



Structural Funds: Investing in Roma

**TACKLING ROMA NEEDS IN THE 2014-2020 STRUCTURAL FUNDS
PROGRAMMING PERIOD:
GUIDE TO IMPROVE THE PLANNING PROCESS**

Draft working paper for discussion with partners (25th April 2012)

DRAFT



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EURoma is a European Network involving representatives of twelve 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.¹ 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 Government ESF Managing Authority, together with the *Fundación Secretariado Gitano* (FSG), which acts as its Technical Secretariat.



PRESENTATION

WHY THIS GUIDE?

We are currently at a crossroads, as the EU and other stakeholders are deciding the future SF Regulations. As a transnational network dedicated to improving the use of 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 Proposal for a Regulation on SF in the next programming period (2014-2020), presented by the European Commission (EC), highlights eleven **thematic priorities, including employment (priority 8), education (priority 10), the fight against exclusion and the promotion of social inclusion (priority 9).**² The draft ESF Regulation for 2014 – 2020 stresses that 20% of the total funding of the ESF will be focused on promoting inclusion and the fight against poverty. The 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’.³ The **Common Strategic Framework (CSF)** EC Staff Working Document 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.⁴

Existing analyses by the EC Roma Task Force⁵ as well as other studies (including by EURoma)⁶ 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 Commission their respective National Partnership Contracts, and present the Operational Programmes (OPs) and other forms of implementation in 2013 or early 2014. 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.



WHAT IS THIS GUIDE FOR?

The **general aim** of the guide is to support the effective inclusion of Roma in the next Programming Period of the SF by providing a tool for the Member States in the planning process, in accordance with the objectives of the Europe 2020 Strategy and the National Reform Programmes (NRP),⁷ the EU Framework for NRIS⁸ and their respective NRIS.⁹

Its specific objectives are:

- To provide a tool for the EU Member States (Units responsible for planning different SF, as well as different institutions involved) that they may use at the drafting stage to include Roma in their CSF and OPs.
- To identify and suggest different possible forms of tackling Roma needs and addressing Roma socio-economic inclusion in the next SF programming period.
- To identify the key issues that OPs should presently address within the strategic areas (employment, education, housing, healthcare, anti-discrimination and gender equality) identified in the EU Framework for National Roma Integration Strategies, within the framework of the strategic priorities set by the SF Regulations.
- To propose practical recommendations, based on prior experience, which may inform the design of OPs and other form of implementation in order to gain effectiveness in the use of SF for Roma inclusion.

WHAT IS INCLUDED IN THIS GUIDE?

This guide is divided into three parts:

- **The first section frames the SF within the Roma policy framework** by connecting the current EU policies (primarily the Europe 2020 Strategy and NRP), with the Roma policies (i.e. the NRIS). It also summarises previous lessons when addressing SF to the Roma and identifies opportunities, challenges and priorities for the next programming period.
- **The second focuses on how, in the preparation of their respective Partnership Contracts, Member States can address Roma needs** according to the principles, thematic objectives, and the key actions suggested in relation to Roma by **the CSF**.¹⁰
- **The third elaborates on how to tackle Roma needs in the different OPs** by presenting different 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,¹¹ and the priorities and possibilities introduced by the new Regulations. **Finally the guide refers to other relevant instruments included in the SF Regulations** and the opportunities offered by mechanisms such as the Global Grants, technical assistance, etc. to foster administrative capacity, increase Roma participation, gather information, improve mutual exchange and knowledge, etc.



I. MATCHING STRUCTURAL FUNDS WITH ROMA POLICIES

This part of the guide is founded upon **four assumptions that need to be taken into account when connecting the SF with the Roma policies**:

- 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.
- The new policy framework related to Roma created by the NRIS and consistent with the Europe 2020 objectives and the NRP offers adequate conditions for the investment of SF for Roma inclusion.
- 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 Roma integration.
- The thematic objectives proposed by the new Regulations as well as the different 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 policies.

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

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,¹² high unemployment, inadequate housing,¹³ poor health,¹⁴ 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,¹⁵ 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.**



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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 in a recent publication by the Commission, 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”.¹⁶

The percentage of the Roma population under 18 is estimated to reach 50%, with high birth rates, in most areas of the EU.¹⁷ 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.**

2. TAKING 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. The number of studies, seminars, conferences and activities has increased significantly, contributing not merely to giving more visibility to Roma issues and to a better understanding of the subject, but also to achieving consensus in terms of principles and priorities.¹⁸ 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 Integrated Platform for Roma Inclusion and its Ten Common Basic Principles for Roma Inclusion adopted by the Council in 2009, established with the intention to guide public policies and projects for Roma.¹⁹

The past couple of years in particular have witnessed significant progress in the development of EU initiatives aimed at Roma inclusion. This progress is manifest in:



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- Two Communications of the EC, of 7 April 2010 and 5 April 2011, respectively on “*The Social and economic integration of the Roma in Europe*”,²⁰ and on “*An EU Framework for National Roma Strategies up to 2020*”, endorsed by the Council on 19 May 2011, which imply a qualitative shift in the EU/EC’s approach towards socio-economic integration, the improvement of social conditions and the access to social rights of Roma persons; (pending inclusion of the future Communication of 4 May 2012).
- The presentation by all the Member States of their respective NRIS proposing their action priorities and challenges up to 2020, at the end of 2011 and beginning of 2012. In fact many of these strategies make explicit reference to the SF;
- The proposal by the EC of the New Regulations on the SF, including 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),²¹ referring to the Roma as one target group, and establishing Roma conditionalities.

At least in terms of policy planning, progress is manifest, 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.²²

The launch of a framework for the Member States to prepare, update or develop their NRIS or integrated set of policy measures, which will affect both Member States and enlargement countries, is expected 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 in accordance with the Europe 2020 Strategy. Three of the five targets proposed are directly relevant to the situation of the Roma people:

- Employment: 75% of the 20-64 years old to be employed;
- Education: reducing school drop-out rates to below 10%, and at least 40% of 30-34 years old completing third level education;
- Poverty/social exclusion: at least 20 million fewer people in or at risk of poverty and social exclusion.



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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.**²³

The Commission 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.²⁴ **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.**²⁵ 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,²⁶ offer an unprecedented opportunity to achieve such mainstreaming.

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 policy plans and strategies. SF can and must play a central role in helping the EU to guarantee EU citizen's rights and add value to Member State 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 ERDF but also the EARDF, are the main EU financial and policy 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 Inclusion²⁷ and to develop the lines of action delineated in the EU Framework for NRIS²⁸ 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.²⁹



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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 this generational change, especially in the context of economic crisis and fiscal restrictions at the local, regional and national levels of governance and as educational budgets are affected negatively by these conditions.

3. ADDING VALUE TO THE ROMA POLICIES THROUGH THE SF

SF have a very adequate role to play to support and develop Roma policies,³⁰ because they can provide essential conditions for the effectiveness and impact of the Roma policies, as stated in the EURoma report:³¹

- ✓ **Long term sustainable projects:** a long-term approach is a prerequisite for and an opportunity within the framework of the SF.
- ✓ **Extensive financial support,** allowing projects achieve the scale needed to make a significant impact on key social and economic issues.
- ✓ **Co-financing** that stimulates the active involvement of all participant entities, and creates synergies between the existing economic resources.
- ✓ **Combination of action levels:** actions implemented concurrently at the national (policies) and local levels (grassroots) have a significant impact: the nation-wide dimension allows for a combination of bottom up - top down grassroots interventions in line with the policy strategy.
 - **Top down – bottom up:** SF allow for localised implementation that feed back into EU's holistic approach to economic development and social cohesion.
 - **Local – national:** integration of various levels of policy design and implementation.
 - **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.
- ✓ **Possibility to target the most excluded groups while mainstreaming Roma issues** by achieving the implementation of targeted yet non-segregated services. Action adapted to target groups increases impact, within an integrated and multidimensional approach, which emphasises the close linkages between education, employment and inclusion.



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- ✓ **Opportunity for strong partnerships** between public and private organisations (public authorities, businesses, the media and the non-profit sector).
- ✓ **May undertake actions within a multidimensional, structured, well-organised framework** in which to tackle key economic and social problems, encouraging high standards of measurement, the use of indicators and evaluation to test results.
- ✓ **Ability to operate within an EU-wide framework**, making it is possible to share outcomes and results across member states, learning from and spreading good practice.
- ✓ **Opportunity for capacity building**: administrative capacity, as well as the capacity of Roma organisations, the training of Roma professionals and managers.
- ✓ **Possibility to develop adapted models of policy design and implementation**: adapted to the Roma, open to other participants and as part of the public policies rather than to be considered as complementary programmes towards the Roma.

4. MAKING USE OF THE OPPORTUNITIES OFFERED BY THE NEW REGULATIONS

The draft SF Regulations proposed by the EC implies substantial progress in the development of social and cohesion policies, as well as policies explicitly targeting Roma. The present section lists the main advances that the EC proposals represent for Roma. These advances may contribute to achieving qualitative progress in the use of SF with a view to bridging the gap between Roma communities and the labour market, mainstream education, decent housing and quality healthcare to achieve their effective social inclusion.

Key advances in the draft General Regulation	
Discrimination and exclusion among the content of the Partnership Contract	The requirement that the latter set out an integrated approach to address the specific needs of the geographical areas affected to the greatest extent by poverty or of the those beneficiary <u>groups at the greatest risk of discrimination or exclusion, paying particular attention to marginalized communities</u> and indicating, 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 Commission to take opportune measures to avoid any discrimination on grounds of sex, <u>racial or ethnic origin</u> , religion or belief, disability, age or sexual orientation, during the preparation and implementation of programmes (Art 7).
Thematic objectives related to inclusion, education and	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 <i>Promoting social</i>



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employment	<i>inclusion and combating poverty</i> (no.9); <i>promoting employment and supporting labour mobility</i> (no.8); and <i>investing in education, skills and lifelong learning</i> (no.10) (Art 9).
Ex ante conditionalities (Art 17 and Annex 4 Thematic Conditionalities)	The establishment of ex ante conditionalities and the inclusion among them of <u>general conditions related to Non-discrimination</u> (a strategy is required for the effective enforcement of the Equality Directives). At the same time the thematic conditionality no.10: <i>The promotion of social inclusion and fight against poverty</i> , which emphasises <i>active inclusion</i> and particularly the integration of marginalised communities <u>such as the Roma</u> . The requirement to have a <i>national strategy for poverty reduction</i> and a <u>national Roma inclusion strategy</u> in place among fulfilment criteria for thematic conditionality no.10.
The content that may be required from Operational Programmes under the objective “Investment for Growth and Jobs”	These should <u>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</u> 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.
The functions attributed to the Monitoring Committees	Among others, the promotion of gender equality, equal opportunities and <u>non-discrimination</u> .
Effective monitoring and measurable indicators focusing on results	Specially for the ESF and ERDF and in relation to target groups and strategic areas of intervention it is expected an effective monitoring on the basis of clear and measurable indicators,, reporting, monitoring & evaluation
Multi-fund programmes and joint action plans and integrated approach	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 to be set out in the Partnership Contract and Operational Programmes, including indicative financial allocations for the relevant CSF Funds.
Local development and geographical approach	Support to the 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.
Streamline delivery system	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).

<p>Promotion of social inclusion and the fight against poverty (Art 5, 9)</p>	<p>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.</p>
<p>Key advances in the draft ESF Regulation</p>	
<p>Mission focus on non-discrimination, exclusion and the fight against poverty (Art 2)</p>	<p>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 <u>ethnic minorities</u>, will benefit from the ESF.</p>
<p>Wide scope of support (Art 3)</p>	<p>The draft recognises 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.</p>
<p>Thematic concentration (Art 4)</p>	<p>The draft mandates 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.</p>
<p>Indicators and earmarking (Art 5 and annex)</p>	<p>Immigrants, <u>minorities (including marginalised communities such as the Roma)</u>, 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.</p>
<p>Involvement of partners (Art 6)</p>	<p>A paragraph is dedicated to the participation of NGOs and to the use of ESF for their consolidation and capacity-building.</p>
<p>Partnerships and multilevel governance.</p>	<p>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).</p>



II. INCLUDING ROMA ISSUES IN THE NATIONAL PARTNERSHIP CONTRACTS

1. WHAT ARE THE PARTNERSHIP CONTRACTS?

The Commission proposals for the Regulations on the SF foresee the adoption of Partnership Contracts (PCs) between the European Commission and each Member States; these PCs will identify the main Strategies of each country in the implementation of the SF, the priorities and the agreements to be made in order to make an efficient use of the SF. The adoption of PCs will set out the commitments of the partners at the national and regional levels. These PCs will take 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 and reflecting their NRPs.

In order to facilitate the preparation of the PC, the Commission has presented the CSF.³² The CSF will translate the objectives and targets of the EU priorities of smart, sustainable and inclusive growth into key actions for the various funds, which will ensure an integrated use of the SF to fulfil common objectives. The CSF will be concretised by PCs at the national level. They will set out an integrated approach for territorial development supported by all the CSF Funds and include objectives based on agreed indicators, strategic investments and a number of conditionalities.

For each thematic objective different key action should be identified by the different funds. The European Regional Development Fund (ERDF), the European Social Fund (ESF), the Cohesion Fund (CF), the European Agricultural Fund for Rural Development (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.

Each Member State should set out in its PC how different EU and national funding streams 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. The EC may request that a Member State reviews and proposes amendments to its PC and relevant Programmes to support the implementation of a country-specific recommendation.

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

In the CSF, the European Commission has explicitly identified several actions according to different objectives that should be taken into account when Member States draft their respective PCs:



<p>THEMATIC OBJECTIVE 9: PROMOTING SOCIAL INCLUSION AND COMBATING POVERTY</p>
<p>Key actions from the ESF: Integration of marginalised communities such as the Roma</p> <ul style="list-style-type: none"> • 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.
<p>Key actions from the ERDF:</p> <ul style="list-style-type: none"> • 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.
<p>Complementarity and coordination:</p> <ul style="list-style-type: none"> • 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. WHAT OTHER KEY ACTIONS OF THE COMMON STRATEGIC FRAMEWORK MAY CONCERN THE ROMA?

Besides the explicit key actions 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:

<p>THEMATIC OBJECTIVE 2: ENHANCING ACCESS TO QUALITY OF INFORMATION AND COMMUNICATION TECHNOLOGIES</p>
<p>Key action from the ERDF:</p> <ul style="list-style-type: none"> 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.
<p>Complementarity and coordination:</p> <p>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).</p>
<p>THEMATIC OBJECTIVE 5: PROMOTING CLIMATE CHANGE ADAPTATION AND RISK PREVENTION AND MANAGEMENT</p>
<p>THEMATIC OBJECTIVE 6: PROTECTING THE ENVIRONMENT AND PROMOTING RESOURCE EFFICIENCY</p>
<p>Key actions from the ERDF and Cohesion Fund:</p> <p>Objective no. 5 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).</p> <p>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.</p>
<p>THEMATIC OBJECTIVE 8: PROMOTING EMPLOYMENT AND SUPPORTING LABOUR MOBILITY</p>
<p>Key action from the ESF refers to:</p> <ul style="list-style-type: none"> 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 actions from the 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 from the ESF refers to:

Reducing early school-leaving and promoting equal access to good-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 AND ENSURING AN EFFICIENT PUBLIC ADMINISTRATION

Key action from the ESF refers to:

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

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

We present below seven practical recommendations with suggested actions 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 suggested recommendations are inspired in the draft regulations, in the CSF staff working document in previous experiences and in the knowledge acquired in the framework of the EUroma network. For each of the points we propose some questions to be taken into account.

1. Connecting the PC with the NRIS and the NRP

By early 2012 all Member States had presented their NRIS identifying the challenges for the integration of the Roma in the present decade as well as the objectives and the measures to put in place; in April 2012 the NRIS were assessed by the EC, underlining strengths and the need for improvements in the process of implementation. Within the framework of the objectives set by the Europe 2020 Strategy, Member States have also presented, and are due to revise annually, their own NRPs as part of the European Semester process. Some Member States included in their 2011 NRP objectives and actions related to the Roma, and all of them delineated broader objectives in the area 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.**

 Suggested actions:

- 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 and 9 member states quantify the economic resources that will be allocated³³
- Identify actions proposed in the NRIS that could be aligned with the PC and vice versa.

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

Most of the Roma suffer from severe exclusion that concerns 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**



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conditions a long term and integrated approach. The Common Provisions Regulation³⁴ proposes a number of mechanisms to encourage an integrated approach to programming as well as to achieve coordination and synergies during implementation.

Suggested actions:

- Establish stable coordination mechanisms among the different CSF funds when designing the PC.
- Look for improved cooperation and closed 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.

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,³⁵ and requires the involvement of the regional and local level in the PC. The Common Provision Regulation provides two mechanisms to facilitate local and sub-regional approaches involving several Funds.

Suggested actions:

- 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.

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,³⁶ the Roma are among



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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.

Suggested 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 and the promotion of intercultural activities.

5. Involving stakeholders in the planning process of the PC

The active engagement of the Roma people in the projects is a prerequisite for success. In fact, one of the ten Common Basic Principles (no.10) is the active participation of the Roma and 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.

Suggested actions:

- 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.

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

A frequent reason manifested by public bodies for not addressing 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 increased, thus improving the information available and facilitating the planning process.



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✚ Suggested actions:

- Make use of the reports provided by the FRA, UNDP and the World Bank developed in cooperation with the European Commission
- 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 PC.

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, to address the integration of marginalised communities such as the Roma. Before presenting the PC the following questions could be answered as a check list:

- ✓ 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 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?

III. TACKLING ROMA IN THE OPERATIONAL PROGRAMMES

1. TAKING STOCK OF THE PAST EXPERIENCE AND LESSONS LEARNED

Significant progress has been taking place in the past decade mainly within the 2007-2013 programming period as regards the use of the Structural Funds for Roma inclusion.³⁷ 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 financed with SF are related to:³⁸

SIGNIFICANT PROGRESS	SHORTFALLS AND FREQUENT MISTAKES
<ul style="list-style-type: none"> • 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. • Roma-related issues are being incorporated more systematically on the SF agenda of member states and EU institutions, as evidenced by the voluntary participation of twelve member states in the EURoma network. • 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. 	<ul style="list-style-type: none"> • The gap between planning and implementation. • Inadequate institutional frameworks. • Little and inadequate use of existing resources. • Poor leadership and capacity management. • Scarce effective involvement of the Roma community. • Lack of accurate data and demonstrable results. • Lack of ownership on the part of the governments and the inability to convince public opinion on the need for Roma inclusion. • Inefficient managing models and coordination mechanisms. • Implementation bottlenecks. • 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.

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 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 is indispensable.**

Understanding that policies and projects need to be adapted to the different circumstances, the Ten Common Basic Principles intend to provide guidance and orientation to the different actors working on Roma issues. Some of these principles, notably n^o.2 *explicit but not exclusive targeting* n^o.4 *aiming for the mainstream* have been explicitly mentioned by the European institutions in several documents and policy declarations,³⁹ in the work of the Roma Task Force, and also included in the amendment of the Art 7.2 of the ERDF (please refer to Annex I).

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 Roma social integration and when investing SF in the Roma community. At the same time there are frequent reasons for failures, mistakes and weak results leading to the lack of sustainability of the projects.⁴⁰ 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	WHAT DOESN'T WORK: Frequent reasons for project failure
<ul style="list-style-type: none"> • Long-term approach including political consensus beyond the policy cycle. 	<ul style="list-style-type: none"> • Projects developed from a short-term perspective and with a lack of political consensus or sustainable changes.
<ul style="list-style-type: none"> • Global action schemes and interconnected services, improving coordination, building partnerships and creating synergies between the different actions. 	<ul style="list-style-type: none"> • Perverse effect of sectorialisation: most of the projects and measures are sectorial and lack multidimensionality. This poor interconnection leads to scarce results and little impact.
<ul style="list-style-type: none"> • Mobilising existing available human, institutional and economic resources. 	<ul style="list-style-type: none"> • Little and inadequate use of existing economic resources, and little synergies among different resources available.
<ul style="list-style-type: none"> • Locally driven national schemes by combining bottom up and top down processes. 	<ul style="list-style-type: none"> • Inadequate institutional schemes: the system of coordination between the national, regional and local levels is

	inadequately defined and opaque in many cases.
<ul style="list-style-type: none"> Working with the Roma and working with the community, including awareness raising and mutual understanding. 	<ul style="list-style-type: none"> Inability to convince public opinion: while public opinion features 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.
<ul style="list-style-type: none"> Developing the professional capacities of the actors including multicultural working teams, adequate tools and materials. 	<ul style="list-style-type: none"> Lack of skilled personnel and professional capacity, poor knowledge on Roma culture and Roma-related specificities with regard to social exclusion, intercultural competences, etc.
<ul style="list-style-type: none"> Clear leadership, and mandate together with shared responsibilities (leadership must be endowed with functions, responsibilities). 	<ul style="list-style-type: none"> Poor leadership and capacity: little guidance and practical support together with a lack of institutional ownership.
<ul style="list-style-type: none"> Coherent and appropriate project cycle together with flexibility and adaptation of the mainstream services. 	<ul style="list-style-type: none"> Gap between planning and implementation.
<ul style="list-style-type: none"> Appropriate balance between rights and responsibilities: guaranteeing the rights while training in responsibilities. 	<ul style="list-style-type: none"> 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, support to the national statistical agencies.
- Developing knowhow and expertise, transferring it through training and the design of working tools.
- Providing technical advice and guidance.
- Providing capacity-building to the 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. 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 what are the conditions that should be created in order to achieve better results in the next programming period are.

THE KEY CHALLENGES

IN THE AREAS OF INTERVENTION: Following an integrated long term approach focused on education, employment, housing, health. It requires focusing on the local level (including a micro-territorial approach).

- **In relation to employment**, individual pathways (rather than one-off measures) targeting job-seekers, and closer cooperation with enterprises in the areas of vocational training and employability are recommendable.
- **In relation to education**, desegregation of schools and the inclusion of Roma children in mainstream schools, the 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 are recommendable.
- **In relation to housing**, infrastructural (including sanitation) and environmental improvements in Roma communities, integrated actions within the framework of revised Article 7.2, desegregation and urban planning, and future articles of the New Regulations support measures for community involvement and basic care infrastructure (educational services, including early childhood education, and healthcare) are recommendable.
- **In relation to health**, the measurement of health inequalities, preventive healthcare (especially targeting Roma youth); the promotion of healthy habits, lifestyles and practices; securing Roma access to healthcare; and the rational use of healthcare infrastructure are recommendable.

IN RELATION TO GOVERNANCE: Better coordination between ESF, ERDF and national strategies, programmes and initiatives aimed at Roma integration and involving other EU funds. Better vertical and horizontal coordination of ESF and ERDF management structures; better coordination between national, regional and local authorities, and closer cooperation with NGOs; more involvement of Roma NGOs during the entire ESF and ERDF programmes' lifecycles, Roma participation in Monitoring Committees, additional capacity-building support; and more micro-project grant schemes for small Roma NGOs to develop and strengthen their capacity are recommendable.

IN THE WORKING PRINCIPLES: Following the 10 Common Basic Principles for Roma Integration and especially its "mainstreaming" and "explicit but not exclusive targeting"



principles (see Annex I).

IN THE WORKING APPROACHES: More effectiveness of the 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.

4. POSSIBLE MODALITIES FOR THE INCLUSION OF ROMA IN THE OPs

The CSF Funds shall be implemented through OPs in accordance with the Partnership Contract. Each OP shall cover the period from 1 January 2014 to 31 December 2020. In fact OPs shall be submitted by the Member States to the EC at the same time as the PCs. 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 may differ. For instance the draft Regulations propose that the Funds jointly provide support for OPs under the Investment for Jobs and Growth goal. From the geographical scope of OPs to be developed under the Investment for growth and jobs 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 in relation to the outputs and results which it will achieve.

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 strategy for smart, sustainable and inclusive growth, their contribution to the **integrated approach for territorial development** set out in the PCs to address the specific needs of geographical areas most affected by poverty or 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.

4.1 MAINSTREAMING ROMA IN THE DIFFERENT OPs

Taking into account the needs of the Roma in different OPs 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 the different OPs?

- Because Roma have to benefit from the public resources and policies as the rest of the citizenry 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, in spite of the fact that many Roma are living together with the rest of the citizenry in the same neighbourhoods, their integration is hindered by a lack of participation, discrimination and barriers to accessing services. The services/programme need to be adapted, including cultural sensitiveness.

❖ Are there pre-conditions for the mainstreaming approach?

- The mainstreaming approach is incompatible with any measure that leads to Roma segregation (segregation in the school, housing segregation, etc).
- The mainstreaming approach requires placing the principle of non-discrimination and promotion of equal opportunities at the center of the OPs.
- The mainstreaming approach require understanding that it is not enough to say in the OPs that actions are open to all citizens, nor by naming the Roma as potential beneficiaries of the activities.

❖ When is a Roma mainstreaming approach more recommendable?

- When OPs are focused on those fields of intervention where Roma are more in need or suffer special disadvantages (especially in the areas of education,



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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 the cities, etc).
- When Roma are living in integrated physical areas together with the rest of the population.

❖ How to mainstream Roma in the different OPs?

THE PROGRAME CYCLE	THE KEY ISSUES
In the conception and in the planning process	<ul style="list-style-type: none"> ● 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.
In the management and the implementation process	<ul style="list-style-type: none"> ● Training for the staff working in the OP projects on Roma needs and cultural sensitiveness. ● Awareness raising and proactive measures in order to reach and involve the Roma. ● Involving Roma as participants and Roma organisations in project implementation. ● Adapting measures in order to make them accessible to the Roma.
In the monitoring and evaluation process	<ul style="list-style-type: none"> ● In the monitoring process: <ul style="list-style-type: none"> ○ Including Roma and Roma representatives in the Monitoring Committees ○ Including Equality bodies in the Monitoring Committees. ● In the evaluation process: <ul style="list-style-type: none"> ○ Reporting on Roma results in the annual reports. ○ Reporting on the results specifying also Roma targets and the extent to which existing gaps have been reduced.

❖ Advantages and potential risks of the mainstreaming approach

ADVANTAGES	POTENTIAL RISKS
✓ Programs are more inclusive and lead to Roma normalisation.	× Not reaching Roma despite the initial intentions.
✓ Possibility of higher impact (if mainstreaming approach is followed in several OPs).	<ul style="list-style-type: none"> × Perverse effect of Roma exclusion from anti-exclusion policies. × Lack of adaptation in all the process and



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<ul style="list-style-type: none"> ✓ Easier connection and synergies with mainstream services. ✓ Avoid parallel resources and projects as well as duplication of activities. 	<ul style="list-style-type: none"> as a consequence little impact. × Lack of specific knowledge on and accountability regarding the impact and result of the program on Roma beneficiaries.
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4.2 TARGETING ROMA IN SPECIFIC OPs

Explicit targeting means focusing on Roma and implementing measures specifically tailored to their needs, or focusing explicitly on excluded 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.⁴¹ 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 the OPs?

- 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 (addressed to all the citizenry) 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.

❖ Are there pre-conditions for the targeted approach?

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

❖ When is a targeted approach more recommendable?

- This approach is particularly relevant for policies and projects taking place in areas populated by Roma or Roma 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.



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- 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 OPs**

THE PROGRAME CYCLE	THE KEY ISSUES
In the conception and in the planning process	<ul style="list-style-type: none"> ● 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.
In the management and the implementation process	<ul style="list-style-type: none"> ● Active involvement and capacity building of the Roma community. ● 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.
In the monitoring and evaluation process	<ul style="list-style-type: none"> ● In the monitoring process: <ul style="list-style-type: none"> ○ Including Roma and Roma representatives in the Monitoring Committees. ○ Including key mainstream organisations working with Roma in the Monitoring Committees. ● In the evaluation process: <ul style="list-style-type: none"> ○ 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.
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❖ **Advantages and potential risks of the targeted approach**

ADVANTAGES	POTENTIAL RISKS
<ul style="list-style-type: none"> ✓ 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. 	<ul style="list-style-type: none"> × The risk of segregation of the Roma. × The risk of establishing parallel services and duplicating services. × Little impact if programmes are not well interconnected to the mainstream services.

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 physical and economic excluded areas. The main priorities for the ESF should concentrate on education, employment, social inclusion and the fight against poverty.

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 addressing Roma in the territorial and micro-territorial actions:**

- In most of the European countries, Roma tend to be concentrated in certain rural areas or in certain neighbourhoods in urban or semi-urban areas. In fact among the most frequent Roma living circumstances we can find:⁴²
 - Roma communities living in integrated urban and suburban neighbourhoods.
 - Roma communities living in segregated urban and suburban neighbourhoods.
 - Roma communities living in segregated rural settlements.
 - Roma migrants and Roma UE nationals moving between the EU-15 Member States.

- Roma travelers and (semi-)mobile lifestyles, usually living in mobile homes and establishing themselves temporarily in camps.
- The most frequent dynamics when Roma are living in these circumstances are related to physical concentration, stagnation, isolation, segregation, and increasing deterioration of their direct environment.
- Current trends in these situations lead not only to public abandonment, but also to demographic increases.
- Overcoming these situations requires in most of the cases intensive integrated actions covering different areas of intervention based on a territorial and micro-territorial approach, in order to avoid not only increases in ethnic concentration, but also to promote changes in the physical conditions as a prerequisite for the integration of the Roma.

As emphasised in the EC Communication on an EU Framework for NRIS, *“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...)”*.⁴³

❖ **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 intervention, which requires 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 training and opportunities for the 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.
- Approaching areas where there is a high Roma concentration, 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.
- Creating 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 nonprofit sector.
- Overcoming the arguments that many Government 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 new Regulations offer 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. For instance it is possible to:

- A **community-led local development** is very adequate to engage local communities and support local partnerships, of public, private and civil society actors.
- Follow **Integrated Territorial Investments** with the joint involvement of the ERDF, ESF and Cohesion Fund; it may be focused on urban development.
- Develop **Joint Action Plans Operations** defined and managed in relation to the outputs and results that it will achieve. It comprises a group of projects (they may be financed by the ERDF and the ESF but not consisting in the provision of infrastructures), carried out under the responsibility of the beneficiary, as part of a single or various OPs. 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.
- Develop **Integrated Operations** that can receive the support from Funds and other EU Instruments.

4.4 ADDRESSING CRITICAL ISSUES

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 little or lack of information and without consultation to 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 the failure. For instance:

 ***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



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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 clear it requires leadership and institutional linkages. The types of partnerships to be established depend on the kind of programmes or projects to be developed; but **at the policy level the following are particularly relevant:**

- 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.
- Partnership between public administrations 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 dimension is not aligned to the national policies; on the contrary, it tends 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 these 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.



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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. In order to develop the policy dimension of the SF it is necessary to take into account **several elements in the planning process**:

- To allocate sufficient economic resources to the projects: this is a prerequisite to achieve impact.
- To develop the projects over seven years, and not to divide them in short-term periods (two or three years).
- To prioritise innovative measures and to transfer projects with demonstrable results.
- To transfer know how and experience between regions and also between countries creating networks and alliances.
- To scale up the projects that have demonstrated positive results.
- To disseminate strategies.

Fostering institutional capacity

Several evaluations have demonstrated that European funds, including SF, frequently have not been adequately invested 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 little experience, absence of specialised training, and inadequate working tools go a long way towards explaining these scarce results.**

SF can contribute to overcoming these trends by making use of different possibilities. For instance:

- 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 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 that can strengthen their capacities and create local social capital.

ANNEX 1: COMMON BASIC PRINCIPLES ON ROMA INCLUSION

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

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

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

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

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

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

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



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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.



RELEVANT WEBSITES AND DATABASES

EU, DG Justice and Roma:

http://ec.europa.eu/justice/discrimination/roma/index_en.htm

EU FRA:

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

Europe Direct:

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

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
- 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



ABBREVIATIONS AND ACRONYMS

CF:	Cohesion Fund.
CSF:	Common Strategic Framework.
EC:	European Commission.
EAFRD:	European Agricultural Fund for Rural Development.
EMFF:	European Maritime and Fisheries Fund.
ERDF:	European Regional Development Fund.
ESF:	European Social Fund.
EU:	European Union.
FRA:	Fundamental Rights Agency.
NGO:	Non-Governmental Organisation.
NRP:	National Reform Programme.
NRIS:	National Roma Integration Strategy.
OP:	Operational Programme.
PC:	Partnership Contract
SF:	Structural Funds.
TFEU:	Treaty on the Functioning of the European Union.
UNDP:	United Nations Development Programme.



NOTES AND REFERENCES

¹ Information on EUroma available at: <http://www.euromanet.eu/about/index.html>

² 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.

³ 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.

⁴ EC (2012a) *Commission Staff Working Document. Elements for a Common Strategic Framework 2014 to 2020*. SWD(2012) 61 final. Brussels, 14 March.

⁵ 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'.

⁶ EUroma (2010) *EUroma Report. Roma and the Structural Funds* (Madrid: Fundación Secretariado Gitano).

⁷ EC (2010a) 'Europe 2020. A European strategy for smart, sustainable and inclusive growth'. COM(2010)2020. 3 March.

⁸ 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.

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.

⁹ NRIS available at: http://ec.europa.eu/justice/discrimination/roma/national-strategies/index_en.htm

¹⁰ EC (2012a) op.cit.

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

¹² Unicef (2011) *The Right of Roma Children to Education. Position Paper* (Geneva: Unicef); Open Society Institute (2008) *International Comparative Data Set on Roma Education*.

¹³ Eurofound (2012) *Living Conditions of the Roma: Substandard Housing and Health* (Dublin: Eurofound).

¹⁴ FSG (2009) *Health and the Roma Community, analysis of the situation in Europe. Bulgaria, Czech Republic, Greece, Portugal, Romania, Slovakia, Spain* (Madrid: Fundación Secretariado Gitano, Ministerio de Sanidad y Política Social).

¹⁵ World Bank (2005) *Roma in an expanding Europe: breaking the poverty cycle* (Washington DC: World Bank).

¹⁶ EC (2012b) *What Works for Roma inclusion in the EU: Policies and Model Approaches*. Luxembourg: European Commission.

¹⁷ FSG (2009) op.cit.

¹⁸ EUroma (2010) op.cit.; European Commission Roma Task Force (2010) op.cit.

¹⁹ Council of the EU (2009) op.cit.

²⁰ EC (2010b) *The Social and economic integration of the Roma in Europe*. Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions. COM/2010/0133 final. 7 April.

²¹ 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*.

²² EC (2011c), op.cit., p.4.



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²³ EURoma (2011) *EURoma position paper as concerns future Regulations of the Structural Funds (2014-2020)*. January (Madrid: EURoma).

²⁴ EC (2011c) op.cit.

²⁵ In fact, the Integrated Guidelines for economic and employment policies (nº10) contain a specific reference to minorities. EC (2010e) *Proposal for a Council Decision on guidelines for the employment policies of the Member States. Part II of the Europe 2020 Integrated Guidelines*. SEC(2010) 488 final. COM(2010) 193 final.

²⁶ EC (2011a) op.cit.

²⁷ 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.

²⁸ EC (2011c) op.cit.; Council of the EU (2011) op.cit.

²⁹ EC (2010a) op.cit.

³⁰ Mutual Learning Programme. Peer Reviews in Social Inclusion and Employment, Spain (2006), Greece (2009), Czech Republic (2010), Hungary (2010).

³¹ EURoma (2010) op.cit.

³² EC (2012a) op.cit.

³³ EURoma (2011) *Analysis of references to the Structural Funds in National Roma Integration Strategies (NRIS)*, 7th March 2012.

³⁴ EC (2011a) op.cit.

³⁵ EC (2012b) op.cit.

³⁶ 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.

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³⁹ 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 27[1].6.08. Brussels: European Commission, 2 July.

⁴⁰ EURoma (2010) op.cit.; McDonald, Christina and Katy Negrin (2010) *No Data—No Progress: Country Findings. Data Collection in Countries Participating in the Decade of Roma Inclusion 2005–2015* (Budapest: Open Society Foundations); European Commission (2010b) op.cit.

⁴¹ EURoma (2010) op.cit.

⁴² EC (2012b) op.cit.

⁴³ EC (2011c) op.cit., p.8.