



# Tackling Roma Needs in the 2014-2020 Structural Funds Programming Period

GUIDE TO IMPROVE THE PLANNING PROCESS



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This Guide is being edited in May 2013, at a time when the European Budget for the period 2014-2020 has been agreed, but the Regulations are still under negotiation. The contents of this guide are based in the draft Regulations proposed by the European Commission.

The content of this publication does not necessarily reflect the opinion of each EURoma Member State and the sole responsibility of the content of this publication lies with the author.







**EURoma** is a European network involving representatives of twelve EU Member States (Bulgaria, the Czech Republic, Finland, Greece, Hungary, Italy, Poland, Portugal, Romania, Slovakia, Spain and Sweden) aiming to promote the use of Structural Funds (SF) to enhance the effectiveness of policies targeting the Roma community.<sup>1</sup>The EURoma network fosters transnational cooperation between Member States, the European Commission, and other relevant actors by sharing strategies, initiatives and approaches, learning based on experience and best practices, and the dissemination and standardisation of such knowledge. The EURoma network is supported by the European Social Fund (ESF) through the Spanish ESF Managing Authority, together with the Fundación Secretariado Gitano (FSG), which acts as its Technical Secretariat.



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# PRESENTATION

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## ■ WHY THIS GUIDE?

We are currently at a crossroads, as the Member States are planning their respective national **Partnership Contracts** (PCs) while debating, along with other stakeholders, the Regulations of the EU's **Common Strategic Framework** (CSF) 2014-2020. As a transnational network dedicated to improving the use of Structural Funds (SF) for Roma inclusion, EURoma is aware of the need to pay close attention to these developments and to ensure that SF will fulfil their function of achieving growth that effectively includes Roma.

The draft Regulation on the CSF 2014-2020 highlights eleven **thematic priorities, including employment (priority 8), education (priority 10), the fight against**

**exclusion and the promotion of social inclusion (priority 9).**<sup>2</sup> The draft European Social Fund (ESF) Regulation stresses that 20% of the total funding of the ESF will be focused on promoting inclusion and the fight against poverty.<sup>3</sup>

The draft ESF Regulation refers to the **Roma as one of the groups that should be explicitly covered by these funds**, including the need for the Member States to have a National Roma Integration Strategy (NRIS) among ex-ante conditionalities for the thematic objective of 'promoting social inclusion and combating poverty'.<sup>4</sup> The European Commission (EC) Staff Working Document on the CSF includes

the integration of marginalised communities such as the Roma and combating discrimination on grounds of ethnicity and race among key actions under the ESF.<sup>5</sup>

Existing analyses carried out by the EC Roma Task Force<sup>6</sup> as well as other studies (including by EURoma)<sup>7</sup> have demonstrated substantial **weaknesses in the use of SF aimed at Roma inclusion**. The main limitations are related to governance, absorption and accountability issues. Inefficient managing models and coordination mechanisms and several bottlenecks render the implementation difficult. Furthermore, the level of expenditure is very low especially in countries with large Roma populations; besides, there is little accountability and available information on the results and impact of SF on Roma.

**The adequate use of SF may be crucial for achieving Roma inclusion.** In fact, the EC stresses that improvements should be made in the current programming period and effective use of the SF should be made beyond 2013, while designing and implementing NRIS or a set of integrated measures. Long-term, sustainable projects, extensive financial support, and the possibility of combining action levels (actions implemented concurrently at the national – policies – and local – grassroots – levels) can contribute to achieving significant positive impacts. SF also open up opportunities for a holistic approach to economic development and social cohesion by covering different areas, including education, employment, health care, investment in infrastructures and the fight against exclusion and discrimination.

**Member States will negotiate with the EC their respective national PCs, and present their Operational Programmes (OPs) and other forms of implementation in 2013 or early 2014.** The Commission refers to the Roma as a target group in several of its Country Position Papers. Taking into account the fact that the EURoma network has gained substantial knowledge in recent years on how to make use of the SF for Roma inclusion, its priority during the current planning process is to provide Member States with the adequate tools, support and orientations to plan OPs in ways that effectively benefit Roma and overcome past failures.

The present guide builds on the experiences and the ideas transmitted by EURoma and other stakeholders to adapt and respond to the emerging EU policy framework for SF, as well as to Roma needs.

## AIM OF THIS GUIDE

To provide a tool for the Member States in the planning process, in accordance with the Europe 2020 Strategy's objectives, the National Reform Programmes, the EU Framework for NRIS and Member States' respective NRIS.

To support the effective inclusion of Roma in the next programming period of the Structural Funds.



## ■ **THIS GUIDE HAS BEEN CONCEIVED TO:**

- 1** Provide a tool for the EU Member States (units responsible for planning different SF, as well as different institutions involved in the process) to include Roma in their PCs and OPs at the drafting stage.
- 2** Identify and suggest possible ways to tackle Roma needs and address Roma socio-economic inclusion in the next SF programming period.
- 3** Identify key issues that OPs should presently address within strategic areas (employment, education, housing, healthcare, anti-discrimination and gender equality) identified both in the EU Framework for NRIS and in the strategic priorities set by the draft SF Regulations.
- 4** Make practical recommendations, based on prior experience, which may inform the design of OPs on other forms of implementation in order to gain effectiveness in the use of SF for Roma inclusion.



*“education,  
employment,  
the fight against  
discrimination...”*

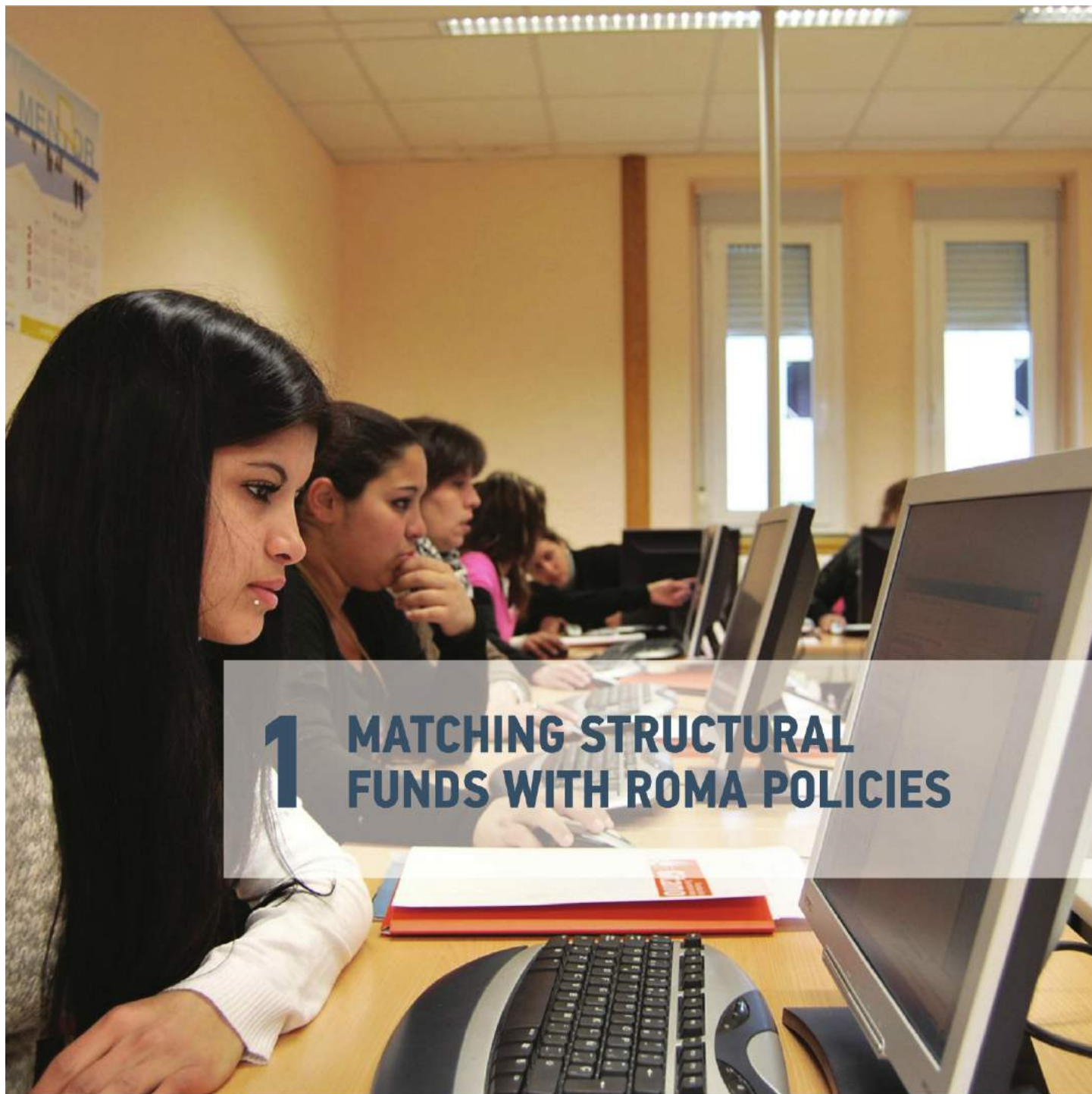


## ■ CONTENT OF THE GUIDE

<b>Connection between SF and Roma policy frameworks</b>	<ul style="list-style-type: none"><li>• It summarises previous lessons when addressing SF to the Roma and identifies opportunities, challenges and priorities for the next programming period.</li></ul>
<b>How can Member States address Roma needs in their respective Partnership Contracts?</b>	<ul style="list-style-type: none"><li>• Taking into account principles, thematic objectives, and key actions suggested in relation to Roma by the CSF.</li></ul>
<b>How to tackle Roma needs in the different OPs?</b>	<ul style="list-style-type: none"><li>• It presents possible options to follow, and highlights the key substantial elements that should form part of the planning process, to achieve coherence with the Common Basic Principles on Roma Inclusion, and the priorities and possibilities introduced by the draft Regulations.</li><li>• It also describes other relevant instruments included in SF Regulations, highlighting the opportunities offered by mechanisms such as the Global Grants, technical assistance, etc. to foster administrative capacity, increase Roma participation, gather information and improve mutual exchange and knowledge.</li></ul>

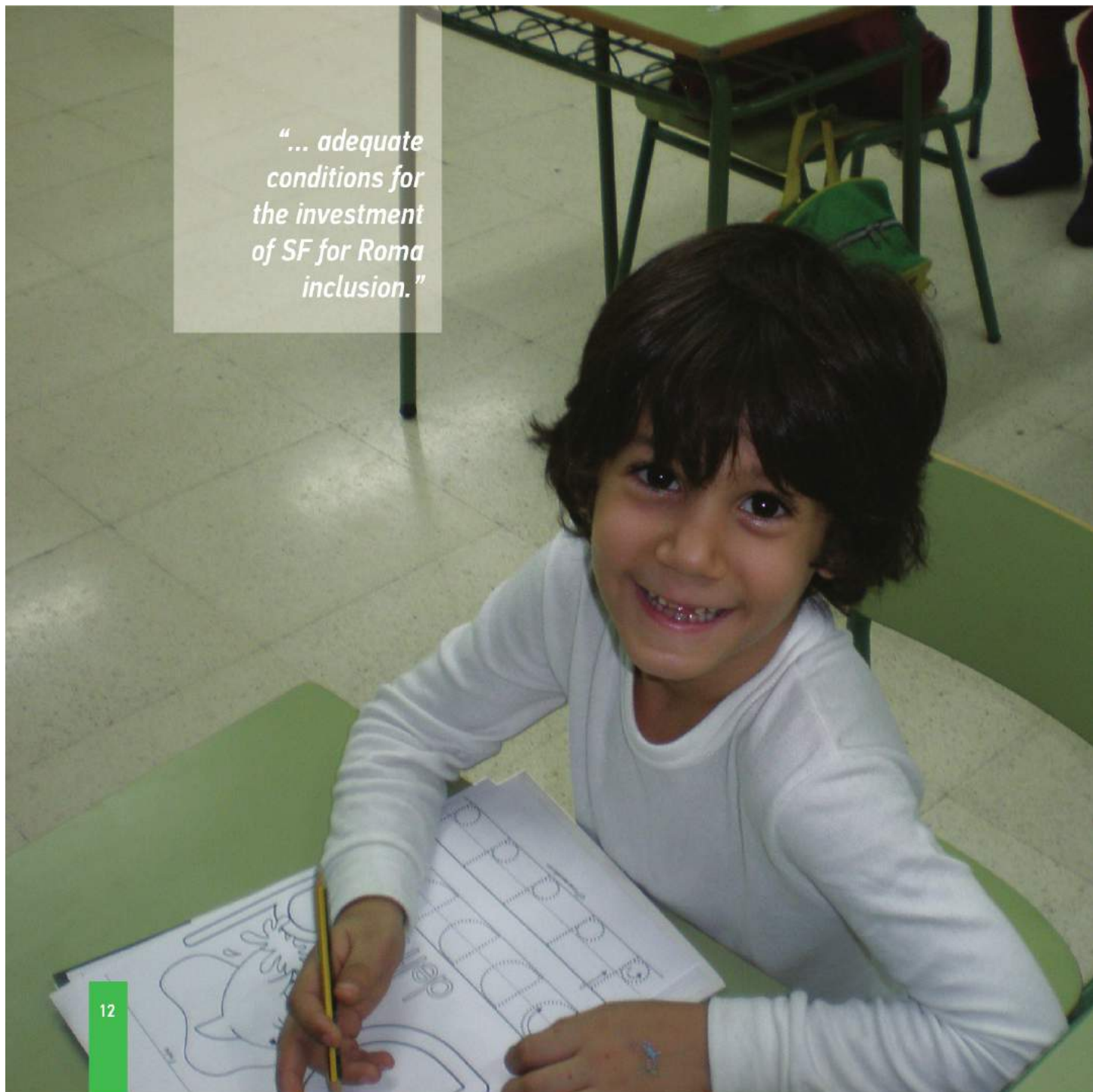






# **1 MATCHING STRUCTURAL FUNDS WITH ROMA POLICIES**

*“... adequate  
conditions for  
the investment  
of SF for Roma  
inclusion.”*



**■ WHEN CONNECTING THE SF WITH THE ROMA POLICIES FOUR ASSUMPTIONS NEED TO BE TAKEN INTO ACCOUNT:**

- 1** A very high proportion of Roma in Europe suffer from exclusion and severe discrimination. SF, as instruments that aim at economic and social cohesion in Europe, needs to address the Roma according to their socioeconomic circumstances, and to contribute to overcoming their disadvantaged situation.
- 2** The new policy framework related to Roma created by the NRIS and consistent with the Europe 2020 objectives and the NRP offer adequate conditions for the investment of SF for Roma inclusion.
- 3** SF, thanks to their long-term approach, priorities, complementarities and the synergies they create, can provide added value at the policy and financial level for the sustainable integration of Roma.
- 4** The thematic objectives proposed by the draft Regulations as well as the priorities established by the different funds highlight areas such as education, employment, the fight against exclusion, the territorial approach, the fight against discrimination, among others, that are at the heart of Roma-related policies.



# 1.1. ADDRESSING THE SOCIO-ECONOMIC SITUATION OF ROMA UNDER THE STRUCTURAL FUNDS



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**The Roma population constitutes the largest ethnic minority in the EU, totalling between 10 and 12 million citizens.** This minority is distributed throughout Europe but is concentrated in Central and Eastern Europe. With the exception of specific Roma groups and individual cases, a very high proportion of Roma persons are affected by extreme poverty and social exclusion, especially in certain countries.

**The Roma remain one of the most marginalised social groups in Europe, facing deep social problems related to low educational levels, high unemployment, inadequate housing, poor health, and wide-ranging discrimination, which are all interrelated and create a vicious circle of social exclusion.** Crucially, the gap between Roma communities and the majority population has been growing in many countries over the past two decades,<sup>8</sup> and significant progress in improving the living conditions and opportunities for the majority of Roma remains limited across the EU. This situation is worsening



because of the current economic crisis and the growth of racist discourses and movements.

The vicious circle of the intergenerational transmission of poverty and social exclusion is determined primarily by the limited access to and exercise of rights, persistent discrimination activated by growing racism by the majority of the non-Roma population, spatial segregation, limited access to services and the absence of consistent policies aiming to revert these trends.

**There is a consensus among stakeholders that the four key areas that need to be tackled to achieve Roma inclusion are employment, housing, education and healthcare, in addition to territorial segregation and cross-cutting issues of discrimination and gender inequalities.** As pointed out by the EC, these four areas are closely related: "housing (conditions and geographical situation) influences the health situation by conditioning

access to healthcare services, and influences access to job opportunities; the health situation influences the educational attainment while education affects health-related behaviours and exposure to social determinants of health; the level of education and professional training influence the possibilities of employment; and employment in turn allows for improvements in living standards, including changes in housing conditions, access to education and healthcare".<sup>9</sup>

The percentage of the Roma population under 18 is estimated to reach 50%, with high birth rates, in most areas of the EU. The demographic weight of the Roma population and the fact that it includes such a large proportion of young people and children, combined with its historically conditioned high poverty rates and territorial segregation, render efforts aimed at breaking the inter-generational transmission of poverty and severe social exclusion all the more urgent to allow for the EU to achieve social cohesion and sustainable development in the context of the Europe 2020 Strategy.

## 1.2. THE NEED TO TAKE ADVANTAGE OF A FAVOURABLE POLICY FRAMEWORK FOR ROMA INCLUSION



### ■ ROMA ISSUES HAVE BEEN RAISED ON THE POLITICAL AGENDA

In recent years, international institutions have been paying more attention to the situation of the Roma. Today Roma issues are far more visible than a few years ago; there is a better understanding of the subject as well as consensus in terms of principles and priorities.<sup>10</sup> Sustained efforts by EU institutions together with non-governmental organisations (NGOs) and international initiatives have prompted the issue of Roma inclusion to be raised on the European political agenda. In addition to various resolutions by the European Parliament, it has been included several times on the agenda of the Council, and the Commission has taken a number of measures. New initiatives and institutional mechanisms have been developed, including the Platform for Roma Inclusion and its Ten Common Basic Principles adopted by the Council in 2009, established with the intention to guide public policies and projects for Roma.<sup>11</sup>

The past years have witnessed significant progress in the development of EU initiatives aimed at Roma inclusion, as shown in the following figure.

### Several EU Communications

- Communication on “The Social and economic integration of the Roma in Europe” (7 April 2010).
- Communication on “An EU Framework for National Roma Strategies up to 2020”, endorsed by the Council on 19 May 2011, (qualitative shift in the EU/EC’s approach towards socio-economic integration, in the improvement of social conditions and in the access to social rights of Roma persons).
- Communication “National Roma Integration Strategies: a first step in the implementation of the EU Framework” and staff working document, adopted on 21 May 2012.

### National Roma Integration Strategies presented by all MS in 2011 and 2012

- Within these strategies or policy set of measures, Member States describe their action priorities and challenges up to 2020. Many of these strategies make explicit reference to the SF.

### Draft Regulations on SF

- It includes thematic objectives related to education, employment and the fight against poverty, as well as housing (following and deepening the previous amendment of Article 7(2) of Regulation 1080/2006/EC on the ERDF), referring to the Roma as one target group, and establishing Roma conditionalities.

**In terms of policy planning, progress is visible, although in practical terms the situation has not improved for many Roma** and there is a growing gap between legal instruments, strategies, plans on the one hand and concrete processes on the other. This is why the EC Communication emphasises that **improving the situation of Roma is a social and economic imperative for the EU and its Member States**, and calls on the latter to elaborate a set of measures, including specific goals in the areas of education, employment, healthcare, housing and essential

services, in the framework of the objectives established for the Europe 2020 Strategy and consistent with NRPs.<sup>12</sup>

The new framework, in which all the Member States have presented their NRIS, provides conditions not only to place the subject high on the political agenda but also initiates **a new stage for the coming years allowing stakeholders to gather momentum for concrete, large-scale, long-term integrated actions.**



## WORKING WITHIN THE FRAMEWORK OF THE EUROPE 2020 STRATEGY

The EU institutions want to promote a smart, sustainable and inclusive economy for the coming decade through the Europe 2020 Strategy. Three of the five targets proposed are directly relevant to the situation of the Roma people:

Employment	Education	Poverty/social exclusion
<ul style="list-style-type: none"><li>75% of the 20-64 years old to be employed.</li></ul>	<ul style="list-style-type: none"><li>Reducing school drop-out rates to below 10%.</li><li>At least 40% of 30-34 years old completing third level education.</li></ul>	<ul style="list-style-type: none"><li>At least 20 million fewer people in or at risk of poverty and social exclusion.</li></ul>

*Throughout Europe (both in the EU and its direct vicinity, including candidate countries such as Croatia, FYROM, Montenegro and Turkey), Roma people are far from reaching the objectives established by the Europe 2020 Strategy in education, employment, poverty and social exclusion. **It is most likely that countries with higher Roma demographic concentration will not be able to reach these objectives if there is no substantial progress on the Roma situation and radical change in the current trends.***

The EC Communication states that NRIS should fit in and contribute to the broader framework of the Europe 2020 Strategy and should therefore be consistent with NRPs.<sup>13</sup>

***It is of utmost importance that the NRIS do not run in parallel to the NRPs: they must contribute to mainstreaming Roma issues into general policies and to including Roma measures as part of broader reforms.** The Europe 2020 Strategy process and the administrative framework it promotes, in conjunction with the possible strengthening of the use of the ESF and ERDF for vulnerable groups in the future programming period, offer an unprecedented opportunity to achieve such mainstreaming.*



## THE CHALLENGE OF BRIDGING THE GAP BETWEEN STRATEGIES, POLICIES AND IMPLEMENTATION: THE ROLE OF STRUCTURAL FUNDS FOR ROMA INCLUSION

Now is the time to make progress on the ground and to adjust financial instruments to the policies, plans and strategies. SF can and must play a central role in helping the EU to guarantee EU citizens' rights and add value to Member States' actions aimed at Roma inclusion and development and it is one of the duties of each Member State to make this possible.

The SF, in particular the ESF and the European Regional Development Fund (ERDF), but also the European Agricultural Fund for Rural Development (EAFRD), are the main EU financial instruments at the disposal of Member States to design and implement policies aimed at enhancing social cohesion and reducing inequalities within the EU. **SF are not only an opportunity for investing in Roma communities but also a pool for designing more effective long-term policies involving different actors in close coordination with national social and employment policies.** They are therefore a particularly relevant means, especially in the context of the Europe 2020 Strategy, of bridging the gap between the majority population and the Roma minority. The use of SF for Roma inclusion cannot substitute (local, regional and national) government investments with their own resources but it can act as a policy and financial driver for the deployment of national and local resources.

In the next programming period (2014-2020), SF must not only have a more inclusive approach, but they must, according to the CSF orientations, focus explicitly on fighting social inequalities and play a central role in targeting Roma exclusion in employment, education, health and housing. This is why SF and their implementation need to be aligned with the Ten Common Basic Principles on Roma Inclusion<sup>14</sup> and to develop the lines of action delineated in the EU Framework for NRIS<sup>15</sup> with a view to contributing to the targets related to education, employment and poverty reduction/social inclusion at the core of the Europe 2020 Strategy.<sup>16</sup>

It is of fundamental importance that Member States take advantage of the opportunities offered by the SF within the emerging EU and Roma policy frameworks, in order to make a qualitative leap in the reduction of gaps between the Roma and the majority populations, focusing if possible on integrated actions that make a difference in areas where large Roma communities experience segregation, discrimination and severe poverty. SF should play a central financial and policy role in unleashing the necessary human and infrastructural resources to activate and sustain a generational change among Roma, especially in the context of economic crisis and fiscal restrictions at the local, regional and national levels of governance and as budgets are affected negatively by these conditions.

## 1.3. HOW CAN THE STRUCTURAL FUNDS ADD VALUE TO THE ROMA POLICIES?

SF have a very adequate role to play to support and develop Roma policies, because they can provide essential conditions for the effectiveness and impact of the Roma policies, as stated in the EURoma report:<sup>17</sup>

<b>Long term sustainable projects</b>	This is a prerequisite and an opportunity within the framework of the SF.
<b>Extensive financial support</b>	Allowing projects to achieve the scale needed to make a significant impact on key social and economic issues.
<b>Co-financing</b>	This stimulates the active involvement of all participant entities, and creates synergies between the existing economic resources.
<b>Combination of action levels</b>	<p>Actions implemented concurrently at the national (policies) and local levels (grassroots) have a significant impact: the nation-wide dimension allows for a combination of top down and grassroots interventions in line with the policy strategy.</p> <ul style="list-style-type: none"><li>• Top down – bottom up: SF allow for localised implementation that feed back into EU's holistic approach to economic development and social cohesion.</li><li>• Local–national: integration of various levels of policy design and implementation.</li><li>• Grassroots – policy strategies: it is possible to work not only with the Roma community but also with society at large, through a territorial approach in line with the Basic Principles of 'explicit but not exclusive targeting' and 'mainstreaming' action.</li></ul>

<b>Possibility to target the most excluded groups while mainstreaming Roma issues</b>	Designing and implementing targeted yet non-segregated services is possible. Action adapted to target groups increases impact, within an integrated and multidimensional approach, which emphasises the close linkages between education, employment, housing and inclusion.
<b>Opportunity for strong partnerships</b>	Between public and private organisations (public authorities, businesses, the media and the non-profit sector).
<b>Multidimensional, structured and well-organised framework</b>	So as to tackle key economic and social problems, encouraging high standards of measurement, the use of indicators and evaluation to test results.
<b>Ability to operate within an EU-wide framework</b>	So as to share outcomes and results across Member States, learning from and spreading good practice.
<b>Opportunity for capacity building</b>	Administrative capacity, as well as the capacity of Roma organisations, the training of Roma professionals and managers.
<b>Possibility to develop adapted models of policy design and implementation</b>	Adapted to the Roma, open to other participants and as part of the public policies rather than to be considered as specific programmes towards the Roma.

## 1.4. WHAT OPPORTUNITIES DO THE NEW REGULATIONS OFFER?

The new draft Regulations imply substantial progress in the development of social and cohesion policies, as well as policies explicitly targeting Roma. This section describes the main potential advances for Roma.

### KEY ADVANCES IN THE DRAFT GENERAL REGULATION

#### **Addressing discrimination and exclusion in the Partnership Contract**

The requirement that the PC set out an integrated approach to address the specific needs of the geographical areas affected to the greatest extent by poverty or of those beneficiary groups at the greatest risk of discrimination or exclusion, paying particular attention to marginalised communities and providing, whenever applicable, the indicative financial assignation corresponding to the relevant CSF Funds (Art 14, c).

#### **Cross-cutting application of gender equality and non-discrimination**

The obligation for Member States and the EC to take opportune measures to avoid any discrimination on grounds of sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation, during the preparation and implementation of programmes (Art 7).

#### **Thematic objectives related to inclusion, education and employment**

The incorporation, among the eleven thematic objectives for CSF Funds, of objectives contributing to the fulfilment of the Europe 2020 Strategy's priority of Inclusive Growth, including Promoting social inclusion and combating poverty (no.9); promoting employment and supporting labour mobility (no.8); and investing in education, skills and lifelong learning (no.10) (Art 9).



<b>Ex ante conditionalities (Art 17 and Annex 4 Thematic Conditionalities)</b>	The establishment of ex ante conditionalities and the inclusion among them of general conditions related to non-discrimination (a strategy is required for the effective enforcement of the Equality Directives). At the same time the thematic conditionality no.10: The promotion of social inclusion and fight against poverty, which emphasises active inclusion and particularly the integration of marginalised communities such as the Roma. The requirement to have a national strategy for poverty reduction and a National Roma Inclusion Strategy in place among fulfilment criteria for thematic conditionality no.10.
<b>The content that may be required from Operational Programmes under the objective “Investment for Growth and Jobs”</b>	These should include a description of the specific actions aimed at promoting equal opportunities and preventing any type of discrimination on grounds of sex, race or ethnic origin, religion or belief, disability, age or sexual orientation in the phases of preparation, design and implementation; among key requirements, they should take into account the specific needs of vulnerable groups and ensure the latter's access to these funds.
<b>The functions attributed to the Monitoring Committees</b>	Among others, the promotion of gender equality, equal opportunities and non-discrimination.
<b>Effective monitoring and measurable indicators focusing on results</b>	Specially for the ESF and ERDF and in relation to target groups and strategic areas of intervention effective monitoring is expected on the basis of clear and measurable indicators, reporting, monitoring and evaluation.
<b>Multi-fund programmes and joint action plans and integrated approach</b>	The draft Regulations maintain the possibility of developing programmes with multiple sources of financing, in particular the ERDF and ESF. It is a priority for all Regulations, especially the ERDF and ESF. Integrated approaches are to be set out in the Partnership Contract and Operational Programmes, including indicative financial allocations for the relevant CSF Funds.
<b>Local development and geographical approach</b>	Support to participatory local development consolidating the initiatives directed to the communities and facilitating the implementation of integrated local development strategies and the formation of local action groups.
<b>Streamline delivery systems</b>	Based on harmonised rules on eligibility and durability, greater use of simplified costs, linking payments with results, e-Cohesion: one stop shop for beneficiaries, and proportional approach to control.

## KEY ADVANCES IN THE DRAFT ERDF REGULATION

### Open and comprehensive scope of support (Art 3)

The fields of application of ERDF financing demonstrate a broad scope of support, which prioritise small and medium-sized enterprises, innovation, local development, the development of ICT as well as social, health and educational infrastructure (Art. 3, 1, c).

### Promotion of social inclusion and the fight against poverty (Art 5, 9)

The promotion of social inclusion and the fight against poverty are explicitly referred to as a priority, with a special focus on investments in health and social infrastructure, the support of physical and economic regeneration of rural and urban areas and the support of social enterprises.

## KEY ADVANCES IN THE DRAFT ESF REGULATION

### Mission focus on non-discrimination, exclusion and the fight against poverty (Art 2)

The promotion of gender equality, equal opportunities and non-discrimination as well as the endorsement of social inclusion and the fight against poverty are explicitly mentioned. The draft underlines that citizens, especially disadvantaged groups such as the long-term unemployed, persons with disabilities, immigrants and ethnic minorities, will benefit from the ESF.

### Wide scope of support (Art 3)

The Regulations recognise the importance of assigning funds in a balanced manner in the fields of employment, education and training, the fight against poverty and exclusion and institutional consolidation.

### Thematic concentration (Art 4)

The Regulations mandate that at least 20 per cent of the total ESF funds should be destined to the promotion of social inclusion and the fight against poverty.

### Indicators and earmarking (Art 5 and annex)

Immigrants, minorities (including marginalised communities such as the Roma), persons with disabilities and other persons at a disadvantage have been explicitly recognised as target groups of earmarked funds of the new ESF. These groups should figure in the common output indicators in annual reports.

### Involvement of partners (Art 6)

A paragraph is dedicated to the participation of NGOs and to the use of ESF for their consolidation and capacity-building.

### Partnerships and multilevel governance

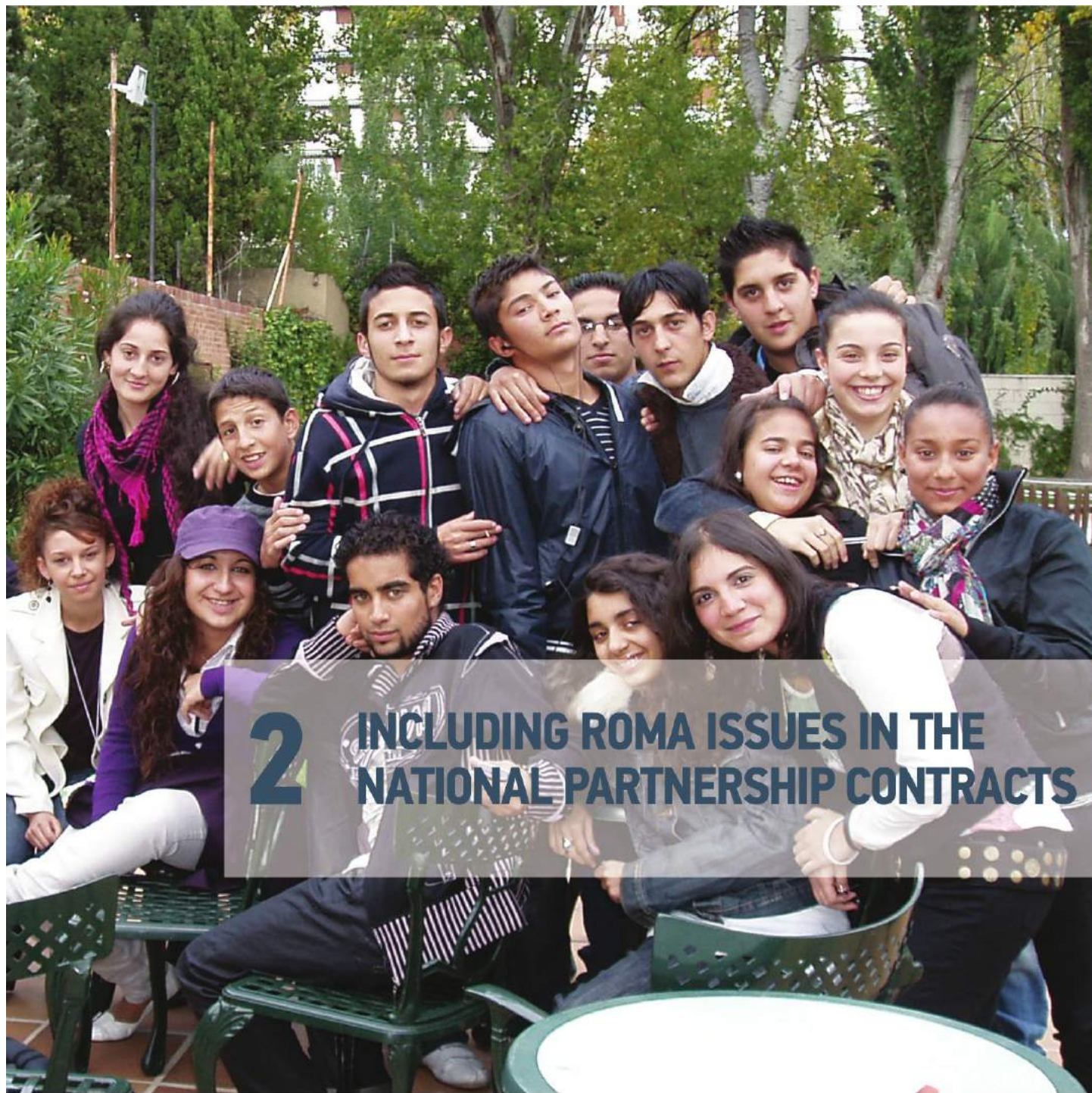
The explicit recognition in the preparation of the Partnership Contract of the role that organisations representing civil society, NGOs and agencies in charge of promoting equality and non-discrimination should play (Art 5, c).











**2**

**INCLUDING ROMA ISSUES IN THE  
NATIONAL PARTNERSHIP CONTRACTS**

## 2.1. WHAT ARE THE PARTNERSHIP CONTRACTS?

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The Partnership Contract (PC) is a strategic national document drafted by each Member State that describes the strategy and investment priorities of the country in the framework of the EU Cohesion Policy for the 2014–2020 programming period.<sup>18</sup> PCs will identify the main strategies of each Member State in the implementation of the SF, the priorities and the agreements to be reached in order to make an efficient use of the funds.

PCs are adopted between the European Commission and each Member State, taking into account the most recent relevant country-specific recommendations issued by the Council on the basis of Articles 121(2) and 148(4) TFEU, the Council recommendations based on the Stability and Growth Pact, and be linked to the objectives of the Europe 2020 Strategy while reflecting their NRPs.

### CONTENT OF PARTNERSHIP CONTRACTS

Main Strategies of each country in the implementation of the SF

Priorities and agreements to be made in order to make an efficient use of SF

Commitments of partners at national and regional levels



When drafting their PCs, Member States must take into account:

- The **Common Strategic Framework**,<sup>19</sup> which translates the EU objectives and targets into key actions for the various funds, so as to ensure an integrated use of the SF to fulfil common objectives. The CSF needs to be concretised by PCs at the national level: Member States need to ensure that an integrated approach for territorial development is taken, supported by all the CSF Funds and include objectives based on agreed indicators, strategic investments and a number of conditionalities.
- The **Thematic Objectives**: for each objective, different key action should be identified by the different funds. The ERDF, the ESF, the Cohesion Fund (CF), the EAFRD and the European Maritime and Fisheries Fund (EMFF) pursue complementary policy objectives and their management is shared between the Member States and the EC.
- The need to **describe how different EU and national funding streams will contribute to addressing the challenges identified by the EC's country-specific recommendations**.

The EC proposes to strengthen the initiatives addressed to the community-level, to provide strategies for integrated local development and to support local groups and actions; such community-level initiatives may be of special interest when addressing the Roma situations by promoting the development of integrated operations aiming at the elimination of settlements and their full integration.

## 2.2. WHAT KEY ACTIONS FOR ROMA SHOULD BE INCLUDED IN THE PARTNERSHIP CONTRACTS?

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The draft ESF Regulation includes a specific investment priority focused on the Roma; this priority is included in thematic objective 9 (promoting social inclusion and combating poverty). In the CSF, the EC has explicitly identified several actions for this investment priority that should be taken into account when Member States draft their respective PCs:

## THEMATIC OBJECTIVE 9: PROMOTING SOCIAL INCLUSION AND COMBATING POVERTY

### Key actions from the ESF: Integration of marginalised communities such as the Roma

- Integrated pathways to the labour market, including individualised support, counselling, guidance and access to general and vocational education and training.
- Access to services, in particular social care, social assistance services and healthcare (including preventive healthcare, health education and patient safety).
- Elimination of segregation in education, promoting early-childhood education, fighting early school-leaving and ensuring successful transitions from school to employment.
- Measures to overcome prejudices and discrimination against Roma.

### Key actions from the ERDF:

- Support for the physical and economic regeneration of deprived urban and rural communities including the Roma, which reduces the spatial concentration of poverty, including the promotion of integrated plans where social housing is accompanied notably by interventions in education, health including sport facilities for local residents, and employment.

### Complementarity and coordination

The integrated use of CSF Funds is particularly important in addressing the territorial dimension of poverty. The integration of marginalised communities requires coherent and multi-dimensional approaches supported from the various CSF Funds, complementing national resources and implemented coherently with reforms of social protection systems. This multi-dimensional integrated approach combining actions from various CSF Funds is particularly relevant for the Roma community, whose effective integration requires investments in employment, education, healthcare, housing and anti-discrimination. In deprived urban areas, the physical and economic regeneration activities supported by the ERDF should go hand in hand with ESF actions aimed at promoting the social inclusion of marginalised groups.



## 2.3. WHAT OTHER KEY ACTIONS OF THE COMMON STRATEGIC FRAMEWORK MAY CONCERN THE ROMA?

Besides the explicit investment priority relevant to Roma inclusion under the Thematic Objective 9 of the CSF, other key actions across the rest of the Thematic Objectives may concern Roma needs depending on national and local specificities and the existing circumstances of Roma communities. We present below the most relevant actions:

<b>Thematic objective 2:</b> Enhancing access to quality information and communication technologies	<b>KEY ACTION ERDF</b> eGovernment applications with the aim of enhancing innovation, the modernisation of public administrations and access to these services by citizens, including marginalised groups and people with disabilities.	<b>COMPLEMENTARITY AND COORDINATION</b> Refers to complementing ERDF actions with the ESF to promote digital competences in formal education and training systems, to raise awareness and to provide effective ICT training and certification outside formal education systems, including the use of online tools and digital media for re-skilling and continuing professional development. As the benefits of the digital society should be available to all, support should also aim to integrate and empower members of disadvantaged social groups within the digital society, including e-services and other support measures (such as eSkills and easy access to eLearning, eEducation, eGovernment, eEnvironment, eHealth services).
<b>Thematic objective 5:</b> Promoting climate change adaptation and risk prevention and management	<b>KEY ACTION ERDF AND COHESION FUND</b> <b>Objective no. 5</b> refers to development of tools (detection, early warning and alert systems, risk mapping and assessment); and increased investment in disaster management systems, to facilitate disaster resilience and risk prevention and management of natural risks, including weather-related risks (such as storms, extreme temperature events, forest fires, droughts, floods) and geophysical risks (such as avalanches, landslides).	

**Thematic objective 6:**

Protecting the environment and promoting resource efficiency

**KEY ACTION ERDF AND COHESION FUND**

**Objective no. 6** refers to climate change mitigation and adaptation, protection against floods and fires, coastal protection, soil protection and other risk prevention measures decrease the fragmentation of natural areas, increase water availability.

**Thematic objective 8:**

Promoting employment and supporting labour mobility

**KEY ACTION ESF**

Personalised services and guidance, targeted and tailored training, validation of acquired competencies and skill; measures to incorporate every young person in education, training or employment schemes, within 4 months of leaving school; support to disadvantaged and inactive people, to start and develop businesses in all sectors, including care and healthcare, work integration, green jobs and community development.

**Thematic objective 9:**

Promoting social inclusion and combating poverty

**KEY ACTION ESF**

- **Active inclusion:** integrated pathways combining various forms of employability measures such as individualised support, counselling, guidance, access to general and vocational education and training, as well as access to services, notably health and social services, child care, and internet services.
- **Combating discrimination based on racial or ethnic origin:** awareness-raising and engagement with local communities and enterprises to fight discrimination and promote intercultural activities and specific actions targeting people at risk of discrimination with a view to increasing their labour market participation, enhancing their social inclusion, and reducing inequalities in terms of educational attainment and health status.
- **Enhancing access to affordable, sustainable and high-quality services:** enhanced access to affordable, sustainable and high-quality healthcare with a view to reducing health inequalities, supporting health prevention and promoting e-health, including through targeted actions focused on particularly vulnerable groups; enhanced access to affordable, sustainable and high-quality social services such as employment and training services, services for the homeless, out of school care, childcare and long-term care services; targeted early-childhood education and care services, including integrated approaches combining childcare, education, health and parental support, with a particular focus on the prevention of children's placement in institutional care; access to e-services to promote e-inclusion; support for the transition from institutional care to community-based care services for children without parental care, people with disabilities, the elderly, and people with mental disorders, with a focus on integration between health and social services.
- **Community-led local development strategies** by supporting the preparation, the running and the animation of local strategies; support the activities designed and implemented under the local strategy in areas falling within the scope of the ESF in the fields of employment, education, social inclusion and institutional capacity-building.

**Thematic objective 10:**

Investing in education, skills and lifelong learning

**KEY ACTION ESF**

**Reducing early school-leaving and promoting equal access to quality early-childhood, primary and secondary education through:** targeted support for implementing evidence-based, comprehensive and consistent policies to reduce early school leaving encompassing prevention, early intervention and compensation such as second-chance schools, and fostering participation in non-segregated public education facilities; capacity building of teachers, trainers, school leaders and staff, introduction of quality assurance and monitoring systems, development of educational content, including the use of ICT, the development of creative skills and combating gender stereotypes in education and training; addressing obstacles in access faced by children from disadvantaged families, in particular during the very first years of early childhood (0-3); support learning schemes which aim to assist children and young people with learning disabilities in order to allow their integration in the mainstream educational system.

**Thematic objective 11:**

Capacity-building and ensuring an efficient public administration

**KEY ACTION ESF**

Enhancing the capacity of stakeholders, such as social partners and NGOs, to help them deliver more effectively their contribution to employment, education and social policies.

## 2.4. HOW TO DRAFT PARTNERSHIP CONTRACTS THAT ARE INCLUSIVE OF ROMA?

We present below six practical recommendations that could be followed by the Member States when drafting their PCs in order to make them inclusive of the Roma community. Several do not concern exclusively the Roma but also other groups in situations of exclusion and/or disadvantage. The recommendations are inspired in:

- Regulations
- CSF staff working document
- Previous experiences
- Knowledge acquired in the framework of the EURoma network



## Recommendations

### **1. Connecting the PC with the NRIS and the NRP**

In 2012 all Member States presented their NRIS identifying the challenges for the integration of the Roma as well as the objectives and the measures to put in place; in April 2012 the EC underlined the need for improvements in the process of implementation. Within the European Semester process, Member States are due to revise annually their own NRPs. Some Member States included in their NRP objectives and actions related to the Roma, and all of them delineated broader objectives in the areas of education, employment, and the fight against poverty and exclusion. The EC in its communication 'An EU framework for NRIS up to 2020' stresses that NRIS should make full use of the Multi-annual Financial Framework. The preparation of the PCs shall be closely connected with the NRIS, as well as with the NRPs.

### **2. Encouraging integrated approaches aiming at Roma integration in the PC**

Most Roma suffer from severe exclusion in the basic areas of education, employment, housing and healthcare. Many studies and experiences demonstrate that getting results in the inclusion of the Roma requires, among other conditions, a long term and integrated approach. The Common Provisions Regulation proposes a number of mechanisms to encourage an integrated approach to programming as well as to achieve coordination and synergies during implementation.

## In practical terms

- Involve the National Roma Contact Point representatives in the preparation of the PC. Managing Authorities should work in close cooperation with public bodies responsible for the NRIS in the PC process.
- Review the references to the SF in the NRIS; in fact 17 Member States refer to them.
- Identify actions proposed in the NRIS that could be aligned with the PC and vice versa.

- Establish permanent coordination mechanisms among the different CSF funds when designing the PC.
- Look for improved cooperation and close coordination between the interventions financed by EU, national public and private funds.
- Implement single multi-fund programmes combining the ERDF, ESF and the Cohesion Fund (for example for the benefit of a particular territory / micro-region).
- Develop joint implementation of a number of projects from different sources within the CSF by a single beneficiary, by taking advantage of the two new mechanisms offered by the Common Provision Regulation to encourage the development of integrated operations:
  - Integrated Operations: Developing a single Operation from both the ERDF and the ESF.
  - Joint Actions Plans implemented through a results-based approach in order to achieve specific objectives.



## Recommendations

**3. Following a territorial and micro-territorial approach in the PC**

In many countries Roma are concentrated in several rural areas (or micro-territories) and in other cases in certain urban or semi-urban areas forming settlements that tend not only to grow but also to deteriorate. Such concentration requires an intensive targeted territorial approach that may follow different possible options,<sup>20</sup> and requires the involvement of the regional and local level in the PC. The Common Provisions Regulation provides two mechanisms to facilitate local and sub-regional approaches involving several Funds.

**4. Following the horizontal principle of non-discrimination**

The promotion of equality between men and women and non-discrimination, as well as sustainable development are horizontal principles that apply to the CSF funds. As demonstrated by several FRA studies and the Eurobarometer,<sup>21</sup> the Roma are among Europe's most discriminated groups. This discrimination frequently happens in the access to public services, including economic resources and programmes, and requires positive actions to compensate disadvantages.

## In practical terms

- Make use of the Community-led local development mechanism by increasing the effectiveness and efficiency of territorial development strategies and delegating decision-making to a local partnership.
- Use the Integrated territorial investment for the ERDF, ESF and Cohesion Fund as an instrument for investing under more than one priority axis of one or more Operational Programmes.
- Identify, in the framework of the Programmes that follow a territorial approach, those areas, sub-areas or micro-territories where exclusion and poverty is more prevalent that would require intensive actions.
- Involve the equality bodies and human rights organisations active in combating discrimination, in the preparation, monitoring and evaluation of the Funds.
- Adopt positive actions to prevent or compensate for disadvantages linked to racial or ethnic discrimination.
- Follow the key actions proposed in the CSF thematic objective number 9 when designing the PC, including awareness-raising actions.

## Recommendations

### **5. Involving stakeholders in the PCs' planning process**

The active engagement of the Roma people in the projects is a prerequisite for success. In fact, one of the ten Common Basic Principles (n°.10) is the active participation of the Roma, which stresses that the effectiveness of the policies is enhanced with the involvement of the Roma people at every stage of the process; this implies the consultation of Roma stakeholders in the planning, implementation, monitoring and evaluation of the policies and projects. The involvement of civil society actors dealing with Roma issues such as NGOs, researchers and social partners is very important for the mobilisation of society as well as for the transfer of expertise and knowledge.

### **6. Making use of existing information and reports on the Roma situation**

A frequent reason why public bodies say they cannot address Roma needs in the SF is the lack of data and information available, and the difficulty of identifying in some cases where and who are the Roma. Despite the scarcity and frequent lack of up-to-date information, it must be emphasised that in recent years the number of studies, reports provided by international and national organisations as well as NGOs has been increasing, thus improving the information available and facilitating the planning process.

## In practical terms

- Consult and involve NGOs, academics and Roma representatives in the preparation of the PC and in all stages of policy development.
  - Foresee measures in the PC for the enhancement of the institutional capacity of public bodies dealing with Roma and other stakeholders, including NGOs and Roma organisations.
  - Involve public and private organisations that have demonstrated experience and capacity in the management of the SF.
- 
- Make use, among others, of the reports provided by the FRA, UNDP and the World Bank developed in cooperation with the EC.
  - Contact and involve, in the preparation of the PC, the public and private organisations working with Roma that may provide a picture of the situation, reports and data.
  - Plan actions related to research, data collection, and gathering of information on the Roma situation in the PCs.

## ***CHECK LIST: BEFORE PRESENTING THE PARTNERSHIP CONTRACT CHECK IF THE KEY ACTIONS FOR ROMA PROPOSED IN THE CSF ARE INCLUDED IN THE PC!***

In order to ensure that the PC is inclusive of Roma, it would be recommendable to verify the extent to which it includes the key actions proposed by the CSF under the Thematic Objective no. 9, for the ESF and for the ERDF, which is to address the integration of marginalised communities such as the Roma. Before presenting the PC, the following questions could be addressed in the form of a check list:

### **CHECKLIST**

- ☒ To what extent are measures related to the access to general vocational training and education, to the access to the labour market (counselling pathways, individualised support) expected to reach the Roma?
- ☒ To what extent are measures related to the access to services, in particular the access to healthcare and social assistance services, expected to reach the Roma?
- ☒ To what extent have the measures aimed at the elimination of segregation in education, at promoting early childhood education, at fighting early school-leaving and at ensuring an adequate transition from school to employment been included in the PC, and to what extent are they expected to reach the Roma?
- ☒ Are there measures in the PC aiming to overcome prejudices and discrimination against Roma?
- ☒ Are there measures to support the physical and economic regeneration of deprived urban and rural areas, including the reduction of the spatial concentration of poverty in the PC, and to what extent are they expected to reach the Roma?







**3**

## **TACKLING ROMA IN THE OPERATIONAL PROGRAMMES**





## 3.1. TAKING STOCK OF THE PAST EXPERIENCE AND LESSONS LEARNED

**Significant progress has been taking place in the past decade especially within the 2007–2013 programming period as regards the use of the SF for Roma inclusion.<sup>22</sup> In spite of this progress, it is important to take stock of advances and shortcomings, and to learn from past and current mistakes.** Most of the progress and shortfalls of the current Roma policies, programs and projects financed with SF are related to:

### SIGNIFICANT PROGRESS

- The volume of funds invested for Roma has increased significantly. Roma are more visible in OPs, mainly in ESF.
- A number of projects have achieved substantial evidence-based results and helped to generate information, methodologies and know-how, which have in turn supported a better understanding of Roma-related issues, the refinement of working tools and the training and employment of skilled workers, Roma and non-Roma, specialised in Roma inclusion.

### SHORTFALLS AND FREQUENT MISTAKES

- There is often a gap between planning and implementation, as implementation does not achieve the objectives set
- In most cases results are poor due to inadequate institutional frameworks.
- Despite increasing understanding there is still little and inadequate use of existing resources.
- Poor leadership and management capacity produces scarce results.
- The effective involvement of the Roma community continues to be a challenge in most projects.



#### SIGNIFICANT PROGRESS

- Roma-related issues are being incorporated more systematically on the SF agenda of Member States and EU institutions.
- New coordination mechanisms and managing models are being built in the framework of the development of regional and national OPs.
- Targeted approaches to Roma inclusion are being fine-tuned and positive results can be observed in several national and local contexts.
- Some countries have set the general objective of mainstreaming Roma issues in various OPs.

#### SHORTFALLS AND FREQUENT MISTAKES

- Lack of accurate data entails a lack of demonstrable results and poor measurement of effectiveness.
- Lack of ownership on the part of the governments especially at the local level.
- Inefficient managing models and coordination mechanisms between different departments both vertically (between central, regional and local administrations) and horizontally (employment, education, housing, social services...).
- Implementation bottlenecks related to policy changes, delays in the timing, lack of co-funding, etc.
- Low level of expenditure especially in countries with large Roma populations; in many cases, the problem is not the lack of money but the access to it and the absorption capacity of states.

## 3.2. WHAT WORKS AND WHAT DOESN'T WORK FOR ROMA INCLUSION

*There is a growing common understanding that improving the situation of the Roma in Europe means developing policies that identify and tackle all aspects of their deprivation through an integrated approach, together with the protection of fundamental rights, the fight against exclusion and the promotion of Roma culture and respect for Roma identity.*

Stakeholders have reached a consensus that the four key areas that need to be addressed to achieve Roma inclusion are employment, housing, education and healthcare. However, the prevalence of gender inequalities and persistent discrimination in all areas imply the need for cross-cutting gender and antidiscrimination approaches. The interconnections between these areas imply that an integrated approach tackling concurrently all four areas contributes to achieving better results.

Policies and projects need to be adapted to the different circumstances. The Ten Common Basic Principles (see Annex I) intend to provide guidance and orientation to the different actors working on Roma issues. Some of these principles, notably number 2 explicit but not exclusive targeting and

number 4 aiming for the mainstream have been explicitly mentioned by the European institutions in several documents and policy declarations,<sup>23</sup> in the work of the Roma Task Force, and also included in the amendment of the Art 7.2 of the ERDF.<sup>24</sup>

Together with the Ten Common Basic Principles, other action criteria have proven to be useful and are recommended when aiming policies and developing projects for the social integration of Roma and when investing SF in the Roma community. At the same time, there are frequent reasons for failures, mistakes and weak results, which explain the lack of sustainability of the projects. We select some of them here, based on case studies and reports. When investing SF in Roma these orientations should be taken into account.

## WHAT WORKS

*ACTION CRITERIA THAT HAVE PROVEN TO BE ADEQUATE*

### **LONG-TERM APPROACH**

including political consensus beyond the policy cycle.

### **GLOBAL ACTION SCHEMES AND INTERCONNECTED SERVICES,**

improving coordination, building partnerships and creating synergies between the different actions.

### **MOBILISING EXISTING RESOURCES**

(human, institutional and economic).

### **LOCALLY DRIVEN NATIONAL SCHEMES**

by combining bottom up and top down processes.

### **WORKING WITH THE ROMA AND WORKING WITH THE COMMUNITY**

including awareness raising and mutual understanding.

### **DEVELOPING THE PROFESSIONAL CAPACITIES OF THE ACTORS**

including multicultural working teams, adequate tools and materials.

### **CLEAR LEADERSHIP, AND MANDATE TOGETHER WITH SHARED RESPONSIBILITIES**

(leadership must be endowed with functions, responsibilities).

### **COHERENT AND APPROPRIATE PROJECT CYCLE**

together with flexibility and adaptation of the mainstream services.

### **APPROPRIATE BALANCE BETWEEN RIGHTS AND RESPONSIBILITIES**

guaranteeing the rights while training in responsibilities.



## WHAT DOES NOT WORK

### FREQUENT REASONS FOR PROJECT FAILURE

**SHORT-TERM PERSPECTIVE**  
of projects and with a **LACK OF POLITICAL CONSENSUS** on sustainable changes

**PERVERSE EFFECT OF SECTORIALISATION**  
Most projects and measures are sectorial and lack multidimensionality. This poor interconnection leads to scarce results and limited impact.

**LIMITED AND INADEQUATE USE OF EXISTING ECONOMIC RESOURCES, AND LITTLE SYNERGIES**  
among different resources available.

**INADEQUATE INSTITUTIONAL SCHEMES**  
The system of coordination between the national, regional and local levels is inadequately defined and opaque in many cases.

**INABILITY TO CONVINCE PUBLIC OPINION**  
While public opinion has increasingly negative perceptions of Roma, it is not realistic to expect greater political commitment. The growing pressure of extremist political parties produces a negative atmosphere towards Roma.

**LACK OF ROMA-RELATED PROFESSIONAL CAPACITY**  
Poor knowledge on Roma culture and needs, social exclusion, intercultural competences, etc.

**POOR LEADERSHIP AND CAPACITY**  
Little guidance and practical support together with a lack of institutional ownership.

**GAP BETWEEN PLANNING AND IMPLEMENTATION**  
In most cases there is poor monitoring and evaluation to demonstrate progress in achieving results.

**ROMA POLICIES ORIENTED TO CONTROL AND SECURITY, OR MERELY DEMAND DRIVEN**  
Only answering the demands of the Roma without following public duties and responsibilities.

## ■ THE NEED FOR SUPPORTIVE MEASURES

**Supportive conditions may not only contribute to improving the functioning of the projects but also provide the necessary fuel for the achievement of results. This support can take different forms, for example:**

- Improving access to information, through research, data collection, and the involvement of the national statistical agencies.
- Developing know-how and expertise, transferring it through training and the design of working tools.
- Providing technical advice and guidance.
- Providing capacity-building to local governments and civil society organisations.
- Creating conditions for institutional cooperation.
- Undertaking advocacy.
- Increasing Roma participation, engagement, commitment and training leaders.
- Improving respect and mutual understanding between Roma and non-Roma as well as civic commitment through awareness-raising.
- Establishing incentive mechanisms and conditionalities, whenever possible.

## 3.3. HOW TO MOVE FORWARD: KEY CHALLENGES AND REQUIRED CONDITIONS

In this section we present the key challenges that Member States should have in mind when planning their OPs and we mention the conditions that should be created in order to achieve better results in the next programming period. Challenges concern the different areas of intervention as well as governance issues, the working principles and working approach.

## THE KEY CHALLENGES

AREAS OF INTERVENTION	GOVERNANCE
<p>Following an integrated long term approach focused on the local level (including a micro-territorial approach) in four areas.</p> <ul style="list-style-type: none"> <li>• <b>Employment:</b> individual pathways (rather than one-off measures) targeting job-seekers and closer cooperation with enterprises in the areas of vocational training and employability.</li> <li>• <b>Education:</b> desegregation of schools and inclusion of Roma children in mainstream schools; early targeting of Roma children and youths (e.g. preparatory classes in the national language and after-hours school support targeting Roma women and their children) and adult education.</li> <li>• <b>Housing:</b> infrastructural (including sanitation) and environmental improvements in Roma communities, integrated actions; desegregation and urban planning, and</li> <li>• <b>Health:</b> measurement of health inequalities; preventive healthcare (especially targeting Roma youth and women); promotion of healthy habits, lifestyles and practices; securing Roma access to healthcare; and rational use of healthcare infrastructure.</li> </ul>	<p>Better coordination between ESF, ERDF and national Roma strategies:</p> <ul style="list-style-type: none"> <li>• Programmes and initiatives aimed at Roma integration and involving other EU funds.</li> <li>• Better vertical and horizontal coordination of ESF and ERDF management structures.</li> <li>• Better coordination between national, regional and local authorities, and closer cooperation with NGOs.</li> <li>• More involvement of Roma NGOs during the entire ESF and ERDF programmes' lifecycles, Roma participation in Monitoring Committees, additional capacity-building support.</li> <li>• More micro-project grant schemes for small Roma NGOs to develop and strengthen their capacity.</li> </ul> <p><b>WORKING PRINCIPLES</b></p> <p>Follow the 10 Common Basic Principles for Roma Integration and especially its "aiming for the mainstream" and "explicit but not exclusive targeting" principles (see Annex I).</p> <p><b>WORKING APPROACHES</b></p> <p>More effectiveness of legal instruments, improving administrative frameworks by supporting accessibility and ownership, focusing on delivering results, growing awareness about Roma discrimination, access to quality public services and access to financial instruments.</p>



## 3.4. POSSIBLE MODALITIES FOR THE INCLUSION OF ROMA IN THE OPS

**The CSF Funds shall be implemented through OPs covering the different Funds in accordance with the PC.** Each OP shall cover the period from 1 January 2014 to 31 December 2020. Once PCs have been negotiated with the EC, Member States will have to present their respective OPs in late 2013 or early 2014.

**Modalities and options that the Member States can use for the implementation of the SF are diverse.** For instance, the draft Regulations propose that the Funds jointly provide support for OPs under the "Investment for Jobs and Growth" goal. OPs for the ERDF and the ESF shall be drawn up at the appropriate geographical level and at least at the NUTS level 2. There is also the possibility to develop a Major Project (up to 50 million Euros) as part of an OP, as well as Joint Action Plans based on these Major Projects including operations defined and managed according to predefined outputs and results.

OPs are the most common form for the Member States to implement SF. An OP shall consist of **Priority Axes**. A priority axis shall concern **one Fund for a category of**

**region and shall correspond to a thematic objective and comprise one or more investment priorities of that thematic objective**, in accordance with the Funds' specific rules. For the ESF, a priority axis may combine investment priorities for different thematic objectives.

**OPs shall explain their contribution to the EU's 2020 Strategy for smart, sustainable and inclusive growth**, their contribution to the **integrated approach to territorial development** set out in the PCs to address the specific needs of geographical areas most affected by poverty or/and the target groups at greatest risk of discrimination or exclusion, with special regard to marginalised communities, and the **indicative financial allocations**.

Each OP (except those where technical assistance is undertaken under a specific OP) shall include a **description of its specific actions to promote equal opportunities and prevent any discrimination** based on sex, race or ethnicity, religion or belief, disability, age or sexual orientation. **These specific actions must be contemplated during the complete cycle of the OP:** during the preparation, the

design and the implementation of the OP and in particular in relation to access to funding, taking account of the needs of the target groups at risk of discrimination and in particular the requirements of ensuring accessibility for disabled persons. OPs should also include a description of its contribution to the promotion of **equality between men and women** and, where appropriate, the arrangements to ensure the integration of a gender perspective.

**In previous sections we described some of the criteria and principles that should inform Roma plans and policies and that also apply when allocating SF to the Roma community.** We have also described the improvements that need to be undertaken in the next programming period, as well as the key challenges and how to create better conditions for the effectiveness and impact of the SF. Without excluding others we present below **three possible modalities** that Member States could use to develop OPs inclusive of Roma, and we describe some of the characteristics and key points to take into account for each of them.



## 3.4.1. MAINSTREAMING ROMA IN THE DIFFERENT OPERATIONAL PROGRAMMES

Mainstreaming means taking into account the needs of the Roma in different OPs and is one option that Member States may follow in order to develop policies inclusive of Roma people. In fact, promoting the inclusion of the Roma in mainstream society should be the ultimate aim of all policies. But for mainstreaming to work properly several conditions are required and it is not enough to declare that Roma will be beneficiaries of a given programme.

### WHY MAINSTREAM ROMA IN OPERATIONAL PROGRAMMES?

Because Roma have to benefit from public resources and policies as the rest of the citizens according to their circumstances and needs.

Because programmes need to be comprehensive, adapted and inclusive of the diversity of realities and circumstances, and tackle all of them coherently.

Because although many Roma live in neighbourhoods with non-Roma, their integration is hindered by a lack of participation, discrimination and barriers to accessing services. The services/ programmes need to be adapted, including cultural sensitiveness.



## PRECONDITIONS FOR THE MAINSTREAMING APPROACH

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- It is incompatible with any measure that leads to Roma segregation (segregation in the school, housing segregation, etc).
- It requires placing the principle of non-discrimination and promotion of equal opportunities at the centre of the OPs.
- It requires flexible and accessible services adapted to the needs of the different groups.
- It requires understanding that it is not enough to say in the OPs that actions are open to all citizens, nor to merely name the Roma as potential beneficiaries of the activities.

## WHEN IS A ROMA MAINSTREAMING APPROACH MORE RECOMMENDABLE?

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- When OPs are focused on those fields of intervention where Roma are more in need or suffer special disadvantages (particularly in the areas of education, employment and vocational training, access to services, housing and infrastructures).
- When OPs are focused on those physical areas where Roma are living (some rural areas, micro-regions, disadvantaged neighbourhoods in urban areas, etc).
- When Roma are living in integrated physical areas together with the rest of the population.

## **■ HOW TO MAINSTREAM ROMA IN THE DIFFERENT OPERATIONAL PROGRAMMES THROUGH THE PROGRAMME CYCLE**

### **DESIGN & PLANNING PHASE**

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- Follow the ex- ante evaluation criteria (focus on exclusion and discrimination in the NRIS).
- Describing in the diagnosis specific problems, needs or disadvantages of Roma.
- Identifying ways to guarantee an equal opportunities approach.
- Describing the measures or potential adaptations proposed to reach Roma beneficiaries.
- Consulting and involving specialised bodies working with Roma and the Roma organisations.

### **MANAGEMENT & IMPLEMENTATION PHASE**

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- Training on Roma needs and cultural sensitiveness for the staff working in the OP projects.
- Awareness-raising and proactive measures in order to reach and involve both the Roma and non-Roma.
- Involving Roma as participants and Roma organisations in project implementation.
- Adapting measures in order to make them accessible to the Roma.

### **MONITORING PHASE**

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- Including Roma and Roma representatives in the Monitoring Committees.
- Including Equality bodies in the Monitoring Committees.

### **EVALUATION PHASE**

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- Reporting on Roma results in the annual reports.
- Reporting on the results and specifying also Roma targets and the extent to which existing gaps have been reduced.



## ■ ADVANTAGES AND POTENTIAL RISKS OF THE MAINSTREAMING APPROACH

### ADVANTAGES

- Programs are more inclusive and lead to Roma normalisation.
- Possibility of higher impact (if mainstreaming approach is followed in several OPs).
- Easier connection and synergies with mainstream services.
- Avoid parallel resources and projects as well as duplication of activities.

### RISKS

- Not reaching Roma despite the initial intentions.
- Perverse effect of Roma exclusion from anti-exclusion policies.
- Lack of adaptation in all the process and as a consequence little impact.
- Lack of specific knowledge on and accountability regarding the impact and result of the program on Roma beneficiaries.





## 3.4.2. TARGETING ROMA IN SPECIFIC OPERATIONAL PROGRAMMES

Explicit targeting means focusing on Roma and implementing measures specifically tailored to their needs, or focusing explicitly on disadvantaged groups including Roma. Explicit but not exclusive Roma targeting, while including other groups in similar socio-economic circumstances, has proven to be one of the best ways of tackling Roma socio-economic integration. In the previous and current programming period, several countries have included specific measures targeting Roma in their OPs.<sup>25</sup> In fact, explicit targeting would imply clear objectives, specific themes, adequate forms of implementation as well as specific forms of reporting.

### WHY TARGET ROMA IN OPERATIONAL PROGRAMMES?

Because in many countries the socio-economic gap between most of the Roma population and the rest of the people is very high and has even increased in the last two decades.

Because an equal opportunities approach requires positive and affirmative measures to compensate disadvantages.

Because due to many reasons (socio-economic circumstances, physical and social isolation, ways of living, socio-cultural traditions, etc.), general policies have proven to fail over time and require specific working methods, the explicit allocation of economic resources, intensive social interventions, etc.

Because in many areas, especially in some countries, there is a demographic concentration of Roma, or Roma live in segregated environments.



## PRECONDITIONS FOR THE TARGETED APPROACH

- It needs to be planned in close cooperation with mainstream services.
- It must lead the Roma towards the mainstream and not towards establishing parallel services for Roma (targeting leading to mainstream services).
- It requires specialisation, specific working methods, adapted tools and people with specific skills and knowledge on Roma intervention.

## WHEN IS A ROMA TARGETED APPROACH MORE RECOMMENDABLE?

- For policies and projects taking place in areas with high Roma concentration or where Roma are living together with other minorities or marginalised groups.
- When Roma are living in isolated rural areas or there is a significant Roma concentration in urban and suburban areas.
- When intensive interventions to overcome negative trends and improve social situations are needed.
- When there are possibilities to develop integrated approaches tackling multidimensional problems.





## ■ **HOW TO TARGET ROMA IN THE DIFFERENT OPERATIONAL PROGRAMMES THROUGH THE PROGRAMME CYCLE**

### **DESIGN & PLANNING PHASE**

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- Clear diagnosis of the specific problems, needs or disadvantages of the Roma and the challenges faced by the programme, including up-to-date information.
- Realistic and accurate objectives according to the available economic resources and time to achieve them.
- Clear quantitative and qualitative indicators and data collection systems.
- Active involvement of the Roma community including participation in the identification of their needs, and in the definition of the objectives and actions.
- Consulting and involving specialised bodies working with Roma as well as the Roma organisations in the planning process.
- Planning process in cooperation with available public and private resources in the area.

### **MANAGEMENT & IMPLEMENTATION PHASE**

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- Active involvement and capacity building of the Roma organisations.
- Intercultural and specialised teams.
- Adapted working methods and intervention tools.
- Permanent connection and interaction with mainstream services.
- Openness of the services: working both with the Roma and other people in similar circumstances.
- Working in partnership with other stakeholders and fostering cross-cutting cooperation.
- Public awareness-raising in order to avoid negative reactions from the majority (arguing that Roma have certain privileges).
- Continuous review and adaptation in order to achieve sustainable improvement.

## MONITORING PHASE

- Including Roma and Roma representatives in the monitoring committees.
- Including key mainstream organisations working with Roma in the monitoring committees.

## EVALUATION PHASE

- Reporting results based on comparable quantitative indicators.
- Identifying qualitative results related with: better understanding of the situation, change of mentalities by both Roma and non-Roma, how actions lead to normalisation.

### ■ ADVANTAGES AND POTENTIAL RISKS OF THE TARGETED APPROACH

#### ADVANTAGES

- There are guarantees that Roma are the focus of the programme.
- Possibility to carry out adapted measures, more flexibility, including adapted tools, which usually lead to greater engagement and active participation on the part of the beneficiaries.
- It is easier to gather information including ethnic data collection in order to demonstrate results.

#### RISKS

- Segregating Roma population.
- Establishing parallel services and duplicating services.
- Limited impact if programmes are not well interconnected to the mainstream services.

### 3.4.3. INCLUDING ROMA IN THE INTEGRATED TERRITORIAL AND MICRO-TERRITORIAL ACTIONS (USING SEVERAL FUNDS)

The draft Regulations insist that the OPs should specify their contribution to the integrated approach aimed at covering the specific needs of the geographical areas at the greatest risk of poverty, as well as the of groups at risk of exclusion and discrimination, as is the case of the Roma. For instance, the ERDF should, among other objectives, promote social inclusion and fight against poverty by providing investments in health, education and social infrastructures, as well as to recover physically and economically excluded areas. The main priorities for the ESF should concentrate on education, employment, social inclusion, the fight against poverty and the improvement of administrative capacity.

Special focus should be placed on the integrated approach, integral projects and actions addressing segregated and excluded groups, as is the case of the Roma. These integrated projects should follow the previous Art 7.2 ERDF orientations, and could be based on housing operations including complementary employment, education and health-related actions.

#### WHY ADDRESS ROMA IN THE TERRITORIAL AND MICRO-TERRITORIAL ACTIONS?

To address different needs of Roma taking into account the most frequent living circumstances of Roma:

- Integrated urban and suburban neighbourhoods.
- Segregated urban and suburban neighbourhoods.
- Segregated rural settlements.
- Roma migrants moving between the EU-15 Member States.
- Roma travelers and (semi-)mobile lifestyles in mobile homes and temporary camps.

To address physical concentration, stagnation, isolation, segregation, and increasing deterioration of their direct environment.

To avoid increases in ethnic concentration and promote changes in the physical conditions as a pre-requisite for the integration of the Roma.





*"Identify where relevant those disadvantaged micro-regions or segregated neighbourhoods, where communities are most deprived, using already available socio-economic and territorial indicators (i.e. very low educational level, long-term unemployment, etc...)"*

**EC Communication on an EU Framework for NRIS, May 2011**

## **CONDITIONS FOR THE SUCCESS OF THE TERRITORIAL AND MICRO-TERRITORIAL ACTIONS**

- It needs to be planned in close cooperation with mainstream services.
- It must lead the Roma towards the mainstream and not towards establishing parallel services for Roma (targeting leading to mainstream services).
- It requires specialisation, specific working methods, adapted tools and people with specific skills and knowledge on Roma intervention.

## ■ WHAT OPPORTUNITIES DO THE TERRITORIAL AND MICRO-TERRITORIAL ACTIONS OFFER?

The geographical scope of OPs under the goal of “investment for growth and jobs” is a priority of the new Regulations. This **territorial approach is an adequate basis for the types of interventions that are needed in many areas where Roma live**. Furthermore, they can facilitate integrated interventions, which require complex actions; it is very important for the OPs to identify the urban and rural areas where actions will be focused on sustainable local development. Following a territorial approach can contribute to overcoming some of the shortfalls and limits of existing SF programmes and projects benefitting Roma.

In fact the new framework will make it possible to:

- **Develop integrated actions from a local perspective** that combine infrastructural investments aiming to improve physical environments as well as investments in social infrastructures, together with actions aiming to improve education, healthcare, vocational and professional training and opportunities for the employment or self-employment of the Roma community.
- **Combine the intervention of several OPs or several SF** (for example, ESF and ERDF) within a single territory and under the same priorities.
- **Approach areas where there is a high concentration of Roma residents**, not from the perspective of the Roma but from the perspective of the local and territorial development, aiming to improve living conditions and opportunities for all in accordance with the principle of ‘explicit but not exclusive targeting’.
- **Create synergies between different areas of intervention** (education, employment, housing, healthcare, equality promotion and anti-discrimination) as well as between European, national and local economic resources and programmes, and creating opportunities for cooperation among the different administrations and other stakeholders, including private companies and the non-profit sector.
- **Overcome the arguments that many governments and local authorities frequently brandish for not developing specific programs aiming at Roma integration.**

## **WHAT FORMS OF IMPLEMENTATION CAN BE EMPLOYED FOR THE TERRITORIAL AND MICRO-TERRITORIAL ACTIONS?**

The draft Regulations propose new forms of implementation and strengthen some of the existing ones, in order to facilitate the integrated territorial approach and to support local actions. These mechanisms of implementation can be very useful when addressing Roma needs from a micro-territorial perspective.

### **COMMUNITY-LED LOCAL DEVELOPMENT**

Very adequate to engage local communities and support local partnerships, of public, private and civil society actors.

### **INTEGRATED TERRITORIAL INVESTMENTS**

With the joint involvement of the ERDF, ESF and Cohesion Fund; it may be focused on urban development.

### **JOINT ACTION PLANS**

Group of projects (ERDF, ESF and CF), not consisting in the provision of infrastructures, carried out under the responsibility of the beneficiary, as part of one OP or various.

They must provide information on the geographic coverage and target groups, as well as an analysis of the effects of the Joint Action Plan on the promotion of equality between men and women and the prevention of discrimination.

### **INTEGRATED OPERATIONS**

Can receive the support from Funds and other EU Instruments.



## **CHECK LIST: BEFORE PRESENTING THE OPERATIONAL PROGRAMMES CHECK IF ALL THE POSSIBILITIES HAVE BEEN EXPLORED!**

In order to ensure that OPs are properly designed and to guarantee that they generate the conditions required to achieve a positive impact on the situation of Roma, it would be recommendable to verify the extent to which all the possible options have been contemplated. Before presenting the OPs, the following questions should be addressed as a check list:

### **CHECKLIST**

- ☒ To what extent are Roma mainstreamed in the different OPs, when the OPs are related to education, employment, non-discrimination, social inclusion and the fight against poverty?
- ☒ Is there a specific OP at the national level targeting Roma needs and/or are there regional OPs including the investment priority *integration of marginalised communities such as the Roma*?
- ☒ Have the Roma needs been contemplated in the integrated territorial and micro-territorial actions?
- ☒ When referring to the Roma in the OPs have clear targets been established, which quantify the objectives as well as the beneficiaries?
- ☒ Are there sources of verification of the expected results, as well as adequate means of gathering information and demonstrating achievements in the OPs?

## 3.4.4. ADDRESSING CRITICAL ISSUES

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**An appropriate planning process of the OPs is a prerequisite for their success.** In most cases the OPs have been drafted through bureaucratic procedures without the due process of consultation, with scarce, if any, information and without consultation of the beneficiaries and their representing organisations. Besides elements mentioned in previous parts of this guide, there are others that should be carefully addressed in the conception and planning of the OPs because they may determine the OPs' success or failure.



## **GATHERING INFORMATION AND DATA COLLECTION**

The need for evidence-based policies and proper planning process leads invariably to reflect on the issue of ethnic data collection affecting the effectiveness of actions and the acquisition of know how: **data collection is needed for the monitoring of actions and the evaluation of results based on measurable indicators.**

It is well known that ethnic data collection is a controversial issue and that the positions of Member States are hard to reconcile, as some legal constraints render ethnic data gathering difficult and methodological approaches are sometimes divergent. There is indeed no single way of collecting data; yet **without information, policies lack credibility as there is no possibility of demonstrating and tracing progress.** Different experiences have demonstrated that according to the programmes' aim and size, there may be different ways of gathering information: sometimes based on personal data of the beneficiaries, others through surveys or other statistical instruments.

However, it should be emphasised that processing ethnically disaggregated data is not unlawful within the EU, and that policies aiming at social inclusion require a solid evidentiary basis. Ethnically disaggregated data collection, which itself is subject to methodological questions, induces an identification of minimal quantitative and qualitative indicators that ought to be used for the monitoring and evaluation of project effectiveness. **For each OP and for each project, minimal indicators, such as the number of beneficiaries disaggregated by ethnicity, gender, age and basic outputs, among others, and key results should be included in the planning process and measured in annual reports.**



## ■ ESTABLISHING APPROPRIATE PARTNERSHIPS

**A strong partnership and appropriate coordination between stakeholders is a prerequisite for the implementation of such policies, and would facilitate the mobilisation of all relevant agents.** In fact partnerships are especially needed when we are dealing with difficult situations that require the engagement of different institutions and actors. Nevertheless, a partnership is not to be established in the implementation phase but already in the

planning process, when commitments and arrangements are needed by all stakeholders.

**Building partnerships requires time and the sharing of responsibilities, but at the same time it requires leadership and institutional linkages.** The types of partnerships to be established depend on the kinds of programmes or projects to be developed.

### TYPES OF PARTNERSHIPS

#### **HORIZONTAL COORDINATION**

Between SF Managing Authorities, Ministries dealing with Roma issues and agencies responsible for Roma issues when applicable.

#### **VERTICAL COORDINATION**

Between the different administrative levels: national, regional and local. Harmonisation of national plans and programmes with regional and local projects.

#### **MULTISTAKEHOLDER**

Between public authorities and other stakeholders such as private companies, NGOs, the information media, etc.

## ■ COHERENCE BETWEEN THE TERRITORIAL DIMENSIONS: TOP DOWN - BOTTOM UP

**The SF planning process needs to be coherent with the NRIS that have been presented by all the Member States. Experience demonstrates that in most of the cases the local policies towards Roma inclusion are not aligned to the national policies; on the contrary, they tend to work independently.**

There is a need for feedback between the national policies and the local practices and the OPs can be an adequate tool for such alignment. In fact, when planning regional OPs or following the territorial approach this process needs to be framed in the NRIS. At the same time, the national OPs, while adapting to the local circumstances, can provide common tools, create synergies between territories, and add value through mutual learning and efficiency.



## ■ THE POLICY DIMENSION: FROM PROGRAMMES TO POLICIES

**SF are not only a financial tool for the implementation of Roma policies but may also be a policy tool that helps to build constructive approaches and become the baseline for the articulation of other policies.** This is due to the possibility to plan and to intervene in the long-term, as well as the ability to allocate important amounts of money.





## ■ FOSTERING INSTITUTIONAL CAPACITY

Several evaluations have demonstrated that European funds, including SF, have frequently not been invested adequately when developing projects addressed to the Roma and that results are not satisfactory. **It is not only a matter of investing more money but also to invest it in other ways. Lack of institutional capacity together with limited experience, absence of specialised training, and inadequate working tools go a long way towards explaining these scarce results.**

### SF CAN CONTRIBUTE TO FOSTERING INSTITUTIONAL CAPACITY BY

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- Allocating resources in the OPs to research in order to achieve a better understanding of the situation, as well as to a set of actions that may improve the knowledge on the subjects (seminars, conferences and events, training sessions, etc.).
- Making use of the technical assistance opportunities to improve the administrative capacity of public bodies dealing with Roma issues.
- Improving the capacity building of the civil society and Roma organisations by providing global grants and other support systems, with a view to strengthening the social fabric and generating local social capital.





**4**

## **ANNEX 1: COMMON BASIC PRINCIPLES ON ROMA INCLUSION**



### **Principle no 1: Constructive, pragmatic and non- discriminatory policies**

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*Policies aiming at the inclusion of Roma people respect and realise the core values of the European Union, which include human rights and dignity, non-discrimination and equality of opportunity as well as economic development. Roma inclusion policies are integrated with mainstream policies, particularly in the fields of education, employment, social affairs, housing, health and security. The aim of these policies is to provide the Roma with effective access to equal opportunities in Member State societies.*

### **Principle no 2: Explicit but not exclusive targeting**

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*Explicit but not exclusive targeting of the Roma is essential for inclusion policy initiatives. It implies focusing on Roma people as a target group but not to the exclusion of other people who share similar socio-economic circumstances. This approach does not separate Roma focused interventions from broader policy initiatives. In addition, where relevant, consideration must be given to the likely impact of broader policies and decisions on the social inclusion of Roma people.*

### **Principle no 3: Inter-cultural approach**

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*There is a need for an inter-cultural approach which involves Roma people together with people from different ethnic backgrounds. Essential for effective communication and policy, inter-cultural learning and skills deserve to be promoted alongside combating prejudices and stereotypes.*

### **Principle no 4: Aiming for the mainstream**

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*All inclusion policies aim to insert the Roma in the mainstream of society (mainstream educational institutions, mainstream jobs, and mainstream housing). Where partially or entirely segregated education or housing still exist, Roma inclusion policies must aim to overcome this legacy. The development of artificial and separate "Roma" labour markets is to be avoided.*

### **Principle no 5: Awareness of the gender dimension**

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*Roma inclusion policy initiatives need to take account of the needs and circumstances of Roma women. They address issues such as multiple discrimination and problems of access to health care and child support, but also domestic violence and exploitation.*

### **Principle no 6: Transfer of evidence-based policies**

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*It is essential that Member States learn from their own experiences of developing Roma inclusion initiatives and share their experiences with other Member States. It is recognized that the development, implementation and monitoring of Roma inclusion policies requires a good base of regularly collected socio-economic data. Where relevant, the examples and experiences of social inclusion policies concerning other vulnerable groups, both from inside and from outside the EU, are also taken into Account.*

### **Principle no 7: Use of Community instruments**

*In the development and implementation of their policies aiming at Roma inclusion, it is crucial that the Member States make full use of Community instruments, including legal instruments (Race Equality Directive, Framework Decision on Racism and Xenophobia), financial instruments (European Social Fund, European Regional Development Fund, European Agricultural Fund for Rural Development, Instrument for Pre-Accession Assistance) and coordination instruments (Open Methods of Coordination). Member States must ensure that use of financial instruments accords with these Common Basic Principles, and make use of the expertise within the European Commission, in respect of the evaluation of policies and projects. Peer review and the transfer of good practices are also facilitated on the expert level by EURoma (European Network on Social Inclusion and Roma under the Structural Funds).*

### **Principle no 8: Involvement of regional and local authorities**

*Member States need to design, develop, implement and evaluate Roma inclusion policy initiatives in close cooperation with regional and local authorities. These authorities play a key role in the practical implementation of policies.*

### **Principle no 9: Involvement of civil society**

*Member States also need to design, develop, implement and evaluate Roma inclusion policy initiatives in close cooperation with civil society actors such as non-governmental organisations, social partners and academics/researchers. The involvement of civil society is recognised as vital both for the mobilisation of expertise and the dissemination of knowledge required to develop public debate and accountability throughout the policy process.*

### **Principle no 10: Active participation of the Roma**

*The effectiveness of policies is enhanced with the involvement of Roma people at every stage of the process. Roma involvement must take place at both national and European levels through the input of expertise from Roma experts and civil servants, as well as by consultation with a range of Roma stakeholders in the design, implementation and evaluation of policy initiatives. It is of vital importance that inclusion policies are based on openness and transparency and tackle difficult or taboo subjects in an appropriate and effective manner. Support for the full participation of Roma people in public life, stimulation of their active citizenship and development of their human resources are also essential.*







**5**

**RELEVANT  
WEBSITES**



#### **WEBSITES:**

##### **EU, DG Justice and Roma:**

[http://ec.europa.eu/justice/discrimination/roma/index\\_en.htm](http://ec.europa.eu/justice/discrimination/roma/index_en.htm)

##### **EU FRA:**

[http://fra.europa.eu/fraWebsite/roma/roma\\_en.htm](http://fra.europa.eu/fraWebsite/roma/roma_en.htm)

##### **EU policy framework:**

<http://ec.europa.eu/social/main.jsp?catId=753&langId=en>

##### **EURoma network:**

<http://www.euromanet.eu/about/index.html>

##### **Europe 2020 website:**

[http://ec.europa.eu/eu2020/index\\_en.htm](http://ec.europa.eu/eu2020/index_en.htm)

##### **Europe Direct:**

[http://europa.eu/europedirect/index\\_en.htm](http://europa.eu/europedirect/index_en.htm)

**European Social Fund and the Roma:**

<http://ec.europa.eu/esf/main.jsp?catId=63&langId=en>

**EU Future Cohesion Policy and SF legislation:**

[http://ec.europa.eu/regional\\_policy/what/future/proposals\\_2014\\_2020\\_en.cfm#4](http://ec.europa.eu/regional_policy/what/future/proposals_2014_2020_en.cfm#4)

**Mutual Learning Programme. Peer Reviews in Social Inclusion and Employment, Spain (2006), Greece (2009), Czech Republic (2010), Hungary (2010):**

- Peer review Spain: Housing. <http://www.peer-review-social-inclusion.eu/peer-reviews/2006/social-integration-of-roma-people-municipal-programme-of-shanty-towns-eradication-in-aviles>
- Peer review Greece: Integrated Action. <http://www.peer-review-social-inclusion.eu/peer-reviews/2009/integrated-programme-for-the-social-inclusion-of-roma>
- Peer review Czech Republic: Employment. [http://www.mutual-learning-employment.net/index.php?mact=PeerReviews,cntnt01,detail,0&cntnt01options=5&cntnt01orderby=start\\_date%20DESC&cntnt01returnid=59&cntnt01item\\_id=85&cntnt01returnid=59](http://www.mutual-learning-employment.net/index.php?mact=PeerReviews,cntnt01,detail,0&cntnt01options=5&cntnt01orderby=start_date%20DESC&cntnt01returnid=59&cntnt01item_id=85&cntnt01returnid=59)
- Peer review Hungary: Education. <http://www.peer-review-social-inclusion.eu/newsletter-articles/child-poverty-and-roma-exclusion>

**National Roma Integration Strategies:**

[http://ec.europa.eu/justice/discrimination/roma/national-strategies/index\\_en.htm](http://ec.europa.eu/justice/discrimination/roma/national-strategies/index_en.htm)







# 6

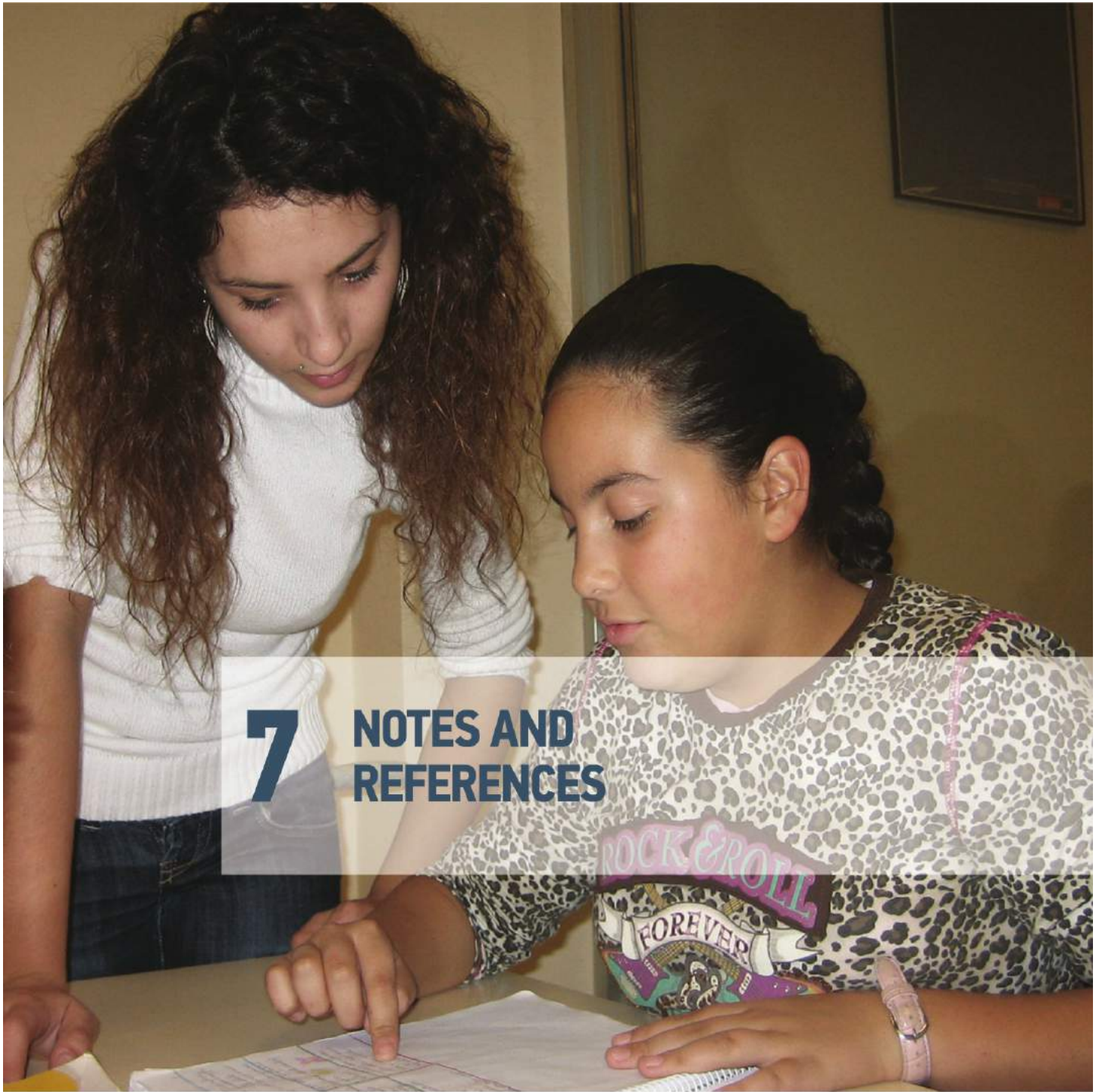
## ABBREVIATIONS AND ACRONYMS





<b>CF:</b>	Cohesion Fund
<b>CSF:</b>	Common Strategic Framework
<b>EC:</b>	European Commission
<b>EAFRD:</b>	European Agricultural Fund for Rural Development
<b>ERDF:</b>	European Regional Development Fund
<b>ESF:</b>	European Social Fund
<b>EU:</b>	European Union
<b>FRA:</b>	Fundamental Rights Agency
<b>NGO:</b>	Non-Governmental Organisation
<b>NRP:</b>	National Reform Programme
<b>NRIS:</b>	National Roma Integration Strategy
<b>OP:</b>	Operational Programme
<b>PC:</b>	Partnership Contract
<b>SF:</b>	Structural Funds
<b>UNDP:</b>	United Nations Development Programme
<b>WB:</b>	World Bank





**7**

**NOTES AND  
REFERENCES**



<sup>1</sup> Information on EURoma available at: <http://www.euromanet.eu/about/index.html>. The present guide builds on prior knowledge and analyses undertaken by EURoma in EURoma Report. Roma and the Structural Funds 2010 (Madrid: EURoma); EURoma (2011) EURoma position paper as concerns future Regulations of the Structural Funds (2014-2020). January (Madrid: EURoma); EURoma (2012) 'Analysis of references to the Structural Funds in National Roma Integration Strategies (NRIS)'. March. Available at: [http://www.euromanet.eu/upload/68/93/SF\\_in\\_NRIS.pdf](http://www.euromanet.eu/upload/68/93/SF_in_NRIS.pdf), among others.

<sup>2</sup> EC (2011a) Proposal for a Regulation of the European Parliament and of the Council laying down common provisions on the European Regional Development Fund, the European Social Fund, the Cohesion Fund, the European Agricultural Fund for Rural Development and the European Maritime and Fisheries Fund covered by the Common Strategic Framework and laying down general provisions on the European Regional Development Fund, the European Social Fund and the Cohesion Fund and repealing Regulation (EC) No 1083/2006. COM (2011) 615 Final. Brussels, 6 October.

<sup>3</sup> EC (2011b) Proposal for a Regulation of the European Parliament and of the Council on the European Social Fund and repealing Regulation (EC) No 1081/2006. Brussels, 6 October COM (2011) 607 Final, p.6.

<sup>4</sup> Ibid.

<sup>5</sup> EC (2012a) Commission Staff Working Document. Elements for a Common Strategic Framework 2014 to 2020. SWD (2012) 61 final. Brussels, 14 March.

<sup>6</sup> EC Roma Taskforce (2010) 'Report of the Roma Taskforce on the assessment and benchmarking of the use of EU funds by Member States for Roma integration'

<sup>7</sup> EURoma (2010) EURoma Report. Roma and the Structural Funds (Madrid: Fundación Secretariado Gitano).

<sup>8</sup> World Bank (2005) Roma in an expanding Europe: breaking the poverty cycle (Washington DC: World Bank).

<sup>9</sup> EC (2012b) What Works for Roma inclusion in the EU: Policies and Model Approaches. Luxembourg: European Commission.

<sup>10</sup> EURoma (2010) op.cit.; EC Roma Task Force (2010) op.cit.

<sup>11</sup> Council of the EU (2009) Council Conclusions on Inclusion of the Roma. 2947th Employment, Social Policy, Health and Consumer Affairs Council meeting. Luxembourg, 8 June 2009.

<sup>12</sup> EC (2011c) Communication from the Commission to the European

Parliament, the Council, the European Economic and Social Committee and the Committee of Regions. An EU Framework for National Roma Integration Strategies up to 2020.COM (2011) 173 final. Brussels, 5 April. p.4.

<sup>13</sup> Ibid.

<sup>14</sup> The Common Basic Principles on Roma Inclusion, which intend to provide guidance and orientation to the different actors working on Roma issues, make clear that EU Member States should make full use of Community instruments (Principle no.7). Council of the EC (2009) op.cit.; Spanish Presidency of the EU (2010) Integrated European Platform for Roma Inclusion Roadmap. 30 June.

<sup>15</sup> EC (2011c) op.cit.; Council of the EU (2011) Council conclusions on an EU Framework for National Roma Integration Strategies up to 2020. 3089th Employment, Social Policy, Health and Consumer Affairs Council meeting. Brussels, 19 May 2011.

<sup>16</sup> EC (2010a) Europe 2020. A European strategy for smart, sustainable and inclusive growth.COM(2010)2020. 3 March. European Council (2010) European Council Conclusions. Brussels, 17 June. EUCO 13/10.

<sup>17</sup> EURoma (2010) op.cit.

<sup>18</sup> EC (2011a) op.cit., Art. 15.

<sup>19</sup> EC (2012a) op.cit.

<sup>20</sup> EC (2012b) op.cit.

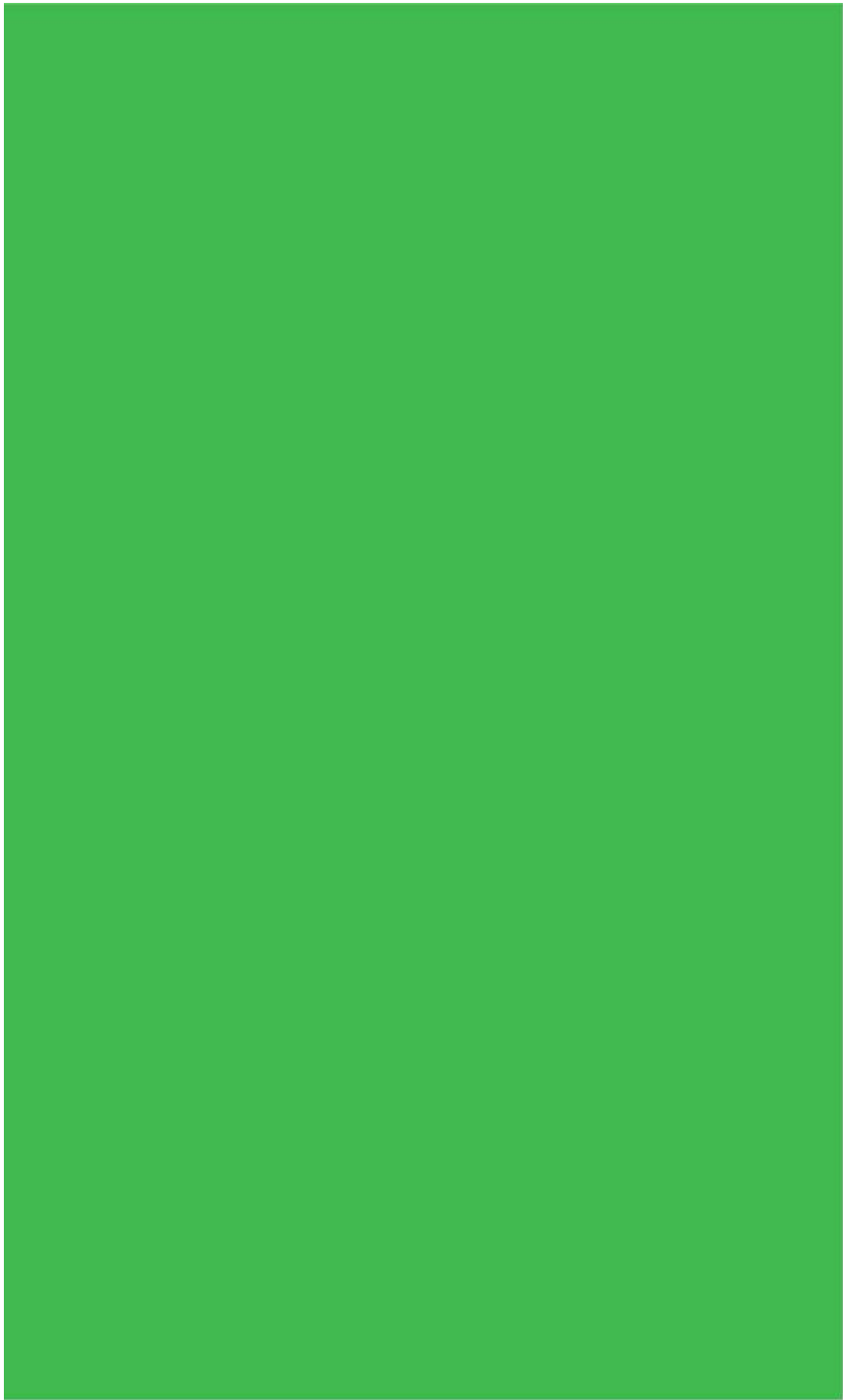
<sup>21</sup> EU FRA (2009a) EU-MIDIS 01. Data in Focus Report: The Roma. Vienna. EU FRA (2009b) Housing discrimination against Roma in selected EU Member States – An analysis of EU-MIDIS data (Vienna: FRA). EC (2009) Discrimination in the EU in 2009. Special Eurobarometer 317. November.

<sup>22</sup> EURoma (2010) op.cit.

<sup>23</sup> EC (2008) Communication from the Commission. Non-discrimination and equal opportunities: A renewed commitment. Community Instruments and Policies for Roma Inclusion. COM\_2008\_420 CSWD 2711.6.08. Brussels: European Commission, 2 July.

<sup>24</sup> European Parliament and Council of the EU (2010) Regulation No. 437/2010 of the European Parliament and of the Council of 19 May 2010 amending Regulation (EC) No 1080/2006 on the European Regional Development Fund as regards the eligibility of housing interventions in favour of marginalised communities.

<sup>25</sup> EURoma (2010) op.cit.



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