



**Transition Assistance and Institutional Building
(IPA Component I) National Programme 2011**



Local Integration of Refugees, Internally Displaced Persons and Minority Groups

Contract No.: 12-8715/1

**SELECTION REPORT ON
12 SELECTED MUNICIPALITIES**

Final

Date 04/05/2016



This project is funded by
the European Union

The project is implemented
in a consortium led by





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LOCAL INTEGRATION OF REFUGEES,
INTERNALLY DISPLACED PERSONS
AND MINORITY GROUPS



SELECTION REPORT ON 12 SELECTED MUNICIPALITIES

Final – 4 May 2016



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DOCUMENT CONTROL SHEET

Project Name:	Local Integration of Refugees, Internally Displaced Persons and Minority Groups
Reference No:	EuropeAid/136616/IH/SER/MK
Contracting Authority:	Central Financing and Contracting Department, Ministry of Finance, Republic of Macedonia
Beneficiaries:	<ul style="list-style-type: none"> • Ministry of Labour and Social Policy (MLSP); • Cabinet of the Minister without Portfolio; • Secretariat for European Affairs (SEA) • Roma Information Centres (RICs); • National Coordinative Body for Implementation of Strategy and Decade for Roma; • Local self-government units; • Employment Service Agency; • Civil society organizations active in the field of Roma issues, refugees and internally displaced persons.
Consultant:	Eptisa in consortium with CARE, MCIC and Roma Education Fund
Report:	Selection report on 12 selected municipalities
Project activity:	2.1 “Analysis of the current state of service delivery of the local public administration institutions”
Project output #¹:	19

¹ As per the numbering of outputs made in Chapter 12 of the project’s Inception Report.



PROJECT SYNOPSIS

Programme Name: Project Name: Reference No: Contract Number: Project Duration: Project Commencement Date: Project End Date:	Transition Assistance and Institutional Building (IPA Component I) Local Integration of Refugees, Internally Displaced Persons and Minority Groups EuropeAid/136616/IH/SER/MK 12-8715/1 18 months 11 January 2016 11 July 2017		
Name: Role: Address: Telephone: Fax: E-mail: Contact Person:	Ministry of Labour and Social Policy (MLSP) <i>Beneficiary</i> Dame Gruev 14 +389 2 3106 224 +389 2 3106 224 MKamberi@mtsp.gov.mk Mabera Kamberi	Central Financing and Contracting Department (CFCD), Ministry of Finance <i>Contracting Authority</i> Dame Gruev 12 +389 2 3255 404 +389 2 3255 374 Radica.Koceva@finance.gov.mk Radica Koceva	EPTISA SOUTHEAST EUROPE doo <i>Contractor</i> Orce Nikolov 74 +389 2 311 99 07 +389 2 311 99 89 bpetak@eptisa.com Bojan Petak
Overall Objective: Purpose: Expected Results:	To enhance the state administration and implementation capacities for further strengthening and supporting the local integration process and inclusion of the residential and / or non-residential displaced persons (refugees and internally displaced) and minority groups (Roma), as well increasing the sustainability of their reliance. To contribute in supporting the process of residential and / or non-residential displaced persons in their access for provision of comprehensive state administration services, increase self-reliance via participation and inclusion of the displaced persons in the society, as well as improve the quality of life and access to rights and services for social inclusion of the Roma, Ashkali and Egyptian communities in the country. <u>Component 1: Support to the implementation of national and local public policies for Roma inclusion:</u> <ul style="list-style-type: none"> ○ Implemented training plan for capacity building of relevant institutions on the Local Action Plans (LAPs) within the implementation of the Roma Strategy and Decade; ○ Enhanced capacity for all the relevant stakeholders for implementation of Roma Strategy and Decade and memorandum for cooperation with the municipalities; ○ Local Action Plans for Roma implemented. <u>Component 2: Institutional Capacity Building and Access to Labour Market for refugees and IDPs:</u> <ul style="list-style-type: none"> ○ Increased capacity of state institutions and policy makers to deliver integration policies and facilitate access to services; ○ Achieved economic sustainability; ○ Increased employability; ○ Gained experience and best practices in the area of refugee integration. 		



Key Activities:	<p>Component I: Support to the implementation of national and local public policies for Roma inclusion:</p> <ul style="list-style-type: none"> ○ Activity 1: Supporting the national institutional structure of the Strategy for Roma and Decade of Roma Inclusion; ○ Activity 2: Supporting the local institutional structure for creation and implementation of Roma policies; <p>Component 2: Institutional Capacity Building and Access to Labour Market for refugees and IDPs.</p> <ul style="list-style-type: none"> ● Activity 3: Institutional capacity building and access to labour market for refugees and IDPs.
Key Stakeholders:	<ul style="list-style-type: none"> ● Unit for Implementation of the Strategy and Decade for Roma (UISDR), MLSP ● Unit for Migration, Asylum, and Humanitarian Aid (UMAHA), MLSP
Target Groups:	<ul style="list-style-type: none"> ● MLSP (UISDR and UMAHA) ● Cabinet of the Minister without Portfolio ● National Coordinating Body for Implementation of Strategy and Decade for Roma ● Local self-government units ● Employment Service Agency ● Civil society organizations active in the field of Roma issues, refugees and internally displaced persons



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ABBREVIATIONS

IPA	Instrument for Pre-accession Assistance
LAP	Local Action Plan
MoC	Memorandum of Cooperation
RIC	Roma Information Centre
NCB	National Coordinative Body
LCB	Local Coordinative Body
NAP	National Action Plan

EXECUTIVE SUMMARY

The aim of this Report is to document the selection criteria, their application, and the results of the application of these criteria for the purpose of identifying 12 municipalities and communities to be targeted for the creation and implementation of Roma policies.

The following selection criteria were applied:

- Percentage of Roma within local population per the 2002 Census (Roma to represent at least 2.7% from the total number of citizens in the specific municipality);
- Existence of Roma Information Centres (RIC);
- Past experience with development of local action plans for Roma inclusion;
- Geographic distribution per country development region;
- Memorandum of Cooperation (MoC) with the Cabinet of the Minister without Portfolio; and
- Establishment of local coordinating bodies in the Strategy for Roma 2014-2020.

Based on the application of all set criteria, the following 12 target municipalities have been selected for local interventions in the project:

Berovo, Bitola, Chair, Delchevo, Gostivar, Kochani, Kumanovo, Prilep, Shtip, Shuto Orizari, Tetovo and Vinica.

To summarize the characteristics of the target municipalities in terms of the selection criteria:

- The 12 selected municipalities range between the first and seventeenth highest percentage of Roma inhabitants as per the 2002 Census.
- In all 12 selected municipalities there are active Roma Information Centres.
- Eleven of the selected municipalities (all except Chair) have developed local action plans for Roma at some point in the past.
- The 12 selected municipalities are distributed among five of the country's eight development regions.
- Nine of the selected municipalities have signed a current Memorandum of Cooperation with the Cabinet of the Minister without Portfolio (the exceptions being Chair, Gostivar, and Shuto Orizari).
- The establishment of a local coordinating body is foreseen in the Strategy for Roma 2014-2020 in 10 of the 12 selected municipalities.

1. INTRODUCTION

1.1. Purpose of the Report

The aim of this Report is to document the selection criteria, their application, and the results of the application of these criteria for the purpose of identifying 12 municipalities and communities to be targeted for the creation and implementation of Roma policies.

The current Report (Output 19) contributes to the implementation of Activity 2.1: Analysis of the current state of service delivery of the local public administration institutions (such as, infrastructure, housing, social inclusion, employment, health, education, etc.) and identifying the priorities for urgent action at the local level, as well recommendations for improvement of service delivery. In so doing, together with the implementation process and the outputs of Activity 2.2², this Report helps to lay the groundwork for the creation and implementation of Roma policies at local level, as foreseen in particular under Activities 2.3 and 2.4 of this project. At the same time, this Report contributes to framing the Report on the state of service delivery within local public administration institutions, which constitutes the other output of Activity 2.1.

1.2. Methodology

In consultation with the Ministry of Labour and Social Policy, the Cabinet of the Minister without Portfolio, and other project partners and stakeholders, the Consultant Team developed the following set of selection criteria:

Percentage of Roma within local population per the 2002 Census. The country population according to the latest Census of Population, Households and Dwellings conducted in 2002 was 2,022,547. Broken down into ethnic groupings: 64.18% or 1,297,981 are Macedonians, 25.17% or 509,083 are Albanians, 3.85% are Turks, 2.66% are Roma, 1.78% are Serbs, 0.84% are Bosniaks, 0.48% are Vlachs, and 1.04% are other ethnic groups. About 50% of the overall Roma population registered in the country lives in the capital city of Skopje. Taking into consideration that the overall percentage of Roma population in the country is 2.66, the Consultant Team in coordination with the project beneficiaries and other national stakeholders agreed that only municipalities that have a minimum 2.7% of Roma inhabitants should be targeted by the project.

Existence of Roma Information Centres (RICs). Since 2007 the Ministry of Labour and Social Policy has established Roma Information Centres (RICs) in 12 municipalities with sizeable Roma populations. RICs are mandated to serve as one-stop shops and to provide Roma with useful information and access to social protection services, employment, health, housing, education and legal documentation.

² i.e., Output 20. Workshop series on durable local public policies in Roma integration, and Output 21. Policy advice paper on durable local public policies in Roma integration.

Past experience with development of local action plans for Roma inclusion. Since 2005, a total of 17 municipalities have prepared local action plans (LAPs) for Roma. Created in an attempt to bring the national policy priorities for Roma to the local level, LAPs have been structured around the main thematic areas of the Decade for Roma Inclusion: education, employment, health, and housing. The importance of LAPs for Roma lies in their potential to enable local government to accurately record the problems and needs of local Roma populations and to design appropriate solutions.

Geographic distribution per country development region. The country is divided into eight regions, with different levels of development. These regional divisions are shown in Figure 1 below.



Figure 1: Planning regions
Source: Bureau for Regional Development

Memoranda of Cooperation (MoC) with the Cabinet of the Minister without Portfolio. In 2009, the Minister without Portfolio was appointed as National Coordinator of the Decade of Roma Inclusion 2005-2015 and the Roma Strategy in the Republic of Macedonia has concluded Memoranda of Cooperation for co-funding of relevant projects. As of late March 2016, MoCs between the central government and local authorities are in place in 12 municipalities.

Establishment of local coordinating bodies in the Strategy for Roma 2014-2020.³ In order to ensure that policies for Roma adopted at national level are implemented at the local level, the current Strategy for Roma foresees the establishment of local coordinating bodies (LCBs) in 10 municipalities with sizeable Roma populations. LCBs are to be composed of the representatives from the local centre for social work, the employment centre, a primary school, the local public health institution, local civil society organizations and the RIC. The role of the LCB is to design and implement local strategic policy papers, develop relevant annual operational plans, seek for donor funding, lobby for and protect the interests of the Roma community, conduct monitoring and evaluation of the initiated local processes, and report to the National Coordinating Body.

An overview of the application of these criteria is given in Table 1 below.

³ See Ministerstvo za trud i socijalna politika, *Strategija za Romite vo Republika Makedonija 2014-2020* (Skopje: Ministerstvo za trud i socijalna politika, 2014).

Selection report on 12 selected municipalities

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

Table 1: Application of selection criteria

No.	Municipality	Total number of citizens as per Census 2002	Total number of Roma as per Census 2002	% of Roma vs. total number of citizens per municipality	Established Roma Information Centre - RIC - 12 total	Local Roma Action Plans (LAP) - 17 total	LAPs developed/ revised through previous IPA project	Country development region - 8 total	Municipalities that have signed MoU with the Cabinet of the Minister without portfolio	Municipalities foreseen for local interventions in the Roma strategy 2014-2020	Selected target municipalities
1	Shuto Orizari	22017	13342	60.60	YES	YES	YES	Skopje	NO	NO	YES
2	Prilep	76768	4433	5.77	YES	YES	YES	Pelagonia	YES	YES	YES
3	Kumanovo	105484	4256	4.03	YES	YES	YES	North-eastern	YES	YES	YES
4	Chair (Topaana)	64773	3083	4.76	YES	NO	NO	Skopje	NO	NO	YES
5	Bitola	95385	2613	2.74	YES	YES	YES	Pelagonia	YES	YES	YES
6	Tetovo	86580	2357	2.72	YES	YES	YES	Polog	YES	YES	YES
7	Gostivar	81042	2237	2.76	YES	YES	NO	Polog	NO	YES	YES
8	Shtip	47796	2195	4.59	YES	YES	YES	Eastern	YES	YES	YES
9	Gazi Baba	72617	2082	2.87	NO	NO	NO	Skopje	NO	NO	NO

Selection report on 12 selected municipalities

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

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10	Kochani	38092	1951	5.12	YES	YES	YES	Eastern	YES	YES	YES
11	Gjorche Petrov	41634	1249	3.00	NO	NO	NO	Skopje	NO	NO	NO
12	Vinica	19938	1230	6.17	YES	YES	NO	Eastern	YES	YES	YES
13	Veles	57602	800	1.39	NO	YES	NO	Vardar	YES	NO	NO
14	Kriva Palanka	20820	668	3.21	NO	YES	NO	North-eastern	NO	NO	NO
15	Delchevo	17505	651	3.72	YES	YES	YES	Eastern	YES	YES	YES
16	Debar	17952	1079	6.01	NO	NO	NO	South-eastern	YES	NO	NO
17	Berovo	13941	459	3.29	YES	YES	YES	Eastern	YES	YES	YES
18	Pehchevo	5517	390	7.07	NO	YES	YES	Eastern	NO	NO	NO
19	Sveti Nikole	18497	72	0.39	NO	YES	YES	Vardar	NO	NO	NO
20	Probishtip	16193	37	0.23	NO	YES	NO	Eastern	NO	NO	NO

2. THE SELECTION PROCESS

2.1. Percentage of Roma within the local population

Based on the set criteria, a list was created of 20 municipalities that have the highest percentage of Roma inhabitants as per 2002 Census. For each municipality the total number of citizens was presented, as well as the number of Roma inhabitants, and the percentage of their representation in the total number of population. Preference was given to those municipalities where Roma represented 2.7% or more from the total population.

2.2. Roma Information Centres

A second important criterion was the availability of the support of Roma Information Centres in the targeted municipalities. As per the information provided by the Ministry of Labour and Social Policy, there are 12 active Roma Information Centres established in the following municipalities: Berovo, Bitola, Chair, Delchevo, Gostivar, Kochani, Kumanovo, Prilep, Shtip, Shuto Orizari, Tetovo and Vinica.

2.3. Local Action Plans

The third criterion was past experience of the proposed municipality with the development of local action plans (LAPs) for Roma. Information compiled by the Consultant Team indicates that the following 17 municipalities have experience in the development of LAPs: Berovo, Bitola, Delchevo, Gostivar, Kochani, Kriva Palanka, Kumanovo, Pehchevo, Prilep, Probishtip, Rankovce, Shtip, Shuto Orizari, Sveti Nikole, Tetovo, Veles and Vinica. Of these, the following 12 municipalities developed and/or revised their LAPs in 2012 in the framework of the EU-funded project “Support to the Implementation of the Roma Strategy”: Berovo, Bitola, Delchevo, Kochani, Kumanovo, Pehchevo, Prilep, Shtip, Shuto Orizari and Sveti Nikole.

2.4. Geography

The municipalities’ distribution among the development regions was also taken into consideration. As shown in Table 1 above, the 20 municipalities with the highest percentage of Roma as per the 2002 Census are all located in six of the country’s eight development regions. Smaller concentrations of Roma are found in the other two regions, South-western and South-eastern.

2.5. Memoranda of Cooperation

Another criterion was the established cooperation of the proposed municipalities with the Cabinet of the Minister without Portfolio. According to information provided by the Cabinet, among the 12 municipalities with which a Memorandum of Cooperation is in force are 11 of the 20 municipalities with the highest percentage of Roma inhabitants per the 2002 census: Berovo, Bitola, Debar, Delchevo, Kochani, Kumanovo, Prilep, Shtip, Tetovo, Veles and Vinica.

2.6. Local coordinating bodies

Consideration was also given to the list of 10 municipalities identified in the Strategy for Roma 2014-2020 for the establishment of local coordinating bodies: Berovo, Bitola, Delchevo, Gostivar, Kocgani, Kumanovo, Prilep, Shtip, Tetovo and Vinica.

3. SELECTED MUNICIPALITIES

Based on the application of all set criteria, the following 12 target municipalities have been selected for local interventions in the project: Berovo, Bitola, Chair, Delchevo, Gostivar, Kochani, Kumanovo, Prilep, Shtip, Shuto Orizari, Tetovo and Vinica.

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