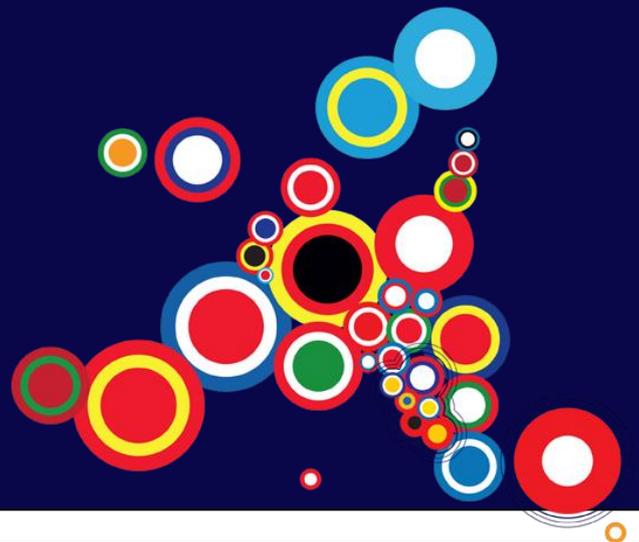




INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

MULTI-COUNTRY

Technical Assistance for Roma integration at community level (TARO)



Action summary

As part of the EU policies for better integration of Roma the action aims to build capacity and **empower local Roma communities working with local authorities** in the Western Balkans and Turkey in achieving sustainable results and lasting impact for Roma women, men and children in the areas of education, employment, health, housing, civil documentation and the cross-cutting issues of anti-discrimination, gender and poverty. In addition, the action will produce quantitative and qualitative data, analysis, and the related policy recommendations on the situation of Roma integration in the Western Balkan and Turkey, including the assessment and recommendations in relation to re-integration of returnees in the Western Balkans.

To reach this aim various forms of support will be clustered under the action including the extension of the ROMACT methodology with Roma facilitators placed in a selected number of local authorities in the Western Balkans and Turkey. The ROMACT Component 1 will be implemented by the Council of Europe based on the methodology already in use in some EU member states. Moreover, under Component 2, a survey will be carried out to assess the socio-economic status of marginalised Roma communities in the Western Balkans and Turkey and the related policy advice for their effective integration will be produced, with specific attention to the new challenge represented by the increased number of Roma returnees. UNDP and the World Bank will be engaged in implementing the assessment of the Roma indicators, and will assess the challenges faced by returnees (from Western Europe to the Western Balkans) where Roma represent an important group and provide policy advice.

The term "Roma" is used as an umbrella term to refer to a number of different groups (such as Roma, Sinti, Kale, Gypsies, Romanises, ashkali, Egyptians, Yenish, Dom, Lom...etc.) and also includes travellers, without denying the specificities and varieties of lifestyles and situation of these groups.

Action Identification			
Action Programme Title	IPA II Annual Multi-Country Action Programme 2016		
Action Title	Technical Assistance for Roma integration at community level (TARO)		
Action ID	IPA 2016/037-900.02/MC/TARO		
Sector Information			
IPA II Sector	9. Regional and territorial cooperation		
DAC Sector	15150 -democratic participation and civil society 15160 - human rights		
Budget			
Total cost	EUR 5 944 000		
EU contribution	EUR 5 000 000		
Budget line(s)	22.020401- Multi-country programmes, regional integration and territorial cooperation		
Management and Implementation			
Management mode	Direct management		
<i>Direct management:</i> European Commission	DG NEAR D5		
<i>Indirect management:</i> Entrusted entity			
Implementation responsibilities	N/A.		
Location			
Zone benefiting from the action	Western Balkans (Albania, Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia, Montenegro, Kosovo*, Serbia) and Turkey		
Specific implementation area(s)	N/A.		
Timeline			
Final date for contracting including the conclusion of delegation agreements	31 December 2017		
Final date for operational implementation	31 December 2021		
Policy objectives / Markers (DAC form)			
General policy objective	Not targeted	Significant objective	Main objective
Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	X
Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>

* This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo Declaration of Independence.

Gender equality (including Women In Development)	<input type="checkbox"/>	X	<input type="checkbox"/>
Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
RIO Convention markers	Not targeted	Significant objective	Main objective
Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

Roma population is estimated at 4% of the whole population of the Western Balkans and Turkey (3.8 million) and considering only the Western Balkans Roma people counts for almost 1 million people corresponding to 5.5% of the population. Across the Western Balkans and Turkey, many Roma continue to experience extreme poverty, social exclusion and discrimination. They lag behind non-Roma in all socio-economic indicators. For Romani women, discrimination on the basis of ethnicity is multiplied by gender-based discrimination.

All IPA II beneficiaries face similar challenges in identifying viable solutions to support the integration of Roma women, men and children. While numerous efforts have been made by a variety of international actors in the past 20 years - through international organisations, international and national civil society organisations as well as bilateral donors - progress is slow. The international efforts and technical assistance have resulted so far in limited progress to produce larger scale tangible benefits for the majority of Roma while some progress has taken place. The legal invisibility of Roma is being tackled with many Roma being registered by now. Child mortality among Roma is decreasing. Positive results are also noted in Roma students accessing primary education. Access to health care is slowly improving. Big gaps continue however to exist between Roma people and the rest of the population concerning access to education, health, employment, access to adequate housing, civil registration as well as the involvement of Roma in public life through representation and participation.

The essential challenge in that regard is the limited political will of the IPA II beneficiaries, their limited institutional capacity and lack of financial resources. The work on Roma inclusion is mostly seen as human rights or minority rights issue however it also includes the economic dimension and the "cost of the non Roma integration". This approach has largely overlooked the need for a cross-sector engagement, involving key ministries in charge for education, health, employment, housing and -critically important- financing. Indeed, Roma inclusion is a policy area of complex challenges, which require comprehensive and innovative approaches to trigger effective progress on the ground and long-lasting impact.

While international funds are available to support the integration of Roma, their sustainability could be sometimes at risk. Long lasting solutions will only be found through genuine efforts to advance on the implementation of the existing National Roma Integration Strategies and the integration of the different aspects of Roma integration in mainstream policies.

Supporting Roma integration should involve a variety of actions at central, local and community level. National policies should be endorsed and implemented as supported and monitored by the Roma integration 2020 (financed under IPA II Multi-country programme 2014). At the same time Roma communities have to be empowered and good lessons shown in the integration of Roma women, men and children in the local communities and with local authorities.

The local level is of critical importance for the effective implementation of policies and programmes for Roma inclusion. This is the level where exclusion is most visible, and where practical steps for inclusion are needed. A major challenge for effective implementation of Roma Inclusion policies adopted at European and national level is the considerable gap of low understanding, capacities and political commitment at municipal level. Growing the engagement, commitment and capacities of local administration and institutions to consistently work for Roma inclusion and include it in the local agenda and budgets for development is an important priority. However, practicing good governance and local democracy will also depend on the investment in the capacity of Roma communities to be active participants and equal partners in the process, rather than passive recipients and targets of paternalistic interventions which may reconfirm dependency and exclusion.

Component/Result 1 of the present action focuses on the local community level where integration for Roma population in the daily life of the community should be sponsored by better local policies and funding managed by local authorities. Roma formal and informal associations need to be empowered to be able to advocate and obtain the attention of the local authorities. The latter should also participate in the project and improve their awareness on the issues and challenges posed by integration of Roma, including the specific challenge represented by Roma women, who experience a double-discrimination.

In 2011, the UNDP, World Bank and the European Commission have jointly implemented the Regional Roma Survey (RRS), the most comprehensive survey to date on income, living conditions and human development outcomes among Roma households. The RRS was implemented between May and July 2011 in Central and Eastern European countries as well as in the Western Balkans. The sampling framework includes Roma living in mixed, separated, and segregated neighbourhoods. In each Beneficiary, approximately 750 Roma and 350 non-Roma households living in the same neighbourhoods or vicinity were interviewed. The sample is representative of communities where the share of the Roma population is higher than the national share of Roma population.

With the Western Balkans having received the status as "safe countries of origin" a large share of migrants (majority being Roma) from the Western Balkans who have resided in Western Europe since the upheavals of the 1990s could be repatriated to their places of origin. Repatriation poses enormous challenges for the individual returnees, as well as the host communities, who need adequate budget and capacity to cater to the needs of returnees with regard to access to relevant socio-economic reintegration services. The challenges are even more pronounced for returnees of Roma origin who constitute a particularly vulnerable group and are at a considerably higher risk to experience socio-economic marginalisation due to repatriation. The main reasons for that are language barriers (particularly for children and youth who were raised abroad), lack of identification documents and school or employment certificates, as well as discrimination and historic poverty. Reintegration efforts in the Western Balkans today are not adequately informed and equipped to address the challenges of Roma returnees in an effective manner and assistance often fails to reach those most in need.

Under Component/Result 2 of the present action the 2011 RSS will be repeated to develop robust statistical data on the gap between Roma and non-Roma populations in key priority areas, and the related policy advice will be produced to promote better integration of Roma community, with a specific focus on the new challenge of increased number of returnees.

OUTLINE OF IPA II ASSISTANCE

In complementarity with the IPA II Multi-country programme 2014 (Roma Integration 2020), the regional network of Roma civil society organisations funded under the CSF (civil society facility) programme 2014 and the national Roma interventions, the present action aims at empowering and strengthening capacities of Roma communities to better integrate with local authorities in the Western Balkans and Turkey, and to produce solid data and analytical basis to advise on policies for better integration of Roma community and returnees. The action will start by defining the target municipalities where important number of Roma people resides and where willingness of participating in the programme is there.

The component/result 1 of the action is "Local solutions for good governance and empowerment of Roma communities to better integrate with selected municipalities" and aims at better integration of Roma population in the local communities through participation in local policies and implementation of local actions. The objective is to build up political will and sustained policy engagement of authorities, to enhance democratic participation and empowerment of local Roma communities, to design and implement projects and to access national and external funds, to build the capacity of local authorities in designing and implementing social development/integration policies and projects which are inclusive of all, including the Roma. In particular activities of this first component/result will support:

- (1) the empowerment of Roma community - on the individual level (assisting people to practice their basic rights and to expand their capacity and skills), as well as on the community level by assisting people to get organised to voice out their interests around community problem solving;
- (2) improving and expanding the institutions' commitment, capacities, knowledge and skills in working for Roma inclusion, putting in practice the concepts of good governance;
- (3) raising awareness and facilitate change in negative perceptions, discriminatory attitudes and practices thus overcoming the gap between Roma and the majority (transversal objective).

The specificity of the actions would be to assist the local authorities to integrate Roma specific dimension/measures into the mainstream policies, budgets and public service delivery in their agenda.

This result will be complemented by small community projects as agreed between municipalities and local Roma communities.

The activities related to this component/result will be implemented by the Council of Europe (CoE) following the methodology of ROMACT, which is successfully being implemented by the CoE with support of the European Commission in six EU Member States since 2013.

The component/result 2 of the action is "Development of robust statistical data on socio-economic status of marginalised Roma communities and related policy advice for an effective integration, including attention to the new challenge of increased number of Roma returnees" . It aims to have solid data on the gap between Roma and non Roma population in the five priority areas (education, employment, health, housing and civil documentation) in the Western Balkans and Turkey and to assess progress,. The statistical data gathering and development will be based on the methodology compatible with the one used by the European Union Agency for Fundamental Rights (FRA) for Member States and by UNDP/World Bank for the Regional Roma Survey conducted in 2011 with the support of the European Commission and in coordination with the FRA.. Whenever relevant, gender-disaggregated data ad indicators will be used to the largest possible extent.

Part of the same component/result is the elaboration of a study on the needs of potential returnees from Western Europe to the Western Balkans as these countries are declared as "safe countries of origin". The study will also provide policy advice and recommendations for future interventions and policy reforms at IPA II beneficiary level. The target groups include Roma as main focus. The objective of this activity is to obtain a comprehensive assessment of the situation and reintegration experiences and needs of Roma and other groups' returnees in the Western Balkans to guide evidence-based policy dialogue and recommendations on the appropriate development response to address the challenges faced by returnees and the differentiated situation of Roma returnees. Under the proposed activity, a comprehensive assessment will be carried out collecting quantitative and qualitative data on (i) the repatriation experiences and reintegration challenges and needs of returnees including Roma from Western Europe to the Western Balkans with a particular focus on Roma returnees' access to socio-economic reintegration services. National and regional analysis and reports will be produced, including lessons learned, identification of best practices as well as evidence-based recommendations for developing Roma-returnee sensitive policies and programmes.

The repetition of the 2011 Roma Regional Survey and the corresponding policy recommendations, as well as the returnees study will be implemented by UNDP and the World Bank, to which direct grants will be awarded without a call for proposals under the responsibility of the Authorizing Officer by Delegation, due to World Bank's and UNDP's mandate, strengths, presence on the ground and unique expertise in the specific area of Roma integration outcome indicators measurement. The two organisations can count on experience and knowledge of the questionnaires and methodology used in 2011, when the same exercise has been already conducted in the Western Balkans by the UNDP and the World Bank, in close cooperation with the FRA. In addition, the World Bank's technical expertise in the provision of policy advice to governments on services for the reintegration of returnees (on which the World Bank is currently engaged in the Caucasus, Azerbaijan, Syria and Turkey) will be an asset for the study and policy advice on returnees to the Western Balkans.

RELEVANCE WITH THE IPA II MULTI-COUNTRY STRATEGY PAPER AND OTHER KEY REFERENCES

Roma inclusion has become a high priority point on the political agenda of the EU and of its Member States, as reflected by the outcome of the European Roma Summit on 4 April 2014. Moving rapidly forward towards closing the development gap between the Roma and non-Roma population and addressing the problem of discrimination is seen as critical by the European Commission also within the accession process. Roma integration is monitored under the Stabilisation and Association Agreement (SAA) and is part of the negotiations of chapter 23 "Judiciary and fundamental Rights" for Serbia and Montenegro.

Since 2011, a framework for National Roma Integration Strategies has been in place at EU level. The EU Framework established a comprehensive Roma policy framework, which is applied on the whole community of EU member states and IPA II beneficiaries. The European Commission stipulated structural pre-conditions for successful implementation of the National Roma Inclusion Strategies (NRIS) among them: "working with local and regional authorities and civil society; allocating proportionate financial resources; monitoring and enabling policy adjustment; fighting discrimination convincingly; and establishing national contact points for Roma integration" (EU Framework, 2011).

Based on the European Commission's proposals, in 2013 the Council also adopted a Council recommendation on effective Roma integration measures in the EU Member States, which is the first EU soft legal instrument in this field. Strong country specific recommendations are increasingly issued related to Roma inclusion to the EU Member States in the context of the Europe 2020 strategy. Equally, Roma integration is seen as one of the priorities in the enlargement context.

The EU Enlargement Strategy adopted on 10 November 2015 indicates: "*There is a need to better protect minorities, in particular Roma. Roma in the Western Balkans and in Turkey continue to be the victims of racism, anti-discrimination and social exclusion and most Roma live in deep poverty, lacking sufficient access to healthcare, education and training, housing and employment... A more robust institutional work for the protection of fundamental rights is needed, especially to promote the work of Ombudsmen and to support the work of non-governmental organisations (NGOs) and human rights defenders*".

The need for stronger actions to address the Roma inclusion challenges in the Western Balkans has been underlined by the EU stakeholders since the adoption of the National Roma Integration Strategies in 2011. Referring to the Roma inclusion challenges of IPA II beneficiaries, the European Commission highlighted that "more needs to be done to facilitate the social and economic inclusion of Roma and to develop and ensure adequate implementation, follow-up and monitoring of national Roma strategies. Roma inclusion has to become a national priority, not just in strategy papers but in actual engagement on the ground (...)." (European Commission IPA II Strategic Paper, 2013:13)

The civil society shadow reports of the Western Balkans also underlined that apart from the lack of efficient monitoring and evaluation mechanisms insufficient and targeted budgetary allocations in these countries continues to hinder implementation of the strategies.

Recognising the continuously existing economical and societal gap between the majority communities and Roma people in the IPA II beneficiaries, the European Commission has made Roma integration one of its key priorities in the area of fundamental rights. The clear identification of the gap between Roma and non Roma population in the 5 priority areas and the assessment of the evolution of the situation following the implementation of the integration measures will be essential to adopt solid policy decisions.

The Multi-Country Indicative Strategy Paper 2014-2020¹ (hereafter referred to as Strategy Paper) makes a particular reference to the challenging situations faced by Roma communities. It notes that 'challenges in the

¹ C(2014)4293, 30.06.2014.

area of democracy and the rule of law include the functioning and independence of institutions guaranteeing democracy, empowerment of civil society as well as safeguarding fundamental rights such as freedom of expression and rights for persons belonging to minorities as well as vulnerable groups, notably Roma'.

The Indicative Strategy Papers 2014-2020 for each of the IPA II beneficiaries equally make specific references to the required work ahead relating to the inclusion of Roma women, men and children.

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

In its 2013 enlargement strategy the European Commission stated that “in the period 2007-2013, over EUR 100 million of pre-accession assistance had been provided to support social inclusion and integration of Roma in the enlargement countries, including housing.” Support had been offered through targeted national and multi-country IPA envelopes, implemented mostly through international organizations or non-governmental organizations.

To assess the results and the impact of IPA assistance, the European Commission commissioned in 2014 a targeted full-scale evaluation of IPA assistance for the period 2007-2013. The evaluation concluded that previous IPA programmes were not able to consistently address the Roma inclusion challenges and had not been successful to create a positive impact on the lives of marginalized minority groups in the region, because the projects either failed to achieve the projected outcomes e.g. to increase employment of Roma, or the outcomes did not prove to be sustainable in the long term. The evaluation recommended, among others, more involvement of Roma themselves in IPA programming, to engage at local level rather than to focus on the national one and to offer regional support in the area of exchange of good practices and data collection.

Other reviews carried out by external actors derived to a similar conclusion. In 2012, the Making Most of EU Funds for Roma of the Open Society Foundations commissioned evaluations on the use of IPA resources for Roma inclusion in Croatia, the former Yugoslav Republic of Macedonia and Serbia to identify the major results and gaps. The researchers concluded that available funding opportunities were not sufficiently utilized at local level, since the local municipalities were not active enough in applying for IPA funds for Roma inclusion projects.

Particular areas of concern identified by the Minority Rights Group International in 2010 also included the lack of consultation with minority Civil Society Organisations (CSOs) during strategy and programme development, the low numbers of minority CSOs selected to implement sector projects, and the capacity of minority CSOs to respond to specific calls for proposals (Minority Rights Group International 2010).

Acknowledging the fact that successful Roma integration can only take place at the municipal level and through community work, the Roma Summit held by the European Commission in April 2014 focussed on how to strengthen integration at the local level.

Experience of Phare and structural funds project implemented in the CEE countries also indicated the importance of the involvement of local actors and building partnerships among local stakeholders (including the representatives of the Roma communities). As part of the robust monitoring system on national level it is important to note that both Phare and structural funds experiences suggest that “mainstreaming equality and non-discrimination (especially non-segregation) is necessary at local level as well, especially as local governments are key actors in provision of education, social, housing and health services”. (MtM’s Roma Inclusion Programming Toolkit, 2013: 78-79).

The urging need for capacity development of NGOs was emphasized in across the region. To provide expertise and to empower the local actors and local authorities to implement Roma inclusion projects effectively continuous efforts are needed to foster and to scale up cooperation with other international organisations and members of the donor community active in the Western Balkans and Turkey. Building on the learnt lessons of the previous pre-accession and post-accession work for Roma inclusion in the CEE countries would also be an asset.

In order to promote and monitor equal opportunities and non-discrimination on local level local governments should also be provided with specific assistance and motivation (legal provisions, expert support, and equal opportunity conditionality of accessing financial support).

Since 2009 a technical assistance for civil society in the Western Balkans and Turkey has been providing capacity building and trainings to more than 200 Roma CSO.

Lessons learned and recommendations from the document will guide the overall IPA II assistance and the work of the new regional initiative Roma Integration 2020, succeeding the Decade for Roma Inclusion (IPA 2014).

Through IPA II, the European Commission intends to better target EU funds and to strengthen strategic cooperation with external stakeholders, identifying and building on best practice. Projects directly making an impact on the lives of individual Roma women, men and children will be prioritised. Future IPA II assistance should be closely linked with the implementation of the National Roma Strategy and Action Plans and the fulfilment of their objectives. The European Commission aims at better targeting IPA II funding to finance measures agreed in, inter alia, the national seminars and throughout the overall accession process.

The present action derives from the lessons learned as described above, previous experiences in the Western Balkans and in particular from the IPA/2011/275-960 project "Best practices for Roma integration in the Western Balkans (BPRI)" implemented by OSCE Office for Democratic Institutions and Human Rights (ODIHR) between January 2012 and March 2014. The project supported innovative approaches and facilitated co-operation between local and national governments, independent institutions and civil society in all Western Balkans. The main results achieved were: (i) the region's good practices in multi-sector municipal collaboration, Roma involvement in decision making and participation in political life, (ii) governments supported in policy making and drafting of legislation, and (iii) enhanced Roma participation in public life through anti-discriminatory policies and practices.

The best results were achieved when BPRI targeted municipalities with several interventions, including 13 local action plans, a small grant and 10 piloted Roma coordinators aiming at improving access to services for Roma communities. The project, while successful in promoting Roma integration, has also clearly demonstrated the need for further action and advocacy on this topic and for continuing BPRI-type activities at the regional level.

2. INTERVENTION LOGIC
LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	
<p>To contribute to reducing the socio-economic gap between Roma and non-Roma population and the discrimination for Roma women, men and children in the Western Balkans</p>	<p>Socio-economic gap between Roma and non-Roma decreased in the five priority areas by 2020 in the IPA II Beneficiaries</p>	<p>Annual government reports on progress; Independent assessment by civil society organisations and international organisations, such as the Roma Inclusion Index; EU Progress Reports.</p>	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS
<p>To empower and strengthen capacities of Roma communities to better integrate in the Western Balkans and Turkey and to produce solid data and analytical basis to advise on policies for better integration of Roma community and returnees</p> <p>To obtain solid data related to the five priority areas on the gap between Roma and non Roma population, assess the evolution since 2011 and lessons learned in different priority areas/IPA II beneficiaries</p> <p>Clear identification of the main challenges related to returnees reintegration and the best approach to address them</p>	<p>Chosen municipalities adopting and implementing successfully local Roma strategies and action plans, including clear objectives and the necessary budgetary allocations</p> <p>Solid data presented clear identification of the factors triggering positive and negative evolution and related advice for future policy decisions</p> <p>Smooth and successful returnees integration</p>	<p>Surveys and data assessment from the same action Independent assessment by civil society and international organisations EU Progress Reports.</p>	<p>Interest of significant number of municipalities to improve Roma integration policies and to actively participate in the action</p>
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS
<p>Results:</p> <p>1.1. Better integration of Roma population in the local communities through participation in local policy making and implementation of local actions</p> <p>1.2. Increased knowledge and awareness of challenges related to minorities' integration at local level of Roma people and municipalities' officers for better Roma integration policies</p> <p>2.1 Reliable data on progress towards Roma integration made available</p> <p>2.2 Needs assessment and policy advice for better integration of returnees (mostly</p>	<p>1.1. Number of approved Roma integration actions plans at municipal level elaborated in consultation with the Roma communities and successfully implemented</p> <p>1.2. Number of local actions implemented with the support of Roma facilitators</p> <p>1.3. Number of innovative measures</p>	<p>Reports produced during the action implementation including government reports and shadow reporting by NGOs Municipalities reports Roma integration index</p>	<p>Interest and participation of Roma activists and municipalities in the activities of the action</p>

Roma) from Western Europe to Western Balkans	<p>adopted/practices established for Roma integration and their impact on closing the gap between Roma and non-Roma communities</p> <p>2.1 Knowledge, information and advocacy material, with a view to support evidence-based policy making by local and national authorities.</p> <p>2.2 Improved understanding of challenges and key factors for the successful integration of returnees, identification of good practices at the local and national level for the reintegration</p>		
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DESCRIPTION OF ACTIVITIES

The Action will be carried out through two related programme components/results:

- Local solutions for good governance and empowerment of Roma communities to better integrate with selected municipalities (component/result 1);
- Development of robust statistical data on socio-economic status of marginalised Roma communities and related policy advice for an effective integration, including attention to the new challenge of increased number of Roma returnees (component/result 2).

1. Local solutions for good governance and empowerment of Roma communities to better integrate with selected municipalities (component/result 1)

This component/result will be implemented through a pillar assessed grant contract awarded directly to the CoE for an indicative budget of EUR 3 million and a CoE co-financing of EUR 0.75 million.

The main results are the following:

1.1 Better integration of Roma population in the local communities through participation in local policy making and implementation of local actions improving integration of Roma community.

1.2. Increased knowledge and awareness of challenges related to minorities' integration at local level of Roma people and public officers for better understanding Roma integration policies

All activities are meant to support strategic interventions (training, coaching, the implementation of participatory working cycles, advocacy actions, etc. during key moments of the municipal cycles: planning, budgeting, local decisions, projects etc.) which influence the attitudes, behaviour and actions of the local actors.

The programme will adapt its actions and activities to each IPA II beneficiary and to each selected location, in order to fit in the policy cycle and to the dynamics and reality of each municipality, thus bringing an additional input to existing policies and practices for an effective and more inclusive functioning.

One of the leading guidelines in the methodology of the programme is that participation in local governance can only be effective if it is context-appropriate. Thus, preliminary mapping, assessment, baseline survey and research are done in each selected municipality so as to facilitate the adaptation of the programme and its support and monitoring of the process.

The key assumptions for this support are based on the theory of change and are as follows:

1. Support to local authorities for ensuring openness, transparency and equity in dealing with local plans and budgets will lead to inclusive local plans and resource allocation (including Roma needs);
2. Enhanced capacity-building through training and coaching has a positive impact on public administration for delivering quality services to all citizens (including Roma citizens);
3. Municipality regulations and practices have an impact on the participation and empowerment of Roma (information is available, participation is effective, there is a recognition of the Roma Community Action Group, that will be established under the project and in which the local Roma community will be represented);

Community Action Group interventions will have a positive impact on presenting choices to be transformed into actions that will increase the ability of ordinary Roma citizens to assess their needs, contribute to the development of local public projects, watch-over their implementation, and monitor the local public budget.

2. Development of robust statistical data on socio-economic status of marginalised Roma communities and related policy advice for an effective integration, including attention to the new challenge of increased number of Roma returnees (component/result 2):

The component/result 2 of the action is to provide reliable data on progress towards Roma integration in the five key priority areas and produce analysis and policy recommendations for better integration of Roma community and returnees.

In order to be able to understand the success and failure of Roma integration measures undertaken by IPA II beneficiaries and often supported by the international community, in particular the European Commission, solid data is required to be able to follow developments in Roma integration in each IPA II beneficiary. Such a mechanism needs to be based on indicators and measured in cycles until 2020.

In 2004 UNDP completed a large-scale data collection exercise among Roma communities and non-Roma living in close proximity in several countries, including Albania, Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia, Montenegro and Serbia. The outcome of the project was a regional Human Development Report “At Risk: Roma and the displaced in CEE”, offering an analysis of Roma exclusion and vulnerability based on comparable representative quantitative data. The second round of this Regional Roma Survey was completed by UNDP and the World Bank in 2011, in cooperation with the European Commission and in coordination with the European Union Agency for Fundamental Rights. It provided key data on education, employment, housing, health, free movement and experience of discrimination.

In parallel, the EU Agency for Fundamental Rights (EU FRA) adopted in 2015 a set of indicators on Roma against which the EU Member States will be requested to report as of 2016.

The European Commission is planning to establish a methodology and mechanism allowing tracking developments of Roma integration efforts in a sustained format, involving the national authorities. The indicators developed by the EU FRA for the EU Member States are not directly applicable to the enlargement countries. However, in view of possible future accession of the enlargement countries, these indicators will be used to the extent possible, though adapted to the data existing for the Western Balkans and Turkey.

Under the present action, one assessment will be carried out; collecting combined quantitative and qualitative data in order to track development in IPA II beneficiaries. National and regional analysis and reports will be produced and lessons learned from the first cycle of reporting by the EU Member States to the EU FRA, as well as from the previous survey conducted by UNDP and the World Bank will be incorporated into the action.

Under component/result 2 of this action, another round of the regional Roma Survey will be conducted by UNDP and the World Bank. In particular, the World Bank will support the next round of RRS through (i) providing technical inputs in the survey design and implementation phase, which will be led by UNDP; and (ii) leading the development of knowledge materials on the basis of survey data. Against this background, the World Bank is proposing to carry out the following activities:

I. Supporting survey design. In this activity, the World Bank will provide inputs and support to UNDP, e.g. on survey methodology and sampling; design of questionnaire modules; etc.

II. Supporting survey implementation. In this activity, the World Bank will provide inputs and support to UNDP, e.g. on survey quality control and quality assurance; selection and training of interviewers of the survey firm through developing training modules and leading or co-leading training activities; planning and implementing a pilot survey by the survey firm and supporting the incorporation of lessons learned in

activity design; developing a methodological report and stocktaking of survey implementation experience, based on inputs by the survey firm, etc.

III. Leading the analysis of survey data and the development of knowledge material. In this activity, the World Bank will

- a. carry out a statistical analysis of survey data on areas of interest by DG NEAR
- b. develop a series of knowledge products (reports, policy briefs) on the outcomes of the statistical analysis, which will include a discussion on main policy implications for the Western Balkans and Turkey
- c. develop recommendations for DG NEAR on priority areas to focus IPA II negotiations.

The aforementioned activities will be carried out in close collaboration with UNDP and DG NEAR, and will benefit from continuous consultations with civil society and academia experts.

In addition to the RSS survey and the corresponding analysis, component/result 2 also includes a comprehensive assessment to be carried out collecting quantitative and qualitative data on repatriation experiences and reintegration challenges and needs of Roma and non-Roma returnees in the Western Balkans with a particular focus on Roma returnees' access to socio-economic reintegration services. National and regional analysis and reports will be produced, including lessons learned, identification of best practices as well as evidence-based recommendations for developing returnee-sensitive policies and programmes.

The expected results of this activity include:

- Solid evidence base detailing the particular challenges and barriers faced by returnees with a particular focus on the situation of children and youth, women, and the elderly;
- identification of evidence-based policy options to facilitate the reintegration of returnees into their countries of origin through targeted reintegration assistance;
- identification of concrete measures to improve access to basic services, in particular sustainable housing solutions, personal identification documents, education; employment services, health care, and social protection systems;
- improved understanding of good practices at the local and national level for the reintegration of Roma returnees;
- identification of approaches that could be adapted and replicated in other contexts.

For carrying out the activities under Component/result 2, DG NEAR will directly award:

- a grant of EUR 0.75 million to UNDP (Pillar Assessed Grant Agreement). UNDP will provide a co-financing of EUR 0.15 million;

- a grant of EUR 1.25 million to the World Bank (administration agreement). The World Bank will provide a co-financing of EUR 44 000 (\$ 50 000). The World Bank will also use an additional available budget of US\$ 50,000 for the preparation of this activity before the signature of the contract (May to August 2016).

The two grants will be awarded to the UNDP and the World Bank based on article 190 (1)(f) of the Rules of Application, on account of their technical competence and high degree of specialisation. UNDP and the World Bank will both be awarded one direct grant: (i) due to their work on a similar socio-economic survey in 2011; (ii) expertise and presence on the ground; (iii) co-financing contribution to the activity; (iv) knowledge of the survey methodology and questionnaires used in 2011 will be crucial to ensure comparability across time and reliable monitoring results; (v) expertise of the World Bank currently engaged

in the provision of policy advice to governments on services for the reintegration of returnees (Caucasus, Azerbaijan, Syria and Turkey).

RISKS

The main risk associated to the action is the lack of willingness to participate in the activities from the side of local authorities and national authorities in a meaningful way. This risk will be sought to get mitigated by closer linking the implementation of the action to the policy dialogue between the European Commission and the IPA II beneficiaries. The level of involvement of the authorities under this and other EU support will be addressed at various EU –policy dialogue instances and duly reflected in the EU’s annual progress reports for each IPA II beneficiary.

There are no risks related to the anticipated involvement of Roma communities as these will be welcoming the EU support.

CONDITIONS FOR IMPLEMENTATION

There are no specific legal or policy considerations required for the implementation of the action.

3. IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

The key stakeholders to the action are national and local authorities and local Roma communities.

A focus will be placed to strengthen the role of Roma local communities at the local level in order to empower them to actively contribute to shaping policies at the local level and to contribute to the process of implementing Roma integration measures.

Local authorities on the other hand are the principle responsible actors to ensure full integration of Roma in all aspects of public life, both at policy level and in practice also as regards reintegration of returnees. This involves ensuring equal access to those areas which fall under the direct responsibility of municipalities - depending on the local context - access to primary and secondary education, primary health care and social housing, providing civil documentation, among others. A close involvement in the action will therefore be ensured from the side of local authorities.

A Steering Group consisting of the Council of Europe, FRA, the UNDP, and the World Bank, as well as selected representatives of national and local authorities led by the European Commission will be established to meet at least annually and to review progress made.

IMPLEMENTATION METHOD(S) AND TYPE(S) OF FINANCING

Component/Result 1 activities will be awarded directly to the Council of Europe being an extension of the ROMACT programme that the CoE is implementing in some EU Member States.

Component/Result 2 activities will be awarded directly to the UNDP and the World Bank through separate contracts, a pillar assessed grant agreement for UNDP and an administration agreement with the World Bank.

DG NEAR will directly manage the contracts. Direct award for all three contracts with the CoE, the UNDP and the World Bank will be awarded without a call for proposals in accordance with Article 190 (1) (f) of the Regulations on the rules of application of Regulation (EU, Euratom) n. 966/2012 (RAP).

4. PERFORMANCE MEASUREMENT

METHODOLOGY FOR MONITORING (AND EVALUATION)

Monitoring of the quality of implementation will be ensured through a variety of means at different levels:

- Reporting on progress to the Contracting Authority. Contract execution will be monitored through regular reports (inception, quarterly updates, annual report, final report), with clearly identified milestones linked to each component/result of the action. Regular meetings/teleconferences/video conferences between the task manager and contractor will further ensure that results are achieved in due time.
- The European Commission will monitor the implementation of the action through on the spot visits to municipalities and participation to capacity building activities. The measurements of progress of Roma Integration (result 2) will equally be carried out in close consultation and under the guidance of the European Commission.
- In 2017, a Result-Oriented Assessment mission will take place to review the progress made towards achieving the action's objectives.

The European Commission may further carry out a mid-term, a final or an ex-post evaluation for this action or its components/results via independent consultants, through a joint mission or via an implementing partner. In case a mid-term or final evaluation is not foreseen, the European Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner. The evaluations will be carried out as prescribed by the DG NEAR guidelines for evaluations. In addition, the Action might be subject to external monitoring in line with the European Commission rules and procedures.

INDICATOR MEASUREMENT

Indicator	Baseline (value + year) (2)	Target 2020 (3)	Final Target (year) (4)	Source of information
<p>Outcome indicator (overall objective)</p> <p>Poverty rate of Roma in the IPA Beneficiaries in comparison to non-Roma decreased by 2017.</p> <p>Socio-economic gap between Roma and non-Roma decreased by 1/3 by 2020 in the IPA II Beneficiaries</p>	<p>Poverty rate of Roma women, men and children is at average of 36% in IPA II beneficiaries in comparison to 11% non-Roma population. (2014)</p>			<p>UNDP/World Bank household survey 2011.</p> <p>UNICEF data.</p> <p>Roma Inclusion Index.</p>
<p>Outcome indicator (specific objective)</p> <p>Roma integration index at municipality and national level</p>				<p>Surveys and data assessment from the same action</p>
<p>Output indicator</p> <p>1.1.Number of approved Roma integration actions plans at municipal level elaborated in consultation with the Roma communities and successfully implemented</p> <p>1.2.Number of local actions implemented with the support of Roma facilitators</p> <p>1.3. Number of innovative measures adopted/practices established for Roma integration and their impact on closing the gap between Roma and non-Roma communities</p> <p>2.1 Knowledge, information and advocacy material, with a view to support evidence-based policy making by local and national authorities.</p> <p>2.2 Improved understanding of challenges and</p>				<p>Reports produced during the action implementation including government reports and shadow reporting by NGOs</p> <p>Municipalities reports</p> <p>Roma integration index</p> <p>All measurements will be provided during the implementation of the project</p>

key factors for the successful integration of returnees, identification of good practices at the local and national level for the reintegration				
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(1) This is the related indicator as included in the Indicative Strategy Paper (for reference only)

(2) The agreed baseline year is 2010 (to be inserted in brackets in the top row). If for the chosen indicator, there are no available data for 2010, it is advisable to refer to the following years – 2011, 2012. The year of reference may not be the same either for all indicators selected due to a lack of data availability; in this case, the year should then be inserted in each cell in brackets. The baseline value may be "0" (i.e. no reference values are available as the Action represents a novelty for the beneficiary) but cannot be left empty or include references such as "N/A" or "will be determined later".

(3) The target year CANNOT be modified.

(4) This will be a useful reference to continue measuring the outcome of IPA II support beyond the 2014-2020 multi-annual financial period. If the Action is completed before 2020 (year for the performance reward), this value and that in the 2020 target column must be the same.

5. CROSS-CUTTING ISSUES

GENDER MAINSTREAMING

Women and men are differently affected by exclusion and access to all human rights. Women are, for example, at greater risk of harassment, sexual exploitation and lacking access to education, men face greater likelihood of discrimination when seeking to access justice on parental rights. In the case of Roma women, it is statistically proven that they are at greater risk of discrimination and exclusion. They have less access to education, in particular when it relates to secondary and tertiary education, but also housing and employment, than their males counterparts. All programme components/results will sensibly take into account the different needs of Roma women and men. A gender based approach will be incorporated into training manuals and all capacity building activities.

EQUAL OPPORTUNITIES

The action is specifically aimed at reducing the impact of discrimination on Roma women, men and children, with a special attention to Roma women, who experience double discrimination. In addition to mainstreaming gender (see above), specific trainings and initiatives could be organised to improve local Roma communities and local authorities awareness of and capacity to address the needs of groups experiencing multiple discrimination (race or ethnic origin, religion or beliefs, disability, age or sexual orientation). Promoting equal opportunities for all could be included in the priority areas in which small scale positive actions of Roma integration will be carried out and supported.

MINORITIES AND VULNERABLE GROUPS

The action focuses in offering support to advance the integration of Roma communities as the most marginalized minority group in the Western Balkans and Turkey².

ENGAGEMENT WITH CIVIL SOCIETY (AND IF RELEVANT OTHER NON-STATE STAKEHOLDERS)

The action predominantly targets local formal and informal organisations of Roma. They are the final beneficiaries of the action. Funded by other programmes, civil society organisations will support the cooperation between local Roma communities and local authorities.

ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)

There is no direct or indirect link to EU environmental *acquis*. However, the European Commission will highlight to the contractor the need for environmental-sensitive implementation of the programme, including saving paper and waste, consideration to energy consumption and usage of environmental means of transportation to the extent possible.

Climate action relevant budget allocation: EUR 0
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² Regarding to the Turkish Constitutional System, the word minority encompasses only groups of persons defined and recognized as such on the basis of multilateral or bilateral instruments to which Turkey is a party. According to these instruments Roma citizens are not identified as minority but efforts to improve their fundamental rights and freedoms are carried out as "protection of socially vulnerable persons"

6. SUSTAINABILITY

The action is designed to empower and to strengthen the capacity of local Roma communities. It is expected that through the action the involved actors (local Roma communities) will in the future be in the position to more actively participate to policy making at the local level. As such, the action sustainability of the results will be ensured. With modest self or external funding, civil society organisation could continue to function and to influence policy making beyond the support provided under the action.

The action will further encourage and support the development and implementation of local action plans at the municipal level will be used beyond the length of the action to guide the implementation of local policies for the benefit of Roma integration.

7. COMMUNICATION AND VISIBILITY

Communication and visibility will be given high importance during the implementation of the action. The implementation of the communication activities shall be funded from the amounts allocated to the action.

All necessary measures will be taken to publicise the fact that the action has received funding from the EU in line with the Communication and Visibility Manual for EU External Actions. Additional Visibility Guidelines developed by the European Commission (DG NEAR) will have to be followed.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process. Actions shall be aimed at strengthening general public awareness of interventions financed and the objectives pursued. When designing communication and visibility actions a special attention should be paid to reaching potential final beneficiaries and particularly women. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions and will promote transparency and accountability on the use of funds.