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1. BACKGROUND INFORMATION

1.1. Partner country

Serbia

1.2. Contracting authority

Roma Entrepreneurship Development Initiative REDI Serbia

1.3. Country background

Serbia is a non-EU country undergoing economic transformation, yet significant disparities remain, particularly affecting marginalized communities like the Roma.

High unemployment and underemployment: Despite having the desire to work, Roma individuals often find themselves excluded from mainstream employment measures. Even those meeting job criteria encounter difficulties accessing job opportunities due to discrimination or lack of support structures.

Poverty and financial exclusion: Many Roma-owned businesses operate informally, lack access to capital, or possess insufficient financial literacy. A REDI survey conducted during COVID-19 revealed that 70% of Roma businesses in Serbia had reserves for less than a month, and half could not repay loans if the crisis extended beyond a month.

Limited access to business development services: Previous initiatives highlighted that providing only capital or guarantees was not sufficient. Sustainable change requires an integrated model combining access to finance, technical assistance, and advocacy.

1.4. Current situation in the sector

Since 2007, the European Commission, alongside the Council of Europe Development Bank (CEB) and other public social investors, have embraced the notion of enhancing the economic empowerment of vulnerable communities. Recognizing the importance of facilitating access to risk finance as a crucial factor in fostering growth within such communities, European institutions in partnership with civil society organizations have also been working to build partnerships with traditional financial institutions and government agencies to increase the availability of capital for underserved populations. In line with this goal and its own mission, with the first phase of the project EU Support to REDI: Advancing Roma Entrepreneurs in the Western Balkans, REDI has focused its efforts on enabling Roma entrepreneurs in the region to access the necessary financial resources and support them grow their businesses, through training, mentorship, and connections to financial institutions. These efforts are centred on key reform packages that align with the policy areas and targets of the EU Roma Strategic Framework for Equality, Inclusion and Participation 2020 - 2030 and major EU reform and investment plans, such as the Economic and Investment Plan for the Western Balkans (2021-2027), the New Growth Plan for the Western Balkans and the Green and Digital agendas. The efforts are also in line with the 2019 Declaration of Western Balkans Partners on Roma Integration within the EU Enlargement Process (also known as the Poznan Declaration), which set specific targets to increase the employment rate among Roma to at least 25 per cent and increase the employment rate of Roma in the public sector. Ministerial meetings following the Poznan Declaration underscored the importance of actively supporting Roma integration into formal economies and ensuring their inclusion in digital and green transformations. Employability constraints are the primary barriers faced by the Roma community. In addition to low educational attainment, they often lack access to vocational skills, on-the-job training, entrepreneurship programs, and microfinance schemes. Limited access to labor market information and networks, particularly in Roma settlements, hinders job matching. Restrictive labor laws limited flexible work options, and high labor taxes for low-wage and part-time workers also impact employability. Roma women face additional challenges due to negative labor market attitudes, despite similar job aspirations to men. Low availability of affordable childcare in the Western Balkans limits female labor participation, and social norms confining women to household roles further restrict their educational and employment opportunities. Employment rates among Roma in Western Balkans are alarmingly low, from 13 percent in Kosovo* to 22 percent in North Macedonia, far below those of non-Roma neighbours and national averages, and much lower than the EU28 average of 67.6 percent. These figures highlight the critical need to focus on

integrating Roma into the labor market. According to the 2017 Regional Roma Survey, Roma face challenges with a low employment rate of 16.5% overall and 7.33% for women. The Covid-19 pandemic exacerbated their situation, worsened by inflation and energy crises, limiting economic opportunities. Roma are also underrepresented in the public sector. Traditional employment measures like public works and internships have shown limited success. In recent years, there has been a growing emphasis on sustainability and the transition towards a green and digital economy. However, there remains a critical need to ensure the inclusion of marginalized communities such as the Roma in this transition and that relevant socio-economic policies recognise specifically the challenges faced by Roma and ensure that Roma benefit from such policies. Effective green and digital transition policies and strategies have the potential to generate 700,000 new jobs in the EU by 2030 and unlock economic opportunities worth 4.5 trillion dollars. Furthermore, they could contribute significantly to reducing global greenhouse gas emissions by 40%.³ Involving Roma communities in these transitions not only addresses economic disparities but also empowers them to actively engage in and benefit from sustainable, environmentally friendly economic activities.

1.5. Related programmes and other donor activities

The “EU Support to REDI Phase II: Advancing Roma Entrepreneurs in the Western Balkans and Türkiye” project aligns with the Council of Europe’s Roma Integration III initiative, creating valuable synergies that enhance the impact of both actions.

The Council of Europe’s Roma Integration III program focuses on improving socio-economic conditions for Roma communities by supporting national governments in implementing effective inclusion policies. A key component of this initiative is to advocate for measures related to employment and green and digital skills, which complements REDI’s mission to strengthen Roma entrepreneurship and financial inclusion.

The synergy between the two initiatives is in the following areas:

- **Policy Alignment & Advocacy** – Both programs work towards enhancing Roma access to employment and self-employment opportunities. REDI leverages insights from Roma Integration III’s policy recommendations to advocate for stronger financial inclusion policies and institutional support for Roma entrepreneurs, and contributes to the Council of Europe’s program by providing valuable insights from the field.
- **Institutional Cooperation** – REDI’s collaboration with government ministries, employment agencies, and financial institutions aligns with Roma Integration III’s efforts to improve public policy implementation in the Western Balkans. Joint participation at high level events help integrate Roma-specific business support measures into broader economic development strategies.
- **Regional Impact & Knowledge Sharing** – REDI and CoE Roma Integration III have opportunities to exchange best practices and research findings, particularly in areas related to Roma financial inclusion, entrepreneurship, and business networking.

By leveraging these synergies, REDI ensures that its activities complement broader Roma inclusion strategies, leading to more coordinated and sustainable economic empowerment efforts across the Western Balkans and Türkiye.

2. OBJECTIVES & EXPECTED OUTPUTS

- 2.1. Overall objective

The overall objective (Impact) to which this action contributes is :

General relevance

The primary goal of the Advancing Roma Entrepreneurs in the Western Balkans and Türkiye project is to deliver comprehensive, direct support to at least 3,000 Roma entrepreneurs and unemployed individuals across the Western Balkans and Türkiye. Within the project, REDI Regional Business Centers aim to

empower Roma entrepreneurs and job seekers by providing essential resources, customized mentorship support, networking opportunities, and pathways to employment.

The REDI Business Centers are designed to serve as one-stop resource hubs that provide direct, hands-on support that will promote the growth, formalization, and sustainability of Roma businesses, ultimately enhancing the economic inclusion of Roma communities. Additionally, the centers will offer targeted training programs and expert guidance to help unemployed Roma start and sustain their businesses.

Objective of the Contract

The objective of this contract is to support and foster Roma entrepreneurship through one-on-one individual support and mentorship guidance for Roma-owned entrepreneurship. These sessions provide individualized guidance from business facilitators and experts, based on the needs of Roma entrepreneurs. Each session is structured around clear objectives and measurable outcomes to ensure practical and applicable learning. Meetings can be conducted in person or online, offering flexibility and convenience. Entrepreneurs are expected to benefit from continuous guidance, additional resources, and networking opportunities.

The Experts will support Roma entrepreneurs coming from different stages of the business – start-ups, new businesses, as well as already established businesses that operate for more than 2 years.

Meetings and sessions with Roma entrepreneurs, and support are only required to be implemented if there is a need and inquiry from the side of Roma entrepreneurs. Otherwise, no actions are required and no action will be taken from the side of the Experts and REDI. The Contract between the Expert and REDI will be the Frame Contract.

Key Responsibilities and Expected Deliverables

Lot 1 (only one LOT in this Tender): Legal Support to Roma Entrepreneurs and Roma-owned Businesses

The primary objective of the Expert for Legal Support to Roma Businesses and Roma Entrepreneurs is to develop a framework and deliver support to Roma-owned businesses, in order to improve knowledge and understanding of contract development, agreement establishment, and other legal requirements, processes and business rules within Roma entrepreneurship. The Expert will provide support and guidance to Roma entrepreneurs throughout their entrepreneurial journey, from introducing basic legal obligations to field actions aiming to ensure proper legal representation of the Entrepreneur.

Legal Support for Business Establishment and Expansion:

- Navigating business contracts, trade agreements, and compliance.
- Intellectual property protection and legal risk management.
- Contracting HR
- Assistance in setting up a legal business entity

Important note: Provided support per one entrepreneur for a single type of support should not exceed **4-6 hours** in total. The maximum number of hours of provided support to all entrepreneurs for this Lot should not exceed **625 hours**.

Expected Deliverables

Legal Support Expert is engaged in accordance with the needs of entrepreneur(s). The Contract signed between REDI Serbia and the Expert will be a “Frame Contract”, which means that the Expert is expected to provide support when and if there is such a need from the side of the Roma entrepreneur. If no such need occurs, it is possible that the Expert will spend no hours providing support, thus no fees will be paid to the Expert. The fee is per hour.

2.2 Specific objective(s)

The specific objectives and outcomes of this contract are as follows:

- Specific objective (Outcome) 1: Roma entrepreneurs improve their knowledge and experience in legal aspects, contracting, agreements, institutional knowledge, cooperation with public entities and representatives, and intellectual property protection.

2.3 Expected outputs to be achieved by the contractor

The expected outputs of this contract are as follows:

- Output 1 to Outcome 1: Development of the roadmap and plan for providing continuous support to Roma entrepreneurs based on their needs, requirements, skills, knowledge, and experience;
- Output 2 to Outcome 1: Delivery of support and training to Roma-owned businesses, and reports after training delivery as per instructions above.

3. ASSUMPTIONS & RISKS

3.1. Assumptions underlying the project

Roma communities are willing to engage in formal entrepreneurship and digital transformation.

- Roma entrepreneurs and job seekers are motivated to participate in training, mentorship, and formalization support if practical benefits (e.g., grants, business services) are available.

Trained experts and facilitators remain available and engaged across all stages of the program.

- Skilled personnel are retained for roadmap and plan development, delivery, mentorship, and follow-up support.

The socio-political climate remains stable and conducive to project implementation.

- No significant changes in national or regional governance or policies that would restrict Roma participation or economic activity.

3.2. Risks

Risk	Likelihood	Impact	Mitigation Strategy
Low participation from Roma entrepreneurs due to distrust or lack of access	Medium	High	Strengthen outreach through Roma Business Clubs, peer-to-peer engagement, and use of Roma facilitators and mentors.
Digital divide and lack of infrastructure among target beneficiaries	Medium	Medium	Ensure flexible, mobile-friendly and offline materials; provide basic digital literacy sessions before advanced modules.
High dropout rates from training programs	Medium	Medium	Offer certification, financial incentives, and ongoing individual expert sessions to motivate consistent participation.
Inconsistent quality of mentoring or training delivery	Low	Medium	Apply quality control measures, develop clear curricula and deliverables, and introduce performance evaluations for experts.

4. SCOPE OF THE WORK

4.1. General

4.1.1. Description of the assignment

Legal Support to Businesses and Roma-owned Entrepreneurs

The primary objective of the Expert for Legal Support to Roma Businesses and Roma Entrepreneurs is to develop a framework and deliver support to Roma-owned businesses, in order to improve knowledge and understanding of contract development, agreement establishment, and other legal requirements, processes and business rules within Roma entrepreneurship. The Expert will provide support and guidance to Roma entrepreneurs throughout their entrepreneurial journey, from introducing basic legal obligations to field actions aiming to ensure proper legal representation of the Entrepreneur.

4.1.2. Geographical area to be covered

Serbia with potential expansion of the activities into Bosnia and Herzegovina and Montenegro.

4.1.3. Target groups

- Roma unemployed
- Roma entrepreneurs
- Roma youth
- Roma women

4.2. Specific work

Recruited Expert will be expected to develop a support roadmap and plan and deliver a series of online or in person sessions from October 2025 to December 2025, based on the needs and requirements of the Roma entrepreneurs. If no needs are identified or called by the Roma entrepreneurs, then no support will be delivered for a certain period and defined fields of support.

Each session is interactive, with real-world case studies, Q&A discussions, and hands-on exercises where applicable.

4.3. Project management

4.3.1. Responsible body

Regional REDI Business Center in Serbia will be responsible for the implementation of these activities.

4.3.2. Management structure

Contracted experts will report to the Regional Business Center Coordinator.

Regional Business Center Coordinator and Business Facilitators will support the Expert in the delivery of the online and in-person sessions.

Contracted Experts are expected to provide a report on the delivery of each program and feedback on engagement of the trainees. The Expert is also expected to provide feedback and recommendations for improving the program after the first sessions are implemented.

4.3.3. Facilities to be provided by the contracting authority and/or other parties

As agreed.

5. LOGISTICS AND TIMING

5.1. Location

Experts are expected to deliver online or in-person training sessions in Serbia - Belgrade and Niš.

5.2. Start date & period of implementation of tasks

The intended start date is December 2025 and the period of implementation of the contract will be 20 months from this date. Please see Articles 19.1 and 19.2 of the special conditions for the actual start date and period of implementation.

Based on development of implementation, contracts might be extended for following cycles of implementation until August 2027.

6. REQUIREMENTS

6.1. Staff

Note that civil servants and other staff of the public administration of the partner country, or of international/regional organisations based in the country, shall only be approved to work as experts if well justified. The justification should be submitted with the tender and shall include information on the added value the expert will bring as well as proof that the expert is seconded or on personal leave.

6.1.1. Key experts

For the implementation of the above described activities we do not require key experts but experts who are contracted for a specific period and specific activities as per instructions above.

Key experts are not required.

6.1.2. Other experts, support staff & backstopping

The costs for backstopping and support staff, as needed, are considered to be included in the tenderer's financial offer.

6.2. Office accommodation

The contracting authority could provide space in the office for the work of the experts if needed .

6.3. Facilities to be provided by the contractor

The contractor shall ensure that experts are adequately supported and equipped. In particular it must ensure that there is sufficient administrative, secretarial and interpreting provision to enable experts to concentrate on their primary responsibilities. It must also transfer funds as necessary to support their work under the contract and to ensure that its employees are paid regularly and in a timely fashion.

6.4. Equipment

No equipment is to be purchased on behalf of the contracting authority / partner country as part of this service contract or transferred to the contracting authority / partner country at the end of this contract. Any equipment related to this contract which is to be acquired by the partner country must be purchased by means of a separate supply tender procedure.

7. REPORTS

7.1. Reporting requirements

The contractor will submit the following reports in English in one original and one copies:

- Contracted Experts are expected to provide reports on delivery of each program and feedback on engagement of the trainees. Contracted Experts are also expected to provide feedback and recommendations for improving the program.

7.2. Submission and approval of reports

The report referred to above must be submitted to the Regional Business Center Coordinator identified in the contract. The project manager and Regional Business Center Coordinator will be responsible for approving the reports.

8. MONITORING AND EVALUATION

8.1. Definition of indicators

Output 1: Developed the support roadmap and plan.

Indicator 1: Number of supported beneficiaries with positive feedback on improved knowledge and skills.

All of the providers will be subject to evaluation of the services and interaction with the final beneficiaries.

8.2. Special requirements

- Previous experience of working with vulnerable groups (with focus on Roma population) will be considered a strong advantage.
- University degree with relevant experience.
- Expert: A minimum of 5 years of experience in legal support or legal affairs.
- Excellent communication, interpersonal, and relationship-building skills.
- Proven experience in organizing community events and workshops.
- Proficiency in Microsoft Office Suite (Word, Excel, PowerPoint) and other relevant software
- Fluency in Serbian and English is required.
- High level of empathy, cultural sensitivity, and commitment to community development.