



**BASHKIA VLORE**

**ROMACTED**

*Promoting good governance  
and Roma empowerment  
at local level*

# LOCAL PLAN FOR THE INTEGRATION OF ROMA AND EGYPTIAN MINORITIES 2019-2022

Municipality of Vlora



Funded  
by the European Union  
and the Council of Europe



Implemented  
by the Council of Europe





**BASHKIA VLORE**



# **LOCAL PLAN FOR THE INTEGRATION OF ROMA AND EGYPTIAN MINORITIES 2019-2022**

## **MUNICIPALITY OF VLORA**

### **ROMACTED Programme**

Promoting good governance and Roma empowerment at local level

### **Joint Programme of the European Union and the Council of Europe**

#### **Local coordinators:**

Fabiola Deliaj, Municipality of Vlora

#### **Experts:**

Elona Dhembo

Raimonda Duka

Irena Karagjozi

Brisilda Taco

Xhesika Korra

#### **Editor:**

Orsiola Kurti



This document was developed with the financial assistance of the European Union and the Council of Europe.

The opinions expressed in this document need not necessarily reflect the official position of the European Union and the Council of Europe.

All those interested in reproducing or translating the whole or a part of this document may do so with the prior consent of the ROMACTED Programme ([romacted@coe.int](mailto:romacted@coe.int)).

Design and print : Gent Grafik

Published by the ROMACTED Programme  
Council of Europe Office in Tirana  
Skanderbeg Square, Palace of Culture  
Second floor, Tirana, Albania  
[www.coe-romacted.org](http://www.coe-romacted.org)

[www.coe.al](http://www.coe.al)  
[www.ec.europa.eu](http://www.ec.europa.eu)

© ROMACTED Programme, December 2020





## Acknowledgements

The Local Plan for the Integration of Roma and Egyptian Minorities for the period of 2019-2022 for the Vlora municipality is a plan targeting these minorities, describing in detail the operational measures that will be implemented as part of the municipality's priority policies. The local plan is based on the municipality's local development strategy after the administrative and territorial division, the National Plan for the Integration of Roma and Egyptian National Minorities, the local Social Development Plan, and the medium-term municipal budget plan.

Drafting this plan was a joint effort of Vlora municipality, the central institutions, facilitators, and the representatives of the Roma and Egyptian minorities to identify and prioritise measures within the available financial resources. The process of drafting the local plan has taken the necessary time and attention from the Institutional Working Group established for this purpose, the local administration, experts, and the Community Action Group.

Referring to the partnership commitments of Vlora municipality under the joint EU/CoE ROMACTED Programme "Promoting good governance and Roma empowerment at local level" we will continue to work to promote the integration of Roma and Egyptian communities at the local level, in the effective delivery of services.

The Vlora municipality will look for and advocate, where necessary, for external funding from the EU and/or other donors to meet its obligations towards all our citizens, including the Roma and Egyptian communities.

My gratefulness goes to the ROMACTED Programme, the working team, and whoever contributed to this important document.

**Dritan LELI**

Mayor of Municipality of Vlora



## LIST OF ABBREVIATIONS

AU	Administrative Unit
CAG	Community Action Group
CSO	Civil Society Organisation
CoE	Council of Europe
DCM	Decision of the Council of Ministers
EU	European Union
INSTAT	Institute of Statistics of the Republic of Albania
LEO	Local Educational Office
LLO	Local Labor Office
PHD	Public Health Directorate
RDSI	Regional Directorate of Social Insurance
RDSSS	Regional Directorate of State Social Insurance
RED	Regional Education Directorate
ROEVT	Regional Office for Employment and Vocational Training
VM	Vlora Municipality
VTC	Vocational Training Centre



# Table of Contents

<b>ACKNOWLEDGEMENTS</b>	<b>5</b>
<b>I. INTRODUCTION</b>	<b>9</b>
<b>II. LEGAL AND POLICY FRAMEWORK</b>	<b>11</b>
<b>III. ROMACTED METHODOLOGY, PROCESS AND ACTORS INVOLVED</b>	<b>14</b>
<b>IV. LOCAL SITUATIONAL ANALYSIS</b>	<b>19</b>
<b>V. ROMA AND EGYPTIAN MINORITIES IN VLORA MUNICIPALITY, AND NEEDS ASSESSMENT</b>	<b>22</b>
<b>VI. VISION AND GOALS OF THE LOCAL PLAN</b>	<b>29</b>
VI.1 VISION	29
VI.2 OBJECTIVES OF THE LOCAL PLAN	29
<b>VII. VLORA MUNICIPALITY ACTION PLAN</b>	<b>30</b>
<b>VIII. FINANCIAL RESOURCES</b>	<b>41</b>
<b>IX. MONITORING AND EVALUATION</b>	<b>45</b>
<b>X. ANNEXES</b>	<b>47</b>
X.1 MONITORING LOCAL PLAN, VLORA MUNICIPALITY	47
X.2 PUBLIC CONSULTATIONS ON THE DRAFT LOCAL PLAN	49
X.3 MUNICIPALITY TASK FORCE GROUP IN VLORA	50
X.4 DECISION OF LOCAL MUNICIPALITY COUNCIL	51







# I. Introduction

“The Local Plan for the Integration of Roma and Egyptian Minorities 2019-2022” is a Vlorë municipality document aimed at facilitating the integration process for Roma and Egyptians at local level. It is based on the “National Action Plan for the Integration of the Roma and Egyptians in the Republic of Albania for 2016-2020”,<sup>1</sup> a policy document of the Albanian government to address the problems and issues that affect the lives of minorities, and in particular, the Roma and Egyptian communities, as significant discrepancies are noted in comparison to the rest of the population.

The document was made possible with the support of the joint European Union and Council of Europe ROMACTED Programme “Promoting good governance and Roma empowerment at local level”, which aims at building the political will and the commitment of sustainable local policies to improve democratic governance and the empowerment of Roma and Egyptian communities in the municipality of Vlorë, Albania, as well as in the six cities targeted in the country.

This document details the plan of measures aimed at integrating the Roma and Egyptian minorities under five main priority areas:

**Education:** Improve the Roma and Egyptian educational situation in the Vlorë municipality;

**Employment and vocational training:** Empower the Roma and Egyptian minorities through increasing access to the labour market, training programs, and social protection schemes;

**Health care:** Sustainable improvement of Roma and Egyptian health care conditions;

**Housing:** Sustainable improvement of housing and infrastructure conditions;

**Social care:** Ensure social inclusion and promote access to public institutions;

The plan is the product of a process that has enabled support for groups living in this municipality, making them direct participants in the decision-making process through the design of activities during the development of the action plan. This becomes more significant and meaningful when the action plan specifically targets groups in need, who live in difficult socio-economic conditions and are excluded from the decision-making processes that directly affect their lives.

---

1 (V) Vision and strategic goals  
(VI) Policy Objectives



The municipality of Vlora, as well as other municipalities, is challenged by the lack of information about the precise identification of the number of the Roma and Egyptian population, and this is related to two factors: migration and the self-declaration of their origin to the Civil Registry Office (the right to privacy and the right to self-declaration). Under these conditions, even local planning becomes difficult because of limited quantitative data. The process of self-declaration as Roma or Egyptian is not standardised, and some local-level structures are reluctant to collect these data for fear of violating privacy and self-declaration rights provided by law.

This planning document aims, among other things, to find new mechanisms for continued collection of data on issues related to empowerment and integration in the five above-mentioned areas as the main identified priorities. In this way, it is them who contribute directly to building their empowerment capacities by collecting and analysing data related to well-being and access to services, as well as inclusion, drafting, and implementation of concrete public projects for these communities.

A clear picture will be painted of the needs that will be achieved through this plan in relation to:

- The vision of the future and objectives of local planning for the integration of Roma and Egyptian minorities.
- An action plan and its monitoring for ensuring the implementation of measures by delegating and sharing responsibilities among key actors with deadlines.
- Community capacity empowerment and development.
- Orientation and the channelling of attention and administration work on the five priorities of empowerment.

This Local Plan will assist the members of these minorities and local communities in general, as well as local and regional authorities, to plan their empowerment and integration in the mid-term, so the more comprehensive the planning process, the more qualitative the decision-making process becomes.



## II. The legal and policy framework

The legal framework guaranteeing respect for minority rights in Albania is based on the Constitution of the Republic of Albania and international conventions and laws, including the Universal Declaration of Human Rights (United Nations, 1948<sup>2</sup>), the International Covenant on Civil and Political Rights (1966), ratified in 1991, the International Covenant for Economic, Social, and Cultural Rights 1976 (1991), the European Convention for Human Rights and Fundamental Freedoms of the Council of Europe and the Framework Convention for the Protection of National Minorities,<sup>3</sup> the Convention for the Elimination of All Forms of Discrimination against Women, 1980 (1996), the Employment Promotion and Protection Against Unemployment Convention (No.168 of ILO), 1988 (2006), the Convention Against Discrimination in Education (1960), and the Convention for the Protection of Children from Sexual Exploitation and Abuse (Law No. 10071/2009).

The approval and ratification of international conventions after the '90s led to the Albanian government drafting and adopting primary and secondary laws and other policies,<sup>4</sup> which created a more favourable environment for the integration of minorities in the country. On the other hand, the European integration process, which does not only represent an opportunity for the country, but also a challenge in terms of implementation of structural reforms towards the EU member status, contributes to moving the integration process for minorities forward.

Some of the most important documents at the national level include:

**The National Strategy for Development and Integration (NSDI) 2015-2020** and the sectoral policies "National Strategy for Employment and Skills" (SKPA), the Strategy for Social Protection have been focused on (i) improving the social inclusion and access to basic services for people and members of vulnerable groups; (ii) delivering the programs of the specialised agencies to facilitate access to the labour market and the workplace, and to increase their chances of employment, (iii) providing opportunities for the pursuit of education in

2 Approved in 1955

3 Law No. 8496 / 1999

4 Specific laws contributing directly or indirectly include: Law on People's Advocate (8454/1999), Law on the Protection of Personal Data (9887/2008), Law on Gender Equality (9970/2008), Electoral Code (2008), the Law on Legal Aid (10039/2008), the Law on Protection from all forms of Discrimination (2010), the Law on the Rights and Protection of Minorities, as amended (Law No. 96/2017), the Decision of the Council of Ministers on the Education of Minority Communities in their Mother Tongue, as amended, the Law on Social Housing (Law No. 22/2018), etc. Similarly, there are a series of decisions of the Council of Ministers and policy documents, including: Decision of the Council of Ministers on the Organisation and Functioning of the State Committee for Minorities, as amended (DCM 726/12 December 2018), the National Plan for the Stabilisation Association Agreement, as amended, the National Strategy for Improving the Living Conditions of the Roma Community, the National Action Plan (NAP), and the Decade of Roma Inclusion 2010 – 2015, NAP for the Integration of Roma and Egyptian Communities, 2016-2020.



the compulsory and secondary levels for those who have passed the age of compulsory education, but who have not completed it; and (iv) Extending psychological services, and, in particular, in schools where there are Roma and Egyptian students who risk dropping out of school, and (v) facilitate access to health services for vulnerable groups by ensuring public health services, specific healthcare services and info packages, specific programs for access to the health system, and availability of social workers and appropriate health services; (vi) the establishment of integrated service systems at the level of regional/local government in accordance with the standards of care for all vulnerable groups through improved mechanisms at the national and the local level, as well as the identification and assessment of needs for services in social care, in line with the standard operating procedures and the harmonisation of national legislation with the international requirements.

**The measures of the National Action Plan (NAP) for Integration of the Roma and Egyptian communities** (2016-2020) have been designed under six priority areas: civil registration, education, intercultural dialogue, employment and skills development, health care, housing, and urban integration, as well as social security insurance. Protection of human rights, including Roma, and the anti-discrimination policies represent one of the five key priorities for Albania's integration into the European Union.

The main principles of the NAP for the Integration of Roma and Egyptians include (i) promotion of social inclusion; (ii) measures for responding to emergency situations; (iii) respect for distinctions between and within these communities, (iv) guaranteeing inclusion of these communities in designing, implementing, and monitoring public policies, (v) encouraging cooperation among the stakeholders (central and local governments, civil society organisations, and communities).

The **National Cross-Sectoral Decentralisation and Local Governance Strategy** (2015-2020), the Territorial Administrative Reform (2015), the Law on Local self-government<sup>5</sup> and the Law on the Management of Local Public Finances<sup>6</sup> created the basis and the ground for the reform efforts of local governments and for the administrative reorganisation of the municipalities based on the new territorial configuration. The strategic goals are related to (i) increasing the efficiency of local government structures, (ii) strengthening local finances and fiscal decentralisation, (iii) promoting sustainable local economic development, and (iv) good governance at the local level. Other key laws also include Law No. 119/2014 on the Right to Public Information, and Law No. 146/2014 on Notification and Public Consultation.

---

5 Law 139/2015 on Local Self-Governance

6 Law 68/2017 On Local Finances



Albania is also supported by international actors, one of which is the Council of Europe, as it strives towards ensuring good governance, sustainable development, and European integration.

In Albania, the Council of Europe's activities<sup>7</sup> focus primarily on tackling the obstacles that keep minority rights in place, despite progress made in relation to legal commitments. The aim of the Council of Europe<sup>8</sup> is the achievement of a stronger unity among its members, with a view to applying the principles and ideals that represent their shared heritage, considering the preservation and further exercising of fundamental human rights and freedoms as one of the methods for achieving that goal. Based on these considerations, the Committee of Ministers of the Council of Europe has adopted the "Strasbourg Declaration",<sup>9</sup> which aims to strengthen and promote the effective participation of the Roma minorities in the social, political, and civic life, including the active participation of these minorities in the decision-making and social inclusion processes.

One of the goals of the ROMACTED programme, which is built on ROMED 2 and ROMACT programmes, is to draft local Action Plans in seven selected<sup>10</sup> municipalities through 4 key steps: Preparation of the process; assessment of needs and prioritising; adopting a Joint Action Plan; and its funding and project implementation and monitoring. These steps, as well as their implementation and outputs, are presented in the following sections of the document.

---

7 Article 4.2.4 Roma and Egyptians

8 Framework Convention for Protection of National Minorities

9 Strasbourg Declaration on Roma

10 Municipalities of Elbasan, Fier, Vlora, Korça, Përmet, Pogradec, and Roskovec



### III. ROMACTED methodology, process, and actors involved

The methodology and the process of drafting this action plan are designed and implemented in a comprehensive and inclusive spirit. This was enabled by ensuring that every effort taken in this framework is led by the principles of empowerment, participation, and integration. In working with communities/minorities in general, and with Roma and Egyptian (R&E) communities in particular, it is believed that empowerment or the opportunity for individual empowerment is essential to empowering and integrating the entire community/minority. In this light, addressing the needs and problems through an integration model, where people's lives and their needs are considered, assessed, and supported by a multidisciplinary and multi-level perspective, has been the foundation of our approach. Changes, improvements, and achievements can be sustainable only by such strategies, where an integrated approach means a need for co-ordination and synergies in areas such as education, employment, healthcare, housing, and social services.

Participatory processes were encouraged and applied throughout the efforts taken to ensure sustainable achievements. The participation of communities in all processes makes them not only more open, transparent, and interactive, but increases their chance of success and makes the results coming from them more acceptable and applicable to targeted communities. The participation of Roma and Egyptian representatives in every step of drafting this plan, ensured, among others, that the data and evidence collected to feed the drafting process were useful and appropriate. They further strengthened the feeling of ownership and accountability for the plan and its implementation.

Thus, the process for drafting the plan for the integration of Roma and Egyptian minorities at the local level went through four key steps, as summarised in the table below:

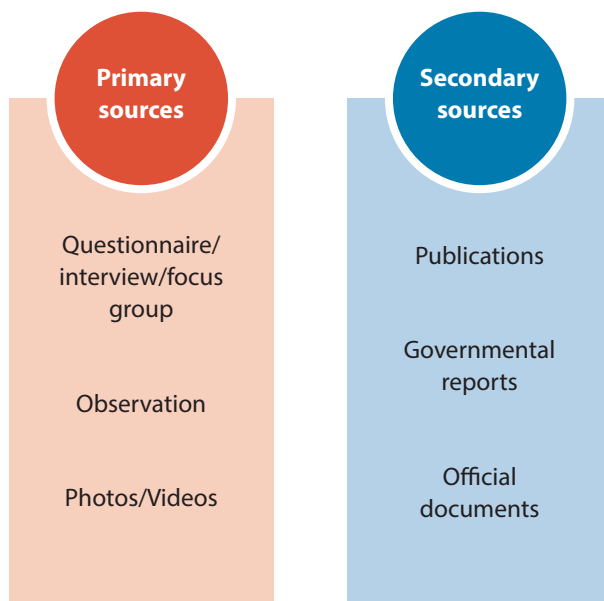


**Table 1.** Steps of the process for drafting the “Local Plan for the Integration of Roma and Egyptian minorities 2019-2022”

Step 1. Preparing the process	Step 2: Assessing needs and prioritising
<p>Tasks accomplished:</p> <ol style="list-style-type: none"> <li>Identification of stakeholders - answering questions like "Who is going to be involved?" "Why? What contribution would they make?"</li> <li>Guaranteeing political commitment - enabled the identification of stakeholders who are willing and committed to ensuring the implementation of the process.</li> <li>Establishment of working groups and subgroups and proving them with technical support in drafting the plan.</li> </ol>	<p>The assessment of the community needs went through the following:</p> <ol style="list-style-type: none"> <li>Data collection - sources of data were identified, as well as the techniques to be applied for collecting them, and the respective indicators.</li> <li>Identification and priority setting among problems and needs, with the community participating in the process, where problems and needs were identified, and priorities were set in addressing them, given the restrictive resources and time.</li> <li>Assessment of institutional capacities - answering questions like "Who can do what to address the identified problems/needs?".</li> </ol>
Step 3: Adopting a Joint Action Plan	Step 4: Funding and project implementation
<p>The third step enabled the drafting and approval of a joint action plan, reflecting on and addressing the following:</p> <ol style="list-style-type: none"> <li>Reflection - What do we know about needs assessment and priority-setting?</li> <li>What do we want to achieve? What changes do we want to bring?</li> <li>How? - short-term and midterm activities.</li> <li>Integration of Roma issues in the local plan - How? Integration as part of the whole process. Social Plans.</li> <li>Activities/interventions/ concrete projects - What? Who? When?</li> </ol>	<p>The fourth step paved the path toward a feasible plan, including its financing and monitoring. The following questions were answered during this step:</p> <ol style="list-style-type: none"> <li>What % of the Local Plan shall be financed by the budget of the Local Government Unit? Is there any funding expected from the state budget? Donors?</li> <li>Is there a financial gap? What are the potential resources for financing new projects?</li> <li>What % of Local Plan expenditures are planned in the PBA in 2019-2021?</li> <li>Do we have any new activities/ projects? What % of our expenses do they represent? How is their funding planned?</li> <li>Is the financial gap part of additional budget requirements and negotiations with various donors?</li> </ol>



A guideline was drafted and applied for collecting primary and secondary data in order to assess the needs and inform the decision-making process regarding the plan through data and evidence. They included various sources, summarised in the illustrative scheme below.



**Table 2.** *Primary and secondary sources of data used*

**Primary sources:**

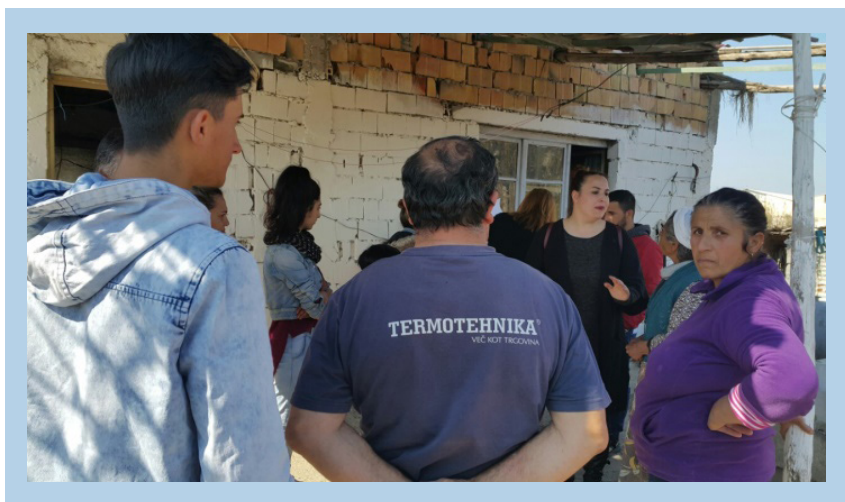
Different exercises and methodological instruments were used for collecting primary data through community participation techniques. Thus, the exercises and techniques used in the Vlora municipality in regard to the identification of needs and setting of priorities included: mapping of needs and resources, individual interviews and focus group discussions (followed by visits and field observations), exercises to break down problems like a “Problem Matrix”, a “Ranking Matrix”, and an “Ideas Fair”.







**Figure 1.** Meeting with a Community Action Group on the Local Plan drafting process



**Figure 2.** Meeting with a Community Action Group and an institutional Working Group on prioritisation



**Figure 3.** The "Ranking Matrix" Exercise





**Figure 4.** *Field observation on needs assessment*

Priority data were also collected by the municipality, especially with regard to its capacity for the implementation of the plan for integrating Roma and Egyptian minorities.

**Secondary sources:**

The secondary sources that were used for drafting the “Local Plan for the Integration of Roma and Egyptian Minorities 2019-2022” are publications, official reports, government documents of institutions at the central, regional, and local level, and Vlora municipality premises, which were used in particular during drafting the Action Plan.



## IV. Local Situational Analysis

Following the 2015 local government reform, the Vlora municipality is today composed of the city of Vlora, and the former communes of Novoselë, Orikum, Qendër, and Shushica. In total, the population of Vlora municipality is 195,827 covering a surface of 617 square km. The Vlora municipality lies from the Vjosa River near Novosela to Llogara, including the town of Orikum with more than 90km of coastline.



The current municipal structure was approved in July 2015, following local elections, with the entrance into force of the latest territorial division. The current structure of the Vlora municipality has 955 staff members, of which 462 exercise delegated powers.

There are more than 4,500 businesses operating in the municipality, and revenues from these businesses constitute the main part of the Municipality budget. They provide services for more than 150,000 residents in winter and more than 300,000 in summer.

Vlora is an important trade and maritime centre in Albania, where the fishing industry is particularly developed. Vlora produces oil, natural gas, bitumen, and salt. Likewise, the textile manufacturing industry and construction are also developed.



Some of the strong elements of this municipality's economic and social development are:

- Geographic location - Distance from the sea, lagoon, flora, and fauna
- 2.90 km of coastline, sand, and rocky beaches
- Distance from Tirana (capital), Italy & Greece.
- Favourable conditions for rural tourism, the lagoon, agriculture, and livestock.
- Cultural, historical, and archaeological facts.
- Suitable heights for Aeronautics in Llogara and Shushica.
- Local sea and fish products, olive oil, honey, wine, and others.
- Relations between communities/minorities and religious diversity.
- Natural landscapes.

In recent years, there has been a major development in tourism, thanks to the natural beauty and the construction of many hotels, restaurants, and beaches.

The tourism sector is a priority area for Vlora, thanks to its significant contribution to economic growth and employment, as well as increased knowledge and cultural awareness.

Tourism is a key sector in the municipality of Vlora and a catalyst of economic growth. This is supported by a high number of private and public investments in tourism activities, mainly in accommodation facilities. These are the 3 main priorities for the municipality's economic development:

- Improvement of the infrastructure - especially the improvement and maintenance of roads;
- Stimulation and growth of the private sector and public companies; and
- Improving the quality of local products and promoting them to tourists and markets abroad.

As far as social care in this municipality is concerned, it focuses on individuals to develop social care services, so that groups in need are involved in different programmes that encourage their full and effective participation in society. Social care services play a key role in improving the quality of living of individuals, families, and communities in need.

An important element of social development is services to empower vulnerable people (in particular young people, minorities, and Roma and Egyptian communities, through mediation services in the municipality for their



employment, as well as for the provision of programmes of vocational training in administrative units, in cooperation with the Regional Office for Employment and Vocational Training, following the typology of employment in the rural and tourist areas.

The Vlora municipality will commit to its aspiration to provide and guarantee protection and development of the citizens of Vlora belonging to vulnerable groups in the new spirit of the law on social services. Social Care Services are provided to vulnerable groups by including the referral units in the process of needs assessment, child protection units, social enterprises, and multifunctional centres, established under the requirements of the law. The Social Fund is expected to be implemented at the local level based on the Social Plan drafted and approved by the municipality.



## V. Roma and Egyptian minorities in the municipality of Vlora and needs assessment

There are 1,200 residents of Roma and Egyptian minorities or 6.06% of the local population in the municipality of Vora and the administrative units of Novoselë, Shushicë, and Qindar according to data gathered on the ground. The level of poverty of these communities is 90% (1,080 people). There can be 2 or more families living within the same family or home, and the living conditions are exceedingly difficult, considering the high unemployment that exists in areas where those minorities are mostly located. In general, the economic situation of Roma and Egyptians and their living conditions are at extremely low levels, and housing and health conditions are also very problematic.<sup>11</sup>

Our findings in analysing the situation of Roma and Egyptian minorities in the priority areas include:

**EDUCATION:** There are a series of factors that contribute to the obstacles that Roma parents face in terms of educating their children, but the main ones are poverty and lack of financial opportunities for supporting their schooling. Other difficulties that Roma and Egyptian children themselves face include a strong lack of interest in education, employment of children so they can contribute to their families' income, and their parents' low education.

From the gender perspective, the practice of girls' early marriage and strong traditional gender roles in terms of family care and home affairs increase the gender gap in education even more. As long as most of this community lives in extreme poverty, consistently facing social exclusion, reluctance to seek rights will continue to dominate significantly in this community. According to data from Vlora Regional Education Directorate, all the administrative units of this municipality include:

- Roma minorities: 24 children attending kindergarten, 55 children attending primary school, 38 children attending the 9-year elementary school, and 11 attending high school.
- Egyptian minorities: 148 children attending kindergarten, 368 children attending the primary school, 356 children attending the 9-year elementary school, and 84 attending high school.

---

11 Data from Roma associations

There are 19 kindergartens, 18 elementary and 9-years schools, and 8 high schools in the Vlora municipality. They include a significant number of children from Roma and Egyptian minorities. However, self-assessment of their needs is difficult at a time when there is no statistical information in the field of education to provide analysis on the state of education of Roma and Egyptian children in the municipality.

However, a series of problems have been identified in the report on education issues. The first relates to the infrastructure of schools and kindergartens, which are reported to have a non-functional heating system due to the depreciation of the heaters and poor electrical installations. Although it is a problem that affects all children, this becomes even more problematic for poor children, who also have problems with nutrition, lack of adequate clothing, or health problems.

On the other hand, there are several shortcomings in the school activities, as well as a lack of individual educational activities for the development of children's communication skills in the Albanian language; a lack of additional classes in various subjects to respond to the needs of the Roma and Egyptian communities to ensure their progress in school, etc.

Likewise, little or nothing is done to raise parents' awareness about the importance of education. No social and cultural activities are organised with Roma and Egyptian parents and students and those belonging to the majority of the population to increase knowledge and understanding between the children of these minorities and others. Also, there is a lack of awareness campaigns and activities of an informative character about the risks and consequences of trafficking, environmental education, and a series of other activities of informative character.

Last, but not least, it is reported that support in providing free textbooks and tools for Roma and Egyptian children attending mandatory education and coming from poor families has not been consistent.

**EMPLOYMENT:** As a result of the low level of education, poverty, and social exclusion, Roma and Egyptians have a higher degree of unemployment compared to the majority. Even though the Social Service Strategy strongly favours the social enterprises, where 30 percent of employees employed in social enterprises must belong to the category of socially and economically disadvantaged groups, such as the Roma and Egyptians, there are very few businesses that have employed Roma and Egyptians in the municipality of Vlora.

These businesses employ Roma and Egyptians mainly in activities such as garment factories, mechanic industry, plastic industry, food industry, and recycling. Even though there are no precise data on the typology of businesses that have employed members of these two minorities, it is worth emphasising their characteristic skills in traditional crafts, such as basket weaving, music, ironworks, etc.



In addition to the hesitation due to low education or relatively old age to be employed, those interviewed on the ground mentioned the lack of information regarding procedures and application, as well as lack of trust in labour offices. What also concerns these minorities is the incredibly low employment opportunities in the formal labour market.

There are several employment programmes, which aim to promote the employment of vulnerable groups, and are useful and accessible to Roma and Egyptian communities, who are categorised as specific groups eligible for these programmes, including training programmes for cooking, electric installations, car service, plumbing, solar panels, welding, hairdressing, aesthetics, tailoring, etc.

Unemployment in the municipality of Vlora and economic difficulties have led to wide-scale migration. This situation has been associated with complex social problems for families, child registration problems, a high degree of divorce. The socio-economic situation of these individuals and their families becomes even more difficult by both the lack of jobs and lack of information on employment opportunities.

The representatives of Roma and Egyptian minorities report on a series of problems regarding employment, such as a lack of information campaigns for unemployed job seekers about the opportunities and the benefits of such employment programmes; a lack of funding for programmes and projects enabling Roma and Egyptians to leave poverty behind; a lack of vocational training courses for Roma and Egyptian youth to work on their traditional crafts (and not only), and information campaigns about the rights and responsibilities in the field of employment.

A more efficient integration of the Roma and Egyptian minorities is needed in the general and vocational public education and training programmes to address employment problems.

**SOCIAL CARE** Roma and Egyptians in the Vlora municipality represent two minorities that face a lack of constant formal employment, and consequently extremely low incomes to ensure their survival. On the other hand, they also face a high exclusion from social benefits and schemes. Due to limited resources of income mainly from the informal sector and extreme poverty, many Roma and Egyptian families see economic assistance as the only alternative source of income.

According to the RomAlb system, there are 467 Roma and Egyptians who benefit from economic assistance in the municipality of Vlora.

A significant part of members of the Roma and Egyptian minorities do not benefit from economic assistance as they have problems providing the required application documents, especially with the new process that applies a point-





based evaluation. They cannot register as unemployed and cannot provide proof or certificate, as they are not registered in the civil state office and cannot reflect changes in their family status on their legal documents, such as changes due to divorce, migration, negligence, etc. In addition to the low level of education of the Roma and Egyptian communities, lack of understanding of such programmes and their benefits, a significant proportion of the respondents on the ground of the municipality of Vlora and its administrative divisions reported that there is a lack of willingness even among the staff of the institutions to help/guide them in completing/submitted the required documents for benefitting from such services.

Although there are data concerning economic assistance beneficiaries among the Roma and Egyptian minorities, there is no database for identifying all the Roma and Egyptians that would help identify their needs and meet them through social services. There is a need for data to be collected systematically related to specific problems such as domestic violence, cases of Roma and Egyptian child labour exploitation, etc.

There is a need for a more proactive approach to address these problems, such as the identification, prevention, and resolution of conflicts within families, and of those that might cause violence in the community, and the identification and monitoring of cases of exploited children; provision of legal education programmes for members of Roma and Egyptian minorities, which are aimed at increasing their knowledge on human rights; awareness campaigns on human rights, concerning a scheme of social assistance for families in need, and social assistance for persons with disabilities; provision of services, support, and information for Roma and Egyptian entrepreneurs on the development of a business plan, accounting, legal procedures, and marketing.

**HOUSING:** One of the biggest problems that Roma and Egyptian minorities face is inadequate and uncertain settlements where they live, as well as exceptionally low access to social housing programmes. Having safe housing conditions is directly related to the quality of life in all other areas.

In areas where there is a majority of Roma and Egyptian population, there are issues of concern not only with informal buildings but also concerning the infrastructure (roads, lighting, drinking water supply, sanitation, and sewage problems, which significantly affect the quality of life of these families. Even though housing programmes aim to address disadvantaged groups that have low income,<sup>12</sup> Roma and Egyptians benefit very little from the programme to improve residential conditions<sup>13</sup>. Despite the efforts of the central and local authorities, there are many cases when the same system excludes them because of a lack of the necessary documentation (legalisation).

12 Law 22/2018 "On social housing"

13 DCM No.405, dated 1.6.2016 on the Approval of the Social Housing Strategy 2016-2025



Taking into account the low level of education of Roma and Egyptian minorities, their limited knowledge of the mechanisms for providing the necessary documentation, even though favoured by the system, they are deprived of the right of benefitting from: a) renting social housing, which could be newly constructed or rehabilitated (b) access to infrastructure, with their families building their own apartments with the support of the municipalities and/or associations, (c) improvement of existing dwellings of the poor and neglected, social houses at low cost or rent.<sup>14</sup>

Roma and Egyptian families are relatively large in numbers, and this is an obstacle for them in benefitting from social housing, as the standards do not allow more than 12 m<sup>2</sup> per capita. Roma and Egyptian families in the municipality of Vlora can benefit from the housing bonus system, which envisions lease coverage at 50%. However, given that many lease contracts are not certified, these families do not meet the criteria to benefit from this scheme.

In co-operation with the local Urban Planning Office and the Housing Office in Vlora Municipality, the implementation of the ROMACTED programme included support in the preparation of 42 projects and Bill of Quantities for vulnerable Roma and Egyptian families in Novoselë and Shushicë administrative units, submitted to the Ministry of Economy and Finances, the Housing Directorate, in response to a call for housing projects for 2019.

Lacking safe housing is significantly related to the quality of life in all other areas. In areas where there is a majority of Roma and Egyptian population, there are issues of concern not only with informal buildings but also in relation to the infrastructure (roads, lighting, drinking water supply, sanitation, and sewage problems, which significantly affect the quality of life of these families. To facilitate this situation in Vlora municipality, there is first of all a need for updating the housing needs assessment (construction, reconstruction, basic infrastructure) in all the (4) administrative units, where Roma and Egyptian minorities reside.

In the context of the needs assessment during the drafting of this plan, it turned out that the priority needs are: reconstruction of the housing units in the administrative units of Novoselë and Shushicë (reconstructions, roofs, doors, windows, plastering, etc.); immediate interventions to be carried out to improve the conditions of drinking water (drinking water quality), and sewerage near Novoselë and Shushicë; immediate intervention to improve the road infrastructure Akërni-Novoselë.

The implementation of local social housing programmes is required to get additional attention to the Roma and Egyptians (social residences for rent; low-cost residences, the sale of land equipped with infrastructure and house construction permits). Requests from the Roma and Egyptian community for

---

<sup>14</sup> <https://financa.gov.al/drejtoria-e-strehimit/Shotjca“A”> (Letter no. 604, dated 15.01.2019)

legalisation based on the applicable legislation, which requires some will and constant efforts, do not seem to be addressed as a matter of priority.

**HEALTH CARE:** Roma and Egyptian health situation in Albania tends to be generally more exacerbated compared to the majority population. Roma have an average lifespan of at least 10 years lower than the majority population and have a high degree of infant mortality.<sup>15</sup> In general, Roma are characterised by a higher incidence of disease and are more vulnerable especially to transmitted diseases<sup>16</sup> due to their settlements and nomadic lifestyle.

Although access to Primary Health Service is offered for free at all health centres<sup>17</sup>, these minorities have extremely low access to primary care and specialised services. This is often even because of their unhealthy lifestyle and social conditions that favour chronic diseases.

Several factors influence the degradation of the state of their health, including the terms and conditions of the unsuitable living conditions, poor diet, poor nutrition, lack of access to health services, lack of information, as opposed to health care, and above all, extreme poverty, and a high level of exposure to extremely unsafe housing conditions.

In the field of health, the responsibility of local government units extends only to maintaining primary care service infrastructure. At the district level, there are 200 health centres operating in Vlora, which are based on the “Basic Package of Primary Healthcare Services”, approved by the Ministry of Health in January 2009. It provides the following to all those insured: care in case of emergency; medical care for the upbringing of children; health care for women and reproductive health; health care for adults; health care for the elderly; health care system and mental health; promotion, and health education. The Regional Health Directorate in Vlora is the main institution covering this area. Currently, the health service with the family doctor is offered for free both to uninsured and insured persons, but the level of access varies.

During the needs assessment in this area, it was noted that there is a lack of awareness campaigns with women and girls (especially in Shushicë, Novoselë, and Qindar) on reproductive health, including family planning, maternity care, and newly born babies' care, women's health, etc.; There is a need for awareness campaigns and education on protection against HIV/AIDS; there is a need for implementing awareness-raising and education programmes on the importance

15 The European Commission, Report on the health of the Roma community: the health situation of the Roma population and the monitoring of data collected in European Union member states, April 2014,

16 Albanian National Health Strategy 2016-2020 [http://www.shendetesia.gov.al/files/userfiles/draft\\_Strategy/Draft\\_Strategya\\_30maj2016\\_web.the.pdf](http://www.shendetesia.gov.al/files/userfiles/draft_Strategy/Draft_Strategya_30maj2016_web.the.pdf), accessed with 18.07.2017; Gdeshi& Miluka, 2012 58.

17 Order no. 28, dated 26.01.2016 On the reference system and public health service fees



and ways of maintaining personal hygiene in the areas inhabited mainly by Roma and Egyptians; there is a need for more information campaigns in the Roma and Egyptian communities about the documentation and procedures for benefitting health care services of all categories, as well as campaigns for the vaccination of Roma and Egyptian children, who are at risk of not having taken all required vaccines.

## Strong and weak points of Roma and Egyptian minorities in Vlora Municipality

Based on the need assessment of Roma and Egyptian minorities in Vlora municipality, a series of problems were recorded. They result from a series of factors, including the weak points of these communities themselves. On the other hand, understanding and identifying their strong points leads to the potential for addressing Roma and Egyptian weaknesses and using existing capacities to effectively address the identified problems. In the analysis made with the participation of representatives of the Roma and Egyptian minorities, a series of strong and weak points were identified, which are presented in the table below.

*Table 2. Strong and weak points among Roma and Egyptian minorities, Vlora Municipality*

Strong points:	Weak points:
<ol style="list-style-type: none"> <li>1. Good preservation of the language and traditions;</li> <li>2. Living in harmony within their community, as well as with other minorities, such as the Greek one in Vlora and with the rest of the wider population;</li> <li>3. Love for work and especially art, not only as a passion but also as a developed and inherited craft;</li> <li>4. Human potential, especially young talents in music;</li> <li>5. Generally, the children of these minorities are interested in education and attend school, despite infrastructure conditions and their families' economic difficulties;</li> <li>6. A strong feeling of belonging and identity;</li> <li>7. Skilled craftsmen in basket weaving, ironworks, and others.</li> </ol>	<ol style="list-style-type: none"> <li>1. Roma and Egyptian minorities in this area have been significantly affected by immigration, and families are separated. They have problems with childcare;</li> <li>2. Lack of knowledge and skills to use official municipal websites or other sites for information. They face difficulties in understanding financial terms and terminology in general;</li> <li>3. Lack of interest to participate in municipal council meetings, where topics dealing with economic-social development in general and in particular are discussed.</li> </ol>



## VI. Vision and objectives of the local plan

### VI.1 Vision:

In the next four years, Roma and Egyptians in Vlora Municipality shall have no restrictions on access to public services by ensuring better health, full education, and increased well-being through formal employment towards the full integration of these minorities in the local society.

### Strategic Objectives of the Local Plan:

#### Housing:

Sustainable improvement of housing and infrastructure conditions

#### Employment and vocational training:

Empower the Roma and Egyptian minorities through increasing access to the labour market, training programs, and social protection schemes

#### Education:

Improve the Roma and Egyptian educational situation in the Vlora municipality

#### Health care:

Sustainable improvement of Roma and Egyptian health care conditions

#### Social:

Ensure social inclusion and promote access to public institutions



## VII. Vlova Municipality action plan

1. Area of Intervention – EDUCATION						
1.1. Specific objective: Improve educational situation of local Roma and Egyptian minorities						
Measure/activity	Stakeholders	Indicators	Data sources	Dead-lines	Funds/financing (ALL)	Monitoring
1.1 Creation and /or improving statistical data in the field of education to enable an analysis of the educational situation of R&E children in Vlova Municipality	Vlova Municipality RED Vlova	Database providing data for the education of R&E minorities created	Information from the Regional Vlova Education Directorate	2019-2022	271.040	Vlova Municipality RDSSS
1.1.2 Improvement of the heating system in 3 nine-year schools: "Fasli Danaj"- Llakatund, "Pilo Prifti"-Novose, "Reshat Hoxha" – Akërne	Vlova Municipality RED Vlova	Number of improved schools with heating system  Sustainability of improved heating systems	School directorates  RED Vlova  Reports of civil society organisations (CSOs)	2019-2022	24,000,000	Vlova Municipality RDSSS



1.1.3 Implementation of individual educational activities for the linguistic development of Roma and Egyptian children that face communication difficulties in the Albanian language.	RED High-concentration schools of children from minorities Vlora Municipality	The number of R&E children registered in kindergartens, aged 3-5.  The number of Roma and Egyptian children registered in preparatory classes.  Indicators of their language performance	Reports from the Regional Vlora Education Directorate	2019-2022	6,820,200	Vlora Municipality RDSSS
1.1.4 Offering supplementary hours in various subjects in line with the needs of Roma and Egyptian children to ensure their normal performance.	RED School directorates	The number of R&E children participating in optional hours after class (by school).  Number of conducted hours	Information from School directorates	2019-2022	12,164,400	Vlora Municipality RDSSS



<p>1.1.5 Organisation by the nine-year schools of Llakatund, Novosel and Akëni of joint social and intercultural activities with R&amp;E parents and students; and with those belonging to the majority of the population, aimed at increasing exchanges among them.</p>	<p>RED School directorates</p>	<p>The number of schools/classes that organise intercultural activities. The number of intercultural activities organised. The number of students involved in the activities. The number of parents involved in activities.</p>	<p>Information from School directorates</p>	<p>2019-2022</p>	<p>3,000,000</p>	<p>Vlora Municipality</p>
<p>1.1.6 Organising awareness campaigns of an informative character about the risks and consequences of trafficking of human beings in Akëni, Llakatund &amp; Novoselë</p>	<p>RED School directorates</p>	<p>The number of organised campaigns. The number of beneficiaries.</p>	<p>Information from Vlore Municipality schools and CSOs</p>	<p>20120</p>	<p>900.000</p>	<p>Vlora Municipality RDSSS</p>





2. Intervention field: employment						
2.1. Specific objective: Sustainable improvement of the economic situation of R&E families through increasing opportunities for employment						
Measure/activity	Stakeholders	Indicators	Data sources	Deadlines	Funds/financing (Lek)	Monitoring
2.1.1 Information campaigns with the unemployed R&E, registered in labour offices about opportunities and benefits from employment programmes.	Vlora Municipality Vlora Labour Office	The number of campaigns implemented at the local level. The number of R&E involved in the campaign. The ratio between R&E and all the unemployed involved in these campaigns.	Information and reports from Local Labour Office	2019-2022	2,800,000	Vlora Municipality RDSSS
2.1.2 Financing individual or R&E CSO projects to develop capacities, economic development, and employment of R&E minorities	R&E CSOs Vlora Municipality National Employment Service	The number of initiated programmes. The percentage of R&E beneficiaries from these programmes.	Reports from Vlora Labour Office and Vlora Municipality	2019-2022	6,000,000	Vlora Municipality RDSSS



2.2 Specific Objective: Integration of Roma and Egyptian minorities in the general public education and vocational training programmes					
2.2.1 Provide vocational courses for young R&E in traditional artisan production and beyond.	Regional Centre for Vocational Training	The number of new courses (in artisanal areas) opened under the Labour Office  The number of R&Es that have attended vocational training courses in crafts by their age, gender, and other indicators.	Information from Vlorë Labour Office.	2019-2022	2,240,000  Vlorë Municipality RDSSS
2.2 Awareness campaigns on the rights and obligations of R&E in the field of employment.	Novoselë Administrative Unit, Shushicë, Qendër Vlorë Labour Office	The number of organised campaigns.  The number of R&E participants in these campaigns.	Information from Vlorë Labour Office	2019-2022	4,800,000  Vlorë Municipality RDSSS



3. Intervention field: Social Care						
3.1 Specific objective: Increase capacity and improve quality of social services						
Measure/activity	Stakeholders	Indicators	Data sources	Deadlines	Funds/financing (Lek)	Monitoring
3.1.1 Field identification and registration in a database of unregistered Roma from civil state offices in 4 AUs of Vlora Municipality.	Vlora Municipality AUs	Number of identified cases Number of registered cases % of beneficiaries vs. target population	Information from Vlora Civil Status Office R&E CSOs	2019-2022	1,000,000	Vlora Municipality RDSSS
3.1.2 Prevention and conflict resolution (domestic or community violence) through community policing	State Police Commissioners at the local level CSOs School directors	Number of conflicts addressed Number of potential conflicts prevented Number of beneficiaries	Information from the State Police Regional Directorate CSO reports	2019-2022	800,000	Vlora Municipality RDSSS
3.1.3 Implementation of facilitation measures to provide R&E with assistance in preparing the documentation needed to benefit from economic assistance programmes.	Vlora Municipality CSOs	Number of R&E that have benefitted from the Economic Assistance Office The number of successfully completed applications	Information from the Directorate of Social Service and Economic Assistance CSOs	2019-2022	3,672,000	Vlora Municipality RDSSS



<p>3.1.4 Organise awareness campaigns with R&amp;E minorities in Novosele &amp; Shushice administrative units about the rights and procedures regarding the EA scheme and the one for Disabled Persons</p>	<p>Directorate of Social Service and Economic Assistance, Vloara Municipality FK, AUs CSOs</p>	<p>The number of awareness campaigns per year The number of information materials distributed in areas inhabited by R&amp;E. The number of R&amp;Es that have participated in these campaigns.</p>	<p>Information from the Directorate of Social Service and Economic Assistance CSOs</p>	<p>2019-2022</p>	<p>2,448,000</p>	<p>Vloara Municipality RDSSS</p>
<p>3.1.5 Information and providing support services to R&amp;E entrepreneurs on the development of business plans, accounting, legal procedures, and marketing</p>	<p>Vloara Chamber of Commerce Vloara Municipality CSOs</p>	<p>Creation/diversity of support services for R&amp;E businesses. The number of R&amp;E entrepreneurs that have benefitted from services/training. Number of programmes developed and delivered to R&amp;E</p>	<p>Information from Vloara Chamber of Commerce Vloara Municipality CSOs</p>	<p>2019-2022</p>	<p>1,000,000</p>	<p>Vloara Municipality RDSSS</p>
<p>3.1.6 Systematic monitoring of exploitation of Roma and Egyptian children for work</p>	<p>Labour Inspectorate CPUs CSOs</p>	<p>Number of identified cases Number of monitored cases, their duration Number of assisted/referred cases The number of cases removed from the street situation.</p>	<p>Information from the Labour Inspectorate Vloara municipality (CPU) CSOs</p>	<p>2019-2022</p>	<p>816,000</p>	<p>Vloara Municipality RDSSS</p>



4. Area of Intervention: HOUSING						
4.1 Specific objective: Sustainable improvement of housing conditions for R&E minorities						
Measure/activity	Stakeholders	Indicators	Data sources	Deadlines	Funds/financing (Lek)	Monitoring
4.1.1 Update the needs for housing (building, residential reconstruction, basic infrastructure adjustments) in all administrative units (4) where R&E minorities live	AUs Vlora Municipality CSOs	Number of field evaluation missions Evaluation reports Number of cases identified as in need of support by categories Number of supported cases The amount of funds allocated annually to building and restructuring R&E houses	Data from the Housing Office CSOs	2019-2022	816,000	Vlora Municipality RDSSS
4.1.2 Reconstruction of 42 Roma houses, which need immediate intervention in Novoselë Administrative Unit and Shushicë	Vlora Municipality	The amount of funds allocated annually to building and restructuring R&E houses The number of reconstructed buildings for the R&E families in need. Number of beneficiaries The number of projects undertaken in the local unit	Data from the Housing Office and the Urban Planning Office, Vlora Municipality	2020-2022	25,200,000	Vlora Municipality RDSSS



<p>4.1.3 Immediate intervention for improving water conditions (quality of drinking water) and sanitation in the central Administrative Unit of Vlora and Administrative Unit of Shushicë</p>	<p>Vlora Municipality</p>	<p>Total number of families and individual beneficiaries  The number of R&amp;E families and individual beneficiaries.</p>	<p>Vlora Development Plan. Vlora Municipality</p>	<p>2021-2022</p>	<p>200,000,00</p>	<p>Vlora Municipality RDSSS</p>
<p>4.1.4 Immediate intervention for improving the Access Road infrastructure to Akëmi, which is in poor conditions and fully amortised. Shushicë Llakatund Road, total length 4.5 km, asphalt, requires reconstruction</p>	<p>R&amp;E community and the majority population in the Administrative Unit of Novoselë &amp; Shushicë, Vlora Municipality</p>	<p>The number of members/families of the local area benefitting from improving the road infrastructure.</p>	<p>Vlora Municipality CSOs</p>	<p>2020-2022</p>	<p>812,500,00</p>	<p>Vlora Municipality RDSSS</p>
<p>4.1.5 Priority handling of R&amp;E needs for resolving legalisation issues through implementing relevant legislation in the Administrative Unit of Novoselë &amp; Shushicë</p>	<p>ALUIZNI Vlora Vlora Municipality</p>	<p>Number of reviewed cases  The number of R&amp;E legalised houses, which provide relevant technical and legal standards.  The number of resolved requests vs total R&amp;E family requests</p>	<p>Information from ALUIZNI Office Vlora Municipality CSOs</p>	<p>2019-2022</p>	<p>1,824,000</p>	<p>Vlora Municipality RDSSS</p>



5. Area of Intervention: HEALTH CARE						
5.1 Specific objective: Awareness raising of R&E population about healthcare and health services provided						
Measure/activity	Stakeholders	Indicators	Data sources	Deadlines	Funds/Financing (Lek)	Monitoring
5.1.1 Awareness campaigns with R&E (at least 6) on reproductive health, family planning, pregnancy care, new-born children in the Administrative Unit of Novoselë, Shushicë, and Qindar	Directorate of Public Health Vlora Municipality CSOs	Number of planned and implemented campaigns Number of beneficiaries The number of R&E participants in educational programmes for Reproductive Health.	Data from the Public Health Directorate CSOs	2019-2022	2,592,000	Vlora Municipality RDSSS
5.1.2 Awareness and educational campaigns with R&E for HIV/AIDS protection in the Administrative Unit of Novoselë, Shushicë, and Qindar	Directorate of Public Health Vlora Municipality CSOs	Number of planned and implemented campaigns Number of beneficiaries The number of R&E participants in educational programmes on HIV/AIDS protection.	Data from the Public Health Directorate CSOs	2019-2022	2,392,000	Vlora Municipality RDSSS



<p>5.1.3 Organise campaigns for the vaccination of R&amp;E children, who risk not taking all vaccines.</p>	<p>Directorate of Public Health Vlora Municipality CSOs</p>	<p>Number of planned and implemented campaigns Number of identified families The number of children identified as not having taken all the vaccines Number of beneficiaries</p>	<p>Directorate of Public Health Vlora Municipality CSOs</p>	<p>2019-2022</p>	<p>2,784,000</p>	<p>Vlora Municipality RDSSS</p>
<p>5.1.4 Implementation of awareness and educational programmes about the importance of personal hygiene in the residential areas of Shushicë, Qindar, and Novoselë.</p>	<p>Directorate of Public Health Vlora Municipality CSOs</p>	<p>The number of awareness and educational programmes for personal hygiene and residential areas. The number of R&amp;E participants in educational programmes on the preservation of personal hygiene and residential areas.</p>	<p>Directorate of Public Health Vlora Municipality CSOs</p>	<p>2019-2022</p>	<p>3,000,000</p>	<p>Vlora Municipality RDSSS</p>





## VIII. Financial resources

This chapter addresses the financial resources, needed for implementing the “**Local Plan for the Integration of Roma and Egyptian Minorities 2019-2022, Vlora Municipality**”.

The cost of the action plan was realised based on information provided by several directorates in the municipality, published municipal budget documents, and responsible institutions. A combined costing methodology was used, as the plan includes five sectors and a number of the activities need to be implemented by other institutions. The main methodology used is activity-based costing. The costing was done based on the cost per each activity reflected in the action plan. In calculating total expenditure, the length of the measure was taken into consideration, as well as the number of tasks to be realised, the number of beneficiaries for certain activities, and so on. In some cases, an analogy assessment was also used, which considers the expenses made for similar activities. For the activities planned to be covered by the central government budget, the costs per unit according to the mid-term budget planning 2019-2021 were taken into account. The cost of the action plan was also realised based on the practice of budget planning and the methodology of drafting the medium-term budget.

The total cost estimated for the implementation of the measures, out of all sources of funding, is about ALL 1 billion and ALL 123 million or approximately EUR 8.9 million.<sup>18</sup> The allocation of funds for the period 2019-2022 was programmed, considering the limits of the draft medium-term budget (PBA 2020-2022). The financial resources from the state budget cover about 4.0% of the cost of the action plan, i.e., about ALL 45.1 million, respectively, while resources of funding committed by the municipality cover 41.3 % of the cost of the action plan, or ALL 464.6 million.

Table 8.1 represents the budget in years according to the strategic objectives. About 92.6% of the expenditures are needed for the strategic objective 4 “Sustainable improvement of housing conditions for the Roma population”.

---

18 Exchange rate 1 Euro = 125 lekë



**Table 1: Budget according to strategic goals for 2019-2022**

Description	Budget 2019-2022					TOTAL
	Year 2019	Year 2020	Year 2021	Year 2022	Year 2022	
<b>OBJECTIVES</b>						
Improve the Roma and Egyptian educational situation in the Vlova municipality;	6,463,910.00	13,563,910.00	13,563,910.00	13,563,910.00	13,563,910.00	47,155,640.00
Empower the Roma and Egyptian minorities through increasing access to the labour market, training programs, and social protection schemes	3,960,000.00	3,960,000.00	3,960,000.00	3,960,000.00	3,960,000.00	15,840,000.00
Ensure social inclusion and promote access to public institutions	2,434,000.00	2,434,000.00	2,434,000.00	2,434,000.00	2,434,000.00	9,736,000.00
Sustainable improvement of housing and infrastructure conditions	660,000.00	309,060,000.00	409,060,000.00	409,060,000.00	321,560,000.00	1,040,340,000.00
Sustainable improvement of Roma and Egyptian health care conditions	2,692,000.00	2,692,000.00	2,692,000.00	2,692,000.00	2,692,000.00	10,768,000.00
<b>TOTAL (1+2+3+4+5)</b>	<b>16,209,910.00</b>	<b>331,709,910.00</b>	<b>431,709,910.00</b>	<b>431,709,910.00</b>	<b>344,209,910.00</b>	<b>1,123,839,640.00</b>



Table 8.2 presents expenditures according to resources of funding and the financial gap for each of the specific targets. The municipality is planning to benefit from state housing budget funds through applications for the housing programme. Expenditures for these projects are not considered a financial gap. The financial gap is 54.4%. Most of the financial gap is related to objective 4, including activities for infrastructure improvement. The rest of the financial gap is planned to be covered by different donors and civil society organisations.



**Table 8.2: Expenditure by resources of financing**

Description	FUNDED BY						Needs Funds (ALL)
	Municipality	Government	Donors	Other	Total		
OBJECTIVES							
Improve the Roma and Egyptian educational situation in the Vlora municipality;	7,091,240.00	12,164,400.00	0.00	0.00	19,255,640.00		27,900,000.00
Empower the Roma and Egyptian minorities through increasing access to the labour market, training programs, and social protection schemes	0.00	5,040,000.00	0.00	0.00	5,040,000.00		10,800,000.00
Ensure social inclusion and promote access to public institutions	7,936,000.00	0.00	0.00	1,000,000.00	8,936,000.00		800,000.00
Sustainable improvement of housing and infrastructure conditions	449,606,000.00	20,160,000.00	0.00	1,824,000.00	471,590,000.00		568,750,000.00
Sustainable improvement of Roma and Egyptian health care conditions	0.00	7,768,000.00	0.00	0.00	7,768,000.00		3,000,000.00
<b>TOTAL (1+2+3+4+5)</b>	<b>464,633,240.00</b>	<b>45,132,400.00</b>	<b>0.00</b>	<b>2,824,000.00</b>	<b>512,589,640.00</b>		<b>611,250,000.00</b>



## IX. Monitoring and evaluation

“The Local Plan for the Integration of Roma and Egyptian Minorities” is a policy and development document of Vlora Municipality for the targeted communities and should not stop with its approval by the Mayor and the Municipal Council. Regular monitoring of the local plan needs to take place at certain time intervals, collection of data for measurable indicators, and evaluation of their impact on the improvement of the access to public services provided to the community and the publication of the results of the implementation of these measures is an institutional responsibility of the municipality, which is based on the principles of accountability of local governments, non-discrimination, citizen participation, and public information.

Monitoring and evaluation results will contribute to orienting new policies and the allocation of local-level resources under strategic planning and the local decision-making process. The monitoring reports will also provide valid and quality information under the ROMALB system report conducted twice a year by the Ministry of Health and Social Protection.

At a high level, the monitoring report will facilitate decision-making to inform the Institutional Working Group at the local level, which will be responsible for monitoring the progress of all development plans approved by the Municipality, as well as the General Local Plan, the Mid-Term Budget Program, and the budget. The monitoring results on the progress of implementation of the measures/activities of the Local Plan for the Integration of Roma and Egyptian Minorities of the Municipality of Vlora shall be periodically presented (at least once or twice a year).

At the operational level, it will be the Social Service Directorate and the Community Coordinator as part of this directorate, responsible for monitoring the implementation of the action plan. The Social Service Directorate is responsible for collecting quantitative and qualitative data from all municipal structures according to the relevant sectors, as well as all other public institutions. The Social Service Directorate in the municipality has a co-ordination role in the performance of the implementation of the plan. The action plan envisions publishing annual progress reports and support for the monitoring reports of civil society.

The challenge for the full functioning of the monitoring framework remains increasing municipal staff capacities, improving the degree of accountability of other municipal structures, as well as co-operation and interaction with other local-level structures under central institutions.

The challenge for the full functioning of the monitoring framework remains increasing municipal staff capacities, improving the degree of accountability of



other municipal structures, as well as co-operation and interaction with other local-level structures under central institutions.

The process of self-declaration as Roma or Egyptian is not standardised, and some local-level structures are reluctant to collect these data for fear of violating privacy and *self-declaration rights provided by law*. There is a need to increase the capacity to make sure that all relevant public offices can collect the data needed for monitoring the implementation of the Action Plan, while also defending the privacy rights of Roma and Egyptians. In particular, data on the Egyptian situation is missing.

At the level of priority sectors and strategic objectives, monitoring will be conducted through the assessment mechanisms based on results through measurable indicators, as well as observations on quality and access to public services of Roma and Egyptians. These annual surveys must be undertaken by the municipality in co-operation with community organisations and the civil society organisations. The survey results need to be published on the municipality website.

Monitoring of the Local Plan for the Integration of Roma and Egyptian Minorities 2019-2022 shall be supported by external expertise from donor agencies projects, which together with monitoring, will also help develop know-how and improve local administration capacities in the direction of monitoring and reporting.

The municipality regularly updates the online electronic system "ROMALB " for registration and updating data for the indicators of the NAPIRE Action Plan 2016-2020,<sup>19</sup> while the MHSP offers technical support and training for the system users in the municipality. The main basis of the Monitoring Framework of the Local Plan for the Integration of Roma and Egyptian Minorities will be the set of indicators according to areas, activities, and deadlines.

---

19 NAPIRE, 2016-2020



## X. Annexes

### Annex X.1 Monitoring Local Plan for Integration of Roma and Egyptian Minorities, Vlora Municipality

#### Co-ordination, monitoring, and evaluation of the Local Plan for the Integration of Roma and Egyptian Minorities 2019-2022

Measure/activity	Stakeholders	Indicators	Data sources	Deadlines	Funds/Financing	Monitoring
<b>Objective 1: Monitor the implementation of measures and indicators of the action plan with all local-level institutions to reduce social-economic inequality of Roma and Egyptians and increase access to public services.</b>						
<b>Indicator: Progress report published every year.</b>						
1.1 Create a database to collect information on indicators of the Local Plan for Integration of Roma and Egyptian Minorities (including indicators of the local plan not contained in the ROMALB system)	Municipality/Directorate of Social Service	The Database created with measurable indicators and other indicators not contained in the ROMALB system.	DSS report (Municipality)	Every year (2019-2022)	Municipality fund (without additional costs)	Municipality / DSS
1.2. Communication with all public institutions and other local actors to provide updated information (quantitative and qualitative) according to the priority sectors of the action plan regarding the progress report.	Municipality / DSS	-	Municipality/DSS reporting	Every year (2019-2022)	Municipality fund (without additional costs)	Municipality / DSS



**Co-ordination, monitoring, and evaluation of the Local Plan for the Integration of Roma and Egyptian Minorities 2019-2022**

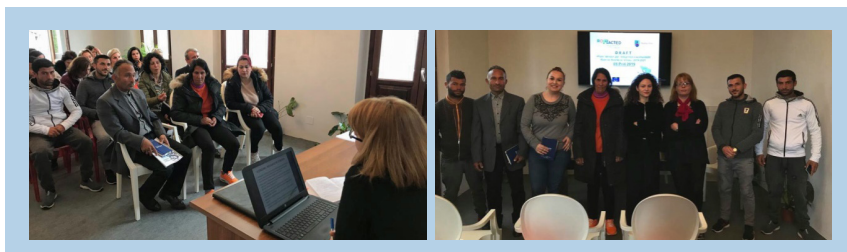
Measure/activity	Stakeholders	Indicators	Data sources	Deadlines	Funds/Financing	Monitoring
1.3 Draft the progress report and publish it (online on the municipality website) regarding the implementation of the action plan for the integration of Roma and Egyptians at the local level and the assessment of indicators.	Municipality/Working Group /DSS	Progress report published	Progress Report/ updated set of indicators	Every January (2020-2022)	Municipality fund/ assistance by external experts	Municipality / DSS, Annual Report of the Monitoring Group, and external expert
1.4 Organise meetings (at least) every six months with R&E minorities and facilitators to provide updates on the implementation of the Action Plan and address critical issues	Municipality/work group/ DSS/ Community Centre/ facilitator (contact points)	Number of meetings, list of participants, agenda of meetings	Evidence of meetings	Every 6-months (2019-2022)	Municipality fund (without additional costs)	Municipality / DSS / Community Centre/ Facilitator
1.5 Update the online monitoring and reporting system (ROMALB) with new data from users at various levels	Municipality/DSS (ROMALB system coordinator)	An updated set of indicators	Updated indicators	Every year (2019-2022)	Municipality fund (without additional costs)	Municipality / DSS



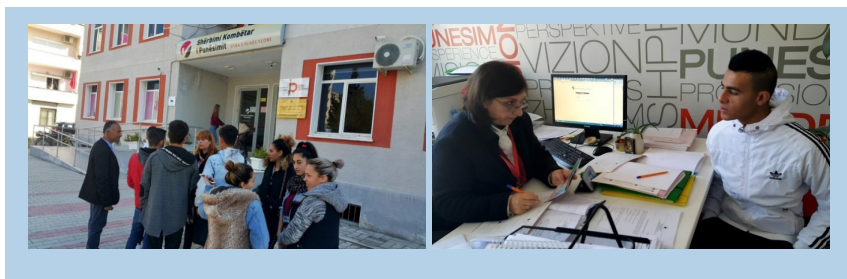


## Annex X.2

**Figure 5.** Public consultations on the Draft Local Plan



**Figure 6:** Orientation towards vocational internships



**Figure 7:** Orientation towards employment



### Annex X.3 Municipality Task Force Group in Vlorë

#### Institutional Working Group (IWG)

Name Surname	Institution	Work Position	Email
Fabiola Delilaj	Vlorë Municipality	Focal Point	delilaj.fabiola@gmail.com
Rajmonda Sinoimeri	Vlorë Municipality	Education specialist	rsinoimeri@yahoo.com
Drita Mustafaraj	Vlorë Municipality	Housing Specialist	drita_mustafaraj@yahoo.com
Rezarta Andoni	Vlorë Municipality	Gender Equality and Domestic Violence Office	r-andoni@hotmail.com
Irena Stasa	Regional Directorate of State Social Service	Director	irena.cakrani@yahoo.com
Gjinovefa Xhorda	Regional Labour Directorate	Specialist	vefi@live.com
Desilda Caci	Vlorë Municipality	Information Office	informacioni@vlora.gov.al
Mariana Cani	Regional Labour Directorate	Director	cani.mariana@yahoo.com

#### Community Action Group (CAG)

Beshire Selimi	Lavdie Hamza
Ganimete Kalemi	Qani Kalemi
Florian Kamberi	Fatjon Kamberi
Muhamedi Mile	Romeo Mile
Mariglen Mile	Marcelino Latifaj
Dashnor Latifaj	Vera Tufa
Rozina Kormuzi	



## Annex X.4 Decision of Approval by Vlora Local Council

(in original language)



REPUBLIKA E SHQIPËRISË  
KËSHILLI I BASHKISË VLORË

Nr. 1505/prot.

Vlorë, më 02.03 2020

VENDIM

Nr. 15, datë 27.02.2020

**“PER MIRATIMIN E PLANIT VENDOR TË INTEGRIMIT TË KOMUNITETIT ROM DHE EGJIPTIAN PËR BASHKINË VLORË”**

Këshilli i Bashkisë Vlorë „mbështetur në Ligjin Nr. 139/2015.datë 17/12/2015 “Për Vetëqeverisjen Vendore.”, Ligjin Nr. 68/2017 “Për Financat e Vetëqeverisjes Vendore”, Ligjin. Nr. 96/2017” Për mbrojtjen e pakicave kombëtare në Republikën e Shqipërisë”, Ligjin Nr. 22/2018. “Për strehimin social “, Vendim Nr. . Date 18.02. 2018 I Keshillit Bashkiak Vlore “ Per miratimin e memorandumin e mirekuptimit ne kuader te projektit “ ; pasi morri në shqyrtim materialin e përgatitur nga administrata e Bashkisë Vlorë, me propozim të Kryetarit të Bashkisë;

**VENDOSI:**

1. Të miratojë Planin Vendor të Integritimit të Komunitetit Rom dhe Egjiptian për Bashkinë Vlorë
2. Për zbatimin e këtij vendimi ngarkohen Koordinatori i Projektit ROMACTED në Bashkinë Vlorë, Administratorët e Njësive Administrative, Drejtoria e Ndihmës Ekonomike dhe Shërbimit Social, Drejtoria e Infrastrukturës dhe Zbatimit të Projekteve, Drejtoria e Menaxhimit Financiar dhe Sektori i Arsimit në Bashki.
3. Ky Vendim hyn në fuqi sipas Ligjit 139/2015 “Për vetëqeverisjen vendore”.

KRYETARE

Migena Balla

Konceptoi: *Fabiola Delia* Këshilltare në Kabinete të Kryetarit.



Adresa: Sheshi “4 Heronjtë”, Tel: 033421201; Fax 033421201: [www.vlora.gov.al](http://www.vlora.gov.al); e-mail: [info@vlora.gov.al](mailto:info@vlora.gov.al)



# ROMA ACTED

*Promoting good governance  
and Roma empowerment  
at local level*

ENG

The Council of Europe is the continent's leading human rights organisation. It includes 47 member states, including all members of the European Union. All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law. The European Court of Human Rights oversees the implementation of the Convention in the member states.

[www.coe.int](http://www.coe.int)

The European Union member states have decided to link together their know-how, resources and destinies. Together, they have built a zone of stability, democracy and sustainable development whilst maintaining cultural diversity, tolerance and individual freedoms. The European Union is committed to sharing its achievements and its values with countries and peoples beyond its borders.

[www.europa.eu](http://www.europa.eu)

---

Funded  
by the European Union  
and the Council of Europe



EUROPEAN UNION

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

---

Implemented  
by the Council of Europe