

## ROADMAP

Roadmaps aim to inform citizens and stakeholders about the Commission's work in order to allow them to provide feedback and to participate effectively in future consultation activities. Citizens and stakeholders are in particular invited to provide views on the Commission's understanding of the problem and possible solutions and to make available any relevant information that they may have.

<b>TITLE OF THE INITIATIVE</b>	Initiative setting out the EU post-2020 Roma equality and inclusion policy
<b>LEAD DG – RESPONSIBLE UNIT</b>	DG JUST – D1: Non-discrimination and Roma coordination
<b>LIKELY TYPE OF INITIATIVE</b>	Proposal for a revised Council Recommendation accompanied by a Communication presenting the post-2020 EU Strategic Framework
<b>INDICATIVE PLANNING</b>	Q4 2020
<b>ADDITIONAL INFORMATION</b>	<a href="https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/roma-and-eu_en">https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/roma-and-eu_en</a>

This Roadmap is provided for information purposes only and its content might change. It does not prejudice the final decision of the Commission on whether this initiative will be pursued or on its final content. All elements of the initiative described by the Roadmap, including its timing, are subject to change.

### A. Context, Problem definition and Subsidiarity Check

#### **Context**

The [Commission Work Programme 2020](#) announces a non-legislative initiative on Roma equality and inclusion for the fourth quarter of 2020.

The “EU Framework for national Roma integration strategies up to 2020” - adopted<sup>1</sup> by the Commission on 5 April 2011 is coming to an end. Its main objectives were to tackle the socio-economic exclusion of Roma in the EU and enlargement countries by promoting their equal access to education, employment, health and housing. This Framework invited Member States to design national Roma integration strategies and set national goals. In 2013, a Council Recommendation on effective Roma integration in the Member States requested that they report on the measures they took for Roma integration as of 2016. Further to Council Conclusions of 8 December 2016<sup>2</sup>, the Commission carried out a mid-term evaluation of the Framework, adopted in December 2018 a report<sup>3</sup> on the [evaluation](#) and published the evaluation Staff Working Document<sup>4</sup>. In July 2019, the Western Balkans Prime Ministers endorsed the [Roma integration Declaration](#)<sup>5</sup>, committing, by accession time, to concrete progress in education, employment, health, housing, civil registration and non-discrimination<sup>6</sup>. In September 2019, the Commission adopted the [2019 report](#) on the implementation of National Roma Integration Strategies.<sup>7</sup>

#### **Problem the initiative aims to tackle**

The marginalisation of Roma persists and many of the estimated 10-12 million Roma in Europe<sup>8</sup> continue to face antigypsyism, discrimination and socio-economic exclusion in their daily lives. Europe has to address more effectively these inequalities, so as to ensure that Roma can make full use of their potential to contribute to the economy, social protection systems and society at large. Problem drivers and public intervention needs primarily relate to equity. Roma exclusion, discrimination and

<sup>1</sup> Communication of 5 April 2011, COM(2011) 173 final

<sup>2</sup> Council Conclusions (EPSCO) of 8 December 2016: ‘Accelerating the Process of Roma Integration,’ <http://data.consilium.europa.eu/doc/document/ST-15406-2016-INIT/en/pdf>. The Council conclusions ‘urge the Commission to carry out a mid-term evaluation of the EU framework for national Roma integration strategies up to 2020 and to propose a post 2020 strategy on Roma integration, and include therein a proposal for a revision of the Council Recommendation.’.

<sup>3</sup> COM(2018) 785 final of 4 December 2018

<sup>4</sup> SWD(2018) 480 final

<sup>5</sup> in the remits of the Berlin Process Summit of 5 July 2019 in Poznan

<sup>6</sup> Declaration of Western Balkans partners on Roma integration within the EU enlargement process

<sup>7</sup> COM (2019)406 final of 5 September 2019 – accompanied by SWD(2019)320 final on Roma inclusion measures reported under the EU Framework

<sup>8</sup> Council of Europe estimates included as an Annex to COM(2011) 173 final; the estimated shares of Roma in EU countries range from 10.3% in Bulgaria, 9.1% in Slovakia, 8.3% in Romania, 7.5% in Hungary, 2.5% in Greece, 2% in the Czech Republic, 1.6% in Spain to less than 1% in most of the other countries.

persecution have existed for centuries. Problems the initiative aims to tackle are the result of many problem drivers, often interrelated, and varying according to specific country situations. The evaluation demonstrated that the EU Framework's ambition of "putting an end to the exclusion of Roma" has not been achieved. Reasons identified include that this task requires a) long-term commitment, b) a stronger focus on non-discrimination and antigypsyism (as root causes of exclusion) in addition to the existing focus on education, employment, health and housing and c) more effective Roma inclusion measures, relevant also to address the needs of the most deprived Roma.

Overall, progress in Roma integration has been limited since 2011, albeit with significant differences across policy areas and countries. Education is the area that progressed most (improvements in early school-leaving, early childhood education and compulsory schooling, but deterioration in segregation). Roma poverty risk and self-perceived health status has improved, but medical coverage continues to be limited. Access to employment did not improve in any statistically significant way and the share of young Roma not in employment, education or training has even increased. The housing situation remains difficult. Antigypsyism and hate crime continue to be a matter of high concern, despite evidence of some reduction in Roma's discrimination experiences when accessing some service areas.

Based on the Racial Equality Directive<sup>9</sup>, the Commission has initiated infringement procedures over the school segregation of Roma children against three countries<sup>10</sup>.

In addition to being a question of European values and human rights, the marginalisation of Roma represents a loss of human capital, results in welfare dependence and limits labour supply and tax revenues.

#### **Basis for EU intervention (legal basis and subsidiarity check)**

Articles 2 and 3(3) TEU, Articles 10 and 19(1) TFEU, Article 21(1) of the Charter of Fundamental Rights. Action to support Roma inclusion must take into account specific national and local circumstances, the share and needs of the Roma population and required solutions. But underlying shared values (such as equality and fundamental rights) and common objectives (such as economic prosperity, social cohesion and solidarity between Member States) call for a European role in Roma equality and inclusion policies. Transnational mobility of Roma across EU Member States, in the context of freedom of movement and of the migration of Roma from third countries, makes Roma inclusion a joint EU-level objective.

The Framework evaluation clearly showed its EU added value in placing Roma inclusion on the EU and national agendas, developing structures and increasing coherence between EU policy support, legal and funding instruments mobilised and aligned towards Roma inclusion. Without an EU intervention, Roma inclusion would have received lower political commitment and financial support and less attention at national levels through national instruments and governance structures promoting Roma inclusion.

#### **B. What does the initiative aim to achieve and how**

The initiative will contribute to promoting equality and combat socio-economic exclusion of Roma. More specifically, it will aim to 1) tackle antigypsyism and discrimination targeting Roma people, 2) promote Roma empowerment, 3) increase effective Roma participation in quality mainstream education, 4) increase effective Roma participation in paid employment, 5) improve Roma health and increase effective Roma access to healthcare services, 6) increase effective Roma access to housing and essential services and 7) reduce Roma poverty. The strengthened focus on fighting antigypsyism and discrimination shall complement but not replace the inclusion approach of the current EU Framework.

The initiative will build on the EU Framework for National Roma Integration Strategies, but fully address the findings of the evaluation. To increase effectiveness, it will propose a common but differentiated strategic framework, providing guidance to Member States on how to design more effective national strategies taking into account country-specific challenges in terms of equality, inclusion and participation of Roma. To better monitor progress, the initiative will present a common indicator framework for Roma equality and inclusion, presenting both outcome and process indicators while respecting country-specificities. Importantly, the initiative will propose a selected set of EU-level targets on Roma equality and inclusion until 2030, in line with the specific objectives set out above. To increase relevance of the new strategic framework, it will ask Member States to better reflect the

<sup>9</sup> 2000/43/EC.

<sup>10</sup> CZ, HU, SK.

diversity within the Roma population in their strategies, in particular the needs of Roma women, children, youth, mobile EU citizens and migrants, and provide guidance to Member States on how to do this. The initiative will ensure coherence between EU policy support, legal and funding instruments mobilised and aligned towards Roma equality and inclusion, such as for example the European Semester and the EU Funds.

In order to ensure consistency and complementarity, the Commission will – at the same time as the new EU strategic framework - propose a revised Council Recommendation, reinforcing the new approach to Roma equality, inclusion and participation.

## C. Better regulation

### Consultation of citizens and stakeholders

Consultation activities for this initiative will complement activities carried out in the context of the evaluation of the EU Framework. Stakeholders identified are:

- National Roma contact points from Member States and the enlargement region
- Stakeholders representing national, local, regional and municipal authorities
- Representatives of Roma and pro-Roma non-governmental and civil society organisations (EU umbrella organisations and organisations active in Member States and enlargement countries on national/ regional/ local levels)
- Representatives of European institutions, international organisations and institutions active in the area of Roma integration in EU countries and/or enlargement countries
- Representatives of research and academic institutions
- Social partners
- EU and non-EU citizens, including members of Roma communities.

Active participation of Roma among all above stakeholders will be encouraged.

The evaluation consultation strategy included an online public consultation in the second half of 2017, which received 240 responses from across the EU and enlargement regions (see the full [report](#) on the public consultation results as well as a [summary report](#).) The public consultation included forward-looking questions which will now feed the initiative.

In addition, the following consultation activities are of particular relevance:

- Targeted stakeholder consultations through the organisation of a workshop<sup>11</sup> with stakeholders (130 participants) gathering views about future Roma policies on 1 October 2019. Consultations papers were published in mid-September, open to written comments until the end of October 2019.
- Targeted stakeholder consultations through an external expert contract<sup>12</sup> in the form of thematic ‘focus groups’ composed of stakeholders providing advice to the experts before finalisation and delivery of their final reports to the Commission.
- A meeting with National Roma Contact Points in February 2020, including a first discussion on the proposed indicators framework and the relaunch of a Fundamental Rights Agency working party on indicators.
- Organisation of an event dedicated to the post-2020 initiative at the EU Roma Week organised by the European Parliament in March 2020.
- A series of bilateral and multilateral meetings with EU-level civil society organisations providing [written feedback](#) on the forward looking conclusions of the evaluation (summer and autumn 2019).
- Consultation of Roma and pro-Roma civil society at regular civil society meetings organised by DG JUST (17 February 2020) and DG NEAR, as well as through bilateral meetings and Commission participation in events organised by them.
- The organisation of a joint German EU Presidency/Commission high-level event in Q4 2020, bringing together representatives from Member States and enlargement countries, local

<sup>11</sup> [https://ec.europa.eu/info/publications/workshop-future-policies-roma-agenda-and-background-papers\\_en](https://ec.europa.eu/info/publications/workshop-future-policies-roma-agenda-and-background-papers_en).

<sup>12</sup> The reports focus on how to operationalise the need for better taking into account the diversity of Roma, the fight against antigypsyism and Roma participation in the new initiative. [Reports](#) covering these themes were finalised by the experts and will be published at the end of February 2020.

authorities, MEPs, European, national and local NGOs, academics, social partners.

#### Evidence base and data collection

No impact assessment will be carried out for this initiative. Explanations for the chosen policy approach will be provided, in the annex to the Communication, in an analytical document that will explain the intervention logic and consultation activities feeding the initiative. The expected impacts strongly depend on the level of commitment to Roma equality and inclusion agreed to by the Member States, i.e. the ambition reflected in the Council Recommendation once adopted and the national strategies put in place thereafter. While the initiative will aim to raise commitment by proposing a portfolio of measures, indicators and targets for Member States to include in their national strategies according to the specific situation of their Roma communities, an impact assessment cannot predict the level of ambition Member States are willing to commit to. Also, in addition to general challenges of quantifying and monetising equality, non-discrimination and respect for fundamental rights, carrying out an impact assessment in the area of Roma equality and inclusion is confronted with serious limitation in terms of ethnic data collection in the Member States.

The initiative will be grounded in the Commission report on the [EU Framework evaluation](#)<sup>13</sup>, the evaluation [Staff Working Document](#)<sup>14</sup> and the detailed external evaluation support [study](#) it builds on. The results of surveys carried out in 2011 and 2016 by the EU Agency of Fundamental Rights in eleven and nine Member States respectively remain relevant. The Commission addressed the enlargement region in the 2015 [Thematic Evaluation on IPA Support to Roma Communities](#)<sup>15</sup> and the Regional Roma Survey "[Breaking the Cycle of Roma Exclusion in the Western Balkans](#)"<sup>16</sup> (measuring evolution of the gap between Roma and non Roma neighbours in the priority areas for the period 2011-2017). Recent information about implementation at national level in the EU and in the enlargement region can be drawn from the Commission's 2019 report on progress in Roma integration in September 2019<sup>17</sup>.

This will be complemented by reports from civil society in the context of the Roma Civil Monitor European Parliament Pilot Project 2017-2020<sup>18</sup>, as well as by reports from enlargement Roma and pro-Roma civil society shadow reports in the context of the IPA funded projects "Joint Initiative to Empower the Roma Civil Society on the Western Balkans and Turkey" and the Roma Integration 2020 Roma Civil Society Platform in the enlargement region funded by OSF.

Additional evidence and data will be sought through:

- the results of a recent Eurobarometer survey on perception about discrimination of Roma<sup>19</sup>
- the results of the next 2019 Balkan Barometer by the Roma Regional Cooperation Council
- the results of the Roma and Travellers survey carried out by the EU Agency of Fundamental Rights in 6 Member States not covered in 2016
- external expert studies<sup>20</sup>
- close collaboration with the Fundamental Rights Agency on monitoring arrangements, including outcome and process indicators
- contributions from other Commission services and contributions from civil society organisations

<sup>13</sup> COM(2018) 785 final

<sup>14</sup> SWD(2018) 480 final

<sup>15</sup> Thematic Evaluation on IPA Support to Roma Communities in the enlargement region: <https://publications.europa.eu/en/publication-detail/-/publication/d2cc11f8-e10a-11e5-8a50-01aa75ed71a1>

<sup>16</sup> [Breaking the Cycle of Roma Exclusion in the Western Balkans](#); [Regional Roma Survey Briefs](#); [Regional Roma Survey 2017: Country fact sheets](#); [Regional Roma Survey 2017 technical report](#); [Health deprivation among Roma in the Western Balkans](#); [The position of Roma women and men in the labour markets of Western Balkans](#); [Roma access to personal documentation in the Western Balkans](#); [Roma returnees to the Western Balkans](#); [Nowhere to turn - Gender-based violence against Roma women](#)

<sup>17</sup> COM (2019)406 final of 5 September 2019– Report on the implementation of National Roma Integration Strategies – accompanied by SWD(2019)320 final on Roma inclusion measures reported under the EU Framework

<sup>18</sup> <https://cps.ceu.edu/roma-civil-monitor>

<sup>19</sup> Special Eurobarometer 493 – Discrimination in the EU, first results released in September 2019: <https://ec.europa.eu/commfrontoffice/publicopinion/index.cfm/survey/getsurveydetail/instruments/special/surveyky/2251>

<sup>20</sup> Focusing in particular on how to operationalise the need for better taking into account the diversity of Roma, the fight against antigypsyism and Roma participation. Reports covering these themes were finalised in February 2020.