

## **Standard Summary Project Fiche – IPA centralised programmes**

### **Project fiche: 8**

#### **1. Basic information**

- 1.1 CRIS Number: 2010/022-154**
- 1.2 Title:** Social Welfare and Child Care System Reform: Enhancing Social Inclusion
- 1.3 ELARG Statistical code:** 02.19 – Social Policy and Employment
- 1.4 Location:** Montenegro

#### **Implementing arrangements:**

- 1.5 Contracting Authority:** Delegation of the European Union to Montenegro
- 1.6 Implementing Agency:** N.A.
- 1.7 Beneficiary (including details of project manager):**
  - Ministry of Education and Science
  - Address: Vaka Đurovića bb, 81000 Podgorica
  - Project Manager: Deputy Minister of Education and Science, Ms Vesna Vucurovic
  - Sector for Preschool, Primary and Education of Persons with Special Needs
  - Phone: +382 20 410 100, Fax: +382 20 410 101
  - e-mail: [vesna.vucurovic@gov.me](mailto:vesna.vucurovic@gov.me)
- Ministry of Labour and Social Welfare
- Address: Rimski trg 48, 81000 Podgorica
- Project Manager: Deputy Minister of Labour & Social Welfare, Ms Snezana Mijuskovic
- Phone: +382 20 482 447
- e-mail: [snezana.mijuskovic@gov.me](mailto:snezana.mijuskovic@gov.me)

#### **Financing:**

- 1.8 Overall cost (VAT excluded):** € 3,335,000
- 1.9 EU contribution:** € 3,000,000
- 1.10 Final date for contracting:** Two years from the date of the signature of the Financing Agreement
- 1.11 Final date for execution of contracts:** Two years from the final date for contracting
- 1.12 Final date for disbursements:** One year from the final date of the execution of the contracts

#### **2. Overall Objective and Project Purpose**

##### **2.1 Overall objective**

Social welfare and education system has facilitated inclusion of the vulnerable, socially excluded groups

##### **2.2 Project Purpose**

Comprehensive, inclusive and sustainable social and child welfare system with advanced inclusive education for children with special needs has been established

### **2.3 Link with AP/NPAA/ EP/ SAA**

In the European Partnership Implementation Action Plan (EP Action Plan), in chapter Human Rights and Protection of Minorities, one of the midterm priorities is to ensure the inclusion of disabled or minority children in the mainstream education.

Further in the EP Action Plan a number of social inclusion objectives are envisaged to be carried out by the Ministry of Labour and Social Welfare (MoLSW), the Ministry for Human and Minority Rights Protection, the Ministry of Education and Science, the Employment Agency, etc. Among others, these objectives include the further upgrade of the policy formulation and monitoring capacities of the Ministry of Labour and Social Welfare, with an emphasis on labour market integration of young people, women and vulnerable groups, and on modernizing social policies.

The Stabilisation and Association Agreement (SAA) emphasises in Article 102, Education and training that access to all levels of education and training is to be free of discrimination on the basis of gender, race, ethnic origin or religion.

In the EU Progress Report 2008, the following is noted in chapter 4.1.8 Employment and social policies: "...The 2007-2011 Strategy for Reduction of Poverty and Social Exclusion was re-focused on four fields (health, education, social protection and employment). Steps have been taken to establish a coordination unit to implement it. Nevertheless there is still a lack of shared analyses and cooperation between the relevant stakeholders in charge of fostering implementation of social inclusion policies. Regarding *social protection*, in November 2007 the Government adopted a Strategy for the Development of Social and Child Protection, a Strategy for the Development of Social Protection for the Elderly and a Strategy for the Inclusion of Disabled Persons in Montenegro. All three cover the period 2008–2012. However, implementation of these strategies is weak."

The National Programme of Integration (NPI) contains a sub-chapter on Children's Rights under the section 'Political Criteria' of the *National Programme of Integration to the EU, 2008-2012*. This marked a major breakthrough in efforts to put children at the heart of the accession process, bearing in mind that the NPI is a key strategic document for defining the five-year timetable of the EU accession process.

Further, under chapter 3.19.5 Social Inclusion, the following is stated: "In line with the recommendations from the European Partnership, the main priorities are a further development of social and child protection system, including the institutional and personnel strengthening of the social protection system, information system, statistics, social protection monitoring and research development, transformation of the social protection institutions, standardization of the services in the children and adult institutions, inter-agency cooperation for risky categories development, improvement of the professional capacities in the social protection institutions – centres from social work reform, standardization of services, education of the employed, introducing work monitoring and evaluation, licensing and accreditation conditions, development of the services directed towards social mechanisms strengthening (parents, family, relatives) which enable the stay in the family for child, elderly person or disabled person, removing and reducing architectural barriers for a free access of the disabled persons to the institutions of social and child protection"

### **2.4 Link with MIPD**

In Component 1 Transition Assistance and Institution Building, Priority axis 1 - Political Criteria the MIPD 2009–2011 defines increased access to educational facilities for vulnerable groups; number of enrolled teachers among vulnerable groups; better representation of Roma in the professional life as one of the indicators for expected results. Furthermore, the MIPD states that "...in general, action is needed to make existing measures, such as hiring incentives for employers, more effective, to improve access to social services and to accelerate preparation of the Law on Vocational Education Training (VET) and employment for persons with disabilities. Further progress is needed on de-institutionalisation, community-based services and aid to dependent persons, including in the field of mental health..." The MIPD also refers to different documents that are important for the area of child and social protection: "The action plan to implement the Law on protection of the child and social protection, adopted in 2005 and covering the period until 2010, is being implemented." Priority axis 2 - Economic Criteria calls for the implementation of a strategy on poverty reduction and social exclusion that sets out the activities to be carried out over the period 2007-2011 in the areas of health services, education, social protection and employment.

## **2.5 Link with National Development Plan .**

N/A

## **2.6 Link with national / sectoral investment plans**

The Constitution provides a favourable legal framework for the protection of human and minority rights. Within this context a number of strategic documents have been developed and adopted in the past five years:

In November 2007, the Government of Montenegro has adopted the Strategy for Social and Child Welfare Development in Montenegro 2008-2012. The Strategy defines the conditions in the field of social and child protection, the goals and priorities and the means to achieve them, as well as the resources required for its efficient implementation.

The Strategy on Poverty Alleviation and Social Inclusion in Montenegro, the revised version of the PRSP, was passed in July 2007. This Strategy defines the national development priorities and the achievable goals contributing to poverty reduction, by integrating the social, macroeconomic and structural elements and identifying the instruments for measuring progress towards those goals.

The leading principle for the Strategy for Inclusive Education in Montenegro is the quality and accessible education for all children and youth with special educational needs in accordance with their interests, capabilities and needs. The aims of the Strategy are: 1) harmonization of normative acts with national and international documents; 2) systematic support for professional development of staff; 3) organizing network technical support; 4) quality assurance and monitoring of the educational - education system, and 5) promotion of positive attitudes in regard to inclusive education.

The main objective of the Strategy for Improvement of the Position of Roma, Ashkalia, Egyptians (RAE) Population in Montenegro, 2008-2012, in the field of education and preservation of the culture and tradition of the RAE minority is the creation of essential conditions enabling the RAE population to benefit from one of the basic human rights - the right to education.

The Strategy for Integration of People with Disabilities in Montenegro (Action plan for 2008 and 2009) aims at including in education all categories of children with special needs and adult PWD's (people with disabilities), and to ensure the development of their potential, sense of dignity and personal values.

The National Strategy for the Development of Social Protection of the Elderly (for 2008-2012) was adopted in 2007, aiming at better social inclusion of the elderly in the mainstream society.

Despite the efforts made in developing and adopting the above mentioned strategic documents, further actions are needed to ensure adequate implementation.

Whenever possible synergy and complementarity with ongoing and planned IPA MB projects will be ensured.

### **3. Description of project**

#### **3.1 Background and justification:**

The existing social welfare and education system in Montenegro is in the process of intensive reforms and decisive endeavours are needed to reform it in accordance with the best EU practices and in the best interest of the beneficiaries. The overall local level social security component is still weak, affecting the most vulnerable ones the most. As a consequence social exclusion has become a visible phenomenon in Montenegro, despite the significant allocations for social transfers and subsidies (e.g. in 2007 25% of the total budget was allocated for social transfers and subsidies).

According to the latest data from the National Human Development Report (NHDR 2009), poverty remains steady (around 11%) and is relatively high in the north of the country, where high unemployment, comparatively high illiteracy especially among elderly and women, and low income levels contribute to high poverty rates. The Report shows also that social exclusion is concentrated among certain vulnerable groups of the population, with six main vulnerable groups identified as "excluded": 1) social protection system beneficiaries (11.9% of households are socially excluded); 2) long term unemployed (10% of households are socially excluded); 3) pensioners (8.9% of households are socially excluded); 4) people with disabilities (5% of households are socially excluded); 5) RAE population (14.1% of households are socially excluded); and 6) refugees and internally displaced persons (8.3% of households are socially excluded). It is also important to note that factors leading to social exclusion are multifaceted and multidimensional. Their solution require contributions from labour market, education and social protection system policies.

One of the areas which require special attention is the education of excluded children. The Montenegrin school system covers 3,416 students with special educational needs (SEN). In addition to this, according to the data base of the Bureau for Education Service, there were 1,461 RAE in elementary schools in 2008 (data provided by school principals)

There is a significant difference in the starting level of education between the domicile and the refugee RAE. One of the most important reasons for RAE children's poor achievements in school is related to the language: the majority of refugees speaks Romani or Albanian and has very poor knowledge of Montenegrin. RAE pupils' poor level of achievement is further negatively affected by the lack of RAE teaching staff. Moreover, RAE people lack IDs and records for their children which cause problems with enrolment. Gradual improvement of this situation is evident but still needs strong support.

In accordance with the recommendations of the Resolution of the Council of EU Member States of May 31, 1990, the integration of children and young people with disabilities into the mainstream education systems should be considered as the first option, while the system should be in a position to respond to the needs of pupils and students with disabilities.

At present, there are five special institutions in Montenegro: 1) the Institute for Education and Rehabilitation of persons with hearing and severe speech impairments in Kotor; 2) the Institute for Education and Professional Rehabilitation of Disabled Children and Youth in Podgorica (physically disabled, blind and poor-sighted children); 3) the Centre for Education and Vocational Training “June 1” in Podgorica (mild intellectual disability and children with autism); 4) the Special Institute for Children and Youth (moderate, severe and most severe intellectual disability) “Komanski Most” – Podgorica; and 5) the Institute for the education and rehabilitation of children with behavioural problems and problems with Law (juvenile delinquency) “Ljubović”.

Schooling in these institutions implies in many cases the necessity of changing environment and separating those children early from their parents and close family. This has significant impact by decreasing their possibilities to fully integrate into the environment in which they have to live.

A related area of concern is children currently residing in institutions. Although de-institutionalization of child protection services is seen as “the heart” of social protection and child care system reform, heavy reliance on institutional care is very present, especially for children without parental care and children with disability. At present, there are close to 480 children in institutions. This figure includes children without parents, child victims of violence, children with disabilities and children in conflict with the law. In Montenegro, there is only one institution “the Special Institute for Children and Youth “Komanski Most” for children with profound and severe learning disabilities, where 13 children are housed, together with some 120 adults, in extremely poor conditions. In the “Mladost Bijela” institution 169 children are currently living without parental care, out of whom only 8 % are real orphans.

More than 50 years of research provide convincing evidence that institutional care is detrimental to the cognitive, behavioural, emotional and social development of young children. Children in institutional care are more likely to suffer from attachment disorder, developmental delay and deterioration in brain development. The institutional care of children less than 3 years old may have negative effects on neural functioning at a crucial period of brain development. Therefore no child under three years should be placed in residential care without a parent. Research has also suggested that the length of stay should be no more than three months<sup>1</sup> when high-quality institutions are used for emergency interventions. , When children are removed from such institutional care at an early age and placed in a family their cognitive abilities improve.

The MoLSW has initiated the process of development of child and social protection standards in cooperation and consultations with local and international partners. However, there are still very few activities/results that affect the lives of children, their families and other beneficiaries. The services outside the scope of residential care for children are limited to day care centres, piloted so far only in few municipalities in Montenegro.

Therefore, Montenegro still needs to develop its social protection system, national capacities and state institutions in order to address the above mentioned challenges for the realisation of the rights of the most vulnerable children living in poor families, children without parental care, RAE children, children

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<sup>1</sup> Browne et al., 2006

with disabilities, children exposed to violence, children in conflict with the law and children in institutional care, as well as vulnerable and excluded adults.

In the area of child protection the prevention of child abandonment and placement in institutions should be appropriately addressed with system-supportive mechanisms and the development of adequate family and community based alternatives for children in need.

Priority should be given to the strengthening of inter-sectoral cooperation, linkage of health, social welfare, education and justice in a comprehensive, multidisciplinary approach towards the socially excluded. Support should be given to the Centres for Social Welfare to reduce their administrative workload and enhance professional programmes and working methods to reduce social exclusion.

### **3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact**

The project will seek to provide long-lasting and sustainable solutions for social (in particular related to children) welfare and education systems in Montenegro.

The envisaged activities have catalytic effect and once introduced as such, they are to be implemented continuously through national level funding mechanisms. In other words, once introduced at the local level, new, more effective service provision will be secured through sustainable funding mechanisms, such as a Social Innovation Fund (SIF) and Lottery Funds.

At the local level, pilot projects of the Social Innovation Programme – (SIP), including innovative service provision supported by grant mechanisms, and tailored training organized for all stakeholders, accompanied by appropriate monitoring mechanisms, would be established. The aim is to both improve the provision of standardized and innovative services as well as to offer possibilities for other local communities to replicate good practices. By facilitating involvement of all interested and competent parties in service provision at the local level the project will promote pluralism of service providers, diversify services offered and enable the tailoring of these services to the actual community needs. Through welfare-to-work (W2W) schemes a long-term sustainable impact will be achieved by gradually moving beneficiaries of the social welfare system towards income generation activities and to improve thus service targeting in the long run.

The Ministry of Labour and Social Welfare will work closely with the Ministry of Finance in order to secure financial allocations from the state budget for the introduction and implementation of innovative services in the area of social and child protection. In this respect, it is expected that a substantial percentage of the existing Lottery Fund of Montenegro will be allocated to the Social Innovation Fund. Having decentralization and deinstitutionalization as the main directions for the reform process, local stakeholders will participate in project design and implementation of the Local Social Inclusion Action Plans, which would ensure continuum of quality service provision at local level.

The proposed child care system reform aims to initiate inclusion and protection of the most vulnerable and marginalized children, including RAE, refugees, children with disability, children living in poverty, children in conflict with the law, children without parental care, children at risk and child victims of violence, abuse and neglect. It will create a higher opportunity for marginalized children to have equal access to a broad spectrum of quality child care services and will strengthen the child care system to be focused on prevention, family counselling and maintenance of family cohesion instead of institutional care and placements.

The proposed revision of the Law on Child and Social Protection and its harmonization with relevant international standards will be the important pillar in the construction of the institutional framework and capacity to implement the reform process.

The project foresees the establishment of the national Institute for Social Welfare as an intermediate regulatory institution for technical support to institutions and professionals in the field of child and social protection for monitoring, evaluating and supervising quality of work of institutions, services, and professionals' performance. The establishment of such an institute as an integral and resource centre for an overall social and child protection system will contribute to the improvement of child and social protection systems and will set standards, mechanisms and procedures, thus ensuring sustainability of the reform process.

This project has a direct impact and catalytic effect on other activities conducted by the Ministry of Education and Science. Preschool education for RAE children is recognized as the most important form of preparation for elementary education by relevant international as well as Montenegrin institutions and experts. Mastering the language of instruction is a precondition for RAE pupils' achievements in all school subjects, and it is of special importance in lower grades of elementary schools. Pedagogical and logistic assistance by RAE Assistants is expected to have positive effects on enrolment and school attendance of RAE pupils. In addition, preparatory activities have been done for the transformation of special institutions into resource centers, thus significantly contributing towards the achievement of one of the project results.

### **3.3 Results and measurable indicators:**

#### Component 1- Inclusive Education

##### **Result 1.1: Four Resource centres for SEN students established**

###### **Indicators 1.1:**

- Book of regulations will be adopted by the starting of the 2011/2012 school year
- At least 125 staff of special institutions will be trained in new working methods of resource centres by the end of 2011/2012 school year
- Equipment (for example: relaxation rooms, universal designed didactics, etc.) installed in resource centres and in use by the September 2011
- Curricula for children with severe and combined disabilities developed by the beginning 2011/2012 school year

##### **Result 1.2: Increased number of RAE pupils in mainstream preschools/elementary schools**

###### **Indicators 1.2:**

- Number of resident/domicile RAE pupils in mainstream preschools/elementary schools increased by 10 % (baseline: approx 1,000 domicile RAE pupils included in school system)
- Number of refugee RAE pupils in mainstream preschools/elementary schools increased by 15 % (baseline; approx 400 RAE children included in school system)
- Reduction of number of drop-outs of resident RAE pupils by 10% (baseline: dropout rate - approx 60% -80%)

- Reduction of number of drop-outs of refugee RAE pupils by 15% (baseline: dropout rate - approx 60% -80%)

### Result 1.3: Education system with improved conditions to integrate students with special needs

#### Indicators 1.3:

- All examination catalogues developed by the beginning of second part of 2011/2012 school year
- All associates for development of individualised tests trained by the beginning of second part of 2011/2012 school year
- All individualised examination tests prepared by the beginning of second part of 2011/2012 school year

### Component 2 - Social Welfare Reform

#### Result 2.1: Improved central level social system capacity to plan, commission and manage decentralization of existing and introduction of innovative social services through Social Innovation Fund (SIF).

##### Indicators 2.1:

- Capacity to plan, commission and manage decentralization improved on central level. (baseline: initial assessment to be conducted at the beginning of the project)
- Social innovation fund (SIF) established and functional at the national level by 2011
- Standards for social services based on the key principles of the current best EU practice developed by 2011
- 10 new/decentralized and improved existing social welfare services established and managed by SIF

#### Result 2.2: Capacities of local self governments built to manage Social Programmes

##### Indicators 2.2:

- Comprehensive social inclusion training programme for local level stakeholders (at least 100 people) designed and implemented by 2012
- At least 5 social services in line with national and EU standards, developed in the three pilot SIP Municipalities.
- 80% of Local action Plans developed and in line with National standards

#### Result 2.3: Improved provision of existing and introduction of Social Innovation Programmes (SIPs) in three pilot municipalities

##### Indicators 2.3:

- Beneficiaries satisfaction with locally led social services increased (baseline NHDR 2009 data)
- At least 15 (in average 5 per municipality) new and innovative services for adults established through SIPs (projects signed, implemented and successfully completed)



- At least 10% of beneficiaries of the existing social services, use new social services in three selected municipalities (exact baseline data to be provided upon selection of three pilot municipalities) Unemployment rate of hard-to-employ people (people with disabilities, single parents, long-term unemployed) decreased by 10% in municipalities with SIP implemented (baseline: unemployment rate in 2009 is approx 11%; hard-to-employ people make 40% of total unemployed)
- Social welfare recipients data base revised by end 2012, ensuring improved targeting of social services

### Component 3: Child Care System Reform

Result 3.1: Policies and legislation in the area of child and social protection harmonized with relevant international standards

Indicators 3.1:

All relevant legislation compliant with international standards by 2012 (UN, EU, CoE)<sup>2</sup>

Result 3.2: Institute for Social Welfare established and joint child protection databases created

Indicators 3.2:

- The Institute for Social Welfare officially established and functional by end 2012
- 100% of Institute staff trained and operational by end 2012
- Child Protection standards created by end 2012
- At least 50 Social Welfare professionals trained on Child Protection standards by end 2012
- At least 50 of NGO representatives trained on Child Protection standards by end 2012
- Local and national Child Protection databases created by end 2012
- 21 of Local Plans of Action for social and child protection developed by end 2012

Result 3.3: Enhanced capacities of social welfare, health and education professionals to provide children and families with preventive and inclusive programmes.

Indicators 3.3:

- Protocol of inter-ministerial cooperation formalised by the end of 2012.
- Number of socially excluded children accessing formal education increased by 25% by end 2012.
- Admissions of children in institutions reduced by 10% by the end 2012 (baseline: 20 children admitted per year in Bijela Orphanage; 0 admitted in Komanski Most)

Result 3.4: Enhanced family and community based services as an alternative to institutionalization.

Indicators 3.4:

- 100 % of children in Komanski Most de-institutionalized by end 2012 (baseline – 13 children)

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<sup>2</sup> UN Convention on the Rights of the Child, Introduction of innovative, quality and beneficiary oriented social services utilising the best EU social services practices and CoE standards

- 30 % of children from Bijela Orphanage aged 0-3 de-institutionalised by end 2012 (baseline – 23 of total of 169 children aged below 3)
- 20 % of children from Bijela Orphanage aged over 3 de-institutionalised by end 2012 (baseline – 146 of a total of 169 children aged above 3)
- 3 Small Group homes established and operational by the end of 2012
- At least 10% increase of foster families identified and trained (baseline – 0 foster family)
- Improved health and development of children participating in the de-institutionalization process by end 2012
- 5 innovative services for children developed through mechanisms of Social Innovation Fund in three pilot municipalities.

Result 3.5: Awareness creation and sensitization of the general public on social inclusion

Indicators 3.5:

- 70% of people aware and supporting alternative family and community based options after conduction of campaign “Every Child Needs a Family”.

### **3.4 Activities:**

#### Component 1 – Inclusive Education

Activities related to Result 1.1

- 1.1.1. Support to preparation and adoption of Book of regulations that will define transformation and work of resource centres
- 1.1.2 Development of working standards for employees in resource centre
- 1.1.3. Trainings, seminars, study visits of the staff of special education institution related to the work in resource centres
- 1.1.4. Procurement of relevant didactical and learning materials and software and other equipment based on principles of universal design
- 1.1.5. Development of curricula for children with severe disabilities and combined disabilities

Activities related to Result 1.2

- 1.2.1. Development and updating of data base of RAE pupils in mainstream preschools/elementary schools
- 1.2.2. Implementation of necessary conditions to enrol and prevent dropping out of RAE pupils in targeted preschools/elementary schools (free meals, free textbooks, catch-up lessons)
- 1.2.3. Recruitment of RAE assistants in targeted preschools/elementary schools
- 1.2.4. Training of targeted preschools/elementary schools staff for work with RAE pupils
- 1.2.5. Monitoring of improvements in enrolment and prevent dropping out of RAE pupils through data base

Activities related to Result 1.3

- 1.3.1 Development of examination catalogues (including guidelines for development of tests according to standards)
- 1.3.2 Preparation and implementation of training program for associates (school teachers) for development of individualised tests
- 1.3.3 Development of assessment items data base (collection of questions/tasks)

- 1.3.4 Procurement of equipment for production of individualised tests (Braille alphabet printer, robust key board, software for transformation of written material etc)
- 1.3.5. Assessment of students' school improvements through personalized tests

## Component 2 - Social welfare reform

### Activities related to Result 2.1

- 2.1.1. Assessment of the existing services including indication of needs assessment for new services To support MLSW in developing social services standards to be applied nationally
- 2.1.2. To conduct individual assessments and care plans for adults in residential social institutions as a prerequisite for their potential deinstitutionalisation
- 2.1.3. To provide technical assistance and guidance for establishment and effective implementation of the Social Innovation Fund (SIF) and the setting up of SIF unit in the MLSW.
- 2.1.4. Development of SIF regulations, procedures and criteria (SIF Manual) for provision of alternative community-based social services for most vulnerable groups in Montenegro
- 2.1.5. To support functioning of the Steering Committee responsible for the coordination of project activities

### Activities related to Result 2.2

- 2.2.1. Training and raising awareness for stakeholders organized in all municipalities of Montenegro in order to sensitise local authorities to design local Social Inclusion Action Plans
- 2.2.2. To organize preparatory/raising awareness workshops and training for all parties interested to take part in SIP (Local self government, Social Centres, Employment bureaus, NGOs/CSOs and private sector). The training will be focused on social service standards, community based services, social enterprise piloting, project managements, budgeting , monitoring and evaluation
- 2.2.3. To provide technical support to all interested parties to develop methods of joint community care planning, commissioning of new services (project design, management, implementation, audit, procurement) and their regular monitoring and evaluation

### Activities related to Result 2.3

- 2.3.1. Selection of three municipalities of Montenegro where to start pilot actions on SIP
- 2.3.2. Support to SIF unit to develop three pilot local level Social Innovation programmes (SIP) in three selected municipalities
- 2.3.3. Support to SIF unit to develop granting mechanism, selection criteria and monitoring and evaluation tools and provision of training for project management and reporting
- 2.3.4. Support to SIF unit to manage innovative social services including (publishing call for proposals for provision of new services in three local municipalities, SIF Manual utilization, monitoring and reporting)
- 2.3.5. To organize field monitoring visits for SIP teams and to establish quality control mechanism
- 2.3.6. To evaluate Social Innovation programmes (SIPs) in pilot municipalities and to elaborate lessons learnt for dissemination of good practices and replication of SIPs in other municipalities
- 2.3.7. Social welfare recipients data base revision

## Component 3: Child Care System Reform

### Activities related to Result 3.1

### 3.1.1. Revision of the Law on Social and Child Protection and development of bylaws

#### Activities related to Result 3.2

- 3.2.1 Development of internal procedures for the Institute for Social Welfare
- 3.2.2 Support to recruitment of staff of the Institute for Social Welfare
- 3.2.3 Capacity building of 100% of staff of the Institute for Social Welfare
- 3.2.4 Development of child protection standards and monitoring system
- 3.2.5 Capacity building for 50 child and social welfare professionals on child protection standards
- 3.2.6 Training of 50 NGOs representatives on child protection standards
- 3.2.7 Development of national and local databases on child protection
- 3.2.8 Development of Local Plans of Action in all municipalities of Montenegro

#### Activities related to Result 3.3

- 3.3.1 Development of protocol for increased inter-sectoral collaboration on prevention of institutionalization and provision of services
- 3.3.2 Training of 100% of social welfare professionals on assessment and care planning (case management) and establishment of child and family assessment teams
- 3.3.3 Training of 50% of professionals from health sector on support to vulnerable mothers
- 3.3.4 Training of 100% of members of the Local Commissions on Assessment and Orientation of Children with Disabilities
- 3.3.5 Establishment and capacity building of 4 regional Child Protection teams for the prevention of violence against children and child protection

#### Activities related to Result 3.4

- 3.4.1 De-institutionalization of children residing in the Special Institution for Children and Youth “Komanski Most”
- 3.4.2 Transformation of “Mladost” Bijela Institution for Children without Parental Care
- 3.4.3 Capacity building for 30 staff of 3 small group homes for children and equipping of the homes.
- 3.4.4 Development of an educational programme, training and recruitment of foster families
- 3.4.5 Development and dissemination of child protection services through mechanisms of the Social Innovation Fund/Programmes

#### Activities related to Result 3.5

- 3.5.1 Promotion and raising awareness activities on the overall reform process including UNICEF campaign “Every Child Needs a Family”

### **3.5 Conditionality and sequencing:**

Preconditions for the commencement of this project are:

- (a) the project objective will be declared government policy by the Government in order to ensure full support of all institutional stakeholders and their staff;
- (b) the Government has officially declared its commitment to the de-institutionalization of children and to the transfer of resources from the institutional system to the family and community based services;

- (b) all institutional stakeholders have signed a commitment to cooperate and to ensure that all staff is committed to the project objective and ready to work according to the methods and standards set by the project;
- (c) the Government has put in place adequate administrative, human, technical and infrastructural capacities at national and local level;
- (d) the MLSW ensures full transparency with regard to all activities related to social welfare and child care reform, in order to avoid duplication, and/or inconsistent or incompatible activities;
- (e) a Social Innovation Fund (SIF) and its legal framework has been set up ensuring sustainability of innovative and standardized local service provision. The SIF will be funded through the reallocation of funds from the existing lottery fund. In the legal framework for the SIF the Government has defined a fixed amount, which is sufficient to secure adequate funding for the SIF, allowing appropriate planning and regular provision of quality social services;
- (f) the Government of Montenegro commits itself to ensure that the target groups for all three components of this project include all residents of Montenegro irrespective of their legal status in the country.

### **3.6 Linked activities**

The project is a logical continuation of the ongoing activities of the Government of Montenegro and its partners in the area of social, child care and education reform, in particular the ongoing activities aimed to promote inclusive education, de-institutionalization of child protection practices and services, and the inclusion of other vulnerable groups.

In the area of education, the Montenegro Education Reform Process implemented by the Ministry of Education and Science, funded by the World Bank, has two basic objectives: to support the current education reform in Montenegro and to support the improvement of education planning and financial efficiency focused on general education. From 2006-2008 the Roma Education Initiative, funded by FOSI (Foundation Open Society Institute) i.e. the Roma Education Fund (REF), was implemented with the objective of improving RAE pupils' school performance.

In addition, in the past three years, the Ministry of Labour Social Welfare and UNDP have implemented the project on Decreasing Vulnerability of Roma in three Social Welfare Centres and three Employment Bureaus. The goal of this initiative was to facilitate the improved provision of social and employment services in three locations in Montenegro. This project included capacity building of staff from the Social Welfare Centres and the Employment Bureau, dissemination of best practices and the exchange of experience in working with Roma communities across the West Balkan region.

In the area of social and child protection, the Ministry of Labour and Social Welfare, with the support of UNICEF, established the first day care centre for children with disabilities in Bijelo Polje - the first alternative facility for children with disabilities in Montenegro. Support has also been provided to the Ministry of Labour and Social Welfare for the de-institutionalization of children by transforming the Special Institution for Children and Youth Komanski Most. This has included capacity building of professionals, including on the prevention of child placement in institutions. International experts have also been engaged to work directly with children in the Institution through Intensive Interaction Therapy and to assess and develop individual plans for children for the provision of family and community-based care.

In support of the Ministry of Labour and Social Welfare, UNICEF has also engaged an external expert to visit and assess all Centres for Social Welfare in Montenegro as part of the preparatory phase for building the capacity of the sector and for the establishment of the Institute for Social Work.

In the area of prevention and protection of children, UNICEF and UNHCR have provided support to the Ministry of Labour and Social Welfare to establish Operational Multidisciplinary Teams (OMT) in seven municipalities (Podgorica, Niksic, Bijelo Polje, Kotor, Bar, Berane and Herceg Novi) for the protection of children from violence, abuse and neglect.

The project “Enhancing Social Inclusion“ has a clear link with the ongoing Juvenile Justice System Reform Project implemented by UNICEF in cooperation with the Ministry of Labour and Social Welfare, funded by the European Commission Delegation in Podgorica (2008-2010). The project aims to strengthen preventive work with children and families at risk and in such a way contributes to reducing juvenile crime, violence against children and other negative phenomena.

### **3.7 Lessons learned.**

Previous experiences in implementation of different project gave us some recommendations and suggestions: asynchronous regulations at all levels of services (especially in children's health and protection); insufficient space capacity of institutions (the problem is evident in overweight children in schools, particularly urban schools), neglected secondary education regarding inclusive education, lack of assistance programs and lack of voluntary practices; insufficient development of network daily centres etc.

The most important lessons learned regarding education of RAE pupils are that it should start as early as possible and that support to learning of Montenegrin language should be provided at all levels of education. Also, assistance of RAE assisting teachers proved to be very helpful in the whole process.

So far lessons learned in implementation of social reform projects is that only comprehensive and coherent intervention could bring substantial results. Since PRSP development (2003), no major reform project has been implemented. Despite the efforts of the Ministry and support provided by the international community (UNICEF, UNDP, World Bank, etc), it is clear that a substantive and comprehensive action is needed in order to support effective reform process. In this sense, both donor coordination and inter-ministerial coordination would be critical.

In order to address the social exclusion, the NHDR Report on Social Exclusion -2009 recommends a set of actions as follows:

- Better alignment of the policies and programs with strategic priorities in the area of social inclusion and increased responsibility of the Government for coordinating and mainstreaming policies on poverty and social inclusion.
- Establish mechanisms ensuring budgetary resources for all policies and programs promoting social inclusion to support their implementation.
- Introduce consistent and systemic measurable targets indicators derived from the nationally set social inclusion priorities and objectives.
- Implement effective decentralisation through promoting the plurality of services providers that will involve: CSOs, local authorities, businesses and local agencies

- Support public awareness activities on social inclusion involving the media, NGOs and all stakeholders and strengthen capacities of NGOs in implementing programs and supports promoting social inclusion.
- Support local government in taking over greater responsibilities to implement programs on social inclusion.
- Introduce innovative, quality and beneficiary-oriented services utilizing best EU practices and programs that transfer social assistance dependent persons from welfare to work (W2W).

A human rights-based approach requires the participation and empowerment of children so that their voices are heard, respected and taken into account. Children have a right to participate in decision-making processes that affect them, in ways appropriate for their age and capacity. In order to stimulate these processes, together with the Ombudsman's Office, UNICEF published a Guide on Child Rights. It is important to take in consideration the recommendations of the Guide in order to ensure both children empowerment and participation.

#### 4. Indicative Budget (amounts in EUR)

			TOTAL EXP.RE	SOURCES OF FUNDING								
				IPA COMMUNITY CONTRIBUTION		NATIONAL CONTRIBUTION					PRIVATE CONTRIBUTION	
ACTIVITIES	IB (1)	INV (1)	EUR (a) = (b) + (c) + (d)	EUR (b)	%(2)	Total EUR (c)= (x) + (y) + (z)	% (2)	Central EUR (x)	Regional/ Local EUR (y)	IFIs EUR (z)	EUR (d)	% (2)
Activity 1												
Contract 1.1 – Service Contract (IPA)	X		570,000	570,000	100							–
Contract 1.2 – service contract (NC)	X		62,000			62,000	100	62,000				
Contract 1.3 – Supplies		X	30,000			30,000	100	30,000				
Activity 2												
Contract 2 - Direct agreement UNDP	X		1,298,440	1,180,400	90.9	118,040	9.1	118,040*				
Activity 3												
Contract 3 – Direct agreement UNICEF	X		1,374,560	1,249,600	90.9	124,960	9.1	124,960**				
TOTAL IB			3,305,000	3,000,000	90.8	305,000	9.2					
TOTAL INV			30,000			30,000	100					
<b>TOTAL PROJECT</b>			<b>3,335,000</b>	<b>3,000,000</b>	<b>90</b>	<b>335,000</b>	<b>10</b>	<b>335,000</b>				

Amounts net of VAT

\* UNDP contribution

\*\* UNICEF contribution

(1) In the Activity row use "X" to identify whether IB or INV

(2) Expressed in % of the **Total** Expenditure (column (a))



## **5. Indicative Implementation Schedule (periods broken down per quarter)**

Contracts	Start of Tendering	Signature of contract	Project Completion
Contract 1.1 – Service (IPA)	Q4 2010	Q2 2011	Q1 2013
Contract 1.2 – service (NC)	Q3 2010	Q3 2010	Q1 2013
Contract 1.3 – supply (NC)	Q3 2010	Q4 2010	Q1 2013
Contract 2 – Grant (IPA + NC)	n.a.	Q1 2011	Q3 2013
Contract 3 - Grant (IPA + NC)	n.a.	Q1 2011	Q3 2013

All projects will be ready for tendering in the 1<sup>ST</sup> Quarter following the signature of the FA

## **6. Cross cutting issues**

### **6.1 Equal Opportunity**

The implementation of the Project will support efforts that Montenegro is putting in on its way towards quality education for all, as well as towards a society where abilities and needs of each individual child are systematically identified and potential promoted by taking into account developmental disabilities or difficulties. Besides that, implementation will enhance understanding and knowledge in the area of democracy, equality and human/children's and minority rights. Special attention will be paid to the introduction of gender mainstreaming practices throughout the implementation of all planned activities and promote gender equality in combating poverty and social inclusion. Given that single parents (mothers) are identified as one of the most excluded groups of the society an effort will be made to introduce gender perspective into new innovative services and programmes targeting social exclusion.

### **6.2 Environment**

The activities under this Project are not expected to have significant impact on environment.

### **6.3 Minorities**

The minorities will directly benefit from this project as it will contribute to the social inclusion of vulnerable, socially excluded groups by facilitating social welfare and education system reform. Special attention is given on the creation of conditions to increase the number of RAE students in

different levels of the formal education system and to improve their education performance, as well as to support a comprehensive, inclusive and sustainable social and child welfare system reform with advanced inclusive education for all children with special education needs.

While the project will have nation-wide effects, the pilot SIP project will be implemented in multi-ethnic communities and would be part of the service provision and introduction of new services including all minority groups of population.

## ANNEX I: Logical framework matrix in standard format

LOGFRAME PLANNING MATRIX FOR Project Fiche	<b>Programme name and number</b>  <b>Social welfare and child care system reform: Enhancing social inclusion</b>	
	<b>Contracting period expires: two years upon signing of the financing agreement</b>	Disbursement period expires one year after the final date for execution of the contract
	<b>Total budget : 3,335,000.00 €</b>	<b>IPA budget: 3.000.000€</b>

Overall objective	Objectively verifiable indicators	Sources of Verification	
Social welfare and education system has facilitated inclusion of the vulnerable, socially excluded groups	N/A	N/A	
Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions
Comprehensive, inclusive and sustainable social and child welfare system with advanced inclusive education for children with special education needs, has been established	<ul style="list-style-type: none"> <li>At least 25% (approx. 200) of socially excluded children are either included in the mainstream education or benefitting from adequately targeted education services</li> <li>At <u>least 10</u> new social services that meet the international standards introduced and implemented</li> <li><u>At least 15%</u> increase of number of beneficiaries benefitting from new/existing social services</li> <li>25% of socially excluded children benefitting from preventive and inclusive, family and</li> </ul>	<ul style="list-style-type: none"> <li>Documentation and reports from resource centres</li> <li>Preschools/elementary schools documentation, Examination centre documentation</li> <li>Project progress report</li> <li>Annual reports of the Ministry of Labour and Social Welfare</li> <li>National Social Inclusion reports</li> </ul>	<p>Readiness of key stakeholders to accept necessary changes</p> <p>Effective communication and cooperation among all relevant institutions in charge of fostering implementation of social inclusion policies</p> <p>Core services provided on a guaranteed minimum level, funded within mainstream budgets by GoM</p>

	community based services	<ul style="list-style-type: none"> <li>• Independent External evaluation at the end of the project</li> <li>• EC Progress Report</li> <li>• OECD criteria <sup>3</sup></li> </ul>	
Results	Objectively verifiable indicators	Sources of Verification	Assumptions
<b>Component 1- Inclusive education services</b>			
<b>Result 1.1</b> Four Resource centres for SEN students established	1.1.1 Book of regulations will be adopted by the starting of the 2011/2012 school year 1.1.2 At least 125 staff of special institutions will be trained in new working methods of resource centres by the end of 2011/2012 school year 1.1.3 Equipment (for example: relaxation rooms, universal designed didactics, etc.) installed in resource centres and in use by the September 2011 (beginning 2011/2012 school year) 1.1.4 Curricula for children with severe and combined disabilities developed by the beginning 2011/2012 school year	<ul style="list-style-type: none"> <li>• National Gazette of Montenegro</li> <li>• Documentation and reports from 4 resource centres</li> <li>• Project progress report</li> <li>• Bills on purchased equipment</li> <li>• School documentation</li> </ul>	Staff in resource centres are willing to work according to new methods and standards
<b>Result 1.2</b> Increased number of Roma pupils in mainstream preschools/elementary schools with improved education achievements	1.2.1 Number of resident/domicile RAE pupils in mainstream preschools/elementary schools increased by 10 % (baseline: approx 1,000 domicile RAE pupils included in school system) 1.2.2 Number of refugee RAE pupils in mainstream preschools/elementary schools increased by 15 % (baseline; approx 400 RAE children included in school system) 1.2.3. Reduction of number of drop-outs of resident RAE pupils by 10% (baseline: dropout rate - approx 60% -80%) 1.2.4 Reduction of number of drop-outs of refugee RAE pupils by 15% of (baseline: dropout rate - approx 60% -80%)	<ul style="list-style-type: none"> <li>• Preschools/elementary schools documentation</li> <li>• Project progress report</li> <li>• Data base reports</li> </ul>	Roma parents are willing to enrol their children in preschool/school  Sufficient premise capacities in preschools  Roma children can easily access to preschool premises
<b>Result 1.3</b> Education system with improved	1.3.1 All examination catalogues developed by the beginning of second part of 2011/2012 school year	<ul style="list-style-type: none"> <li>• Examination catalogues</li> </ul>	

conditions to integrate students with special needs	<p>1.3.2 All associates for development of individualised tests trained by the beginning of second part of 2011/2012 school year</p> <p>1.3.3 All individualised examination tests prepared by the beginning of second part of 2011/2012 school year</p> <p>1.3.4 Necessary equipment put into use by the beginning of second part of 2011/2012 school year</p>	<ul style="list-style-type: none"> <li>• Project progress report</li> <li>• Documentation of Examination centre,</li> <li>• School documentation</li> </ul>	
<b>Component 2 – Social welfare reform</b>			
<p><b>Result 2.1</b></p> <p>Improved central level social system capacity to plan, commission and manage decentralization of existing and introduction of innovative social services through Social Innovation Fund (SIF).</p>	<ul style="list-style-type: none"> <li>• Capacity to plan, commission and manage decentralization improved on central level. (baseline: initial assessment to be conducted at the beginning of the project)</li> <li>• Social innovation fund (SIF) established and functional at the national level by 2011</li> <li>• Standards for social services based on the key principles of the current best EU practice developed by 2011</li> <li>• 10 new/decentralized and improved existing social welfare services established and managed by SIF</li> </ul>	<ul style="list-style-type: none"> <li>• Project Progress Report</li> <li>• Ministry of Labour and Social Welfare reporting,</li> <li>• Monitoring and evaluation reports</li> <li>• MLSW, SIF capacity assessment report</li> </ul>	<p>Political will to establish SIF and to decentralize social services provision</p> <p>Government decision on reallocation of the respective % of the national Lottery funds to SIF</p>
<p><b>Result 2.2</b></p> <p>Capacities of local self governments built to manage Social Programmes</p>	<ul style="list-style-type: none"> <li>• Comprehensive social inclusion training programme for local level stakeholders (at least 100 people) designed and implemented by 2012</li> <li>• At least 5 social services for adults in line with national and EU standards, developed in the three pilot municipalities.</li> <li>• 80% of Local action Plans developed and in line with National standards</li> </ul>	<ul style="list-style-type: none"> <li>• Local Action Plans adopted</li> <li>• Ministry of Labour and Social Welfare reporting, monitoring and evaluation reports,</li> <li>• MONSTAT data</li> <li>• Project progress report</li> <li>• Quality of Life and HHS survey</li> </ul>	<p>System of partnership between public entities (implying inter public) is in place</p> <p>CSOs/NGOs and other local level stakeholders capable to develop and deliver/implement projects/services</p>
<p><b>Result 2.3</b></p> <p>Improved provision of existing and introduction of Social Innovation Programmes (SIPs) in three pilot municipalities</p>	<ul style="list-style-type: none"> <li>• Beneficiaries satisfaction with locally led social services increased (baseline NHDR 2009 data)</li> <li>• At least 15 (in average 5 per municipality) new and innovative services for adults established through SIPs (projects signed, implemented and</li> </ul>	<ul style="list-style-type: none"> <li>• Ministry of Labour and Social Welfare reporting, monitoring and evaluation reports,</li> <li>• MONSTAT data</li> <li>• Project progress report</li> </ul>	

	<ul style="list-style-type: none"> <li>successfully completed)</li> <li>At least 10% of beneficiaries of the existing social services, use new social services in three selected municipalities (exact baseline data to be provided upon selection of three pilot municipalities)</li> <li>Unemployment rate of hard-to-employ people (people with disabilities, single parents, long-term unemployed) decreased by 10% in municipalities with SIP implemented (baseline: unemployment rate in 2009 is approx 11%; hard-to-employ people make 40% of total unemployed)</li> <li>Social welfare recipients data base revised by end 2012, ensuring improved targeting of social services</li> </ul>	<ul style="list-style-type: none"> <li>Quality of Life and HHS survey</li> <li>Reports published by Employment bureaus</li> <li>Field monitoring reports</li> <li>Ministry of Social Welfare beneficiaries' database records</li> </ul>	
<b>Component 3: Child Care System Reform</b>			Ownership of the reform process, coordination and commitment from local partners
<b>Result 3.1</b> Policies and legislation in the area of child and social protection harmonized with relevant international standards	<ul style="list-style-type: none"> <li>All relevant legislation compliant with international standards by 2012 (UN, EU, CoE)<sup>4</sup></li> </ul>	<ul style="list-style-type: none"> <li>Law on Child and Social Protection, child protection standards</li> <li>Independent External Evaluation of the Project<sup>5</sup></li> </ul>	Readiness to change, political will, inter-sectoral cooperation, adequate technical expertise ensured  Political will to support de-institutionalization
<b>Result 3.2</b> Institute for Social Welfare established and joint child protection databases created	<ul style="list-style-type: none"> <li>The Institute for Social Welfare officially established and functional by end 2012</li> <li>100% of Institute staff trained and operational by end 2012</li> <li>Child Protection standards created by end 2012</li> <li>At least 50 Social Welfare professionals trained on Child Protection standards by end 2012</li> <li>At least 50 of NGO representatives trained on</li> </ul>	<ul style="list-style-type: none"> <li>Ministry of Labour and Social Welfare statistic</li> <li>Independent External Evaluation of the Project</li> <li>Ministry of Labour and Social Welfare official data</li> </ul>	Agreement of national government to facilitate the transfer of resources from the institutional system (including staff, budgets, and where appropriate, buildings/materials) to family and community based services

<sup>4</sup> UN Convention on the Rights of the Child, Introduction of innovative, quality and beneficiary oriented social services utilising the best EU social services practices and CoE standards

<sup>5</sup> That will has as integral part the assessment of the law and child protection practice, using a UNCRC / ECHR verification checklist

	<p>Child Protection standards by end 2012</p> <ul style="list-style-type: none"> <li>• Local and national Child Protection databases created by end 2012</li> <li>• 21 of Local Plans of Action for social and child protection developed by end 2012</li> </ul>		
<p><b>Result 3.3</b></p> <p>Enhanced capacities of social welfare, health and education professionals to provide children and families with preventive and inclusive programmes</p>	<ul style="list-style-type: none"> <li>• Protocol of inter-ministerial cooperation formalised by the end of 2012</li> <li>• Number of socially excluded children accessing formal education increased by 25% by end 2012</li> <li>• Admissions of children in institutions reduced by 10% by the end 2012 (Baseline: 20 admitted per year in Bijela Orphanage; 0 admitted in Komanski Most)</li> </ul>	<ul style="list-style-type: none"> <li>• Ministry of Labour and Social Welfare, Ministry of Health and Ministry of Education, Local Municipality official data</li> <li>• Independent External Evaluation of the Project</li> <li>• Ministry of Labour and Social Welfare and MONSTAT statistic</li> <li>• National school enrolment statistics</li> </ul>	
<p><b>Result 3.4</b></p> <p>Enhanced family and community based services as an alternative to institutionalization.</p>	<ul style="list-style-type: none"> <li>• 100 % of children in Komanski Most de-institutionalized by end 2012 (baseline – 13 children)</li> <li>• 30 % of children from Bijela Orphanage aged 0-3 de-institutionalised by end 2012 (baseline – 23 of total of 169 children aged below 3)</li> <li>• 20 % of children from Bijela Orphanage aged over 3 de-institutionalised by end 2012 (baseline – 146 of a total of 169 children aged above 3)</li> <li>• 3 Small Group homes established and operational by the end of 2012</li> <li>• At least 10% increase of foster families identified and trained (baseline – 0 foster family)</li> <li>• Improved health and development of children participating in the de-institutionalization process by end 2012</li> <li>• 5 innovative services for children developed through mechanisms of Social Innovation Fund</li> </ul>	<ul style="list-style-type: none"> <li>• Independent External Evaluation of the Project</li> <li>• Ministry of Labour and Social Welfare statistic</li> <li>• Comprehensive assessment of the health and development of children</li> </ul>	





1.3.5. Assessment of students' school improvements through personalized tests	Technical assistance
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## Component 2

## Direct Grant Agreement (UNDP)

<b>Related to Result 2.1</b>		
2.1.1	Assessment of the existing services including indication of needs assessment for new services	Expertise, Assessment
2.1.2	To support MLSW in developing social services standards to be applied nationally	Training , expertise
2.1.3	To conduct individual assessments and care plans for adults in residential social institutions as a prerequisite for their potential deinstitutionalisation	
2.1.4	To provide technical assistance and guidance for establishment and effective implementation of the Social Innovation Fund (SIF) and the setting up of the SIF unit in the MLSW.	Equipment, staffing, experts
2.1.5	Development of SIF regulations, procedures and criteria (SIF Manual) for provision of alternative community-based social services for most vulnerable groups in Montenegro	Technical assistance
2.1.6.	To support support functioning of the Steering Committee responsible for the coordination of project activities	Training, raising awareness
<b>Related to Result 2.2</b>		
2.2.1.	Training and raising awareness for stakeholders organized in all municipalities of Montenegro in order to sensitise local authorities to design local level Social Inclusion Action Plans	Training workshop, expertise
2.2.2.	To organize preparatory/raising awareness workshops and training for all parties to take part in SIP (Local self government, Social Centres, Employment Bureaus, NGOs/CSOs and private sector) . Training will be focused on social service standards, community based services, social enterprise piloting, project managements, budgeting , monitoring and evaluation	Training workshop, expertise
2.2.3.	To provide technical support to all interested parties to develop methods of joint community care planning, commissioning of new services (project design, management, implementation, audit, procurement) and their regular monitoring and evaluation	Training workshops, expertise
<b>Related to Result 2.3</b>		
2.3.1	Selection of three municipalities of Montenegro where to start pilot actions on SIP	15 innovative services implemented
2.3.2	Support to SIF unit to develop three pilot local level Social Innovation programmes	Local level partners have basic capacity

<p>(SIP) in three selected municipalities</p> <p>2.3.3 Support to SIF unit to develop granting mechanism, development of selection criteria and monitoring and evaluation tools and provision of training for project management and reporting</p> <p>2.3.4 Support to SIF unit to manage innovative social services including (publishing call for proposals for provision of new services in three local municipalities, SIF Manual utilization, monitoring and reporting)</p> <p>2.3.5 To organize field monitoring visits for SIP teams and to establish quality control mechanism</p> <p>2.3.6 To evaluate Social Innovation programmes (SIPs) in pilot municipalities, and to elaborate lessons learnt for dissemination of good practices and replication of SIPs in other municipalities</p> <p>2.3.7 Social welfare recipients data base revision</p>	<p>in 3 municipalities</p> <p>Technical assistance, Local travel</p> <p>Communication, dissemination-</p> <p>Technical assistance, expertise</p> <p>IT expertise, software</p>	<p>to participate in SIP</p> <p>Good practices available and applicable for replication in the other parts of the country</p>
<p><b>Component 3-</b> Child Care System Reform <i>Comprehensive, sustainable child protection system reform focused on prevention, deinstitutionalization and inclusion of vulnerable children implemented</i></p>	<p>Direct Grant Agreement (UNICEF)</p>	
<p><b>Related to Result 3.1</b></p> <p>3.1.1 Revision of the Law on Social and Child Protection and development of bylaws</p> <p><b>Related to result 3.2</b></p> <p>3.2.1 Development of internal procedures for the Institute for Social Welfare</p> <p>3.2.2 Capacity building of 100% of staff of the Institute for Social Welfare</p> <p>3.2.3 Development of child protection standards and monitoring system</p> <p>3.2.4 Capacity building of 50 child and social welfare professionals on child protection standards</p> <p>3.2.5 Training of 50 NGO representatives on child protection standards</p> <p>3.2.6 Development of national and local databases on child protection</p> <p>3.2.7 Development of Local Plans of Action in 21 municipalities</p> <p><b>Related to Result 3.3</b></p> <p>3.3.1 Development of protocol for increased inter-sectoral collaboration on prevention of institutionalization and provision of services</p>	<p>Technical assistance, training</p> <p>Technical assistance, trainings</p> <p>Technical assistance, trainings</p> <p>Technical assistance, trainings</p> <p>Technical assistance, training</p> <p>Technical assistance, training</p> <p>Technical assistance, training</p>	<p>Ownership of the reform process, coordination and commitment from local partners</p> <p>Readiness to change, political will, intersectoral cooperation, adequate technical expertise ensured</p> <p>Law on Child and Social Protection's revision to be foreseen by MNE Government Agenda</p> <p>To ensure quality and professional technical expertise and guarantee national ownership and sustainability of process</p> <p>Adequate media coverage ensured</p>

3.3.2	Training of 100% of social welfare professionals on assessment and care planning (case management) and establishment of child and family assessment teams	equipment –
3.3.3	Training of 50% of professionals from health sector on support to vulnerable mothers	Technical assistance, training
3.3.4	Training of 100% of members of the Local Commissions on Assessment and Orientation of Children with Disabilities	
3.3.5	Development of internal procedures and capacity building of 4 regional Child Protection teams for the prevention of violence against children and child protection	Technical assistance
<b>Related to result 3.4</b>		
3.5.2	De-institutionalization of children residing in the Special Institution for Children and Youth “Komanski Most”	Technical assistance, training
3.5.3	Transformation of “Mladost” Bijela Institution for Children without Parental Care	Technical assistance, training,
3.5.4	Capacity building for 30 staff of...and equipping of 3 small group homes for children	Technical assistance, trainings
3.5.5	Development of an educational programme, training and recruitment of foster families	
3.5.6	Development and dissemination of child protection services through mechanisms of the Social Innovation Fund/Programmes	Technical assistance,
<b>Related to result 3.5</b>		
3.5.1.	Promotion and awareness raising on the overall reform process including UNICEF campaign “Every Child Needs a Family	Technical assistance, training and commissioning services
		Technical assistance, training and commissioning services
		Technical assistance, training, equipment Technical assistance, training
		Technical assistance, training and commissioning services, equipment
		Technical assistance, media campaign

#### Preconditions

- Basic administrative, human, technical, infrastructure capacities in place both at national and local level
- Ground work done for setting up of adequate cooperation mechanism/ Social Policy Commission to ensure top level ownership of the process of reform and to become an overarching social policy making body
- Consensus achieved to establish the coordination mechanism in the multi stakeholder environment at local level for the actual services delivery

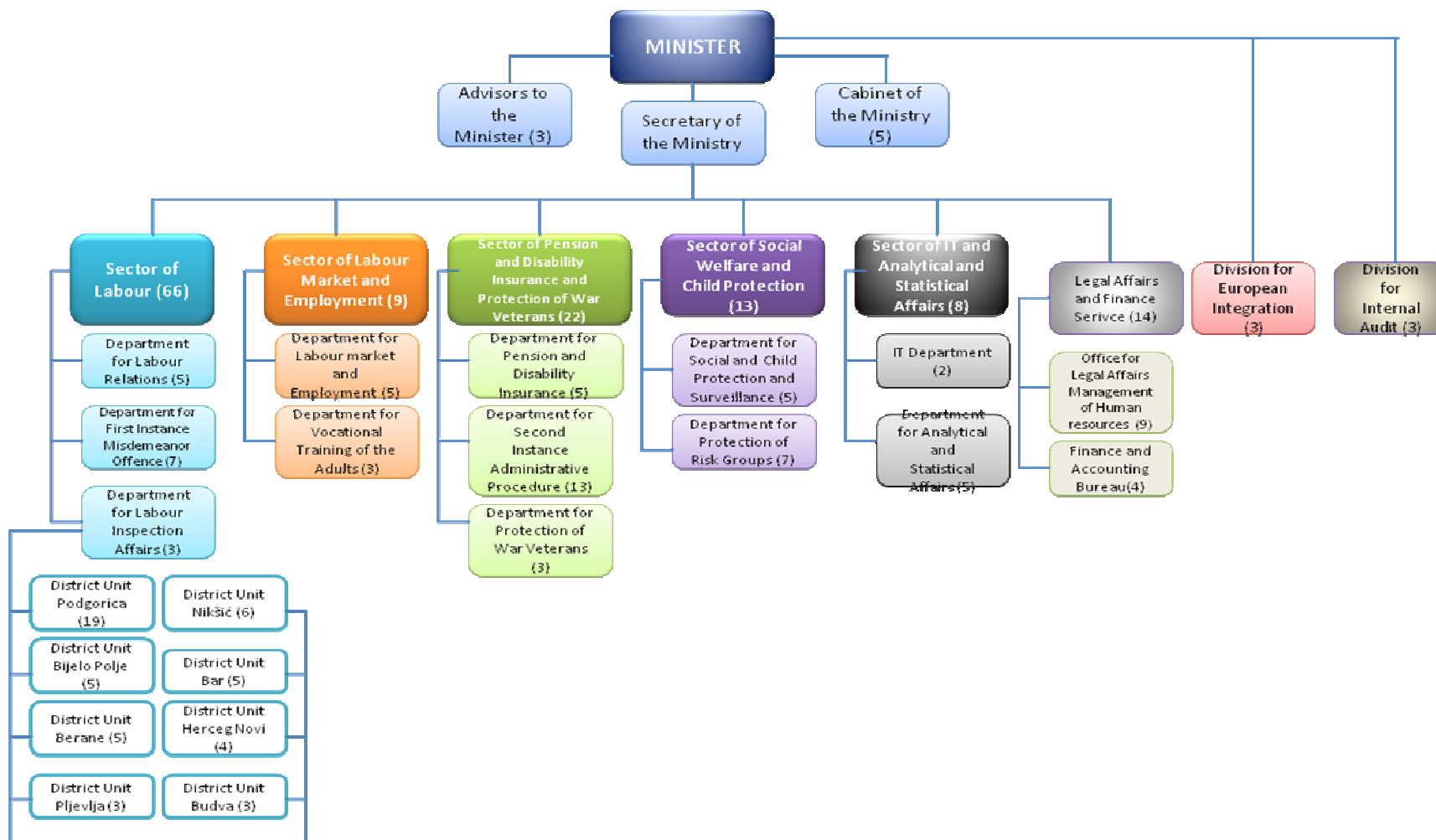
- Commitment of the partners: policy makers, the local authorities, communities, but CSOs, business sector for change and for likelihood of these services to become integral part of the system

**ANNEX II: IPA amounts (in €) Contracted and disbursed by quarter for the project**

<b>Contracted</b>	<b>Q3 2010</b>	<b>Q4 2010</b>	<b>Q1 2011</b>	<b>Q2 2011</b>	<b>Q3 2011</b>	<b>Q4 2011</b>	<b>Q1 2012</b>	<b>Q2 2012</b>	<b>Q3 2012</b>	<b>Q4 2012</b>	<b>Q1 2013</b>	<b>Q2 2013</b>
Contract 1.1 (IPA)				<b>570,000</b>								
Contract 2 (IPA)			<b>1,180,400</b>									
Contract 3 (IPA)			<b>1,249,600</b>									
<b>Cumulated (IPA)</b>			<b>2,430,000</b>	<b>3,000,000</b>	<b>3,000,000</b>							
<b>Disbursed</b>	<b>Q3 2010</b>	<b>Q4 2010</b>	<b>Q1 2011</b>	<b>Q2 2011</b>	<b>Q3 2011</b>	<b>Q4 2011</b>	<b>Q1 2012</b>	<b>Q2 2012</b>	<b>Q3 2012</b>	<b>Q4 2012</b>	<b>Q1 2013</b>	<b>Q2 2013</b>
Contract 1.1 (IPA)				171,000		114,000		114,000		114,000		57,000
Contract 2 (IPA)			380,000			341,180			341,180			118,040
Contract 3 (IPA)			400,000			362,320			362,320			124,960
<b>Cumulated (IPA)</b>			<b>780,000</b>	<b>951,000</b>	<b>951,000</b>	<b>1,768,500</b>	<b>1,768,500</b>	<b>1,882,500</b>	<b>2,586,000</b>	<b>2,700,000</b>	<b>2,700,000</b>	<b>3,000,000</b>

**ANNEX III Description of Institutional Framework** The organigramme was excellent, but unfortunately requires too many MB! Therefore we had to delete it here after inserting our comments. Is it not possible that you include here an organigramme without colours?

### ORGANIGRAM OF THE MINISTRY OF LABOUR AND SOCIAL WELFARE



#### **ANNEX IV Reference to laws, regulations and strategic documents:**

- National Program for Integration to the European Union (2008)
- Strategy of development and poverty reduction (2003)
- Strategy of poverty reduction and social exclusion (2007)
- Strategy for social and child welfare development in Montenegro (2008)
- Strategy of development of social protection for elderly (2008)
- Strategy for integration of persons with disability (2008)
- National Plan of Action for Children (2004)
- Law on Social and Child Protection (2005)
- Law on education of children with special needs,
- Law on minorities rights and freedoms
- Law on general education

The Government of Montenegro is one of the signatories of the Roma Decade and, accordingly, the Strategy and the Action Plan for Roma Inclusion were approved and adopted. The Government made the decision to allocate 0.02% from the National Budget for funding the protection of minority rights, education, housing and employment. About 30% of the entire amount is allocated to education, mostly for projects submitted by NGOs.

Several national strategy documents, in line with international standards were adopted securing respect of equal rights for all children (Poverty Reduction Strategy Paper, (PRSP), the National Plan of Actions for Children, the Strategy on Child and Social Protection, the Book for Changes, the Strategy on Inclusive Education, the Strategy on People with Disability, the Strategy for Protection and Improvement of Reproductive Health, as well as the Family Law, Law on Health protection, the Law on Preschool Education and the Law of Education of Children with Special Needs). The Law on social and child protection (2005) emphasizes the rights of financial support and institutional placement, but also widely opens opportunities for developing and providing new, alternative and diverse services and possibilities for development and engagement of nongovernmental service providers.

The Strategy of Development of the Child and Social Protection System (2007) was followed by a number of other “strategic” documents that share and emphasize the basic reform principles: decentralization, deinstitutionalization, diversification, coordination, participation and individualization.

The main goal of the Strategy is the development of an integral social and child welfare system through the development of a network of effective services, institution building and guaranteeing the basic rights that provide protection of family, individuals and groups in the least restrictive environment, along with activation of their potentials, which can prevent, eliminate or mitigate the main risks that citizens are exposed to. Such development should be accompanied by a social welfare system regulated by law in compliance with international standards, planned and organised in accordance with the actual community needs, based on the principles of decentralisation and participatory decision-making, where all social agents share equal responsibilities and opportunities to provide and finance social and child welfare services, rendering them equally accessible to all beneficiaries and effective in providing support to vulnerable groups.

Implementation of reform of education in Montenegro started gradually in 2004. In 2009/2010 school year it will be fully implemented in all schools. Main principles of the reform are: individualization of teaching/learning process, decentralization of management and curriculum, equal opportunities for all and democratization of school life.

The Law on education of children with special needs, issued in 2004, generally follows the education reform recommendations and standards of European legislation in this area. However, it was generally agreed that it should further apply the principle that education is not only the process of acquiring academic knowledge and achievements, but also process of acquiring skills and knowledge needed for everyday life.

The Law on minorities rights and freedoms was issued in 2006 and provides protection of the rights to autochthon minority peoples, national minorities, ethnic minorities and their members, in accordance with the Constitution of Montenegro, the Charter on Human and Minority Rights and Civil Freedoms, in addition to the general human and civil rights and freedoms guaranteed to all citizens, as well as the special protection of minority rights and freedoms.

The Law on general education, the Law on elementary school education, the Law on gymnasium and the Law on vocational education define external evaluation of knowledge achievements of pupils based on standardised tests.

## **ANNEX V: Details per EU-funded contract**

Component 1 – Implementation of activities within Component 1 of the Project will be realized through 3 contracts. Two service contracts (one financed by IPA and another one financed by National Contribution) and one supply contract to be financed by National Contribution (for procurement of universally designed teaching equipment for resource centres). The objective of the service contract is to achieve results 1.1, 1.2 and 1.3.

The contract financed by IPA will include provision of trainings, organization of seminars, data – base development, design of catalogues, and procurement of specific equipment.

The contract financed by National Contribution will improve conditions of Resource Centres such as: equipment – relaxation rooms, universal designed didactics. Further, it will provide basis in terms of legal preconditions, development of standards for SEN students, provision of Braille alphabet printer, special key boards, and software for transformation of written material.

The objective of the Supply Contract is to provide free textbooks, free meals, etc at the beginning of every school year.

Steering committee (SC) will be established to review the progresses of the project. It will comprise of representatives of the Beneficiaries and the Contracting authority and will be supported by the Contractor. The SC may invite other stakeholders to attend meetings where this will bring added value to discussion and outcomes of the Project. Its main functions are to:

- assess Project progress and guide it strategically;
- discuss any critical points for project implementation;
- draft recommendations affecting timing, cost or Project contents;



- assess the performance of the contractors and to comment and/or discuss the contractors' reports.

The SC will meet every six months.

Component 2 and 3 are intended to be carried out by joint management with UNDP and UNICEF Montenegro. The contractual agreements to be signed with the UN agencies will follow official agreements in line with the conditions laid down in articles 53(c) and 53d of Regulation (EC, Euratom) No 1605/2002 and 43 of its Implementing Rules.

Component 2 of the project will be carried out through a Direct Agreement between UNDP Country Office Montenegro and the European Commission Delegation (ECD). UNDP is the UN's global development network, an organization advocating for change and connecting countries to knowledge, experience and resources to help people build a better life. UNDP works on the ground in 166 countries, working with them on their own solutions to global and national development challenges.

There are various reasons to select directly UNDP for fulfilling the described tasks. In Montenegro, UNDP has been providing continuous support to the Ministry of Labour and Social Welfare on a number of areas of social protection and social security. Among other the most significant activities include (i) Support to development of the country's Development and Poverty Reduction Strategy DPRS –PRSP; (ii) Support in improvement of social and employment services to the most vulnerable groups of the population such as Roma, People with disabilities; and (iii) support in developing the country's capacities to measure poverty levels and progress towards the achievement of the Millennium Development Goals (MDG).

Currently, UNDP, in partnership with the Ministry of Labour and Social Welfare, national think tanks and CSOs is working on finalization of the National Human Development Report on Social Exclusion. UNDP has substantial experience in working on issue related to social system reform, introduction of standards and new innovative social services in the West Balkan region (Serbia, Croatia, etc). In addition, UNDP has accumulated and codified knowledge and lessons learnt from the countries of EU (Poland, Bulgaria) who went recently through the accession process. Being present in all West Balkan countries since the very first day of the transition process, UNDP can through its network facilitate exchange of best practices with regards to the EU accession process. In addition, it could be said that UNDP can effectively mobilize its own expertise and capacities for transferring knowledge and lessons learnt in social services decentralization.

Further, with capacity development as the core of its development activities, UNDP is uniquely placed to mobilize its resources for assessing capacities of main partners, developing appropriate response and capacity for sustainable results.

In terms of concrete activities in relation to Capacity Development of central level social system for effective decentralization of social services, UNDP, among others, plans to engage experts from its expert roster in the Bratislava Regional Center (BRC) who had been engaged in establishing the SIF in Serbia and in the design of social enterprise initiatives in Poland. In addition, UNDP would use its experts, manuals and tools in conducting capacity assessments, analyses and in designing appropriate responses (activities 2.2.1 -2.1.6)

For the activities related to Raising awareness for implementation of social services at the local level UNDP will engage both its in-house experts as well as experts from the region who had worked on similar social reform programmes. UNDP's regional network of local partners will be, among others, used as a source for expertise for the design of the local level Social Inclusion Action Plans, raising awareness activities and for the community care planning. Furthermore, the communications unit of UNDP will jointly work with UNICEF on the implementation of the nation-wide campaign for the promotion of best social inclusion practices and improved/new opportunities for social service beneficiaries (sections 2.3.5 and 3.2.1 of the logframe)

The Social Innovation Projects (SIPs) will be implemented through establishing support mechanism for local social service providers. The mechanism will include open and transparent procedures for the selection of improved and new and innovative community level social projects. In this regard UNDP has extensive experience in working both with Government structures (social welfare centres, employment bureaus) as well as with the civil society (NGOs, think tanks) which are engaged through different types of mechanism (micro capital granting schemes, national execution cooperation agreements, etc).

More specifically, support to local level projects will among others include:

- Selection of pilot municipalities based on, among others, the possibility for the replication of good practices in other municipalities as well as on the individual municipality's contribution
- Social Inclusion Action plan to be developed in selected municipalities
- Open call for proposals for the provision of standardized services in pilot municipalities
- Selection of projects based on criteria relevant for effective service provision (eg partnership, sustainability, provider's capacity, experience and commitment, etc)

Following the implementation of the newly introduced services, an evaluation will be conducted in order to set the basis for effective utilization of lessons learnt and enable replication of the best practices in other municipalities in Montenegro.

Component 3 of the project will be carried out through a Direct Grant Agreement between UNICEF and the European Commission Delegation. As for the previous contract there are concrete advantages to grant directly UNICEF for fulfilling the envisaged activities.

UNICEF's overall mandate is to advocate for the protection of children's rights, to help meet their basic needs and to expand their opportunities to reach their full potential. UNICEF's mandate is guided by the Convention on the Rights of the Child (CRC), ratified by Montenegro in 2006. The CRC incorporates the full range of human rights, including the right to be protected from any harm and to be cared for in a family or community-based environment.

UNICEF has been operational in the region since 1947 and has established a solid foundation for collaboration with the Government, in particular with the Ministry of Labour and Social Welfare (MLSW) in the area of social and child protection. This includes ongoing support to the child care reform process and to the process of de-institutionalization of children. At the policy level, UNICEF has provided continuous support to ensure that laws and policies are harmonized with international human rights standards. At programme level UNICEF has provided ongoing support

to the development and establishment of alternative care and services to vulnerable children and families, in particular to children currently residing in institutions.

UNICEF is currently the only organization in Montenegro with the required technical capacity to implement this component.

For the activities related to policy development and legal reform (see activity 3.1.1), UNICEF plans to engage a legal expert to revise the current legislation on social and child protection and to ensure its harmonization with international standards and to develop relevant bylaws. UNICEF also plans to engage a consultant to build the capacity of key government and civil society stakeholders with regards to the new legislation.

For the establishment of the Institute for Social Welfare (see activities 3.2.1- 3.2.7), UNICEF will engage experts on social protection who will support the development of internal procedures and guidelines for the Institute, and experts who will develop child protection standards and a child protection monitoring system. Experts will also be engaged to build the capacity of the Institute staff and to train social welfare professionals and NGO representatives on child protection standards. A consultant will be engaged to develop national and local databases and provide training on its use and maintenance. UNICEF will procure relevant IT equipment. In collaboration with UNDP, UNICEF will engage experts to develop and include a special section for the protection of children in all Local Plans of Action.

For the area of prevention of institutionalization (see activities 3.3.1 – 3.3.5) UNICEF will provide in-house technical support to the MLSW for the establishment of an inter-ministerial protocol of collaboration. Experts will be engaged to provide training to social and welfare professionals on case management, to form child and family assessment teams and to train health professionals and members of the Local Commissions on Orientation of Children with Disabilities on child protection and prevention of institutionalization. UNICEF will also engage experts to build the capacity of four multi-disciplinary regional teams for the prevention of violence against children.

Regarding the activities related to the transformation of institutions and establishment of community-based alternatives (see activities 3.4.1 – 3.4.5) UNICEF will engage experts on social protection to develop and implement plans for the de-institutionalization of children. Experts will also be engaged to build the capacity of staff of small group homes; and equipment to furnish the homes will be provided. Experts on fostering will be engaged to develop a fostering policy and to support the recruitment and training of foster families. In collaboration with UNDP, UNICEF will provide support to the MLSW to develop and implement social innovation programmes for children.

UNICEF will also provide in-house expertise and commission services to develop and disseminate communication material for a national campaign “Every Child Needs a Family” and the promotion of the overall social and child care reform process, including the Social Innovation Fund.