

Plan 2009-2010



Montenegro

Executive summary



Montenegro is a south-central European country with a multinational population of 620,000, comprised of Montenegrins, Serbs, Bosnians, Albanians and Croats. Its political situation has been stabilising after gaining independence from the state union of Serbia and Montenegro in 2006. A Stabilisation and Association Agreement with the European Union was signed in 2007 and the process of accessing membership of the EU is intensifying.

Economy-wise, Montenegro has, in the last two years, been experiencing constant growth with a GDP increase of 7 per cent in 2007; driven in part by considerable foreign investments, particularly in property. The country's economy has switched from agriculture and manufacturing to predominantly services, with 60 per cent of GDP based on services; 15 per cent came from tourism alone. However, large foreign investments in property have driven the prices of real estate very high, and despite inflation being low at 4.2 per cent in 2007, the current account deficit was as high as 42 per cent of GDP in 2007, with the unemployment rate estimated at 14.7 per cent.

According to the Poverty Reduction Strategy Paper, 12.2 per cent of the population lives below the poverty line and 30 per cent lives below the line of economic security. The most vulnerable groups are Roma, Ashkalie, Egyptians (RAE) with 52.3 per cent living below the poverty line. They are followed by refugees and internally displaced persons (15,000 out of which 24 per cent are RAE), with 40 per cent below the poverty line and people with disabilities (10 per cent of the population) with 60 per cent living below the poverty line. Additionally, out of the total population of 620,000 there are 103,393 people above the age of 60 and 74,160 above 65. Economic migration from rural to urban areas- many rural areas are almost exclusively inhabited by older people- and reduced national reliance on agriculture, coupled with ongoing health and social system reforms mean that there are serious gaps in social security for the older population.

Floods and heavy snowfalls cause frequent winter emergencies. The risks to the population are region specific, with the northern part of the country more exposed to snow-blocked roads, causing traffic accidents and sometimes cutting certain settlements off for days on end. Droughts and fires are prevalent in the summer, with the coastal regions facing a lack of water that is compounded by the underdeveloped infrastructure.

There are numerous public documents and strategies adopted in, or for, Montenegro to ensure that the needs of people are met. To name but a few, the Poverty Reduction Strategy Paper (2007), the Strategy for the Development of Social and Child Protection 2008-2012, the Strategy for the Improvement of the Position of RAE in Montenegro 2008-2012, the Strategy for the Integration of People Living With Disabilities 2008-2012 and the Strategy for the Development of Social Protection of Older People 2008-2012. The Law on Protection and Life Saving was adopted in 2008, defining the roles and responsibilities in disaster preparedness and response. All these plans and strategies identify stakeholders and define their roles, including the responsibilities of the Red Cross in all the areas.

The Red Cross of Montenegro's auxiliary role to the government is defined in the Red Cross Law, adopted in 2006, stipulating a wide spectrum of public powers for the Red Cross of Montenegro, ranging from public health (first-aid training, motivation for voluntary non-remunerated blood donation, health promotion), through social care for vulnerable people (older vulnerable people, refugees and migrants) to disaster management. Working closely with the government in several areas, for example in creating the national strategy for disaster management, and with support from the International Federation and other partners such as DFID, the Austrian Red Cross and the Danish Red Cross, the Red Cross of Montenegro is laying plans for the period of 2009-2010. These plans build on the development work accomplished with all partners in recent years and also draw on the International Federation's Global Agenda goals, while observing other essential documents, such as the resolutions of the 30th International Conference of the Red Cross and Red Crescent. Ultimately, they are based on the identified needs of the most vulnerable people. In the coming period, the priorities requiring International Federation support will be:

- Further enhancing the disaster management system through training and advocacy, improving coordination between stakeholders at local level, developing mountain rescue/life saving services
- Direct assistance to the vulnerable population – 2,500 vulnerable Roma people and people living with disabilities, 1,000 vulnerable older people; as well as increased advocacy on their behalf
- Raising public awareness on health topics such as HIV and AIDS and voluntary non-remunerated blood donation among youth
- Enhancing the capacities and efficiency of the Red Cross of Montenegro through improving procedures and practices, improving its public relations and widening its volunteers and partners base.

The total 2009-2010 budget is CHF 1,120,578 (USD 1,024,294 or EUR 713,744).

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Country context

The Republic of Montenegro gained independence from the state union of Serbia and Montenegro in 2006. Today it is a country of 620,000 people, 43 per cent of whom identify themselves as Montenegrins and 32 per cent as Serbs¹, with other nationalities such as Bosnians, Croats and Albanians making the rest of the population. Following the political debate prior to the referendum for independence in 2006, the political situation in the country has been stabilising, with social and economic reforms continuing and with the work on accessing the membership in the European Union intensifying after signing the Stabilisation and Association Agreement in 2007.

The country's economy is mostly based on services with 60 per cent of GDP being based on services and 15 per cent provided by tourism alone. Manufacturing makes up 20-25 per cent of the economy and agriculture accounts for approximately 15 per cent according to the Economist Intelligence Unit. The economy has been developing well in the last few years with an estimated real GDP growth of 7 per cent in 2007. However there are also some negative trends linked to this development. Most of the foreign investments are in real estate, which has increased the price of real estate dramatically. At the same time, the current account deficit has been estimated at 42 per cent of GDP in 2007. The inflation is relatively low, amounting to 4.2 per cent in 2007. The unemployment rate is estimated at 14.7 per cent in 2007.

Following the years of isolation and economic embargo, as well as a high influx of migrants- refugees and internally displaced people from Croatia, Bosnia and Herzegovina and Kosovo- the Republic of Montenegro adopted a Poverty Reduction Strategy in 2007. According to the Poverty Reduction

¹ The results of a public census done in 2003.

Strategy Paper, which relies on data collected by the Institute for Strategic Studies and Forecast in 2003, 12.2 per cent of the total population lives below the poverty line with another 30 per cent living below the line of economic security². According to Ministry of Health, Labour and Social Welfare data, approximately 22,000 families, or 57,000 people, receive some form of material assistance from the social welfare system. Another 6,000 receive individual social welfare assistance. Their average income is between 55-104 euros per month, positioning them well below the poverty line. Furthermore, World Health Organization data identifies 10 per cent of the Montenegrin population as people living with disabilities, with 60 per cent of these people also living below the poverty line.

Development Indicators		MONTENEGRO	
<i>Population, geography and environment</i>		<i>Economy and labour</i>	
Total population (millions)	0.62	GDP per capita (PPP in USD)	3,800 (2005 est.)
Surface area (square km)	13,812	GDP real growth (%)	7
Population growth rate	0.16	Unemployment total (% of labour force)	14.7
<i>Health indicators</i>		Inflation %	4.2 (2007)
Life expectancy at birth (female/ male)	76/ 72	<i>Social indicators</i>	
TB prevalence (per 100,000)	49 (2006 est.)	Pop. below 2.4 US dollars per day (%)	12.2
Health spending as % of GDP	8.2 (2005)	Adult literacy rate (% aged 15 and older)	96.4 (2005) ³
HIV prevalence (% aged 15-49)	0.2 (2005) ⁴		
Sources: World Health Organization; World Bank; Economic Intelligence Unit.			

Table 1: Selected development indicators for Montenegro

The most vulnerable group of the population are RAE with 52.3 per cent living below the poverty line, followed by refugees and internally displaced people (40 per cent). Economic migration to cities and reduced reliance on agriculture mean that rural areas are being left behind in many key indicators. There is rising vulnerability among older people, especially in rural areas, with the traditional family support mechanisms dissolving and access to the health and protection institutions being low, especially during winter months in northern communities. According to the census from 2003, there are 103,393 people above the age of 60 and 74,160 above the age of 65 in Montenegro, out of the total population of 620,000. The social welfare system is undergoing a reform at the moment and the capacity for proper institutional support of this group of the population, especially those in need of health or direct assistance, is very low. There are only two retirement homes in the entire country.

According to the data of the Institute for Refugees from 2007, there are still approximately 15,000 refugees living in Montenegro, with RAE accounting for approximately 26 per cent of them. The majority of RAE refugees originate from Kosovo and their rate of return is very slow; around 10-20 families per year return. Approximately 2,500 of these people live in a large refugee camp in Podgorica, where the Red Cross of Montenegro is the implementing partner of the UNHCR in managing the camp, running a number of programmes.

² Defined as 174.3 Euro per month per family member

³ This data is from the former state union of Serbia and Montenegro before the declaration of independence by Montenegro in 2006.

⁴ Ibid.

Country disasters		SERBIA AND MONTENEGRO ⁵	
Type of Disaster	Date	Affected people	
Flood	July 1999	70,678	
Flood	April 2006	35,000	
Flood	November 1992	6,000	
Flood	April 2000	4,000	
Flood	April 2005	3,790	
Flood	June 2002	2,400	
Flood	December 2000	2,000	
Flood	February 2006	1,200	
Epidemic	August 1999	699	
Flood	December 1999	330	

Source: EM-DAT: The OFDA/CRED International Disaster Database

Table 2: Natural disasters in Serbia and Montenegro since 1990 including dates and number of people affected

Disaster-wise, in addition to the persistent risk of traffic accidents there are frequent winter emergencies related to heavy snowfalls and flooding, as well as summer droughts and fires. The risks to the population are region specific, with the northern part of the country more at risk from snowfalls that block the roads and sometimes completely cut certain settlements off for days on end. Similarly, the coastal part suffers regular summer droughts with water shortages that are equally a result of dry spells and the underdeveloped infrastructure.

There have been several important documents adopted in the recent period that define the strategic directions for the Montenegrin society to deal with the identified issues. In addition to the Poverty Reduction Strategy Paper, other documents ensuring that the people’s needs are met are the Strategy for the Development of Social and Child Protection 2008-2012, the Strategy for the Improvement of the Position of RAE in Montenegro 2008-2012, the Strategy for the Integration of People Living With Disabilities 2008-2012, and the Strategy for the Development of Social Protection of Older People 2008-2012. Additionally, the Law on Protection and Life Saving was adopted in 2008, defining the roles and responsibilities in disaster preparedness and response, with the strategy being developed at the time of writing.

The Red Cross Law was adopted in 2006, stipulating a wide spectrum of public responsibilities for the Red Cross of Montenegro, ranging from public health (first-aid training, motivation for voluntary non-remunerated blood donation, health promotion), through social care for vulnerable people (older vulnerable people, refugees and migrants) to disaster management.

National Society priorities and current work with partners

As already explained, the Law on Red Cross adopted in 2006 has defined the role of the National Society as auxiliary to the government in many areas of humanitarian and public work. The law defines the Red Cross of Montenegro roles and responsibilities through public powers granted to the society, covering a wide range of activities in health and care and disaster management. Disaster management is one of the biggest priorities for the society and for the government due to the recurring seasonal emergencies in summer and winter, as well as frequent traffic and industrial accidents. The Red Cross of Montenegro has played an important role in the response to two recent accidents, a train accident near Podgorica⁶ and an explosion in an explosive warehouse in Niksic⁷. After the adoption of the Law on Protection and Life Saving, the Red Cross of Montenegro worked closely with the Ministry of Interior on the design of a national strategy for disaster management. For the National Society, this is natural progress from the programme of forming, training and equipping disaster management teams at local, regional and national levels carried out with the International Federation’s support since 2001 and the

⁵ Data is only available before the dissolution of the state union of Serbia and Montenegro.

⁶ http://www.ifrc.org/cgi/pdf_appeals.pl?rpts06/montraincrashib1.pdf

⁷ http://www.ifrc.org/cgi/pdf_appeals.pl?rpts06/Montexplosion_IB.pdf

work invested in improving coordination of disaster response/ preparedness at local level since 2004. Additionally, the society is working on developing its mountain rescue/ life saving programmes, also stipulated as its public power in the Law on Red Cross and a potential income-generating activity. The Red Cross of Montenegro has, with Austrian Red Cross and DFID support, worked on developing water and sanitation activities and is planning further work with these partners in relation to disaster management.

In the area of health and care, the National Society has traditionally worked on providing first-aid training to the general population, as well as promoting voluntary non-remunerated blood donation. These activities are still very important as they are defined as public powers and as the National Society is officially recognised as the only organization with the capacity to provide these two services nationally. This work covers the whole territory of the Republic of Montenegro with every municipal branch of the Red Cross implementing these activities. The provision of first-aid training to learner drivers is another potential income-generating activity that will be developed over the next two years. Relevant ministries are considered stakeholders in these activities as the Red Cross works with them directly, ensuring a coordinated and well-targeted approach.

In addition to these traditional roles, the Red Cross of Montenegro has over the past several years developed several programmes targeting particular vulnerable groups found to be in need of non-institutional assistance and support with integration into the wider society. With the International Federation's support, the Red Cross of Montenegro started its first national programme of direct assistance to older vulnerable people in their homes in 2002. The home care programme has since been recognized as successful and ties with public institutions such as the Ministry of Health, Labour and Social Welfare, Employment Bureau, and Pensioners Association have been developed. The programme funding by the British Red Cross through the International Federation is coming to an end, yet the programme remains a priority of the National Society.

Likewise, work with vulnerable Roma children within the project *Open kindergarten for Roma and other children from marginalized families* and with young people living with disabilities through workshops that develop skills and give them opportunities to socialize was started in recent years, identifying vulnerable groups with no proper support. These programmes have been developed with International Federation support, mostly funded by the Swiss Agency for Cooperation and Development and the Norwegian Red Cross, and have since been supported by the Danish Red Cross, the Ministry of Health, Labour and Social Affairs, centres for social welfare, the Ministry of Education, UNICEF and the Roma Education Fund. The Red Cross of Montenegro is also the implementing partner of UNHCR in the camp for RAE internally displaced people from Kosovo in Podgorica, working with approximately 2,500 vulnerable people in a number of programmes and managing the camp. An ongoing partnership with the Italian Red Cross is focusing on youth exchange/ development activities.

The Red Cross of Montenegro is also active in health promotion programmes, especially focusing on HIV and AIDS awareness, working with young people in secondary schools, training peer educators and generally working on prevention.

The International Committee of the Red Cross (ICRC) has recently closed its country office in Montenegro, however activities supported through ICRC are continuing and even increasing, through cooperation with the office in Serbia. The ICRC works with the National Society on the dissemination of the Fundamental Principles of the International Red Cross and Red Crescent Movement, but also on capacity-building, especially the nascent tracing service⁸.

Organizational development is an important activity for the Red Cross of Montenegro, rising in priority ever since the National Society became independent in 2006. With the International Federation's support and Norwegian Red Cross funding the secretariat of the society in particular focused on strengthening its human resources, building its IT and financial management capacities in the past two

⁸ Before the split between Serbia and Montenegro, all the tracing activities were coordinated and managed in the Red Cross of Yugoslavia/ Serbia

years. This work now needs to be moved to the local level and this will be an organizational development priority in the coming period.

The Red Cross of Montenegro is actively identifying ways to follow up on the priorities defined in the Resolution 1 of the 30th International Conference of the Red Cross and Red Crescent, with a campaign on environmental degradation and climate change already in place in 2007. Efforts are being made to follow up on the commitments made at the VII European Regional Conference of the International Federation of Red Cross and Red Crescent Societies, as well as to follow the Federation General Assembly decisions and Global Agenda goals.

Secretariat supported programmes in 2009-2010

Disaster Management

The disaster management programme builds on the work done since 2001, including the training and equipping of municipal, regional and national teams. The Red Cross of Montenegro has focused on improving the disaster preparedness and response coordination between different stakeholders at municipal level through joint disaster simulations/ contingency planning. At the same time, close cooperation with the Ministry of Interior will result in the clarification of the roles of all the stakeholders and the signing of contracts outlining the work in disaster management, where the Red Cross, especially its regional teams will be defined as one of the key stakeholders.

a) The purpose and components of the programme

Programme purpose
Reduce the number of deaths, injuries and impact from disasters.

This programme focuses on strengthening the local, regional and national disaster response mechanisms, contingency planning, risk reduction and community-based disaster preparedness and prevention.

The disaster management programme budget is CHF 122,053 (USD 111,566 or EUR 77,741).

Programme component 1: Disaster preparedness/ Municipal disaster preparedness
Component outcome 1: Preparedness and response to emergency situations at national, regional and local level is improved, through better coordination among the stakeholders, leading to a reduced numbers of deaths, injuries and property damage.
Component outcome 2: The role of the Red Cross at national and local level is well-defined through appropriate legal documents; and the national disaster management strategy fully recognizes the mandate and the capacity of the Red Cross.

Programme component 2: Mountain rescue/ Life saving
Component outcome 1: The Red Cross of Montenegro has developed its own mountain rescue and life saving services, building on the existing work in licensing life savers and doing mountain rescue in selected branches.
Component outcome 2: These services are interwoven into the national disaster preparedness system and serve as income-generating activities for the Red Cross of Montenegro.

b) Profile of target beneficiaries

- The main part of the **disaster preparedness** training and equipping is targeting the National Society itself with the members of national teams receiving basic training and qualification for facilitating trainings for members of the regional and municipal teams. Training and equipping these teams will shorten the response time to disasters in future and increase the quality of response and recovery activities. About 50 members of the teams at different levels are to be

trained. The general population will benefit from the increased efficiency and effectiveness of the disaster management system, especially marginalised and vulnerable groups such as Roma people, older people, particularly those in remote, rural areas. Special emphasis will be given to the psychosocial support component in the training of team members, in order to address the specific needs of women, children, older people and other particular categories among the vulnerable population in emergencies and disasters.

- Additionally, the **municipal disaster preparedness** project targets around six municipalities in Montenegro, involving members of the local authorities and relevant services (such as civil protection, paramedics and fire fighters) as well as the local Red Cross in simulations/workshops with the purpose of increasing the efficiency of local disaster preparedness and response, through better coordination and use of capacities, as well as developing local plans.
- The target population of the **mountain rescue/ life saving** project are vacationing people at Montenegro's beaches and in the mountains. With 38 lives saved by trained and licensed Red Cross life savers during the summer season in 2007 at the Montenegro coastline and another 300 other emergency interventions, the addition of the Red Cross run life saving service will contribute to heightened safety. The mountain rescue service will be working at the main ski-centres, caring for the safety of thousands of skiers during the winter season.

c) Potential risks and challenges

There is a risk in launching Red Cross run services for saving lives, especially if they are run on a commercial basis through contracts with beach owners. There is a risk of dents in the Red Cross image in cases of lives lost. However, the Red Cross of Montenegro is aware of this danger and will be ensuring high levels of professional standards in the work of the services.

Health and Care

a) The purpose and components of the programme

The health and care programme focuses on prevention and promotion to ensure raised awareness among the general population in relation to public health threats, focusing on HIV and safe blood.

Programme purpose
Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.

The National Society, through advocacy and promotional activities, addresses the general public in relation to HIV and other public health threats.

The health and care programme budget is CHF 60,321 (USD 55,138 or EUR 38,421).

Programme component 1: Health promotion with focus on HIV
Component outcome 1: Raised awareness of HIV and AIDS risks among the general population, especially youth aged 13-18; through the work of 60 youth volunteers trained by the Red Cross as peer educators for HIV and AIDS prevention.
Component outcome 2: Strengthened cooperation with local and international organizations and institutions dealing with HIV and AIDS, including the European Red Cross and Red Crescent Network on HIV/AIDS (ERNA).
Component outcome 3: A harm reduction programme is designed and developed.
Component outcome 4: Raised awareness about HIV and AIDS and sexually transmitted infections (STIs), communicable diseases, hygiene promotion, reproductive health and mother and child health among the population in the RAE IDPs Camp Konik, leading to decreased number of communicable diseases caused by inadequate hygiene and other practices in the camp.

Programme component 2: Motivation for voluntary non remunerated blood donation

Component outcome 1: The percentage of blood donors among the general population is increased through motivational activities with focus on schools, universities and work places.

Component outcome 2: The National Society has well-trained motivators and a consolidated electronic database on blood donors.

b) Profile of target beneficiaries

- **Health promotion with focus on HIV:** The programme will target 60 youth volunteers from all local branches, and 40 per cent of the youth population in Montenegro, aged 13 to 18. The target group will be gender balanced, seeking a 50-50 per cent balance. The 60 youth volunteers will be trained as peer educators able to spread their knowledge in their communities; they will also coordinate HIV and AIDS awareness/ prevention workshops in primary and secondary schools in their municipalities and together with the workshops' participants design a one-day anti-stigma campaign for their communities.
- **Voluntary non-remunerated blood donation:** the general population.

c) Potential risks and challenges

The awareness among the general population about the importance of voluntary blood donation is very low with family donations being the prevalent model. Changing the mentality of the population is a difficult and long-term task.

Organizational Development/Capacity Building

The organizational development work in the past years has focused on priorities defined through the work the International Federation has done jointly with the National Society in 2001 and 2004. IT and financial development have been the primary topics; however, strengthening human resources of the secretariat, supporting new functions, procedures and values have become increasingly important since the Red Cross of Montenegro became an independent National Society.

The focus in the coming period will be on strengthening the IT and management capacities at branch level, improving the public image/ public relations of the National Society, further training staff and volunteers with a particular focus on programme and project planning/ management, as well as building capacities for fund-raising with the help of commercial provision of first-aid training, or utilisation of the existing assets.

a) The purpose and components of the programme

Programme purpose

Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.

The National Society's capacity to address the vulnerabilities in the society is increased through more efficient management procedures, a growing and more diverse volunteer base as well as a wider partner base at national level.

The organizational development/capacity building programme budget is CHF 216,021 (USD 197,460 or EUR 137,593).

Programme component 1: Improvement of public image and public relations

Component outcome 1: The National Society has a larger and more diverse volunteer base, reaching different profiles of people through upgrading its information activities in relation to concrete programmes and activities.

Component outcome 2: The National Society has a larger number of national and local partners and donors, from business, non-governmental and governmental sector, attracted through improved information about the Red Cross work and opportunities to support it.

Component outcome 3: The information and programme departments of the Red Cross of Montenegro interact more closely, ensuring that all important programme activities are covered with appropriate public relation activities, updates and reports.

Programme component 2: Development of a well-functioning organization with sustainable systems, procedures and staff with the desired level of managerial and technical competencies

Component outcome 1: The National Society has efficient and transparent management and information systems, lending it accountability and effectiveness in working with multiple vulnerable populations and various local, national and international partners.

Component outcome 2: The Red Cross staff and volunteers are well-trained in managing and creating projects and programmes and are proactive and creative in the pursuit of opportunities for partnerships and donations.

Component outcome 3: The IT system of the Red Cross of Montenegro is improved, ensuring better communication between different parts of the National Society, more efficient and transparent reporting, accounting, budgeting and appropriate overall programme management.

Programme component 3: Commercial first-aid training

Component outcome 1: The National Society has well-equipped facilities and well-trained first-aid instructors, enabling it to perform in line with its legal obligations and to raise funds to support other programmes and activities.

b) Profile of target beneficiaries

The organizational development programme primarily targets staff and volunteers at all levels of the National Society providing them with different skills and knowledge. In the component addressing public image and relations, the target population for the activities will be selected groups of the general public, as well as the business sector, in an effort to attract non-traditional volunteers and partners. The emphasis on the development of commercial first-aid training in the National Society will have an effect on the general population, increasing the traffic and work safety.

c) Potential risks and challenges

While the activities in organizational development will enhance the Red Cross of Montenegro's programme management transparency, it needs to be recognised as a credible partner by the government at all levels and needs to find new funding sources. This necessitates better information/public relations activities. The effects of these efforts will be seen in changes in legislation and governmental practices of all levels. This depends on political processes.

Principles and Values

This programme component targets the vulnerable and marginalised population including older vulnerable people, vulnerable Roma children and young people living with disabilities. It aims to enhance the capacity of communities, informal networks and vulnerable people themselves to provide non-institutional support where needed (whether due to the inadequate capacity of institutions of

support or the vulnerable people's expressed wish to avoid the institutions), and to help integrate marginalised people, families and communities in the wider society.

a) The purpose and components of the programme

Programme purpose
Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

The principles and values programme budget is CHF 559,187 (USD 511,140 or EUR 356,170).

Programme component 1: Tolerance among adolescents
Component outcome 1: Tolerance and respect for human rights among the elementary school students in less developed municipalities is increased with students becoming interested in joining the Red Cross and taking part in its activities.

Programme component 2: Home Care
Component outcome 1: Empowered local communities working through Red Cross branches identify and provide services to up to 1,000 vulnerable older people, advocating for their rights and providing them with assistance and support to maintain the dignity of their lives in their own homes.
Component outcome 2: The coordination between stakeholders is improved as the use of capacities and resources has become more efficient.
Component outcome 3: The Red Cross is leading advocacy efforts in the area of health and social protection of the older vulnerable population, and the older people themselves are actively participating in planning and implementing the activities.

Programme component 3: Open kindergarten for Roma and other children from marginalized families/ Work with young people living with disabilities
Component outcome 1: The education and social participation of Roma children and children with disabilities has been improved through continued work with 500 Roma children and children with disabilities as well as their families.
Component outcome 2: The number of Roma children from camp Konik enrolling in primary school and completing basic education, is increased.

b) Profile of target beneficiaries

- The target group of this programme is approximately 300 children in the eighth and ninth grade of primary school, in six municipalities over two years. The programme will be implemented in less developed municipalities where national and racial intolerance is a risk. The aim of the programme is, in addition to increasing tolerance and respect for human dignity/ human rights, to ensure the further involvement of students in future Red Cross activities. The programme will rely on activities created with the participation of target beneficiaries, and thus will serve as their gateway into the Red Cross family.
- The home care programme works almost exclusively with vulnerable older people living alone or in couples, with no close relatives, with a low level of income or no income, no assistance from other programmes, and aims to cover approximately 1,000 beneficiaries, with about 70 per cent of them being female. This population receives regular direct assistance in their homes by Red Cross volunteers, as well as support through advocacy on their behalf, improving their quality of life in their own homes, reducing health risks and increasing participation in community activities.
- The social welfare programme works directly with vulnerable Roma children and children with disabilities, as well as the members of their families, aiming to cover approximately 500 people. The children will be provided with access to alternative pre-school education and informal social networks, empowering them to continue integration into the society as they grow up. Equally essential is the continued work through workshops and meetings with their parents to educate

them about the importance of formal education and inclusion of their children in broader social contexts.

- **Durable solution for Roma IDPs from Kosovo, living in camp Konik:** Montenegro's Roma minority is a territorially dispersed community, but more than 50 per cent of them live in Podgorica. While domiciled Roma people are relatively well integrated, the situation of Roma IDPs is worrying because of their very limited integration. The project's geographical framework is the Konik camp (divided into territorial units Konik 1 and 2) and its immediate surroundings in Podgorica. The project's beneficiaries are identified within the community of displaced **Roma people** living in this area, a community comprised of approximately 2,500 people. The table below illustrates the population and age composition of the Roma minority in the Konik area. The direct beneficiaries are vulnerable Roma children and youth, aged 3-20.

Roma IDPs from Kosovo		Camp Konik and Podgorica surroundings				
Age		0 – 4	5 – 17	18 - 59	> 60	Total
Konik camp 1	Male	117	244	236	18	615
	Female	140	204	229	11	584
Konik camp 2	Male	34	60	57	7	158
	Female	24	72	62	3	161
Private accommodation	Male	60	160	160	36	416
	Female	69	139	178	36	422
HELP supported apartments	Male	1	46	26	0	73
	Female	5	26	27	3	61
Total		765	951	975	114	2490

Table 3: Roma IDP beneficiaries from Kosovo in camp Konik and Podgorica surroundings disaggregated on residence, age and gender

Indirect beneficiaries:

- ♦ parents of vulnerable Roma children
- ♦ the local community in the Konik area
- ♦ schools participating in the project

The beneficiaries receive education in kindergarten and pre-school, materials for work, hygiene parcels and daily healthy snacks. Children in schools receive school kits and support for outdoor classes that their parents in general are not in a position to pay.

c) Potential risks and challenges

The programme will be working with very diverse groups of young people in a socially and economically depressed environment. It is very important to keep the activities rooted in the day to day reality while still demonstrating the vision and the ambition of the Red Cross work. Thus, the materials used and the activities will rely on the input of the target group.

The support to the programme by the authorities will be very beneficial in ensuring this is only a part of the larger initiative, but regardless of its extent, the Red Cross considers this activity to be very important due to its recruiting potential.

The capacity of the Red Cross in Montenegro to successfully run community-based programmes is proven; however, the capacity to fund them or successfully raise funds on their behalf is still lower than needed. The combination of the decline in the international donors' interest for the region and the as yet underdeveloped local/ national donor environment means potential difficulties in maintaining the existing level of activities and upgrading them to the envisioned levels of services and advocacy. The International Federation's secretariat is very much aware of the issue and works to overcome it through building the capacity of the National Society at all levels to be more proactive and more efficient in fund-raising.

The biggest programme-level challenge is working with the Roma population, as approaching this group in a good way takes social skills and sensitivity. Inability to engage them in workshops and make them communicate openly could backfire and harm the programme. However, since the Red Cross of Montenegro has worked with this population closely in the Konik Camp, the chances of successful cooperation are high. To mitigate these risks, the Red Cross will include some of the Roma assistants in the camp and representatives of Roma NGOs in the programme design and implementation.

Role of the secretariat

The secretariat's budget for its support role is CHF 83,422 (USD 76,255 or EUR 53,135).

a) Technical programme support

The International Federation secretariat has a country representation in Belgrade, consisting of a country representative and nine skilled and experienced local staff working on programmes and administrative issues. The representation supports the Red Cross of Montenegro in implementing and managing all the above mentioned programmes through technical assistance, liaising with the International Federation at different levels and other National Societies, providing training materials and equipment and developing monitoring/ evaluation procedures. It also aims to ensure evaluations subject to funding in conjunction with regional/ zone offices.

b) Partnership development and coordination

The long-term nature of the majority of programmes described above and the efforts to integrate them into the wider context necessitate work with a number of partners. Locally, the activities are increasingly relying on partnerships and collaboration between Red Cross and governmental/ non-governmental partners and stakeholders as is natural for programmes that are focusing on community empowerment and the use of existing local resources.

At local level:

The home care programme involves informal agreements and formal contracts between implementing Red Cross branches and centres for social welfare, healthcare institutions, NGOs and associations of pensioners. This reliance on partnerships and networking has been boosted since 2005 through the introduction of a participatory approach to local programme design.

The social welfare programme relies on partnerships with local Roma NGOs and local schools in its systematic work with pre-school and school-age Roma children.

The municipal disaster preparedness programme is based on the participation and coordinated work of all important local stakeholders in the covered municipalities such as police, medical services, fire fighters and local government.

Internationally, the Swiss Agency for Development and Cooperation (SDC), represented by its office in Belgrade has been an important multi-year donor to the social welfare programmes, discussing and influencing the development of the programme. The International Federation is working closely with SDC on monitoring and developing the programme. The Danish Red Cross continues to be a bilateral partner in the same area, contributing to planning, implementation and monitoring.

Globally, the International Federation will work on broadening the spectrum of partners through continued dialogue with all potentially interested parties within and outside the Movement and through organizing partnership meetings where Partner National Societies and other organizations will have the opportunity to discuss the issues of interest with the Red Cross of Montenegro.

c) Representation and Advocacy

In Montenegro, the Red Cross has, partly thanks to the advocacy efforts of the International Federation, a good relationship with the government. The legal basis for the Red Cross work and its auxiliary role to the government are defined by the Red Cross Law, which also provides funding support for Red Cross

activities by defining them as public powers. Therefore, advocacy activities will be focused more on the international actors, such as UN agencies (particularly UNDP) and EU agencies, such as the European Agency for Reconstruction (EAR).

Promoting gender equity and diversity

The Red Cross of Montenegro has a good record of promoting gender equity in terms of staff and volunteers. At the moment the split is 60-40 per cent among employees and around 65-35 per cent among volunteers in favour of women. The jobs and tasks are divided fairly equally with both women and men occupying managerial positions and being coordinators of programmes. The governing board features representatives of both genders.

This means that the programmes seek to ensure equitable approaches to the different needs of different beneficiary groups. In **disaster preparedness**, psychosocial support is part of the standard and advanced training for the members of disaster response teams. Part of the psychosocial support specifically focuses on gender, ensuring that the needs of each family member are adequately assessed and met.

The home care and open kindergarten for Roma and other children from marginalised families/ work with young people living with disabilities programmes target the most vulnerable of a vulnerable population, catering to the needs of older people or children with specific needs. Roma children normally receive very little support from their immediate surroundings to get any kind of education. Families of children with disabilities often consider them unfit to 'mix' with the 'general population'. The International Federation is trying to address these challenges.

Quality, accountability and learning

Since the adoption of the Red Cross Law in 2006, the Red Cross of Montenegro has made efforts to ensure its activities and programmes are up to the required standards and the domestic and international reputation of the organization. This includes the development of **standard operating procedures for disaster response**, internal regulations that will facilitate optimum Red Cross response to disasters. Bearing in mind that a similar document does not exist in the national context, the Red Cross of Montenegro is actually leading the way in terms of building the national disaster management context in many ways.

The **municipal disaster preparedness** project is largely based on the inputs of other relevant organizations and stakeholders, with the Red Cross initiating the process and providing the forum in which the representatives of the community can discuss the priorities and response coordination.

This **participatory approach** to programme design was also introduced into the **home care programme** in 2005 through an assessment of the needs conducted at local level, with the involvement of local stakeholders and, crucially, potential and existing beneficiaries themselves.

That said, many of the field-level activities in any of the programmes and projects should be considered pilot-projects, even widespread activities such as Roma kindergartens and home care. Their focus is on temporary support to communities through the Red Cross in order to build functional, efficient, sustainable models that can then be replicated or adapted in other communities. This is an ongoing, long-term process, but the constant work within organizational development programmes aims to ensure that the National Society is efficient, transparent and accountable in all its activities.

Many of the programmes are informed and influenced by their prolonged contact with beneficiaries. Not only in ongoing service delivery programmes such as home care or social welfare, but also in work with young people through health promotion and HIV related activities. This ensures that the Red Cross acts with accountability for its actions towards beneficiaries always in mind.

How we work

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

Contact information

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