages of 13.2 percent and 5.0 percent, respectively.²¹ As much as 82.3 percent of education expenditures in Montenegro is spent on employee salaries and contributions. Although the Ministry of Education and Science has made significant efforts towards the decentralization of education financing, municipalities have no corresponding legal obligations, such that the financing of the overall system of education remains at the central level.

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Montenegro is in the process of developing a per capita financing model to replace the existing system of financing based on class size, i.e. number of employees. Additionally, the Ministry of Education and Science is working on an updated regulation, which should facilitate more rational utilization of available funds for the operation of education institutions including the closure of small rural schools. Insofar as the Romani population of Montenegro is concentrated primarily in cities and towns, savings resulting from these reforms could contribute significantly to the realization of activities directed towards the improvement of the education of Roma.

Primary and secondary education in public institutions is free of charge for all pupils, and only a small number of pupils in Montenegro study in one privately-owned primary school for children of foreign nationals and in two privately-owned grammar schools. Additionally, the Ministry of Education and Science is working on an updated regulation, which should facilitate more rational utilization of available funds for the operation of education institutions including changing the administrative status of small rural schools. Although approximately one third of students at the University of Montenegro receive state scholarship support on the basis of their performance in preceding schooling, most students at the University of Montenegro and all students at private institutions pay for this level of education.

Facilities

In the course of the nineteen nineties, there were few investments in school infrastructure, leaving school buildings and equipment in poor condition at the beginning of the process of education reform. As a result of efforts and funding by various international donors and the Ministry of Education and Science since 2000, the majority of school facilities had adequate conditions for operating by the 2008-2009 school year.

²⁰ World Bank, *Republic of Montenegro: Public Expenditure and Institutional Review* (Washington, DC: World Bank, 2006).

²¹ Organisation for Economic Co-operation and Development, *Education at a Glance 2008: OECD Indicators* (Paris: Organisation for Economic Co-operation and Development, 2008), pp. 240, 262.

Education cycles and progression criteria

An overview of the system of education and educational institutions in Montenegro is given in the table below.

Table 1. The system of education in Montenegro

Level of education	Institutions
Pre-school	21 public pre-schools
Primary	161 public primary schools, 300 satellite schools, 1 private primary school for children of foreign nationals
Secondary general (grammar school)	10 public grammar schools, 11 mixed public secondary schools, 2 private grammar schools
Secondary vocational	26 public vocational secondary schools, 11 mixed public secondary schools
Higher	1 state university, 1 private university, 5 private faculties

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Source: Ministry of Education and Science

Mandatory nine-year primary education, with three cycles of three years each beginning from age 6, was introduced gradually from 2004 to 2008. Starting from the 2008-2009 school year, all primary schools in Montenegro have replaced the previous eight-year primary curriculum with the nine-year curriculum.

The introduction of nine-year primary education is a reflection of Montenegro's low coverage with pre-school education. Grade one under the new system has consequently been envisaged as a means to reduce differences among pupils arising from differential access to pre-school education. This chance is expected to be of particular benefit to Romani children. Tests of school-readiness are administered to all children enrolling in primary school in Montenegro, with testing apparently not contributing significantly to the streaming of Romani children into special education.

Secondary education in Montenegro is not mandatory and lasts three or four years in education institutions delivering general secondary (grammar school) and vocational secondary curricula, with an unofficial estimate received from staff of the Ministry of Education and Science indicating that approximately 60 percent of secondary school pupils in Montenegro follow a vocational curriculum. Pupils enrol in secondary education on the basis of their average performance in the final three years of primary school and grades received in individual subjects of importance for the specific programme. In future, enrolment in secondary school will be determined on the basis of achievements on a final examination administered at the end of primary education.

At present, students in higher education in Montenegro enrol in specific study programmes on the basis of their average performance achieved during secondary school and grades received in subjects of importance for their chosen study programme. From 2010 Montenegro will introduce

an end examination for secondary education (*matura*). The examination will be standardized for all pupils in general secondary education (grammar school) and will serve to regulate admissions to higher education institutions.²²

Special education

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According to the data of the Ministry of Education and Science, there are 185 children with special needs being educated in 21 pre-school institutions (of which 52 pupils or 28.1 percent – are Roma), 1,591 pupils with special needs are educated in 161 primary schools (of which 551 pupils or 34.6 percent – are Roma), while secondary education is being acquired by 196 pupils with special needs (of which four are Romani pupils).²³

All Romani children attending institutions of pre-school education are educated within mainstream groups. Of the total of 551 Romani pupils with special needs who attend primary schools in Montenegro, six (two boys and four girls) follow the lectures in special classes within regular schools, while all Romani pupils with special needs who are enrolled in standard secondary schools attend regular classes.

In Montenegro there are five institutions for special education with a total of 443 children (209 girls and 234 boys). Children are enrolled in institutions for special education on the basis of the decision of the Commission for Directing Children with Special Needs.²⁴ According to the data of the Ministry of Education and Science, out of the total of 443 children attending special institutions in Montenegro, seven are members of the Romani population. Of that number, five are attending primary education, while two are attending secondary education.

Multicultural education

Instruction in Montenegro is offered in Montenegrin, Albanian and English. Although much of the Montenegrin-born Romani population speaks Romanes as a first language, Romani pupils most often attend instruction in Montenegrin. In higher education, the Faculty of Philosophy in Nikšić has offered a general course in intercultural pedagogy for future teaching staff since 2006, but there are no study programmes specifically intended for studying the culture, language, arts and traditions of the Roma. Additionally, in the absence of qualified Romani teaching staff, the seven Romani assistants working in primary schools in Montenegro as of late 2008 were engaged on the basis of proposals from schools, with their salaries paid from the REF-funded Roma Education Initiative.

²² A decision to require an exit examination of pupils in secondary vocational programmes was taken in 2009, with examinations to be administered for the first time in June 2010.

²³ As defined by law, special needs include “physical, mental and sensory disabilities; behavioural disorders; severe chronic illnesses; [and] emotional disorders.” See Službeni list Republike Crne Gore, Zakon o vaspitanju i obrazovanju djece sa posebnim potrebama [Law on Child Rearing and Education of Children with Special Needs], *Službeni list Republike Crne Gore* 80/2004, Article 4.

²⁴ *Ibid.*

Social support for pupils and students

The Ministry of Education and Science awards scholarships on an annual basis to talented pupils and students enrolled in primary, secondary and higher education, as well as student credits, accommodation and meals in dorms and co-payments for use of public transport. In the 2007-2008 school year, a total of 254 pupils and students received scholarships for talented pupils and students in the amount of EUR 52 and EUR 78 per month, respectively. In the same year, the Ministry issued 4 353 student credits ranging from EUR 32.50 to EUR 48.10. Room and board in one of ten dormitories were provided to 2,410 pupils and students in 2007-2008, with EUR 125.80 per month allotted for pupils and EUR 117.80 for students. Finally, 5,077 pupils and students received co-payments for use of public transport in the 2007-2008 school year, with the amount of the co-payments ranging from twenty to fifty percent, depending on the distance from home to school and the family's financial situation.

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None of the funding schemes described above target Roma, whose scholastic achievements tend to disqualify them from accessing the credits and scholarships provided directly by the state. Taking into account the difficulties faced by Roma in accessing state-administered credits and scholarships, the Ministry of Education and Science has provided the Roma Scholarship Foundation with funding to provide targeted financial aid for Roma in secondary and higher education. In fiscal year 2007, the Ministry of Education and Science supported the work of the Foundation with EUR 14,000, earmarked for the provision of scholarships to Romani pupils and students. In the 2007-2008 school year, the Foundation provided monthly scholarships of EUR 100 each to 28 Romani pupils attending secondary schools, in addition to seven Romani students (EUR 150 per student per month) enrolled in institutions of higher education in Montenegro.

Beginning in the 2005-2006 school year, the Ministry of Education and Science has distributed textbooks free of charge to pupils in nine-year primary education and whose parents are beneficiaries of social assistance (*Materijalno obezbeđenje porodice*, MOP). On the basis of data provided by the Romani NGO sector, the Ministry of Education and Science delivered an additional 505 packages of textbooks for non-MOP beneficiary children attending the Primary School "Božidar Vuković Podgoričanin" in Podgorica, in which Romani pupils constitute a majority. Additionally, for the 2007-2008 school year, the Ministry of Education and Science awarded 232 textbook sets to Romani pupils with the status of refugee or displaced person.

Starting from the 2007-2008 school year, a total of EUR 1,300,000 have been earmarked in the budgets of the Ministry of Education and Science and of the Ministry of Health, Labour and Social Welfare for providing free-of-charge textbooks to all pupils whose parents are beneficiaries of social assistance. Within this activity, special attention is paid to pupils of the Romani population. In 2008, an additional EUR 40,000 for free-of-charge textbooks for Romani pupils was budgeted by the commission within the Ministry for Protection of Human and Minority Rights in charge of allocating the funds for projects intended to improve the position of the RAE population. Moreover, in recent years the Ministry of Education and Science has implemented activities to collect and used textbooks and clothing distribute to Romani pupils.

Participation in education

Table 2. Basic indicators on education in Montenegro²⁵

	Pre-school	Primary	Secondary
Number of employees	1,367	6,948	3,111
Number of pupils	12,435	75,040	31,381
Number of institutions	21	161	49
Pupil: teacher ratio	15.7 ²⁶	15.1 ²⁷	13.4 ²⁸
Adult literacy rate (15+)	98.0% ²⁹		

Source: Montenegro Statistical Office (MONSTAT)³⁰

According to data from the Ministry of Education and Science, there were 1,159 Romani pupils enrolled in primary schools in the 2005-2006 school year, with 1,236 Romani pupils enrolled the following school year. Data from the 2003 *Household Survey of Roma, Ashkaelia and Egyptians, Refugees and IDPs in Montenegro* indicate enrolment in primary education among RAE to be 25.2 percent, as compared with 96.93 percent in the general population.³¹ According to the Ministry of Education and Science, the rate of primary school completion among RAE in Montenegro is

²⁵ As a result of the ongoing change from eight- to nine-year primary education, it was not possible at the time of writing to determine the coverage of pre-school and primary education.

²⁶ The average ratio of pupils to teaching staff in 31 European countries in 2007 was 12.3. Data from UNESCO Institute for Statistics (see <http://www.uis.unesco.org>).

²⁷ The average ratio of pupils to teaching staff in primary education in 29 European countries in 2006 was 14.6. See Commission of the European Communities, *Key Data on Education in Europe 2009* (Brussels: Commission of the European Communities, 2009), p. 221.

²⁸ The average ratio of pupils to teaching staff in (upper-) secondary education in 28 European countries in 2006 was 12.5. See Commission of the European Communities, *Key Data on Education in Europe 2009* (Brussels: Commission of the European Communities, 2009), p. 227.

²⁹ The adult literacy rate for Europe as a whole in the period 2000-2004 was 98.9 percent. See UNESCO Institute for Statistics, *Adult (15+) Literacy Rates and Illiterate Population by Region and Gender for 2000-2004* (Montreal: UNESCO Institute for Statistics, 2006).

³⁰ Zavod za statistiku Crne Gore – MONSTAT, *Popis stanovništva, domaćinstava i stanova u 2003: Stanovništvo (školska sprema i pismenost) [Census of Population, Households and Dwellings in 2003: Population (Educational Attainment and Literacy)]* (Podgorica: Zavod za statistiku Crne Gore – MONSTAT, 2005).

³¹ Institute for Strategic Studies and Prognoses, *Household Survey of Roma, Ashkaelia and Egyptians, Refugees and IDPs in Montenegro* (Podgorica: UNDP, 2003), cited in EU Monitoring and Advocacy Program, “Equal Access to Quality Education for Roma: Montenegro,” *Equal Access to Quality Education for Roma*, Vol. 2 (Budapest and New York: Open Society Institute, 2007), p. 300.

eighteen percent, with the corresponding figure for the general population 98 percent.³² Available data from that Ministry also show that in the course of the 2005-2006 school year, 36 Romani pupils were enrolled in secondary school in Montenegro and that six Roma attended institutions of higher education.

The lack of data on Roma in Montenegro in general is reflected in the education sector, with relevant institutions not requiring parents to declare their children's ethnicity. This lack of data in turn reduces the potential effectiveness of activities to support Roma's education. Taking into account the lack of comprehensive data, the government *Strategy* for 2008-2012 defines data collection an issue of priority for the further improvement of the situation of the RAE population in Montenegro. While the 2009 *Database of the RAE Population in Montenegro* contains some data that had not been previously available, considerable gaps remain.³³

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Overview of progress and remaining weaknesses in education for Roma in Montenegro

While significant advances are evident in relation to the education of Roma in Montenegro, many issues remain to be addressed in order to bring a lasting reduction in the gap in education outcomes between Roma and non-Roma in Montenegro.

Areas of progress

Important advances relevant to the education of Roma in Montenegro in recent years include:

- ⇒ Improvements in Romani pupils' access to textbooks and school supplies through activities carried out by the government, civil society and international donors.
- ⇒ The amendment of the National Action Plan for the Decade of Roma Inclusion in the form of the *Strategy for Improving the Position of the RAE Population in Montenegro in 2008-2012*, which took into account input received from domestic and international organisations.
- ⇒ The seven education-related projects financed in 2008 as part of implementation of the national *Strategy* for 2008-2012, with key projects providing scholarships, subsidized breakfasts and free textbooks.
- ⇒ The 2008 initiative of the Montenegro Statistical Office (MONSTAT) and the Ministry for Protection of Human and Minority Rights to collect detailed data on Montenegro's Romani population.
- ⇒ UNICEF's seminal evaluation of the education of Roma in Montenegro.³⁴

³² EU Monitoring and Advocacy Program, "Equal Access to Quality Education for Roma: Montenegro," *Equal Access to Quality Education for Roma*, Vol. 2 (Budapest and New York: Open Society Institute, 2007), p. 300.

³³ Zavod za statistiku Crne Gore – MONSTAT, *Baza podataka RAE populacije u Crnoj Gori* (Podgorica: Zavod za statistiku Crne Gore – MONSTAT, 2009).

³⁴ Johanna V. Crighton, *Elusive Equity: UNICEF – Montenegro's Work in Relation to Inclusive Education for Roma, Ashkaelia and Egyptian (RAE) Children* (Podgorica: UNICEF, 2008).

Remaining weaknesses

From the standpoint of quality education for Roma, the most significant weaknesses of the current system of education relate to the following:

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- ⇒ The absence of an adequate database on the Romani population in general and the lack of systematic collection of data on Romani pupils in particular as a basis for the design and monitoring of appropriate measures to target the most significant barriers to Roma's education.
- ⇒ Limited access of Roma to pre-school education as a result of enrolment priorities favouring families with two employed parents, documentation required for enrolment and fees associated with attendance.
- ⇒ Insufficient measures to address language barriers faced by Romani- and Albanian-speaking Roma.
- ⇒ Segregation between Roma and non-Roma in schools, whether resulting from residential segregation or decisions by school authorities.
- ⇒ The costs associated with participation in nominally free compulsory education, as well as in upper-secondary and higher education.
- ⇒ Inattention to Roma in general education and teacher training curricula as an integral part of the history and culture of Montenegro.
- ⇒ The absence of qualified Romani teaching staff.

5. REF Programme in Montenegro

As of end 2009, REF had received seven project proposals from Montenegro, two of which had been approved. The total REF funding for these projects is approximately EUR 380,000.

The first REF-funded project in Montenegro, the Roma Education Initiative, continued the project by the same name funded from 2004 to 2006 by the Foundation Open Society Institute – Representative Office Montenegro and was implemented by the Ministry of Education and Science and the Pedagogical Centre of Montenegro with REF funding from 2006 to 2008. The project's main aim was promoting the equitable inclusion of Romani children in primary education by making the Montenegrin education system more attentive to the specific needs of Romani children and youth. To this end, the project combined capacity-building for school staff with material assistance to schools, systematic and objective monitoring of the quality and quantity of inclusion and forging links between pre-school institutions, schools and NGOs active in non-formal education.

The project's long-term potential lies in building synergies between formal and non-formal education. To date, however, practices related to data collection in general and monitoring in particular have made it impossible to measure the project's impact. Clear in any case is that realizing the project's potential will rely on significant progress in combating the segregation of Romani children in education, which informal estimates indicate applies to more than 20 percent of Romani pupils in Montenegro. Among the localities in which segregation in education has been observed are Berane and Podgorica. REF's work on desegregation in Bulgaria, Hungary and Romania shows that progress toward integration will require a sustained effort to close segregated schools, including those located in areas inhabited primarily by Roma. Also important will be increasing Roma's input into project management, as well as a broader emphasis on increasing the number of qualified Romani teaching staff.

A second project in Montenegro began implementation in spring 2008, but REF support to the project was discontinued before the 2008-2009 school year began. Whereas the project aimed to prepare Romani children from a segregated camp environment for integration in mainstream primary education, the decision to discontinue the project was taken following a field visit which revealed that children did not have sufficient knowledge of the language of instruction (Montenegrin) to allow them to make a successful transition to an integrated school environment. The lesson learned from this experience is that initiatives aimed at desegregation must be designed to ensure that children to be transferred from a segregated environment receive adequate preparation.

REF extended its higher education Scholarship Programmes to Montenegro in 2006. Whereas six new scholars were supported under the Roma Memorial University Scholarship Programme in the 2007-2008 academic year, only one of these grants was renewed for 2008-2009. Factors explaining the small number of scholarships include the small number of Roma in higher education and the availability of scholarships for higher education through the Roma Scholarship Foundation.

Scholars supported by REF receive a monthly stipend of USD 100 during the ten-month academic year to cover basic living costs and some other study-related costs. Students who pay tuition fees are eligible to receive a supplement proportionate to the fee, up to a total annual scholarship amount of USD 2,500. REF Scholarship Programme expenditures in Montenegro to date total USD 7,000.

Strategic directions for future REF activities

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

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- ⇒ Expanding the availability of and enrolment in free-of-charge, integrated pre-school education providing linguistic preparation as well as general educational support to Romani children not already attending pre-school.
- ⇒ Enrolment and support of all Romani children, including those from refugee and displaced families, in integrated primary education.
- ⇒ Developing academic tutoring support for Roma in secondary education, building on and supporting existing scholarship schemes for secondary education in Montenegro by drawing on REF's experiences with tutoring in Macedonia and Serbia.

To the extent that Ashkali, Egyptians and others in Montenegro face problems in accessing quality education similar to those encountered by Roma, the members of these groups also constitute candidates for inclusion in activities supported by REF.

REF research and policy analysis priorities

A considerable barrier to efforts to improve the education situation of Roma in Montenegro is the absence of reliable data on the country's Romani population in general and in particular on the (larger) population of Roma in Montenegro displaced from neighbouring republics. While the database released by the Montenegro Statistical Office (MONSTAT) in May 2009 brought some improvement in the availability of relevant data, a need for focused research and policy recommendations remains.³⁵

In the next three years, major themes of REF's research and policy activities in Montenegro will include:

- ⇒ An overview of the per-pupil costs of government-funded education-related initiatives, as well as of REF-funded projects in Montenegro.
- ⇒ An evaluation of parental needs, expectations and experience related to engagement in school life, providing information on the costs to parents for their children's full participation in compulsory education.

³⁵ See Zavod za statistiku Crne Gore-MONSTAT, *Baza podataka RAE populacije u Crnoj Gori* (Podgorica: Zavod za statistiku Crne Gore-MONSTAT, 2009).

- ⇒ A multi-country assessment of the effectiveness of the various types of interventions that aim to increase Romani students' participation and/or achievement in higher education.

Expected results of REF activities

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

Legal, financial and administrative changes

- ⇒ Pre-school provided free of charge to impoverished families.

Key education indicators (baseline data)

- ⇒ Enrolment in pre-school education among children from impoverished Romani communities. While data for this indicator are not available at present, they could be generated by recording the number of pre-school age children and the number of children registered in pre-schools serving communities inhabited largely by impoverished Roma. Individual identity could be protected by anonymizing the collected data.
- ⇒ Roma's completion rates in primary education. According to the Ministry of Education and Science, the rate of primary school completion among RAE is eighteen percent.
- ⇒ Roma's enrolment in secondary and post-secondary education. Data from the Ministry of Education for the 2005-2006 academic year indicate that there were 36 Roma enrolled in secondary education and six in institutions of higher education.

Social cohesion

- ⇒ An increase in acceptance of integrated schooling by teachers and parents (both Romani and non-Romani).
- ⇒ Improved cooperation in educational activities between schools on the one hand and Romani communities and NGOs on the other.

Annex A

Key Education Indicators

Table A1. National education indicators

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Note: Empty cells in the table below indicate that the corresponding data are not available.

	INDICATOR	ROMA		GENERAL POPULATION	
		Official data	Unofficial estimate	Official data	Unofficial estimate
1	<i>Use of early care and education services (ages 0-3)</i>			3.1% ³⁶	
2	<i>Enrollment in pre-primary education (ISCED 0)</i>	13.8% ³⁷		29.1% ³⁸	
3	<i>Enrollment in first year of primary education (ISCED 1)</i>	380 ³⁹			
4	<i>School-aged children in school (ISCED 1 and 2)</i>	1,263 ⁴⁰		74,339 ⁴¹	

³⁶ Data for the 2002-2003 school year from the Government of the Republic of Montenegro, cited in EU Monitoring and Advocacy Program, "Equal Access to Quality Education for Roma: Montenegro," *Equal Access to Quality Education for Roma*, Vol. 2 (Budapest and New York: Open Society Institute, 2007), p. 296.

³⁷ Zavod za statistiku Crne Gore-MONSTAT, *Baza podataka RAE populacije u Crnoj Gori [Database of the RAE Population in Montenegro]* (Podgorica: Zavod za statistiku Crne Gore-MONSTAT, 2009), p. 29.

³⁸ Institute for Strategic Studies and Prognoses, *Nacionalni izvještaj o razvoju po mjeri čovjeka: Društvena isključenost [National Human Development Report: Social Exclusion]*, Working version (Podgorica: Institute for Strategic Studies and Prognoses, 2009), p.25.

³⁹ Data for the 2005-2006 school year from the Ministry of Education and Science, cited in EU Monitoring and Advocacy Program, "Equal Access to Quality Education for Roma: Montenegro," *Equal Access to Quality Education for Roma*, Vol. 2 (Budapest and New York: Open Society Institute, 2007), p. 302.

⁴⁰ Data for the 2007-2008 school year from the Ministry of Education and Science, as reported to REF in the framework of the Roma Education Initiative.

⁴¹ Zavod za statistiku Crne Gore-MONSTAT, *2008 Statistical Yearbook* (Podgorica: Zavod za statistiku Crne Gore-MONSTAT, 2009), p. 167.

	INDICATOR	ROMA		GENERAL POPULATION	
		Official data	Unofficial estimate	Official data	Unofficial estimate
5	<i>Children enrolling in primary education (ISCED 1) who do not complete the first cycle of compulsory education⁴²</i>		66% ⁴³		2% ⁴⁴
6	<i>Children enrolling in primary education (ISCED 1) who do not complete the second cycle of compulsory education⁴⁵</i>		93% ⁴⁶		14% ⁴⁷
7	<i>Children enrolling in primary education (ISCED 1) who do not complete the third cycle of compulsory education (if applicable)</i>				
8	<i>Pupils in compulsory education (ISCED 1 and 2) attending special schools and classes</i>				
9	<i>Pupils completing compulsory education in terminal lower secondary programmes (ISCED 2C)</i>				
10	<i>Graduates of compulsory education enrolling in upper secondary education (ISCED 3)</i>	35% ⁴⁸		72.9% ⁴⁹	

⁴² Expressed as a percentage of the total number of children who enroll in primary education.

⁴³ United Nations Development Programme, cited in EU Monitoring and Advocacy Program, "Equal Access to Quality Education for Roma: Montenegro," *Equal Access to Quality Education for Roma*, Vol. 2 (Budapest and New York: Open Society Institute, 2007), p. 307.

⁴⁴ United Nations Development Programme, cited in EU Monitoring and Advocacy Program, "Equal Access to Quality Education for Roma: Montenegro," *Equal Access to Quality Education for Roma*, Vol. 2 (Budapest and New York: Open Society Institute, 2007), p. 307.

⁴⁵ Expressed as a percentage of the total number of children who enroll in primary education.

⁴⁶ United Nations Development Programme, cited in EU Monitoring and Advocacy Program, "Equal Access to Quality Education for Roma: Montenegro," *Equal Access to Quality Education for Roma*, Vol. 2 (Budapest and New York: Open Society Institute, 2007), p.307.

⁴⁷ *Ibid.*

⁴⁸ Data for the school year from the Government of the Republic of Montenegro, cited in EU Monitoring and Advocacy Program, "Equal Access to Quality Education for Roma: Montenegro," *Equal Access to Quality Education for Roma*, Vol. 2 (Budapest and New York: Open Society Institute, 2007), p. 295.

⁴⁹ *Ibid.*

	INDICATOR	ROMA		GENERAL POPULATION	
		Official data	Unofficial estimate	Official data	Unofficial estimate
11	<i>Enrollment in upper secondary technical or vocational education (ISCED 3C) not providing access to tertiary education⁵⁰</i>				60% ⁵¹
12	<i>Completion of upper secondary education (ISCED 3)</i>		5.1% ⁵²	61% ⁵³	
13	<i>Enrollment in post-secondary non-tertiary education (ISCED 4)</i>				
14	<i>Completion of post-secondary non-tertiary education (ISCED 4)</i>				
15	<i>Enrollment in tertiary education (ISCED 5 and 6)</i>				
16	<i>Completion of tertiary education (ISCED 5 and 6)</i>	8% ⁵⁴	0.3% ⁵⁵	12.6% ⁵⁶	

⁵⁰ Expressed as a percentage of the total number of students enrolled in upper secondary education (ISCED 3).

⁵¹ Unofficial estimate received from staff at the Ministry of Education and Science.

⁵² United Nations Development Programme, *National Human Development Report 2009, Montenegro: Society for All* (Podgorica: United Nations Development Programme, 2009), p. 63.

⁵³ Data from the 2003 census, cited in EU Monitoring and Advocacy Program, "Equal Access to Quality Education for Roma: Montenegro," *Equal Access to Quality Education for Roma*, Vol. 2 (Budapest and New York: Open Society Institute, 2007), p. 306.

⁵⁴ Zavod za statistiku Crne Gore-MONSTAT, *Baza podataka RAE populacije u Crnoj Gori [Database of the RAE Population in Montenegro]* (Podgorica: Zavod za statistiku Crne Gore-MONSTAT, 2009), p. 33.

⁵⁵ United Nations Development Programme, *National Human Development Report 2009, Montenegro: Society for All* (Podgorica: United Nations Development Programme, 2009), p. 63.

⁵⁶ Data from the 2003 census, cited in EU Monitoring and Advocacy Program, "Equal Access to Quality Education for Roma: Montenegro," *Equal Access to Quality Education for Roma*, Vol. 2 (Budapest and New York: Open Society Institute, 2007), p. 306.

Annex B

Administration of Public Education

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Table A2. Administration of public education

FUNCTION	RESPONSIBLE ORGANS BY LEVEL OF EDUCATION					
	Early childhood (ages 0-3)	Pre-primary	Primary	Secondary	Higher	
1 <i>Establishes and closes institutions</i>	Government	Government	Government	Government	Government	Government
2 <i>Funds institutions</i>	Ministry of Education and Science	Ministry of Education and Science	Ministry of Education and Science	Ministry of Education and Science	Government	Government
3 <i>Decides on admissions</i>	Ministry of Education and Science	Ministry of Education and Science	Ministry of Education and Science	Ministry of Education and Science	Government	Government
4 <i>Sets curriculum</i>	Council for General Education	Council for General Education	Council for General Education	⇒ Council for General Education ⇒ Council for Vocational Education	Council for Higher Education	Council for Higher Education
5 <i>Assigns teachers to institutions</i>	Institution	Institution	School	School	University	University

6	<i>Assesses institutional performance</i>	Bureau for Education Services	Bureau for Education Services	Bureau for Education Services	Bureau for Education Services	⇒ Bureau for Education Services ⇒ Centre for Vocational Education	⇒ University Council for Higher Education ⇒ Ministry of Education and Science
7	<i>Assesses pupil performance</i>	Institution	Institution	⇒ School Examination Centre	⇒ School Examination Centre	⇒ School Examination Centre	University
8	<i>Assesses teacher performance</i>	Bureau for Education Services	Bureau for Education Services	Bureau for Education Services	Bureau for Education Services	⇒ Bureau for Education Services ⇒ Centre for Vocational Education	University
9	<i>Assesses director performance</i>	⇒ Bureau for Education Services ⇒ Centre for Vocational Education	⇒ Bureau for Education Services ⇒ Centre for Vocational Education	⇒ Bureau for Education Services ⇒ Centre for Vocational Education	⇒ Bureau for Education Services ⇒ Centre for Vocational Education	⇒ Bureau for Education Services ⇒ Centre for Vocational Education	University
10	<i>Establishes and closes special schools</i>			⇒ Government ⇒ Municipality	⇒ Government ⇒ Municipality	⇒ Government ⇒ Municipality	
11	<i>Funds special schools</i>			⇒ Ministry of Education and Science ⇒ Ministry of Labour and Social Welfare	⇒ Ministry of Education and Science ⇒ Ministry of Labour and Social Welfare	⇒ Ministry of Education and Science ⇒ Ministry of Labour and Social Welfare	

12	<i>Decides on special school admissions</i>		Local Commission for Directing Children with Special Needs	Local Commission for Directing Children with Special Needs
	<i>Sets special education curriculum</i>	Council for General Education	Council for General Education	⇨ Council for General Education ⇨ Council for Vocational Education
13		Council for General Education	Council for General Education	

Annex C

Student Performance on International Assessments

Montenegro participated in the PISA international testing of pupils for the first time in 2006, as well as in the cycle of PISA testing completed in 2009.

To date, Montenegro has not taken part in other important international testing systems, such as TIMSS and PIRLS.

As shown in the table below, Montenegro achieved results that were below the average for OECD countries in all the three tested areas, with the weakest results in the area of reading and the strongest in the natural sciences. Achievements this weak raise the question of Montenegro's competitiveness on the international scene.

Table A3. Results of PISA 2006

Area	Montenegro		OECD		Difference Montenegro – OECD
	Mean	S.E.	Mean	S.E.	
Mathematics	399	1.4	498	0.5	-99
Reading	392	1.2	492	0.6	-100
Science	412	1.1	500	0.5	-88

Source: Organisation for Economic Co-operation and Development⁵⁷

⁵⁷ Organisation for Economic Co-operation and Development, *PISA 2006: Science Competences for Tomorrow's World – Volume 1: Analysis* (Paris: Organisation for Economic Co-operation and Development, 2007); *PISA 2006: Science Competences for Tomorrow's World – Volume 2: Data/Données* (Paris: Organisation for Economic Co-operation and Development, 2007).

Annex D

Levels of Engagement for Improving Roma's Education Outcomes in Montenegro

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Assistance and Support to the Romani Community	Implementation Support to Education Authorities	Policy Development with the Government
<p>1. Producing Romani professionals in education. Affirmative action measures should be created and implemented to attract Roma into the teaching profession.</p>	<p>1. Supporting ongoing developments in education, ensuring that Roma are not left out or jeopardized by them:</p> <ul style="list-style-type: none"> ⇒ Providing technical assistance to the Bureau for Education Services and the Centre for Vocational Education in their teacher training activities ⇒ Providing technical assistance to schools in introducing educational content on Romani language and culture in the space allowed by curriculum reform 	<p>1. Developing per-pupil school financing. Support for this development is necessary for an efficient redirection of resources to the areas in which they are most needed, particularly schools located in proximity to sizeable Romani communities.</p>
<p>2. Supporting Romani parents and community leaders in recognizing and engaging key education issues:</p> <ul style="list-style-type: none"> ⇒ Encouraging Romani parents to play an active role in school boards and parent associations ⇒ Detecting and acting on discrimination in schools ⇒ Monitoring enrolment and progression in the education system 	<p>2. Increasing the focus on quality improvement in the education system:</p> <ul style="list-style-type: none"> ⇒ Extending coverage of integrated pre-school education to Romani communities ⇒ Creating conditions for enrolment of Romani children in integrated primary education ⇒ Establishing a system of mentoring and additional classes for Romani children in grades 7-9 ⇒ Developing scholarship and mentorship support for Roma in secondary education 	<p>2. Eliminating administrative barriers to enrolment in education. Efforts should be directed at simplifying and reducing requirements for enrolment at all levels of education.</p>

Assistance and Support to the Romani Community	Implementation Support to Education Authorities	Policy Development with the Government
<p>3. Building an education support system for Romani children at the family level:</p> <ul style="list-style-type: none"> ⇒ Motivating parents to enrol children on time ⇒ Creating time and space for homework 	<p>3. Improving linkages between education system and social support. An administrative framework for affirmative action should be developed and implemented throughout the country.</p>	<p>3. Institutionalizing affirmative action. Affirmative action for secondary and post-secondary education should be made national policy, attending to the relevant provisions of the <i>2005-2009 Strategic Plan of Education Reform</i>, the National Action Plan adopted in the framework of the Decade of Roma Inclusion and the <i>Strategy for Improving the Position of the RAE Population in Montenegro in 2008-2012</i>.</p>
	<p>4. Supporting cooperation among Romani NGOs, schools and local government:</p> <ul style="list-style-type: none"> ⇒ Sharing experience ⇒ Assistance in joint activities ⇒ Facilitating collaboration to overcome segregation in education 	<p>4. Promoting Romani input in education policy:</p> <ul style="list-style-type: none"> ⇒ Building the capacity of the Romani Council in the area of education ⇒ Facilitating dialogue between the Romani Council and other relevant government institutions on education-related issues

Annex E

Census Results

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Table A4. Population structure by ethnicity (2003 census)

Ethnicity	Absolute size	Relative size (%)
<i>Montenegrin</i>	267,669	43.16
<i>Serb</i>	198,414	31.99
<i>Bosniak</i>	48,184	7.77
<i>Albanian</i>	31,163	5.03
<i>Muslim</i>	24,625	3.97
<i>Croat</i>	6,811	1.10
<i>Roma</i>	2,601	0.42
<i>Yugoslav</i>	1,860	0.30
<i>Macedonian</i>	819	0.13
<i>Slovenian</i>	415	0.07
<i>Egyptian</i>	225	0.04
<i>Other/regional affiliation</i>	3,438	0.55
<i>Undeclared/undefined</i>	26,906	4.34
<i>Unknown</i>	6,168	0.99

Source: Montenegro Statistical Office (MONSTAT).⁵⁸

⁵⁸ Zavod za statistiku Crne Gore-MONSTAT, *2006 Statistical Yearbook* (Podgorica: Zavod za statistiku Crne Gore-MONSTAT, 2006).

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ROMA EDUCATION FUND (REF)

*T*he goal of the Roma Education Fund is to contribute to closing the gap in educational outcomes between Roma and non-Roma, through policies and programs to support quality education for Roma including desegregation of educational systems. The Roma Education Fund was created in the framework of the Decade of Roma Inclusion. Therefore, it also shares the goals of the Decade.

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