



**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

**Challenges of Promoting and Implementing Modalities
of Employment Programmes for Integrating Roma
Citizens, Refugees and Internally Displaced Persons
Final - April 2016**

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LOCAL INTEGRATION OF REFUGEES,
INTERNALLY DISPLACED PERSONS
AND MINORITY GROUPS



Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

April 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:	Challenges of promoting and implementing modalities of employment programmes for integrating Roma citizens, refugees and internally displaced persons
Project activity:	Activity 3.2 “Conducting an analysis and identifying challenges, needs and recommendations for setting up and/ or promoting modalities of employment programmes for integrating target beneficiaries in the labour market; delivery of training/ institutional capacity building for implementation of the employment programmes”
Project output #:¹	32. Report on challenges of promoting and implementing modalities of employment programmes for integrating target beneficiaries

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



PROJECT SYNOPSIS

Programme Name:	Transition Assistance and Institutional Building (IPA Component I)		
Project Name:	Local Integration of Refugees, Internally Displaced Persons and Minority Groups		
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Contract Number:	12-8715/1		
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Name:	Ministry of Labour and Social Policy (MLSP)	Central Financing and Contracting Department (CFCD), Ministry of Finance	EPTISA SOUTHEAST EUROPE doo
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Overall Objective:	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.		
Purpose:	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.		
Expected Results:	<p><u>Component 1: Support to the implementation of national and local public policies for Roma inclusion:</u></p> <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. <p><u>Component 2: Institutional Capacity Building and Access to Labour Market for refugees and IDPs:</u></p> <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. 		



<p>Key Activities:</p>	<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>
<p>Key Stakeholders:</p>	<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
<p>Target Groups:</p>	<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

AJS	Active job seeker
ALMPs	Active labour market programmes
ALMMs	Active labour market measures
C&M	Coaching and Mentoring
CI	Centre for Integration
CSO	Civil Society Organization
CSW	Centre for Social work
EC	Employment Centre
ESA	Employment Service Agency
EU	European Union
IDP	Internally Displaced Person
IPA	Instrument for Pre-Accession Assistance
IEP/IPV	Individual employment plan
M&E	Monitoring and Evaluation
MLSP	Ministry of Labour and Social Policy
OPE	Operational Plan for Employment Services and Measures or Employment Programme or Operational Plan for Employment
PoC	Locally integrating persons of UNHCR's concern
RBCS	Regional Business Centre Skopje
RIC	Roma Information Centre
RRC	Roma Resource Centre
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
WB	World Bank

EXECUTIVE SUMMARY

Key findings

- Roma account for fewer than 3% of all beneficiaries of the measures under the annual Operational Plans for Employment (OPE) implemented between 2007 and 2015.
- Roma women constituted 37% of all Roma beneficiaries and 2% of all women beneficiaries of the measures under the OPE from 2007 to 2015.
- Employment support programmes targeting Roma specifically have not been effective, with the 3 such programmes implemented since 2007 reaching only 46 Roma – 1.35% of all Roma beneficiaries of measures under the OPE between 2007 and 2015.
- Of all Roma benefiting from measures under the OPE between 2007 and 2015, only 23% received direct support for employment or self-employment, while the remainder were covered by measures providing more indirect forms of support.
- While recognized refugees and persons under subsidiary protection may apply for a personal work permit which entitles them to access the labour market on an equal footing with Macedonian citizens, of the 120 refugees assisted in this regard by the Ministry of Labour and Social Policy’s Integration Centre since its establishment in 2009, fewer than 10 have been employed.
- Roma refugees have not thus far been targeted under the OPE, and no Roma refugees have participated in related measures since 2007.
- Available data on Roma refugees’ participation in donor-supported employment programmes indicate that 113 have received such support, with only 14 actually becoming employed or self-employed.

Recommendations

ROMA NATIONALS AND IDPs	ROMA REFUGEES
Skills recognition and informal completion of primary education	Improvement of refugees’ status in the country
Introduction of activation programmes	Skills recognition and informal completion of primary education
Enhanced promotion of employment modalities	Introduction of activation programmes
Institutionalization of coaching and mentoring	Inclusion of Roma refugees under OPE
Piloting needs-based employment modalities	Enhanced promotion of employment modalities
Improving vertical and horizontal coordination	Fight against discrimination and stereotypes
Fighting discrimination and stereotypes through an intercultural approach	Improving Roma refugee women’s access to employment opportunities
Improving Roma women’s access to employment opportunities	
Waiving residence requirements for unemployment registration	

1. BACKGROUND

1.1. Purpose of the report

The purpose of this report is to present the results of an analysis on the modalities of employment programmes to bring about the integration of the formal labour market of resident Roma citizens, as well as of Roma refugees and internally displaced persons (IDPs). Following a review of Roma participation in government employment programmes from 2007 to 2015, the report identifies challenges for such participation. On the basis of this analysis, the report offers two sets of recommendations: one for improving the labour market integration of Roma nationals and IDPs, the other for Roma refugees.

The report and the findings of the analysis on which it is based are also intended to lay the groundwork for capacity building session/s for relevant stakeholders, including but not necessarily limited to the Adult Education Centre, the Centre for Integration of Refugees and Foreigners, the Employment Service Agency, the Ministry of Labour and Social Policy, the UNDP, and the UNHCR. These session/s will draw on the analysis and recommendations of the report in such a way as to improve the capacity of participant stakeholders to actually design and implement employment programmes for improving the labour market integration of resident Roma citizens, Roma refugees, and Roma IDPs.

This report contributes to the implementation of Component 2 (“Institutional Capacity Building and Access to Labour Market for refugees and IDPs”) of the project “Local Integration of Refugees, Internally Displaced Persons and Minority Groups.” It constitutes one of the two outputs foreseen under Activity 3.2 (“Conducting an analysis and identifying challenges, needs and recommendations for setting up and/ or promoting modalities of employment programmes for integrating target beneficiaries in the labour market; delivery of training/ institutional capacity building for implementation of the employment programmes”).

1.2. Context

The most recent official data of Roma living in Macedonia are from the 2002 Population Census, which registered 53.879 Roma citizens - approximately 2.7% of the total population. Unofficial statistics however suggest much higher numbers.

Roma are one of the most vulnerable groups in the country, suffering systematic and multiple discrimination which leads to heightened risks of social exclusion and extreme poverty².

² *The UNDP/WB/EC 2011 survey*

The Roma population in this country faces unemployment and jobless rates which are double or more than those faced by the non-Roma population. Roma disadvantage in the labour market manifests itself in terms of the quantity and quality of the employment available to them. Employment rates amongst Roma are much lower than amongst non-Roma but it is in the quality of employment that the full nature of the Roma disadvantage emerges. Roma men are around three times as likely as non-Roma to be working in the informal economy with no social security, health insurance or pension provisions. Roma wages are significantly lower and Roma tend to be engaged in lower paying occupations and industries. Roma women are particularly disadvantaged. Not only are the wages of Roma women lower than those of non-Roma women, but also the ethnic wage gap is larger for women than men and the extent of the gender wage gap is more substantial amongst Roma than amongst non-Roma. Nearly seven out of ten Roma women who seek work do not find it, whereas for non-Roma women 'only' just over three out of ten women are unemployed. Four out of ten Roma men who are looking for employment do not find it, whereas for non-Roma men this applies to two out of ten job seekers³.

The Roma population's absolute income based poverty rate (41%) is three times higher than the national average (14%). Only 5% of Roma enjoy financial security (three times lower share than among the mainstream population) and 72% have to confront outstanding monthly payments, compared to 34% of non-Roma. The Roma average monthly employment income amounts to 192€ while the national average is almost double (348€). Employment based income represents only 37% of the total monthly Roma households' revenues, while other sources such as pensions (17%), social assistance benefits (29%) and informal labour (8%) represent a large share⁴.

A comparison of data from the UNDP/WB/EC Regional Roma Survey 2011 with data from the 2004 UNDP Vulnerable Groups Survey suggests that progress in closing gaps between Roma and non-Roma in employment has been mixed. On the positive side, the wage gap in the country has decreased for both Roma women as well as men; however, this drop may have had more to do with higher rates of participation in education among Romani youth than with improved employment prospects⁵.

Low levels of education, together with high unemployment rates, especially among Roma women, poor housing conditions and healthcare access are the main causes for the Roma vulnerable situation. All these factors, especially low level of education and discrimination, are very much connected. The inability to fully realize the potentials due to the lack of higher education is influencing the position of Roma in the labour market.

The abovementioned survey reveals that Roma enrolment rates are lower at all educational levels in comparison with the non-Roma population. Although education is compulsory between 7 and 15

³ *Roma and employment in the former Yugoslav Republic of Macedonia, Niall O'Higgins, UNDP, 2013*

⁴ *Participation and success rate of Roma in the Government's employment programme 2007-2013 with recommendations for better effectiveness and efficiency of employment measures, Aferdita Jaxhijaha Imeri, UNDP, 2013*

⁵ *Decade of Roma inclusion progress report, Eben Friedman, UNDP, 2015*

years of age, Roma enrolment rates are much lower than among the non-Roma population. Enrolment in special schools, the lack of multilingual education and their socio-economic and cultural background are the main underlying factors. The low percentage of Roma finishing primary education affects the number of those who continue into secondary and tertiary education. Also the country needs to invest further efforts when it comes to adult education in function of higher employability of unemployed Roma.

As for the employment, according to the Roma inclusion index 2015⁶, which was prepared by the Decade of Roma Inclusion Secretariat Foundation, in September 2015, 14% fewer Roma are employed than non-Roma. The gap for Romani women is 27%. Roma are 40% more informally employed than non-Roma. The gap for Romani women is 43%. Roma are 25% more unemployed than non-Roma. The gap for Romani women is 40%. In comparison to non-Roma, 33% more young Roma are not in employment, education or training. For Romani women this gap is 43%.

Roma are, in fact, caught in a vicious circle, since the low level of education and lack of formal qualification reduces their employability opportunities⁷.

After the initiation of the Roma Decade in 2005, soft legislation related to social inclusion of Roma in the country has witnessed rapid growth. This has influenced the creation of a series of programmes and plans, among which a baseline policy document is the Strategy for Roma in January 2005. The country became a member of The Decade of Roma Inclusion 2005-2015 from its official start on 2 February, 2005. The first National Action Plans for 2005-2015 (NAP) of the Decade were adopted on 31 January 2005 and revised for the period 2009-2011. Also, a NAP for improvement of the position of the Roma women for the period 2008-2011 was adopted in 2008 and revised in 2010. The National Strategy for Roma aimed to set the objectives for improvement of social and economic inclusion of Roma people, in the area of education, health, housing, and employment. The document also made efforts to analyse the main obstacles for Roma access into the labour market and present the opportunities for their integration in the labour market. The Strategy also pointed out the necessity of education and training as well as proper information sharing to increase the participation of Roma in employment actions on both central and local level with the support of their community and relevant CSO's.

Among other documents, specifically targeting the Roma population, it is important to mention the Action Plans for Inclusion of Roma and Roma refugees 2012; 2013 and 2014 and the Strategy for Intensifying Social Inclusion of Roma in the Social Protection System 2012-2014. Beside initiatives that resulted after the initiation of the Roma Decade in 2005, the local governmental units were also animated for creating a better community environment for Roma people. Local action plans for Roma inclusion were enacted in 15 municipalities⁸.

⁶ http://www.romadecade.org/cms/upload/file/9810_file1_roma-inclusion-index-2015-s.pdf

⁷ UNDP *Roma and Employment in the Former Yugoslav Republic of Macedonia*, Niall O'Higgins, UNDP, 2013

⁸ *Stock of achieved progress in implementation of national strategy for Roma integration as well as progress in the socio economic standards of Roma*, Professor Maja Gerovska Mitev, UNDP, 2013

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

In 2014, the Government adopted the new 2014-2020 National Roma Strategy with relevant National Action Plans for employment, education, health, housing and inclusion of Roma women that were developed in December 2015 and expected to be endorsed in 2016. The new Strategy has also analysed the challenges faced by Roma in accessing the labour market, and has noted that even though the work of the Roma Information Centres (RIC)⁹ has contributed to improvement of the public awareness about employment opportunities in the country, there are still some major challenges that have to be overcome:

- decrease in the ethnic differences in rates of employment and unemployment;
- increase in the access to loans and credits for employability of Roma;
- development of specialized programmes/services for employment of Roma;
- access to literacy programmes, and qualification and retraining of unemployed Roma in accordance with their needs/opportunities.

In order to address some of the identified challenges the Government has developed a number of interventions, at both central and local level, in the new National Action Plan (NAP) for Employment 2015-2020, setting the strategic goal to “Enhance the opportunities for decent work for Roma” with outputs: 1) Improved access to Government employment programmes for Roma by 2020, especially for Roma women, and 2) Higher and more sustainable employments for Roma by 2020, with focus on Roma women.

⁹Roma Information Centres are established within the programme supported by the Ministry of Labour and Social Policy in 2007(www.mtsp.gov.mk)

2. METHODOLOGICAL APPROACH

In order to assess the challenges in promoting and implementing modalities of employment programmes for integrating Roma citizens, refugees and internally displaced persons a five-step methodology was developed, consisting of:

- The review of secondary sources, such as the National Roma Strategy 2014-2020, National Action Plan for Employment 2015-2020, Operational plans for employment 2007-2016¹⁰; number of reports, available statistical data about the employment opportunities in the country and Roma inclusion and other;
- Primary research in the form of discussions, focus groups and interviews¹¹ with relevant Roma beneficiaries¹² as well as representatives of local and national institutions and international organizations;
- Identification of the challenges in the existing employment modalities;
- Recommendations for improvements of the existing employment modalities; and
- Preparation and delivery of a report on the challenges in promoting and implementing modalities of employment programmes for integrating Roma citizens, refugees and internally displaced persons.

This Report provides an assessment of the target beneficiaries' inclusion in the country's employment programmes and services, with identified challenges and with relevant recommendations for improvement or adjustment of the design and modalities of implementation.

¹⁰ Detailed ESA data for Roma inclusion in the Employment programmes is available in Annexes 1-4

¹¹ Annex 5 – Interviews and focus groups questionnaires

¹² A focus group was organized on 11.03.2016 in the premises of the City of Skopje Red Cross office in Shuto Orizari with 10 Roma refugees, 3 successful and 7 unsuccessful participants in donor supported employment programmes, out of which 6 were men and 4 women; and 2 focus groups were organized on 15.03.2016 at the same location with 7 Roma successful participants in some of the ALMMs and 7 unsuccessful Roma nationals applicants in some ALMMs, out of which 10 were men and 4 were women

3. REVIEW OF THE ROMA¹³ PARTICIPATION IN THE GOVERNMENT EMPLOYMENT PROGRAMMES 2007-2015¹⁴

Since 2007 the Government is supporting the employment processes in the country with a variety of Active Labour Market Measures (ALMMs) that are targeting among other, the most vulnerable groups. It should be noted that internally displaced persons (IDPs), including Roma IDPs, **were not specified as one of the many identified vulnerable groups** in the Operational Plans for Employment 2007-2015. Therefore, Roma IDPs are assumed to be part of the Roma nationals who were/are included in the Operational Plan for Employment since 2007.

The experience from implementation of the ALMMs revealed that one of the biggest barriers for the economic inclusion of disadvantaged groups such as Roma, social assistance recipients, long term unemployed, orphans and children without parental care, victims of domestic violence, single parents and other is that they are excluded from the development processes and/or they have difficulties to access them by using standard development tools. In that regard, a more systematic and continuous support to unemployed Roma and socially excluded groups was identified as needed, including provision of advisory and coaching services.

As mentioned above, the first Operational Plan for Active Programmes and Measures for Employment (OPE) was endorsed by the Government in 2007 and it provided a list of employment programmes and measures, with determined target groups and number of beneficiaries to be included, financial allocations, timeframe for implementation and the role and responsibility of each involved institution. Over the years, the Government has continued annually with development and budgeting of Operational Plans for Employment. The last one for 2016 was endorsed by the Government in 2015 and its implementation is ongoing. In addition to the Operational Plan for Employment, the fight against the high unemployment rates in the country was supported with a number of other employment programmes/interventions supported either by the Government or by the donor community. The Operational Plan for Employment sets two entry criteria for all applicants: 1) country citizenship and 2) completed primary education.

As per the statistics provided by the Employment Service Agency¹⁵, since 2007 until the end of 2015 a total of **108,794 unemployed have been successfully** included in some of the country's employment programmes¹⁶. Out of them, **50.22% were women**. Out of the total number of employed/self-employed/or trained **3,153 or 2.89% were Roma. Romani women** represented 37% from the Roma beneficiaries included in the programmes and **only 1% from the total number of beneficiaries**.

¹³ Roma citizens including the Internally displaced persons as they are also country nationals

¹⁴ Employments in the measures foreseen in both the Operational Plan for Employment and other Government employment programmes are included

¹⁵ Details presented below in Annex 1 of the Report

¹⁶ This number represents the number of persons included in both the Operational Plan for Employment and other Government or donor supported employment measures/initiatives in both employment measures and employment services

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

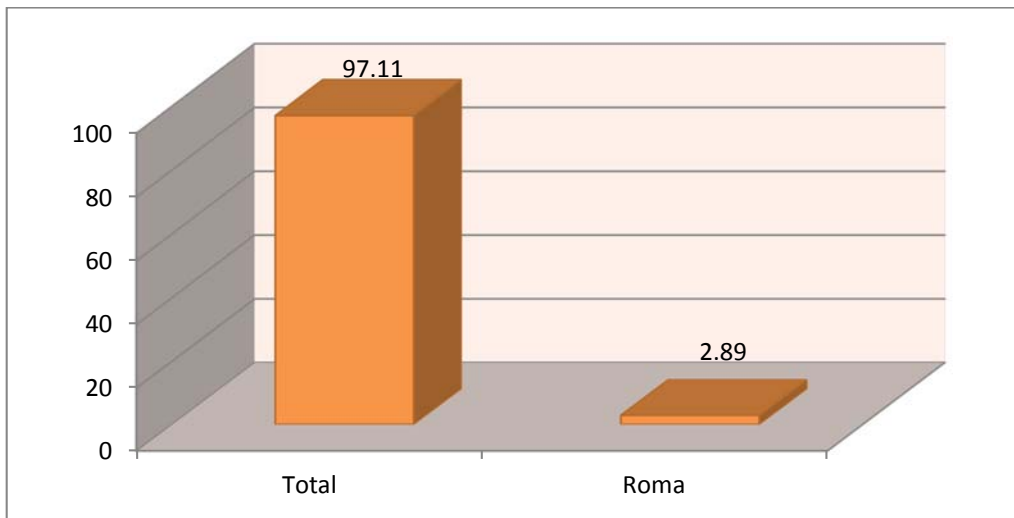


Chart 1. Percentage of Roma participation in Employment programmes 2007-2015

If we look at all available employment programmes, and Roma participation in these, we can see that **in the Government of RM supported programmes for loans**, only **163 Roma** were included out of the total 9,275 beneficiaries, which is only **1.75%**. **Romani women** represented 27.6% from the total Roma beneficiaries and only **0.4% from the total number of loan users**.

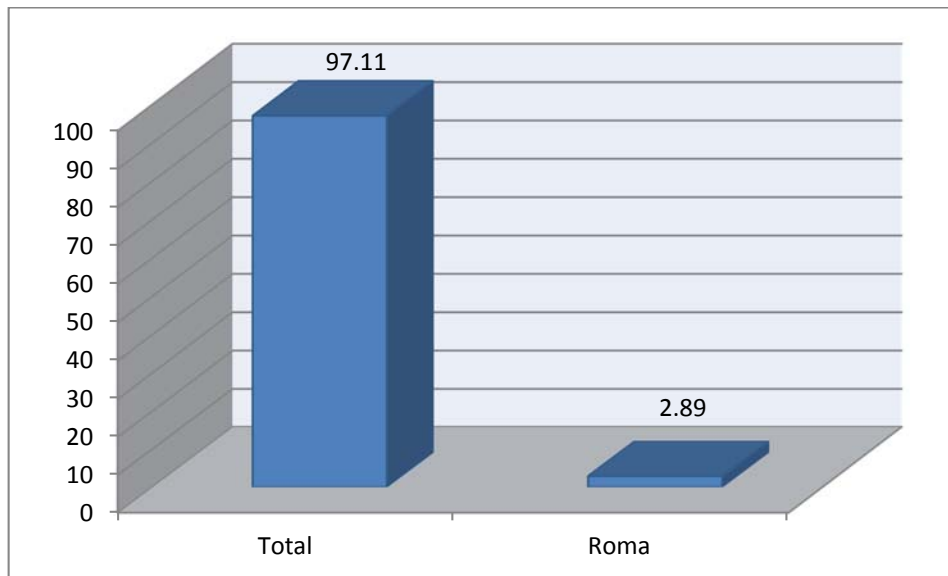


Chart 2. Percentage of Roma participation in Government supported loan programme 2007-2015

Only 730 Roma were beneficiaries of the **Government Operational Plan for Employment for the period 2007-2015**, accounting for 2.71% of all beneficiaries. The majority of them (58.3%) were included in 3 employment programmes: the **public works programme (205 Roma)**, in the **self-employment and formalization programmes (122 Roma)**, and in the **subsidized employment programme (100 Roma)**. **Romani women** represented 29.72% from the total Roma beneficiaries and only **0.8% from the total number of OPE users**.

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

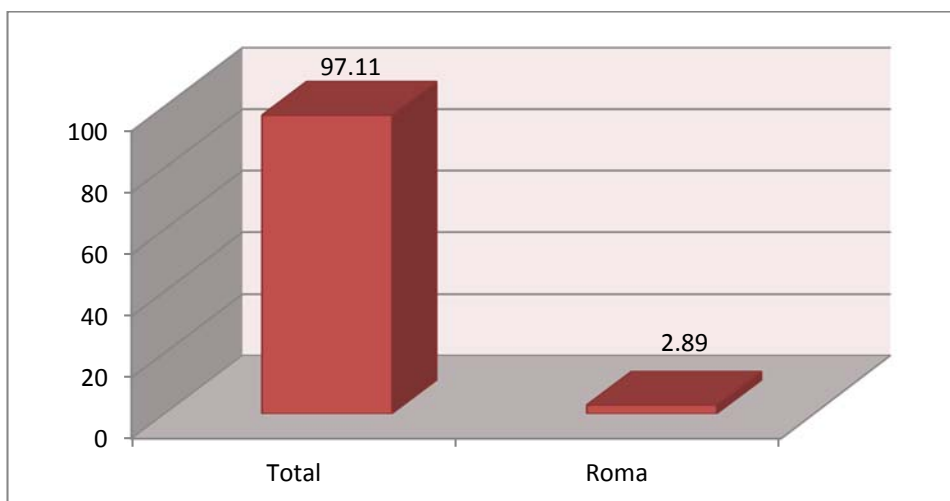


Chart 3. Percentage of Roma participation in Government Operational Plan for employment 2007-2015

When it comes to the **ESA implemented support for employment** of unemployed citizens, **Roma represented 3.6%**. The majority of them were part of the Motivation trainings (833 Roma), and the Support for active job search and professional orientation (694). These numbers represent **73% from the total number of trained Roma with ESA support** since 2007 including 2015. **Romani women** represented 40% from the total number of Roma, and **only 0.45% from total number of trained beneficiaries**.

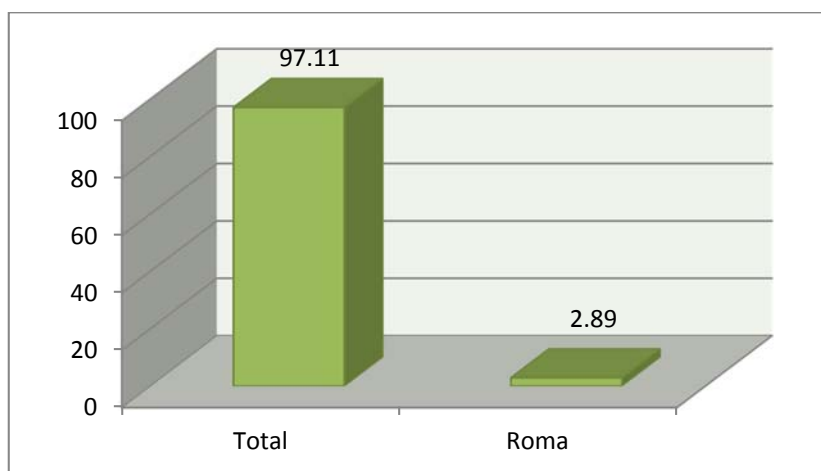


Chart 4. Percentage of Roma participation in Employment service agency employment support programmes 2007-2015

In the IPA supported training and internship programmes, a total of 12,338 beneficiaries were included, out of which only 133 were **Roma (1%)**, all in IT and language skills training programmes. **Romani women** represented 42% from the total Roma beneficiaries and **only 0.8% from the total number of IPA users**.

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

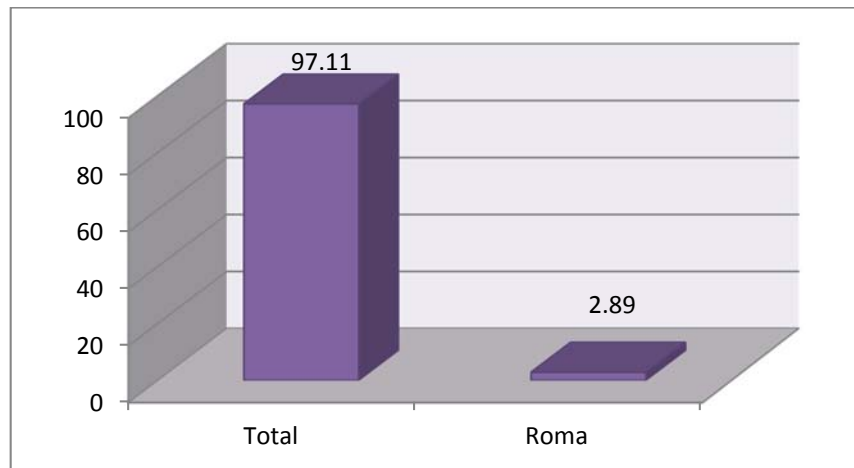


Chart 5. Percentage of Roma participation in IPA supported programmes 2007-2015

In the USAID Programme “Support for active job search and professional orientation” a total of 2,488 beneficiaries were included since 2007, out of which **only 0.6% were Roma. Romani women** represented 12% from the total Roma beneficiaries and **only 0.2% from the total number** of USAID programme users.

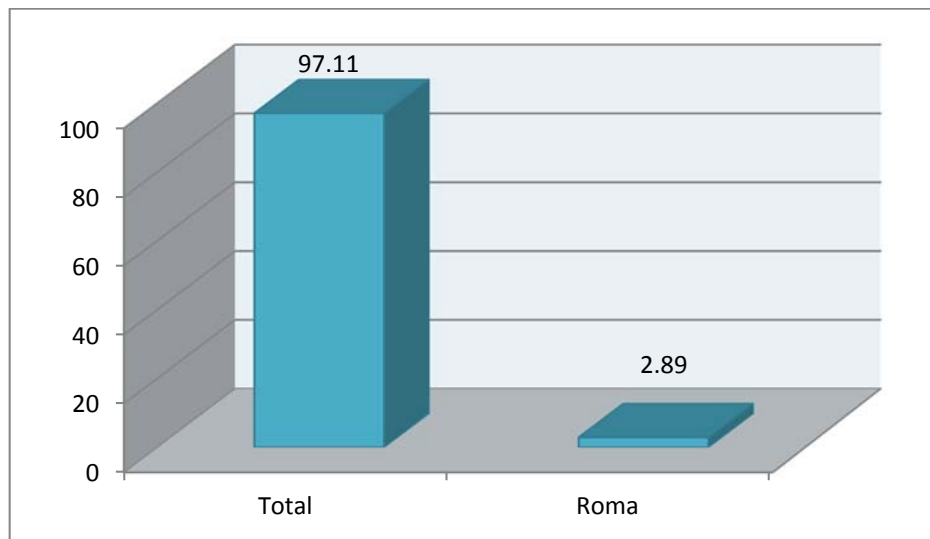


Chart 6. Percentage of Roma participation in USAID supported programmes 2007-2015

In the Government programme for subsidized employment supported by the World Bank, **Roma represented 13.7%** from the total number of employed. **Romani women** represented 40% from the total Roma beneficiaries and **only 1.6 % from the total number of employed.**

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

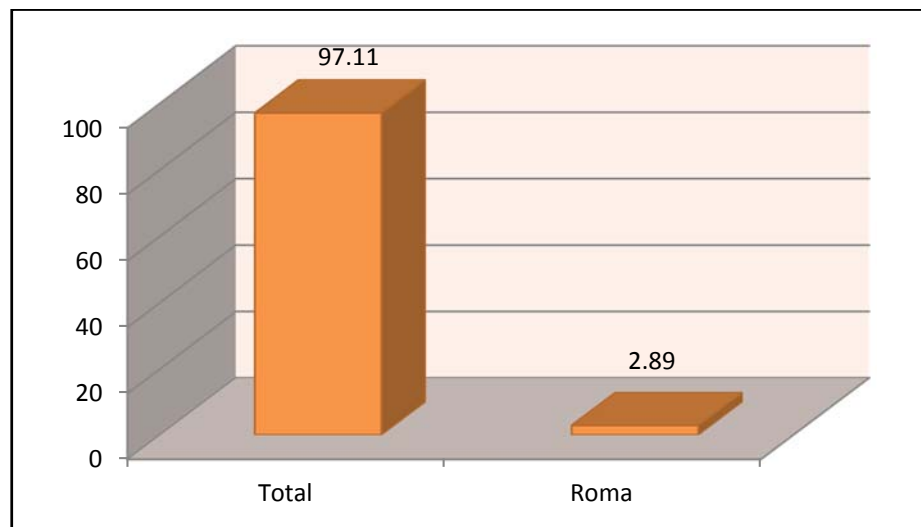


Chart 7. Percentage of Roma participation in Government programme for subsidized employment supported by the World Bank 2007-2015

3.1. Review of Roma annual participation in the Government Employment Programmes for the period 2007-2015¹⁷

3.1.1 Operational Plan for Employment 2007

The 2007 Operational Plan for Employment has consisted of 5 programmes with 6 employment measures including public works in the units for local self-government, support of self-employment and first employment for youth below 27 years; work engagement for unemployed from the underdeveloped regions; subsidized employment; and vocational and soft skills trainings.

Long term unemployed, recipients of social benefits, unemployed from underdeveloped regions, single parents, persons with disabilities and orphans were specified as target beneficiaries of the employment measures. This Operational Plan for employed did not target unemployed Roma specifically. A total of 8,300 beneficiaries were foreseen to be employed, self-employed, trained or engaged in public works in the OPE 2007.

¹⁷ It should be noted that there is a difference in the total number of Roma included in employment programmes when it is a sum (3,388) calculated from all separate years, when compared to the sum (3,153) from the summary table for 2007-2015, both provided by ESA. As explained by ESA, the difference in the sum is due to the double presentation in the system (in the annual reports) of the same beneficiaries that started with an employment measure in one year and completed it the next year. The ESA system is set to fix the issue only when all separate yearly tables are presented in one compiled summary table. Detailed ESA annual tables are presented in Annex 4

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

Operational Plan for Employment 2007			
Employment Programmes	Target groups	Roma included as separate target group	Total OPE beneficiaries
Public works	Long term unemployed, recipients of social benefits	No	8,300
Self-employment and support of first employment	Long term unemployed from underdeveloped regions, Long term unemployed (more than 5 years), recipients of social benefits and youth below 27 years	No	
Work engagement for unemployed from underdeveloped regions	Unemployed from underdeveloped regions	No	
Subsidized employment	Disabled, orphans and single parents	No	
Vocational trainings	Single parents, persons with disabilities and orphans	No	
Total programmes	5		
Total measures	6		

Table 1 – Employment measures and target beneficiaries in Operational Plan for Employment 2007¹⁸

As per the statistical data provided by the Employment Service Agency, in 2007, Roma have been successful in 3 employment measures out of the 6 offered by the Employment programme: subsidized employment (4%), self-employment (10%) and training for known employer with 86% Roma participants. Overall representation of Roma in the 2007 OPE was 2.06%.

Operational Plan for Employment 2007		
Employment Measures	Total Roma	Total beneficiaries
Self-employment	17	8,300
Subsidized employment	7	
Training for known employer	147	
Total Roma beneficiaries	171	
% of Roma among all beneficiaries	2.06	

Table 2 - Success rate for Roma Inclusion in the OPE 2007¹⁹

¹⁸ Source of all tables on Employment measures and target beneficiaries in the Operational Plan for Employment is the author's own calculation based on data provided on the OPE 2007-2015 and ESA statics

¹⁹ Source of all Success rates tables is the Author's own calculation based on data provided by ESA

The most successful measure “Training for known employer” consisted of vocational training at work place followed by employment for at least 12 months, for those who have successfully completed the training.

During the 3 months training period the trainee has received 4,000.00 denars per month as a travel and meal allowance, while the training provider/potential employer received 2,000.00 denars per trained person as a compensation for the conducted training costs.

The combination of skills building on the-job training with a potential for employment for the successful candidates has shown to be a winner combination for Roma candidates in 2007.

The low participation in the self-employment and subsidized employment programme can be related to the introduced penalty measures pertaining to the self-employment measure – which stipulated that the grant recipient cannot return in the ESA register for a period of 3 years after the business, while low Roma participation in the subsidized employment over the years is mostly attributed to the existing prejudice and stereotypes against Roma among the private sector companies.

In regards to the lack of participation of Roma in the Public works programme, Work engagement for unemployed from underdeveloped regions, and IT and language skills training, it could be related to the lack of information sharing among the Roma community.

3.1.2 Operational Plan for Employment 2008

The 2008 Operational Plan for Employment has consisted of 5 programmes with 13 employment measures: self-employment; support of business formalization; programme for preparation for employment; subsidized employments; and internship programme to support the first time employment of young people.

Long term unemployed (more than 2 years), young unemployed below 27 years; unemployed aged 55-64 years; single parents, persons with disabilities, orphans; unemployed for more than 6 months; unemployed involved in the informal business; and unemployed women were specified as target beneficiaries of the employment measures. This Operational Plan for employed did not target unemployed Roma specifically. A total of 6,565 beneficiaries were foreseen to be employed, self-employed, trained or engaged in public works in the OPE 2008.

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Operational Plan for Employment 2008			
Employment Programmes	Target groups	Roma included as separate target group	Total OPE beneficiaries
Self-employment	Long term unemployed (more than 2 years), young unemployed below 27 years; unemployed women (more than 2 years)	No	6,565
Formalization of businesses	Unemployed involved in the informal business	No	
Preparation for employment/Vocational trainings	Registered unemployed persons; unemployed for more than 2 years; unemployed and registered in ESA for at least 6 months	No	
Subsidized employment	Orphans and children without parental care; persons with disabilities; single parents, persons aged 55-64;	No	
Internship to support first employment	Young unemployed aged below 27 years	No	
Total programmes	5		
Total measures	13		

Table 3 – Employment measures and target beneficiaries in Operational Plan for Employment 2008

As per the statistical data provided by the Employment Service Agency, in 2008, Roma have been successful in 3 employment measures out of the 13 offered by the Employment programme: subsidized employment (8%), self-employment with formalization (11%) and training for known employer with 81% Roma participants from the total included Roma. Overall representation of Roma in the 2008 OPE was 1.22%. An additional 35 Roma got employed outside of the OPE, with the Government employment programme with loans, resulting in a total of 115 employed, self-employed or trained Roma in 2008.

Operational Plan for Employment 2008		
Employment Measures	Total Roma	Total beneficiaries
Self –employment and formalization	9	6,565
Subsidized employment	6	
Training for known employer	65	
Total Roma beneficiaries	80	
% of Roma among all beneficiaries	1.22	

Table 4 - Success rate for Roma Inclusion in the OP 2008

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Again, the most successful measure, the “Training for known employer”, consisted of 3 months of vocational training followed by employment for a period of at least 12 months, of 70% from the total trained beneficiaries.

During the 3 months training period the trainee has received a monthly a travel and meal allowance, while the training provider/potential employer received an amount per trained person as a compensation for the conducted training costs.

There are several reasons that may explain the low participation of Roma in self-employment and formalization and subsidized employment programmes, as per the interview and focus groups findings, such as: low level of education of Roma applicants; lack of proper transfer of information, and that the composition of the grant assistance offered under the formalization measures was not adequate for the needs of many interested Roma candidates who were involved in informal management of green markets’ counters.

3.1.3 Operational Plan for Employment 2009

The Operational Plan for Employment 2009 consisted of 9 Programmes with 17 employment measures: Self-employment programme; programme for formalization of businesses; programme for preparation for employment; Subsidized employment; Public works; Internship programme; Pilot interviews for identification of job openings; Economic empowerment of women – victims of domestic violence; and Programme to support the employment of Roma.

Long term unemployed, youth aged below 27 years; unemployed aged 55-64 years; single parents, persons with disabilities, orphans; unemployed women, women – victims of domestic violence; were, among other, specified as target beneficiaries of the employment measures. **This Operational Plan for the first time targeted unemployed Roma specifically.** A total of 12,162 beneficiaries were foreseen to be employed, self-employed, trained or engaged in public works in the OPE 2009.

Operational Plan for Employment 2009			
Employment Programmes	Target groups	Roma included as separate target group	Total OPE beneficiaries
Self-employment	Youth below 27 years; women; long term unemployed	No	
Formalization of businesses	Unemployed involved in the informal business	No	

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Operational Plan for Employment 2009			
Employment Programmes	Target groups	Roma included as separate target group	Total OPE beneficiaries
Preparation for employment/Vocational trainings	Registered unemployed persons; unemployed registered in ESA for at least 6 months; unemployed from the municipality of Gazi Baba	No	
Subsidized employment	Orphans and children without parental care; persons with disabilities; single parents, single parents with 3 or more children, young single parents aged below 27 years, couples with 3 or more children, parents of children with disabilities; unemployed aged 55-64; young unemployed aged below 27 years	No	
Public works	Long term unemployed; low skilled unemployed; unemployed aged above 55 years	No	
Internship to support first employment	Young unemployed aged below 27 years; students in their final year of studies	No	
Pilot interviews for identification of job openings	Registered unemployed persons	No	
Economic empowerment of women – victims of domestic violence	Women victims of domestic violence		
Programme to support the employment of Roma	Unemployed Roma	Yes	
Total programmes	9		
Total measures	17		

Table 5 – Employment measures and target beneficiaries in Operational Plan for Employment 2009

The Programme to support the employment of Roma included training for work preparation at known employer for 200 Roma beneficiaries with completed primary education. The training programme was implemented over a 3 months period during which the trainees received 4,000.00 denars per month as travel and meal allowance. The same amount was received on a monthly basis by the training provider for coverage of the training costs. Upon completion of the training the training provider/known employer was obliged to employ those that have successfully completed the training for a period of at least one year upon signature of the employment agreement.

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In OPE 2009, Roma Information Centres are listed for the first time as responsible parties for implementation of the active labour market measures.

As per the statistical data provided by the Employment Service Agency, in 2009, Roma have again been successful in 3 employment measures out of the 17 offered by the Employment programme: subsidized employment (38%), self-employment with formalization (43%) and training for known employer with 19% from the total successfully employed or trained Roma. Overall representation of Roma in the 2009 OPE was only 0.33%. An additional 30 Roma got employed outside the OPE, with the Government employment programme with loans, resulting in a total of 70 employed, self-employed or trained Roma in 2009.

Operational Plan for Employment 2009		
Employment Measures	Total Roma	Total beneficiaries
Self –employment and formalization	17	12,162
Subsidized employment	15	
Training for known employer (Roma Programme)	8	
Total Roma beneficiaries	40	
% of Roma among all beneficiaries	0.33	

Table 6 - Success rate for Roma Inclusion in the OPE 2009

It could be noted that the Programme to support the employment of Roma was less successful with only 19% of successful Roma beneficiaries in comparison to other measures that did not specifically target Roma. The reasons for this, as noted during the interviews and focus groups meetings, are the requirement for participating employers to engage successful Programme participants on an indefinite basis (with a minimum of 12 months), low financial stimulation of only 4,000.00 denars per month, for both the training candidate and the potential employer; lack of proper transfer of information among the Roma community and their motivation to participate in available employment/training measures; constant fear of losing the social benefits and other.

3.1.4 Operational Plan for Employment 2010

The Operational Plan for Employment 2010 consisted of 10 programmes with 19 employment measures: Self-employment programme (including **Roma as specific target group** among others); Formalization of businesses; Pilot programme for additional employment in companies registered through the self-employment programme 2007-2008; Promotion of entrepreneurship through establishment of business incubators and trainings for skills that are deficient on the labour market; Programme for preparation for employment; Subsidized employment; Internship programme; interviews for identification of job openings; Economic empowerment of women – victims of domestic violence; and **Programme to support the employment of Roma**.

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Long term unemployed, youth aged below 27 years; unemployed aged 55-64 years; single parents, persons with disabilities, orphans; women – victims of domestic violence; were, among other, are specified as target beneficiaries of the employment measures. **This Operational Plan again specifically targeted unemployed Roma as OPE beneficiaries in the separate Roma support programme and within the Self-employment programme.** A total of 6,974 beneficiaries were foreseen to be employed, self-employed, or trained in the OPE 2010. Roma Information Centres were again part of the OPE, with a specified role to inform and motivate interested Roma from Skopje and Gostivar to apply in the offered vocational training.

Operational Plan for Employment 2010			
Employment Programmes	Target groups	Roma included as separate target group	Total OPE beneficiaries
Self-employment	Youth below 27 years registered in ESA for min 3 months; unemployed women registered in ESA for at least 6 months; unemployed registered in ESA for at least 6 months; unemployed Roma registered in ESA	Yes	6,974
Formalization of businesses	Unemployed involved in the informal business registered in ESA for at least 3 months; unemployed registered in ESA from the energy industry	No	
Pilot programme for additional employment in companies registered through the self-employment programme 2007-2008	Companies opened with support from the self-employment programmes 2007 and 2008		
Promotion of entrepreneurship through establishment of business incubators and trainings for skills that are deficient on the labour market	Unemployed registered in ESA for at least 12 months		
Preparation for employment/Vocational trainings programme	Registered unemployed persons; unemployed registered in ESA for at least 6 months; young unemployed aged below 27 years, registered in ESA for at least 3 months;	No	
Subsidized employment	Orphans and children without parental care; persons with disabilities; single parents,	No	

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Operational Plan for Employment 2010			
Employment Programmes	Target groups	Roma included as separate target group	Total OPE beneficiaries
	single parents with 3 or more children, young single parents aged below 27 years, couples with 3 or more children, parents of children with disabilities; unemployed aged 55-64; young unemployed aged below 27 years		
Internship to support first employment	Young unemployed aged below 27 years	No	
Interviews for identification of job openings	Registered unemployed persons	No	
Economic empowerment of women – victims of domestic violence	Women victims of domestic violence from 5 municipalities		
Programme to support Roma	Unemployed Roma	Yes	
Total programmes	10		
Total measures	19		

Table 7– Employment measures and target beneficiaries in the Operational Plan for Employment 2010

The Programme to support the Roma included vocational training for work with plaster for 50 unemployed Roma from Skopje and Gostivar. The training programme was implemented in a 4 months period during which the trainees received 4,550.00 denars per month as travel and meal allowance. An additional 3,000.00 denars per month were received by the training provider for coverage of the training costs. Upon the completion of the theoretical part of the training during the first 3 months, the beneficiaries continued with 1 month of practical training in the potential employer. The successful candidates received a certificate for completed vocational training confirming their skills and knowledge for work with plaster, thus improving their status on the labour market.

The self-employment programme, on the other hand, provided the successful candidates with 201,897.00 denars, out of which 185,000.00 denars for the purchase of technical equipment and raw materials, and remaining funds for payment of businesses plan and company registration in the Central register. It should be noted that the persons who registered the company with support from this measure were not allowed to return to the ESA registry for the next 3 years.

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Also, it should be noted that even though Roma were included as a self-employment measure target group, together with youth below 27 years registered in ESA for min 3 months; unemployed women registered in ESA for at least 6 months; and unemployed registered in ESA for at least 6 months, there were no determined indicators for each of the sub-targets within the general one of the total 700 persons to be supported with the self-employment programme. No other additional support or services were provided for Roma candidates within the OPE 2010.

As per the statistical data provided by the Employment Service Agency, in 2010, Roma have again been successful in 10 employment measures out of the 19 offered by the Employment programme: 22% in the Support for active job search and professional orientation, followed by 18% in subsidized employment, 17% in Education for business start-up, 15% in self-employment and the remaining 28 % divided within the rest of the 6 employment measure. Overall representation of Roma in the 2010 OPE was only 1.84%. An additional 5 Roma got employed outside the OPE, with the Government employment programme with loans, resulting in a total of 133 employed, self-employed or trained Roma in 2010.

Operational Plan for Employment 2010		
Employment Measures	Total Roma	Total beneficiaries
Self-employment and formalization	19	6,974
Subsidized employment	23	
Self-employment for victims of domestic violence	1	
IT and language skills training	14	
Support for active job search and professional orientation	28	
Education for business start-up	22	
Training for skills that are deficient on the labour market - Roma programme	7	
Internship	2	
Training for skills that are deficient on the labour market	8	
Training for known employer	4	
Total Roma beneficiaries	128	
% of Roma among all beneficiaries	1.84	

Table 8 - Success rate for Roma Inclusion in the OPE 2010

Regardless of the fact that the Programme to support the Roma had specifically targeted Roma with vocational skills training, the number of beneficiaries in that measure was rather symbolic, and lower than Roma participation in the regular OPE measure Training for skills that are deficient on the labour market. It should also be noted that the Roma support programme was made available

only for Roma beneficiaries coming from Skopje and Gostivar where the training providers were located. Also, only vocational training for work with plaster was offered, preventing Romani women participation.

On the other hand, the Self-employment and formalization programme that had Roma as a specified target group has shown to be more successful with 19 Roma who managed to open or formalize their informal businesses. This represents a 35% increase in comparison to the average number of Roma included in the self-employment measure for the period 2007-2010²⁰.

In general only 47 Roma (37%) from the total 128 that successfully completed some of the ALMMs got employed or self-employed, while the remaining 63% were included in measures that are providing support in finding employment.

3.1.5 Operational Plan for Employment 2011

The Operational Plan for Employment 2011 consisted of 10 programmes with 16 employment measures: Self-employment (**Roma beneficiaries included as a target group**, among the others); Formalization of businesses; Programme for additional employment in companies registered through the self-employment programme 2007-2010 and through the Programme for formalization 2008-09; Pilot programme for work force mobility; Preparation for employment through vocational trainings; Subsidized employment; Internship programme; Interviews for identification of job openings; Economic empowerment of women – victims of domestic violence; and **Programme to support Roma**.

Long term unemployed, youth aged below 27 years; unemployed aged 55-62 years; single parents, persons with disabilities, orphans; women – victims of domestic violence; were, among other, specified as target beneficiaries of the employment measures.

This Operational Plan again specifically targeted unemployed Roma as OPE beneficiaries in the separate Roma support programme and within the Self-employment programme. A total of 7,275 beneficiaries were foreseen to be employed, self-employed, or trained in the OPE 2011. Roma Information Centres were again part of the OPE as one of the parties responsible for implementation of the Employment programme.

²⁰ 17 Roma in self-employment measure 2007, 9 in 2008, 17 in 2009, 19 in 2010

Operational Plan for Employment 2011			
Employment Programmes	Target groups	Roma included as separate target group	Total OPE beneficiaries
Self-employment	Youth below 27 years registered in ESA; unemployed Roma registered in ESA; unemployed women registered in ESA for at least 3 months; unemployed registered in ESA for at least 6 months; registered unemployed from the energy sector; registered unemployed 8 professional soldiers with completed military service.	Yes	7,275
Formalization of businesses	Unemployed involved in the informal business registered in ESA for at least 3 months; unemployed registered in ESA from the energy industry; registered unemployed 8 professional soldiers with completed military service	No	
Programme for additional employment in companies registered through the self-employment programme 2007-2010 and through the Programme for formalization 2008-09	Companies opened with support from the self-employment programmes 2007 and 2010 and through the formalization 2008-09	No	
Pilot programme for work force mobility	Registered unemployed persons	No	
Preparation for employment trough vocational trainings	Registered unemployed persons; registered young unemployed aged below 27 years; unemployed soldiers with completed military service registered in ESA;	No	

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Operational Plan for Employment 2011			
Employment Programmes	Target groups	Roma included as separate target group	Total OPE beneficiaries
Subsidized employment	Orphans and children without parental care; single parents, single parents with 3 or more children, young single parents aged below 27 years, couples with 3 or more children, parents of children with disabilities; unemployed aged 55-62; young unemployed aged below 27 years; victims of domestic violence, and professional soldiers with completed military service; persons with disabilities;	No	
Internship programme	Young unemployed aged below 27 years	No	
Interviews for identification of job openings	Registered unemployed with completed secondary or tertiary education	No	
Economic empowerment of women – victims of domestic violence	Women victims of domestic violence		
Programme to support Roma	Unemployed Roma	Yes	
Total programmes	10		
Total measures	16		

Table 9 – Employment measures and target beneficiaries in the Operational Plan for Employment 2011

The Programme to support the Roma included vocational training for skills that are deficient on the labour market for 31 unemployed Roma. 14 different types of vocational trainings were offered in 10 different locations in the country. It should be noted that 4 from the offered trainings were organized only in Skopje and that 3 from the offered vocational trainings were gender sensitive²¹.

The training programme was implemented over a 4 months period during which the trainees received 4,700.00 denars per month as travel and meal allowance. An additional 3,000.00 denars per month were received by the training provider for coverage of the training costs. Upon

²¹ paramedic, nurse and cosmetician

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completion of the theoretical part of the training, which took place during the first 3 months of the programme, the beneficiaries continued with 1 month of practical training in the premises of the potential employer. The successful candidates received a certificate for completion of vocational training, thus improving their status on the labour market.

The self-employment programme, on the other hand, provided the successful candidates with 201,897.00 denars, out of which 185,000.00 denars for purchase of technical equipment and raw materials, and the remaining funds for payment of business plan and company registration in the Central register. It should be noted that the persons who registered the company with support from this measure were not allowed to return to the ESA registry for the next 4 years.

Registered businesses that were supported under this programme were in case of business closure before the end of first year from the date of the registration of the business, except in case of death or permanent incapacity, obliged to return 80% of the funds for the procurement of the equipment and materials, in a period of one year.

Also, it should be noted here again that, even though that Roma were included as a self-employment measure target group, together with five other socially excluded groups, there were no determined indicators for each of the sub-targets within the general one of total 700 persons to be supported with the self-employment programme. No other additional support or services were provided for Roma candidates within the OPE 2011.

As per the statistical data provided by the Employment Service Agency, in 2011, Roma have again been successful in 8 employment measures out of the 16 offered by the Employment programme: 56% in Support for active job search and professional orientation, 15% in the Training for skills that are deficient on the labour market within the Roma support programme, 8% in the Education for business start-up and the remaining 21 % divided within the rest of the 5 employment measures.

Overall representation of Roma in the 2011 OPE was 3.04%. An additional 7 Roma got employed outside of the OPE, with the Government employment programme with loans, resulting in a total of 228 employed, self-employed or trained Roma in 2011.

Operational Plan for Employment 2011		
Employment Measures	Total Roma	Total beneficiaries
Self-employment and formalization	7	7,275
Subsidized employment	10	

Operational Plan for Employment 2011		
Employment Measures	Total Roma	Total beneficiaries
Training for skills that are deficient on the labour market – Roma support programme ²²	34	
IT and language skills training	15	
Support for active job search and professional orientation	123	
Education for business start-up	18	
Support for additional employments	1	
Training for known employer	13	
Total Roma Beneficiaries	221	
% of Roma Beneficiaries	3.04	

Table 10 - Success rate for Roma Inclusion in the OPE 2011

According to the ESA data for 2011, the number of successful Roma beneficiaries (221) was the highest in comparison to the average of 105²³ Roma beneficiaries in the past 4 years of OPE implementation (2007-2010). In the self-employment programme where Roma were specified as one of the target groups, only 3% from all successful Roma beneficiaries in 2011 were included, while the Roma support programme absorbed 15% from the all successful cases.

However, it can be noted that the majority of successful Roma (86%) were included in measures that are providing support in finding employment, while the percent of unemployed Roma that actually got employed remains low (14%). The foremost reasons behind this are, as per the interview and focus groups findings, the low level of education among the interested candidates that prevented them to successfully enter and maintain some of the offered employment and self-employment programmes, and the lack of developed professional skills that directed their participation towards the skills building and professional orientation programmes.

3.1.6 Operational Plan for Employment 2012

The Operational Plan for Employment 2012 consisted of 10 programmes with 16 employment measures²⁴: Self-employment; Financial support to legal entities (small and medium businesses and handcrafts) for opening of new jobs; Subsidized employment; Pilot programme for subsidized

²² This figure was presented under the measure Training for skills that are deficient on the labour market for victims of domestic violence; as according to the UNDP reports 3 victims of domestic violence completed vocational training in 2011, the remaining number of 31 trained Roma is assumed to be those trained through the Training for skills that are deficient on the labour market foreseen under the Roma support program in the OP 2011

²³ OPE 2007 – 171 Roma beneficiaries, OPE 2008 -80, OPE 2009-40, OPE 2010 – 128 Roma beneficiaries; OPE 2011 -221 Roma beneficiaries.

²⁴ Initially the OPE 2012 was composed of 9 programmes and 15 measures. Additionally the Programme for Public Works was included with a specific measure for its implementation

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employment of tenant farmers; Internship programme; Programme for preparation for employment through vocational trainings; Interviews for identification of job openings; Pilot programmes; Pilot Community works programme; and Public works.

Long term unemployed, youth aged below 27 years; unemployed aged above 55 years; single parents, persons with disabilities, orphans; women – victims of domestic violence; were, among other, specified as target beneficiaries of the employment measures. **This Operational plan targeted unemployed Roma as one of the especially vulnerable groups included in the Programme for subsidized employment.** A total of 5,793 beneficiaries were foreseen to be employed, self-employed, or trained in the OPE 2012. Roma Information Centres **were not** included in the OPE 2012 as one of the parties responsible for implementation of the Employment programme.

Operational Plan for Employment 2012			
Employment Programmes	Target groups	Roma included as separate target group	Total OPE beneficiaries
Self-employment	Registered unemployed persons	No	5,793
Financial support to legal entities (small and medium businesses and handcrafts) for opening of new jobs	Unemployed persons, registered in ESA for at least 3 months prior the public announcement	No	
Subsidized employment	Especially vulnerable groups such as victims of domestic violence, orphans and children without parental care, homeless persons, past drug users; parents of street children, single parents, waste collectors, Roma , convicted persons that have served their sentence, persons with disabilities,	Yes	
Pilot programme for subsidized employment of tenant farmers	Recipients of social benefits registered as unemployed in ESA	No	
Internship programme	Young unemployed aged below 27 years; students and postgraduates up to 33 years of age, registered as unemployed in ESA	No	
Programme for preparation for employment through vocational trainings	Registered unemployed persons	No	

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Operational Plan for Employment 2012			
Employment Programmes	Target groups	Roma included as separate target group	Total OPE beneficiaries
Interviews for identification of job openings	Registered unemployed persons with completed secondary or tertiary education	No	
Pilot programmes	Registered unemployed persons	No	
Pilot Community works programme	Registered unemployed persons that have difficulties in accessing the labour market	No	
Public works	Long term unemployed; unemployed with low qualifications; and unemployed aged 55 years and above	No	
Total programmes		10	
Total measures		16	

Table 11 – Employment measures and target beneficiaries in the Operational Plan for Employment 2012

The Subsidized employment programme, Measure 3.1, foresaw employment of 600 unemployed persons, out of which 100 were especially vulnerable groups, including Roma. Again, there were no specific indicators included for each of the sub-groups foreseen under the general target group of “especially vulnerable groups”. This measure included 17,000.00 denars subsidies for the employment of unemployed person coming from the especially vulnerable groups, out of which 14,000.00 denars was for beneficiary salary and 3,000.00 denars for the company to cover the costs for the person’s introduction and adjustments in the work surrounding.

As per the statistical data provided by the Employment Service Agency, in 2012, Roma have again been successful in 9 employment measures out of the 16 offered by the Employment programme: 36% in Public works, 19% in Support for active job search and professional orientation, 18% in IT and language skills training, 10% in Education for business start-up, and the remaining 17 % divided within the rest of the 5 employment measures. Overall representation of Roma in the 2012 OPE was 9.91%, the highest so far. An additional 5 Roma got employed outside the OPE, with the Government employment programme with loans, resulting in a total of 579 employed, self-employed or trained Roma in 2012.

Operational Plan for Employment 2012		
Employment Measures	Total Roma	Total beneficiaries
Self-employment and formalization	14	5,793
Subsidized employment	30	
Public works	205	

Operational Plan for Employment 2012		
Employment Measures	Total Roma	Total beneficiaries
Training for skills that are deficient on the labour market	43	
IT and language skills training	104	
Support for active job search and professional orientation	110	
Education for business start-up	58	
Internship	1	
Training for known employer	9	
Total Roma beneficiaries	574	
% of Roma among all beneficiaries	9,91	

Table 11 - Success rate for Roma Inclusion in the OPE 2012

The 2012 OPE absorbed the largest share of unemployed Roma (36%) in the Public work measure. The high number of Roma beneficiaries included in this measure is not surprising due to the nature of the Public works and the requirement of low skilled beneficiaries as a primary target group.

A high percentage of the Roma benefiting from the 2012 OPE (37%) successfully completed one of the following two employment support measures: Support for active job search and professional orientation and IT and language skills training. In the only measure where Roma were specified as one of the target groups “Subsidized employment”, only 5% of Roma from the total successfully included in OPE 2012 were included. The reasons behind it are, as noted during the interview and focus groups meeting, the existing discrimination and stereotyping of Roma among the potential employers, and their lack of interest for employment of Roma.

Even though the OPE 2012 included 574 Roma beneficiaries, the majority of them (91%), again, were included in measures that are providing support in finding employment, while only 9% of the unemployed Roma actually got employed or self-employed. The reasons behind it are the same as it was for the previous years: low level of education of Roma beneficiaries and lack of developed professional skills that will allow improved access to employment and/or self-employment generating programmes.

3.1.7 Operational Plan for Employment 2013

The Operational Plan for Employment 2013 consisted of 7 programmes with 14 employment measures: Self-employment; Financial support to legal entities (small and medium businesses and handicrafts) for opening of new jobs; subsidized employment; Programme for subsidized employment of tenant farmers; Programme for preparation for employment through vocational trainings; Interviews for identification of job openings; and Public works.

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Long term unemployed, young unemployed; unemployed aged above 50 and more years; single parents, persons with disabilities, orphans; women – victims of domestic violence; were, among other, specified as target beneficiaries of the employment measures. This Operational Plan targeted unemployed **Roma as one of the especially vulnerable groups included in the Programme for subsidized employment (measure 3.1.) and Programme for preparation for employment through vocational trainings under the specific measure 5.2 Training at known employer with subsidized employment.**

A total of 9,472 beneficiaries were foreseen to be employed, self-employed, or trained in the OPE 2013. Roma Information Centres' involvement at local level was noted in the OPE 2013.

Operational Plan for Employment 2013			
Employment Programmes	Target groups	Roma included as separate target group	Total OPE beneficiaries
Self-employment	Registered unemployed persons	No	9,472
Financial support to legal entities (small and medium businesses and handcrafts) for opening of new jobs	Small and medium companies and handcrafts registered for at least 1 year	No	
Subsidized employment	Registered unemployed, including especially vulnerable groups such as victims of domestic violence, orphans and children without parental care, homeless persons, past drug users; parents of street children, single parents, waste collectors, Roma , convicted persons that have served their sentence, persons with disabilities,	Yes	
Programme for subsidized employment of tenant farmers	Recipients of social benefits registered as unemployed in ESA	No	
Programme for preparation for employment through vocational trainings	Registered unemployed persons young aged 25-49, persons aged 50-59, youth aged below 27, long term unemployed, recipients of social benefits, ethnic minorities, with focus on Roma , unemployed aged below 29 years	Yes	
Interviews for identification of job openings	Registered unemployed persons with completed secondary or tertiary education	No	

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Operational Plan for Employment 2013			
Employment Programmes	Target groups	Roma included as separate target group	Total OPE beneficiaries
Public works	Long term unemployed; unemployed with low qualifications; and unemployed aged 55 years and above	No	
Total programmes			7
Total measures			14

Table 12 – Employment measures and target beneficiaries in the Operational Plan for Employment 2013

The Subsidized employment programme, Measure 3.1, foresaw the employment of 500 unemployed persons, out of which 80 were especially vulnerable groups, including Roma. Again, there were no specific indicators included for each of the sub-groups foreseen under the general target group of “especially vulnerable groups”. This measure included 17,000.00 denars subsidies for the employment of unemployed person coming from the especially vulnerable groups, out of which 14,000.00 denars was for the beneficiary salary and 3,000.00 denars for the company to cover the costs for the person’s introduction and adjustments in the work surrounding.

The employment measure 5.2 “Training at known employer with subsidized employment” foresaw the support to 170 beneficiaries coming from different socially excluded groups, including Roma. Here also, there were no specific indicators included for each of the sub-groups foreseen under the general target group. The implementation period of the measure was 3 months, with obligation for the training provider/potential employer to employ at least half of the trainees. All training participants received 5,700.00 denars per month as travel and meal allowance. And upon completion of the training, those that got employed received subsidies for their salaries of 13,000.00 denars for a period of 3 months, with an obligation for the employer to maintain the employed beneficiaries on the job for at least 1 year upon the contract signature.

As per the statistical data provided by the Employment Service Agency, in 2013, Roma have again been successful in 13 employment measures out of the 14 offered by the Employment programme: 53% in Support for active job search and professional orientation, 29% in Public works, 10% in Education for business start-up, while the remaining 8% are divided within the rest of the 10 employment measures.

Overall representation of Roma in the 2013 OPE was 6.38%, the highest so far. An additional 10 Roma got employed outside of the OPE, with the Government employment programme with loans for individuals and loans for legal entities, resulting in a total of 614 employed, self-employed or trained Roma in 2013.

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Operational Plan for Employment 2013		
Employment Measures	Total Roma	Total beneficiaries
Self-employment and formalization	8	9.472
Subsidized employment	12	
Public works	177	
Training for skills that are deficient on the labour market	16	
Community works programme	1	
Support for active job search and professional orientation	320	
Education for business start-up	61	
Internship	2	
Programme for subsidized employment of tenant farmers	1	
Training for skills that are deficient on the labour market with subsidized employment (training)	2	
Training for skills that are deficient on the labour market with subsidized employment (subsidy)	1	
Interviews for identification of job openings	1	
Training for known employer	2	
Total Roma beneficiaries	604	
% of Roma among all beneficiaries	6.38	

Table 13 - Success rate for Roma Inclusion in the OPE 2013

The 2013 OPE absorbed the majority of Roma beneficiaries (82%) in the Support for active job search and professional orientation and Public work measure. The high number of Roma beneficiaries included in these measures is not surprising due to their focus on the low skilled beneficiaries and their activation for participation in the labour market.

Even though Roma were included as specific target groups within the subsidized employment measure and the Training for skills that are deficient on the labour market with subsidized employment, only 15 Roma or 2% were part of it. The reasons behind the low Roma success rates when subsidized employment measure is offered, as noted during the interview and focus groups meeting, are almost always related to the existing discrimination and stereotyping about Roma among the potential employers, and their lack of interest for employment of Roma.

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Even though the OPE 2013 included 604 Roma beneficiaries, the majority of them (96%), again, were included in measures that are providing support in finding employment, while only 4% of unemployed Roma actually got employed or self-employed.

3.1.8 Operational Plan for Employment 2014

The Operational Plan for Employment consisted of 9 programmes with 19 employment measures: Self-employment; Financial support to legal entities (small and medium businesses and handcrafts) for opening of new jobs; subsidized employment; Programme for subsidized employment of tenant farmers; Programme for preparation for employment through vocational trainings; Interviews for identification of job openings; works programme; Pilot programme for employment of Roma; and Pilot programme Handicraftsman incubator.

Again, long term unemployed, young unemployed aged below 29 years; unemployed aged 50-59; single parents, persons with disabilities, orphans; victims of domestic violence; victims of human trafficking, were, among other, specified as target beneficiaries of the employment measures. This Operational plan targeted unemployed **Roma as one of the especially vulnerable groups included in the Programme for subsidized employment and in the Pilot programme for employment of Roma.** A total of 10,314 beneficiaries were foreseen to be employed, self-employed, or trained in the OPE 2014. Roma information Centres' involvement was not specified in the OPE 2014.

Operational Plan for Employment 2014			
Employment Programmes	Target groups	Roma included as separate target group	Total OPE beneficiaries
Self-employment	Registered unemployed persons –active job seekers	No	10,314
Financial support to legal entities (small and medium businesses and handcrafts) for opening of new jobs	Small and medium companies and handcrafts registered for at least 1 year and unemployed active job seekers	No	
Subsidized employment	Registered unemployed active job seekers, including especially vulnerable groups such as victims of domestic violence, orphans and children without parental care, homeless persons, past drug users; parents of street children, single parents, Roma , convicted persons that have served their sentence, victims of trafficking, persons with disabilities, unemployed aged 50-59, youth	Yes	

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Operational Plan for Employment 2014			
Employment Programmes	Target groups	Roma included as separate target group	Total OPE beneficiaries
	below 29 years, long term unemployed (more than 5 years)		
Programme for subsidized employment of tenant farmers	Recipients of social benefits registered as unemployed active job seekers in ESA	No	
Programme for preparation for employment through vocational trainings	Registered unemployed persons –active job seekers, including persons aged 50-59, youth aged below 29, long term unemployed, active job seekers with valid driving license “C”; recipients of social benefits	No	
Interviews for identification of job openings	Registered unemployed persons active job seekers	No	
Community works programme	Active job seekers that have difficulties in accessing the labour market	No	
Pilot Programme for employment of Roma	Roma registered in ESA as active job seekers	Yes	
Pilot Programme Handicraftsman incubator	Unemployed handicraftsman registered in ESA as active job seekers	No	
Total programmes	9		
Total measures	21		

Table 14– Employment measures and target beneficiaries in the Operational Plan for Employment 2014

The Subsidized employment programme, Measure 3.1, foresaw the employment of 861 unemployed persons, out of which 80 were especially vulnerable groups, including Roma. Again, there were no specific indicators included for each of the sub-groups foreseen under the general target group of “especially vulnerable groups”. This measure included 17,000.00 denars subsidies for the employment of unemployed person coming from the especially vulnerable groups, out of which 14,000.00 denars for beneficiary salary and 3,000.00 denars for the company to cover the costs for the person’s introduction and adjustments in the work surrounding.

In 2014, a Coaching and mentoring programme for Roma was introduced in the Operational Plan aiming to allow Roma to apply in all available employment measures with additional support that would assure their sustainability and increase their success rate. The model included the introduction of coaching and mentoring services for Roma with engagement of 4 coaches and 2 employment mentors in the municipalities of Shuto Orizari, Tetovo, Kumanovo and Prilep.

The coaches were responsible for data gathering, information sharing, motivation and forwarding of interested Roma candidates to employment mentors who were responsible for the assessment of the candidate's employability, the provision of business advices, consultations during the process of application until the employment or improvement of professional skills, and follow up support after the employment measures successful completion.

The success rate of Roma participating in the 2014 employment programmes and active labour market measures was 4 times higher in comparison to the past 7 years²⁵. Instead of the initially planned support to 20 Roma beneficiaries, 49 Roma managed²⁶ to successfully enter in some of the active labour market measures or get employed in the private sector with ESA's and the mentors' mediation: 12 in training for skills that are deficient on the labour market; 9 in self-employment/formalization programme; 4 in obtaining D-driving licence; 2 in subsidized employment and 16 in the Community Works Programme; and 6 employed in the private sector.

During the process of implementation of the Pilot programme, an institutional and legal barrier for provision of **primary school education for adults in an informal manner was identified**, which consequently prevents many unemployed Roma to obtain the minimum qualifications required to join the formal labour market. In 2014 the UNDP initiated cooperation with the Ministry of Education and Science and the Adult Education Centre for **development of the first-ever country policy concept for provision of primary education for adults** through the informal system of education and introduction of flexible programmes for life and professional skills recognitions and the development of key adult's competencies, which was endorsed by the Ministry of Education in September 2015.

Based on the 2014 achievements of the Pilot programme for employment of Roma, **the Government incorporated and financially supported the Coaching and mentoring service for Roma** including also other vulnerable groups at risk for social exclusion **in the Operational Plan for employment 2015**. The service continues to be part of the Operational Plan for Employment 2016.

As per the statistical data provided by the Employment Service Agency, in 2014, Roma have again been successful in 11 employment measures out of the 21 offered by the Employment programme: 57% in the Motivation trainings; and almost 18% in the Support for active job search and professional orientation, while the remaining 25% are divided within the rest of the 9 employment measures.

Overall representation of Roma in the 2014 OPE was 5.98%. An additional 28 Roma got employed outside of the OPE, with the Government employment programme with loans for individuals and

²⁵The UNDP analysis is done for applicants from the 4 pilot municipalities that have been in the same employment measures in 2014 and the past 7 years

²⁶ UNDP brochure "Creating job opportunities for Roma; 10 Inspiring success stories", January 2016

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loans for legal entities, resulting in a total of 645 employed, self-employed or trained Roma in 2014.

Operational Plan for Employment 2014		
Employment Measures	Total Roma	Total beneficiaries
Self-employment and formalization	18	10,314
Subsidized employment	28	
Training for skills that are deficient on the labour market	19	
Community works programme	17	
Support for active job search and professional orientation	110	
Education for business start-up	58	
Programme for subsidized employment of tenant farmers	1	
Training for skills that are deficient on the labour market with subsidized employment (training)	2	
Training for skills that are deficient on the labour market with subsidized employment (subsidy)	2	
Motivation trainings	354	
Training for known employer	8	
Total Roma Beneficiaries	617	
% of Roma Beneficiaries	5.98	

Table 15 - Success rate for Roma Inclusion in the OPE 2014

The 2014 OPE absorbed 75% of unemployed Roma in the Motivation trainings and Support for active job search and professional orientation.

Even though Roma were included as a specific target group within the subsidized employment measure, only 28 Roma or 4.5% were part of it. Again, the explanation behind the low Roma participation in the subsidized programmes, as noted during the interviews and focus groups, is correlated to stereotyping and discrimination of Roma candidates for employment by the potential employers, as well as to the lack of proper promotion by the relevant institutions/organizations included in the support of Roma employment of the past successful Roma employments through this measure.

The promotion of successful cases of Roma that got subsidized employment will raise the awareness among the private sector about the existing discrimination of Roma candidates and change their opinion about the quality of work provided by Roma employees.

Even though the OPE 2014 included 617 Roma beneficiaries, the majority of them (91%), were included in measures that are providing support in finding employment, while only 9% of the unemployed Roma actually got employed or self-employed.

3.1.9 Operational plan for Employment 2015

The Operational Plan for Employment 2015 consisted of 6 programmes with 27 employment measures and services: Services for employment; Development of entrepreneurship (Self-employment); subsidized employment; Vocational Trainings; Community works programme; and Pilot Programmes.

Long term unemployed, single parents, persons with disabilities, orphans; and women were, among other, specified as target beneficiaries of the employment measures. It should be noted that in the OPE 2015, a **30% quota has been included for young people with less than 29 years of age**, for all foreseen employment measure and services.

This Operational Plan targeted unemployed **Roma as one of the especially vulnerable groups included in the Service 1.7 “Activation of persons at risk for social exclusion” and in the measure 4.2 “On-the-job training with subsidized employment”**.

A total of 47,826 beneficiaries were foreseen in the OPE 2015, out of which 16,226 under the Employment measures and 31,600 beneficiaries under the employment services. The involvement of Roma Information Centres was not noted in the OPE 2015.

Operational Plan for Employment 2015			
Employment Programmes	Target groups	Roma included as separate target group	Total OPE beneficiaries
Services for employment	Unemployed active job seekers, youth below 29 years; long term unemployed, potential employers, youth aged 18-29 years, Roma and other socially excluded groups	Yes	47,826
Development of entrepreneurship (Self-employment)	Registered unemployed persons –active job seekers	No	
Subsidized employment	Registered unemployed active job seekers, youth below 29 years, recipients of social benefits aged 16-29 years, orphans, victims of domestic violence, persons with disabilities	No	

Operational Plan for Employment 2015			
Employment Programmes	Target groups	Roma included as separate target group	Total OPE beneficiaries
Vocational Trainings	Registered unemployed persons –active job seekers, especially vulnerable groups including Roma , youth below 29 years, youth below 29 years with completed secondary or tertiary education; long term unemployed, women,	Yes	
Community works programme	Active job seekers that have difficulties in accessing the labour market including recipients of social benefits, youth below 29 years	No	
Pilot Programmes	Unemployed active job seekers; unemployed active job seekers from Polog and Northeastern region; orphans and children without parental care; recipients of social benefits	No	
Total programmes	6		
Total measures	27		

Table 16 – Employment measures and target beneficiaries in the Operational Plan for Employment 2015

In 2015, Service 1.7 “Activation of persons at risk for social exclusion” was implemented in 12 municipalities where there are active Roma Information Centres²⁷, by a team of 6 employment coaches and 3 employment mentors, again offering professional support to Roma from the moment of expressed interest to apply in some of the available measures and 3 months after the successful completion of the measure.

In 2015, the employment coaches and mentors supported 218 persons to benefit from the active labour market measures and get employed, self-employed or enhance their professional skills. Out of them 42% were youth below 29 years and 41% were women.

From the total supported **38% were Roma**. Out of them **31% were Romani women, and 49% were youth below 29 years of age. 49% got employed or self-employed**, 21% built professional skills through completion of vocational trainings or internship programmes, and 30% got work engagement through the Community Works Programme gaining first work experience or reactivating after years of job spell.

The measure 4.2 “Training at known employer with subsidized employment”, where Roma were also included as part of the especially vulnerable groups in the country, foresaw 3 months of training during which the trainee received 6,200.00 denars per month as travel and meal allowance.

²⁷ Berovo, Bitola, Chair (Topaana), Delchevo, Gostivar, Kochani, Kumanovo, Prilep, Shtip, Shuto Orizari, Tetovo, and Vinica

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After the training completion, the training provider/potential employer is obliged to employ all the trained candidates for which he/she will receive a subsidy of 19,000.00 denars. Out of the total amount 14,000.00 denars are foreseen as a subsidy for the employed person's salary and 5,000.00 denars as a compensation to the employer for coverage of the costs needed during the process of introduction of the new employee with his/her job responsibilities. The employer has to maintain the employed persons on the job for the next 12 months.

As per the statistical data provided by the Employment Service Agency, in 2015, Roma have again been successful in 17 employment measures out of the 27 offered by the Employment programme: 65% in the Motivation trainings; and almost 23% in the Support for job search, while the remaining 12% are divided within the rest of the 15 employment measures.

Overall representation of Roma in the 2015 OPE was 1.66%. An additional 39 Roma got employed outside of the OPE, with the Government employment programme with loans for individuals and loans for legal entities, resulting in a total of 833 employed, self-employed or trained Roma in 2015.

Operational Plan for Employment 2015		
Employment Measures	Total Roma	Total beneficiaries
Self-employment and formalization	14	47,826
Subsidized employment	10	
Training for skills that are deficient on the labour market	8	
IT and languages training	1	
Support for job search	170	
Preparation for work and employment	10	
Community works programme	43	
Professional orientation and career advices	14	
Support for active job search and professional orientation	10	
Internship	8	
Education for business start-up	1	
Programme for subsidized employment of tenant farmers	1	
Training for skills that are deficient on the labour market with subsidized employment (training)	7	

Operational Plan for Employment 2015		
Employment Measures	Total Roma	Total beneficiaries
Training for skills that are deficient on the labour market with subsidized employment (subsidy)	5	
Motivation trainings	484	
Self-employment (additional 1 employment)	1	
Training for known employer	7	
Total Roma beneficiaries	794	
% of Roma among all beneficiaries	1.66	

Table 17 - Success rate for Roma Inclusion in the OPE 2015

The 2015 OPE absorbed 88% of Roma beneficiaries in the Motivation trainings and Support for job search. The foremost reasons behind this, as per interview and focus groups findings are the low level of education among the interested candidates that prevented them to successfully enter and complete some of the offered employment and self-employment programmes, and the lack of developed professional skills that directed their participation towards the motivation and support for job search programmes.

Even though Roma were included as a specific target group within the Training at known employer with subsidized employment measure, only 7 Roma completed the training and only 5 got employed or 0.6% from the total Roma successfully included in the OPE 2015. Again, the private sector is lacking interest to train and employ Roma even with offered subsidies, and the reason behind it, as noted by the interviews and focus groups meetings, is the existence of the discriminatory opinion that Roma are lacking skills to provide quality work. Again interviewees and participants in the focus groups noted that future interventions in the area of Roma employment should be, among other, also focused on promotion of Roma role models among the Roma community on one side, and change of opinion among the private sector about the employment of Roma, on the other side.

Even though the OPE 2015 included 794 Roma beneficiaries, the majority of them (95%), were included in measures that are providing support in finding employment, while only 5% of the unemployed Roma actually got employed or self-employed.

3.2. Review of Roma refugees' participation in the Government or Donor-supported Employment Programmes for the period 2007-2015

In December 2008, the Government endorsed the Strategy²⁸ for Integration of Refugees and Foreigners 2008-2015 with an aim to serve as a basis for the development of National Action Plans for integration of refugees and foreigners in the society, that are going to stipulate specific measures and activities for the achievement of strategic targets and directions contained in this strategy.

In the area of employment, the Strategy has foreseen initiation of pilot efforts for providing solutions for employment of the designated target groups that reside in the country. The Law on Employment and Work of Foreigners²⁹, which entered into force in September 2007, included adjustments and amendments to the regulations in the labour area and ensured better compatibility of the existing legislation with the new international regulations.

In relation to the persons with recognised refugee status, they may, under the provisions of the Law, apply for a personal work permit of indefinite period of time, which enables them to have free access to the labour market.

Under the Law on employment and work of foreigners, the persons under humanitarian or subsidiary protection are defined as persons who have the right to apply for a personal work permit of one year validity, with the option of its extension, which enables them to have direct and full access to the labour market (excluding those jobs that are specifically regulated by the law and for which Macedonian citizenship is required).

To apply for a personal work permit, an individual shall submit the following documents to the agency:

- A document by which the identity of a foreign national can be verified,
- A proof, verifying the status of a refugee or a person under humanitarian or subsidiary protection.

At the same time, the Rulebook that regulates the procedure for the issuance of Personal work permit specifies that the issuance of Personal work permit with indefinite period of validity for foreigners having recognised refugee status is exempted from taxation.

Following the entering into force of the Law on Employment and Work of Foreigners and the Rulebook on the Procedures for Issuance of Work Permits and the form and contents of special

²⁸http://webcache.googleusercontent.com/search?q=cache:SLBKHXgIHmQJ:npaa.sep.gov.mk/ARHIVA/FieldMissions/3%2520BLOCK%25202/Asylum%2520and%2520Migration/STRATEGY%2520FOR%2520INTEGRATION_EN1.doc+&cd=4&hl=en&ct=clnk

²⁹Law on Employment and Work of Foreigners(Official Gazette of the Republic of Macedonia no. 70/2007)

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types of work permits³⁰, and establishment of the Integration Centre in 2009 as a model for dialogue and provision of services to the designated target group, around 120 beneficiaries were assisted with work permits issuance, to date. According to the latest data from the Ministry of Labour and Social Policy from November 2014³¹ available online, only 6 Roma refugees got employed. The refugees' proactive engagement in the area of employment, positively affects their access to the Ministry of Labour's financial support in the area of housing.

When a refugee or a person under subsidiary protection receives a work permit from the Employment Service Agency her/his status is formally equal with the country nationals and he/she can apply for some of the active labour market measures.

It is considered that the factual number of work permits, for which respective applications had been submitted, issued to persons of the designated target group is rather low. The reason for this situation might be due to the following two factors:

- Insufficient knowledge and understanding of the procedures for submission of work permit applications by the designated target group. This particularly relates to those persons who lived in the country for an extended period of time, having a bit more limited package of rights during a longer part of the mentioned period.
- More than a half of the actual number of applications of the designated target group is from women with minor children. The absence of viable children's care options might hold this subgroup back from filing applications for work permit issuance and their registration in the Employment Service Agency.

On the other hand, while most of the Roma refugees have low level education or qualifications, those who have any qualification or education at all might face difficulties in obtaining the required documents, which have to be submitted in a proper manner when making registration with the Employment Service Agency.

So far, a very small number of Roma refugees from Kosovo have derived benefits from any of the programmes offered by the donor community in regard to improvement of their work skills or professional qualifications. As Roma refugees from Kosovo, without obtained work permit, are not considered as country citizens, they are prevented from usage of the active labour market measures included in the Government's Operational Plans for Employment since 2007.

According to UNHCR data, from December 2015, there are 678 Roma refugees from Kosovo in the country, out of which 495 are under subsidiary protection and 18 hold a status of recognized refugees. The majority of them are residing in the municipality of Shuto Orizari.

³⁰ *Правилник за постапките за издавање на работни дозволи и формата и содржината на посебните видови на работни дозволи (Службен весник на РМ, бр. 108/2007)*

³¹ <http://www.independent.mk/articles/11471/About++Kosovo+Roma+Refugees+Left+Macedonia+this+Year>

Since 2012, the UNHCR is supporting the implementation of the project “Provision of self-reliance assistance” aimed at supporting the local integration of refugees and asylum seekers from Kosovo, belonging to ethnic minorities (Roma, Ashkali and Egyptians) through sustainable employments and businesses. The project has been implemented in partnership with the Ministry of Labour and Social Policy, its Centre for Integration and the local civil society organization Regional Business Centre Skopje.

The project supports the MLSP Integration Centre with the implementation of the self-reliance component by enabling vocational training and income generation opportunities for locally integrating persons of the UNHCR’s concern (PoC). The overall objective of the project is to reinforce the capacities of the country to provide a protection-sensitive and solution-oriented approach to mixed solutions for refugees and asylum seekers in the process of local integration and identifying and sharing good practices and experiences in managing mixed migration flows in the country. The project’s specific goals are defined on the basis of understanding of the identified key economic sustainability and social inclusion challenges and the national objectives defined in the National Action Plan for Refugees and Foreigners.

Overall, the activities of this project are:

- Increasing of PoCs’ employability and preparation for better access to the labour market through vocational educational training and on-the-job training for certain low-skilled or un-qualified occupations that do not require completed primary education; and
- Subsidizing employment of PoC for up to 6 months after which the companies may continue the employment

For the period 2012 - 2015 the project supported **113 Roma refugees** from Kosovo integration into the labour market or 17% from the total registered as per UNHCR data from December 2015. Out of them 55 (or **49%**) **built their professional skills through completion of various vocational trainings (31% were women)**. Another **14 Roma refugees (or 12%) got employed or self-employed** (29% were women), while 44 others were included in the lifelong learning processes, i.e. completion of primary education, out of which 32% were women.

It should be noted that on 9 December 2015 the Government endorsed the new Law on Employment and Work of Foreigners that is expected to enter into force in June 2016.

The new Law again includes the persons under humanitarian or subsidiary protection as persons who have the right to apply for a personal work permit of one year validity, with the option of its extension, which enables them to have direct and full access to the labour market (again excluding those jobs that are specifically regulated by the law and for which Macedonian citizenship is required).

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To apply for a personal work permit, an individual has to submit the following documents to the agency:

- A proof of the regulated stay in the country (proof, verifying the status of a refugee or a person under humanitarian or subsidiary protection); and
- Request with personal data of the foreigner, his/her professional qualification and the type of work where he/she wants to be engaged;

At the same time, the updates, based on the new Law, will have to be introduced by the Ministry of Labour and Social Policy in the rulebook that regulates the procedure of issuance of work permits for foreigners, including Roma refugees and those under the subsidiary protection.

4. ACCESSIBILITY FACTORS /IDENTIFIED CHALLENGES FOR ROMA PARTICIPATION IN THE EMPLOYMENT PROGRAMMES

4.1. Accessibility factors/identified challenges for Roma nationals'³² participation in the Employment Programmes

As stipulated in the 2014-2020 National Roma Strategy³³, as part of the transition countries in the region, including in this country, a significant number of Roma have lost their jobs and realistically they have the least chances to find a new job. The main problem is located **in the difficulty to join and re-enter the labour market**. In general, the Roma are living "day by day" with earned assets without paying contributions that would include them in legal streams of the state and would have ensured them certain rights.

This picture is enriched by the existing system of social protection that unfortunately is not long-term development oriented, turning, in many cases, fully capable people to a life in dependency and complacency that drains them of their will and lowers their incentive to make the most of their lives. In this way, the users of any benefits granted by the state gain the psychology of dependence on social benefits, which makes it very difficult to re-enter into the regulated labour market.

1. Low level of education

The **low level of education** determines most of the Roma to the lowest and least paid jobs, usually physical work that currently are difficult to obtain, since the supply of labour is high. In such a crisis, educational requirements for employment further marginalize Roma.

The assessment has shown that during the 9 years of implementation of the Government Employment Programme, **only 23% from the total successfully included Roma beneficiaries managed to get actual employment or self-employment**. The remaining 77% got included in the measures that are providing support in finding employment, but not the concrete employment. This low percentage in the area of actual employment, as well as the inclusion of the majority of Roma in the skills building programmes, is mostly related to their **low level of education**.

High number of Roma remains **without completed primary school**, which is one of the key challenges for their inclusion in the Active Labour Market Measures. And those, that are holders of a primary school diploma, and are able to access the ALMMs, again have limitations in accessing some of the employment/self-employment/vocational training measures where the advantage is given to those with completed secondary education.

³² Roma IDPs are included with one separate challenge related to their IDP status

³³ 2014-2020 National Roma Strategy, The document is available on the website of MLSP: www.mtsp.gov.mk, Title Employment, sub-title Current situation in the country

The “advantage” is either in a written form such as in the case of the certified vocational training programmes for skills that are deficient on the labour market where it is stipulated that a person with primary education can apply for the training, but advantage will be given to a holder of a secondary education degree³⁴. Or, there are cases where the measure is open for persons with primary education, example self-employment, but there are a number of business management trainings that these persons have difficulties to follow and understand.

2. Dependence on social benefits

During the interviews and focus groups meetings, the **dependence on the social benefits** was highly noted among the Roma by both themselves and the relevant institutions and organizations active in the field. The **fear of losing the social benefits is for many of the Roma a major obstacle that is preventing their and their family members’ activation and participation in the labour market.**

As was noted in the National Employment Strategy 2016-2020³⁵, the current social protection system is leading to a higher inactivity among the members of the recipient household and indirectly to their social exclusion. Furthermore, from a dynamic perspective, long-term reliance on social benefits has been shown to increase the probability of passing on this model to future generations, with the corresponding negative implications for labour market participation.

3. Lack of access to information about the employment opportunities

As noted during the interviews and focus groups meetings, the majority of Roma have difficulties in accessing the needed information about the employment opportunities **from the relevant national institutions.** The **media coverage** of these opportunities in Romani language is lacking in both local and national TV, radio and other media sources.

Also, many of Roma, when able to access this information, have difficulties **understanding it,** especially the **rights and responsibilities arising from the employment measures.** In some cases this is due to the **complexity of the used language during the presentation of the employment opportunities** by the relevant professionals, in some cases it is **due to the lack of time and energy** on the part of these professionals to properly present the measures among the low educated candidates while ensuring that they understand all the consequences from getting self-employed/employed or trained with the Government’s OPE support.

There is a group of Roma that noted during the interviews and focus groups meetings that **motivation is lacking to get activated to enter or re-enter the labour market.** These are Roma

³⁴ Macedonian Qualification Framework web site: www.mrk.mk, http://mrk.mk/wp-content/uploads/2015/12/Inventory_adult-education.pdf

³⁵ Page 19 and 36, Nacionalna Strategija za vrabotuvanja na Republika Makedonija 2016-2020, Ministerstvo za trud I socijalna politika, 2015

that have **been long term unemployed and who are mostly involved in the informal business** to assure daily survival and even though they are informed about the formal employment benefits still fears to change their routine.

Another issue related to the access to information is **the proper information about the ESA requirement to be registered as an “active” job seeker to be able to apply for the Active Labour Market measures.**

The lack of proper access to information is connected to the existing lack of promotion of **positive role models** from the Roma community who were successful participants in the past employment programmes and **who can stimulate return to education, or professional skills building in the Roma community.** Also, there is a need for more regular info sharing and increase of beneficiaries’ knowledge about the employment opportunities **from the Roma Information Centres** which work now focuses on a number of different areas such as health, education, personal documents, and is preventing them to focus on social protection and employment of Roma. During these meetings participation from the Employment Centres and other relevant professionals as well as the representatives of the private sector should be assured.

4. Need for institutionalization of the offered additional support for usage of standard development tools

As noted in several UNDP reviews³⁶ of the country employment programmes, since 2007 the Government is trying to stimulate the labour market with a variety of Active Labour Market Measures (ALMMs), which among other, target the most vulnerable groups including the unemployed Roma.

The experience shows that Roma and other people at risk of social exclusion **face with multiple barriers in their efforts to integrate in the formal labour market by using standard development tools.**

Efforts are needed to work towards a **holistic approach** to address the two interrelated underlying factors that currently impair the Roma’s ability to integrate into the labour market. That is to say, action has to be taken to combat educational deficiencies and discrimination. Even though, since 2013, additional support in a form of outsourced employment coaches and mentors have been introduced in 12 municipalities³⁷ where there are a high percentage of Roma inhabitants, **this support needs to be further structured and institutionalized.** This will ease coaches’ and mentors’ access to relevant CSW and ESA information and data, and their lobbying before the

³⁶ *Participation and success rate of Roma in the Government’s employment programme 2007-2013 with recommendations for better effectiveness and efficiency of employment measures, Aferdita Jaxhijaha Imeri, UNDP, 2013 and Assessment of the benefits of the coaching and mentoring programme 2014-2015 for supporting employment and skills building of Roma and socially excluded, by Risto Ivanov and Maja Ristova, December 2015*

³⁷ *Shuto Orizari, Chair, Tetovo, Gostivar, Kumanovo, Prilep, Bitola, Shtip, Kochani, Vinica, Delchevo and Berovo*

suppliers, training providers³⁸ and potential employers to contribute to Roma employment candidates' success.

5. Lack of correspondence of some of the developed employment measures with the specific needs of the target group

Another challenge, noted during the interviews and focus groups with relevant stakeholders and Roma beneficiaries is that **some of the offered employment measures are not corresponding with beneficiaries' needs**. The focus was on the inadequacy of the composition of the grants for self-employment and formalization of informal businesses in light of the number of Roma-owned informal businesses on the green markets. The field work of the Roma Information Centres, employment coaches and mentors and the Roma civil society measures since 2013, has noted interest among this specific, and not so small, target group, for inclusion in the self-employment and formalization measure **once the grant composition is tailored to match the needs of the specific business** (% for rental of the market stand, % for purchase of goods for resale, and % for purchase of equipment and raw materials).

Also, another issue that was noted during the focus groups meetings is related to the need of the most deprived **who decided to open their businesses to synchronize time needed for the business registration with the purchase of the equipment and raw materials**. The time gap that sometimes exists between the business registration and completion of the purchase of equipment and raw materials is causing expenses for the business owners (number of taxes) without any income generation, and is putting the business existence in the difficult position for its start.

Also, as noted during the interviews and focus groups meetings, a number of offered vocational skills trainings **were not gender sensitive**, offering trainings that are rarely chosen by women.

Another example that was given was related to the implementation of the measure **Training for skills that are deficient on the labour market**. Over the years, many Roma applied for this measure understanding its benefits in building their professional skills and improvement of their employability. However, due to the **inadequate order of the steps** foreseen within the measure, a number of Roma and other vulnerable, that in general have difficulties accessing the labour market and lack the confidence in the institutions, decided to apply for training but did not even start with it due to the lack of training providers in their municipality or in the nearby municipality. This caused difficulties, for the employment coaches and mentors, and other relevant institutions/organizations in the field to re-motivate these people to apply again in the next OPE for any of the offered trainings or employment measures.

³⁸ For purchase of technical equipment and raw materials for opening of small businesses; training providers for vocational skills trainings

6. Lack of sensitivity of the institutions that work with Roma and other vulnerable groups

The **horizontal but also the vertical communication** among the relevant institutions is found challenging. The institutions are not well informed among each other on the measures that they are offering and that might affect the same group of beneficiaries.

Another identified challenge is related to the **capacities of the relevant institutions** who are dealing with Roma employment, for **proper communication**, without the RIC or other field support mediation, about the employment opportunities among the Roma community where the majority are low educated and have difficulties to understand the **complexity of the language** used by many of the professionals. Also, the participants of the interviews and focus groups meetings noted the lack of **sensitivity among some of the institutions** to work with this target group and the **lack of time needed for proper and more understandable presentation** of the employment opportunities among the most vulnerable groups, including Roma.

7. Existence of discrimination and stereotypes

A major challenge pointed out during the interviews and focus groups was the existence of **discrimination practices and stereotypes, especially among the private sector**, related to the employment of Roma. This issue is very much related to the lack of a more systematic promotion of employment programmes and positive experiences from employment of Roma and other vulnerable groups among the private sector companies.

8. Lack of access to employment opportunities for Roma women

As per the statistics provided by the Employment Service Agency³⁹, from 2007 until the end of 2015 a total of 3,153 Roma got employed/self-employed/or trained, with this figure accounting for 2.89% of all beneficiaries of the relevant programmes. Romani women represented 37% from the Roma beneficiaries included in the programmes and **only 2% from the total number of women included in the employment programme.**

The evident lack of access to and low participation in the labour market of the Roma women can be attributed to several factors such as their **traditional role and responsibilities in the family**, lack of education and lack of access to information.

As noted during the interviews and focus groups meetings in many cases the traditional role of the Roma women as a housewife and a mother is the key factor influencing **Roma girls' withdrawal from the education and** their subsequent absence from public life, including but not limited to the labour market.

³⁹ Details presented below in Annex 1 of the Report

According to the UNDP/WB/EC Regional Roma Survey 2011 low levels of education together with the high unemployment rates noted among Roma women are one of the main causes for their exclusion. The inability to fully realize the potentials due to the **lack of higher education is influencing Roma women's position in the labour market.**

According to the Roma Inclusion Index 2015⁴⁰, prepared by the Decade of Roma Inclusion Secretariat Foundation, in September 2015, **Roma are 25% more unemployed than non-Roma. The gap for Romani women is 40%.** In comparison to non-Roma, 33% more young Roma are not in employment, education or training. For young **Romani women this gap is 43%.**

According to the UNDP coaches' and mentors' field reports, Roma women represented 30% from the total number of activated and informed about the employment opportunities in 2014-2015. Aiming to reach equal representation of both men and women during the field work in the activation and information phase, it was noted by the coaches and mentors, that many of the **Roma women who were invited but not able to attend the informative sessions, were either not motivated to learn about the employment opportunities; were lacking completed primary education needed to enter some of the employment measures; or were unable to leave the house because they were taking care of the children⁴¹, the later was especially challenging for the single mothers.**

And lastly, another challenge for Romani women that **were interested to apply** in the employment programmes was the **lack of correspondence of some of the developed employment measures with their specific needs.** This was especially pointed out, during the focus groups and interviews, about the implementation of the measure "Training for skills that are deficient on the labour market", where many of the available licensed training programmes were for **occupations rarely chosen by women.**

9. Legal barrier that prevents internally displaced persons⁴² to access ALMMs in the Employment Centre outside the place of residence stipulated in the personal ID cards

According to the Law on Employment and Insurance in Case of Unemployment, Official Gazette no. 112 from 25.07.2014, article 44, the **Employment Centre located in the place of residence⁴³ of the unemployed person is responsible for his/her registration.** This means, that an unemployed person is **legally obliged to register and use the services from the EC located in their place of residence, and to apply for an employment measure and go through its steps in that centre.** The **ESA software for registration of the unemployed persons is set as per the**

⁴⁰ http://www.romadecade.org/cms/upload/file/9810_file1_roma-inclusion-index-2015-s.pdf

⁴¹ *The findings of the 2011 EC/WB/UNDP Roma Survey reveal lower shares of Roma children (aged 3 to 6 years, or 3 to 5 years) who attended pre-school, as compared to non-Roma living in close proximity to them, and - as compared to national average net enrolment rates (Ivanov and Kagin, 2014)*

⁴² *And other in especially difficult situations such as victims of gender based and domestic violence sheltered for 6 up to 12 months in a location that is different from their place of residence noted in the ID card*

⁴³ *The place of residence can be permanent or temporary, but this has to be duly noted and reflected in the ID card*

place of residence, and prevents the ESA employee from one Employment Centre to register and assist persons with place of residence that is under the authority of another EC.

The majority of IDPs have decided to permanently move to their new place of residence, either by purchasing new houses/apartments or by renting a dwelling with/or without the Ministry of Labour and Social Policy's support. By doing that, they are allowed (and legally obliged) to change their place of residence in their ID cards, and are able to register as unemployed, apply and use the ALMMs in the EC located in their new place of residence.

However, during the interview and focus groups meeting, some cases were mentioned, where **internally displaced persons still hold ID cards with their place of origin and not the place of relocation**. This is preventing them to access the labour market and the available ALMMs in the new place of residence that is not reflected in their ID cards.

The existing legal barrier and their difficult socio-economic status, the lack of finances, and the need to travel from their actual place of residence to the EC located in the city corresponding with the place of residence listed in their ID cards, is preventing IDPs' participation in the ALMMs. This challenge can also be attributed to other vulnerable groups, such as victims of gender based and domestic violence, when sheltered for 6 up to 12 months in a location different than the place of residence noted in the ID cards.

4.2. Accessibility factors /identified challenges for Roma refugees participation in the Employment Programmes

1. Roma refugees' status in the country

The UNHCR representatives noted that one of the key challenges that prevents Roma refugees from Kosovo (those with status of recognized refugee and under subsidiary protection) **to obtain citizenship and improve their status on the labour market is the requirement to obtain personal documents from their country of origin**. If a refugee or a person under the subsidiary protection decides to travel to Kosovo to obtain personal documents, s/he risks signalling to the Macedonian national institutions that the circumstances that qualified this person for protected status in the country no longer apply, and she/he can now easily return without any safety risks. By doing so these persons are facing possibility to lose their status as refugees and persons under subsidiary protection, and therefore the majority of them is not taking this initiative.

Roma beneficiaries' status in the country is one of the key challenges for their inclusion in the labour market, especially for those **who are not categorized as recognized refugees or persons under subsidiary protection**.

2. Low level of education

The majority of Roma refugees identified in the field, were **without completed primary education**, or partially completed in their country of origin, but **without proper documentation** to prove their level of education. This situation has led a number of them to hold a status of persons without any formal education who needs to return to formal education from the beginning, thus preventing them to enter the labour market and the available active labour market measures.

3. Dependence on social benefits

The **dependence on the receipt of social benefits** is highly noted among the Roma refugees by both themselves and the relevant institutions and organizations active in the field. The **fear of losing the social benefits is for many of the Roma refugees the key obstacle** that is preventing their and their family members' activation and participation in the labour market. Also, this issue is related to the lack of promotion of the benefits from their inclusion in the labour market by obtaining the personal work permit and getting trained, employed or self-employed and earning much more than the amount received as a social benefit.

4. Lack of a systematic solution to Roma refugees' integration in the labour market

As informed by the UNHCR representatives and their partner NGO the most successful employment measure was the subsidized employment, while there were a number of challenges faced during the implementation of the self-employment programme.

However, the field meetings with the Roma refugees reported cases, where the subsidized employment was ongoing without problems during the project duration and available donor support, but once this period of 6 months of subsidy support ended, and the responsibility for subsidy payment moved to the employer, many of the refugees either stopped receiving regular salaries or lost their jobs.

Therefore the **lack of a systematic solution to their integration**, such as **integration through the active labour market measures** with coaches' and mentors' support, instead of through separate project initiatives, is one of the identified challenges that should be considered as a long term solution for the improvement of Roma refugees' status on the labour market.

5. Lack of promotion of the employment opportunities for Roma refugees

Special attention should be given to the **promotion of the work of the Centre for Integration as well as to the role of the Employment Service Agency in the area of issuance of work permits for foreigners** (including Roma refugees). The field experience with Roma beneficiaries has shown the need for deeper **involvement** of the **Centre for Integration in the field**, through direct meetings with the beneficiaries and detailed promotion of employment opportunities; the required

procedures for obtaining work permits, and the importance of owning a work permit for legal inclusion in the labour market. The lack of **developed guidelines with specified rights and obligations in the area of employment, with explained steps, responsible institutions and needed documentation** was noted.

Unfortunately, the **lack of positive role models** was also identified. The majority of Roma refugees, who decided to get self-employed, employed with subsidies or trained, have negative experience that is shared with the rest of the Roma refugee community, thus causing fear of participation among them in current or future employment programmes.

6. Existence of discrimination and stereotypes

The **challenge with the existence of discrimination and stereotypes**, pointed out during the interviews and focus groups, for Roma refugees is twofold: it is **based on their ethnicity but also on their status held in the country**, and can be noted in their relations with the **relevant institutions, access to services, and in their access to labour market and the representatives from the private sector**.

7. Lack of access to employment opportunities for Roma women refugees

As already mentioned, for the period 2012 - 2015, 113 Roma refugees from Kosovo managed to improve their professional skills or get employed or self-employed. 31% of them were women.

The **lack of education** among the Roma refugee women that was noted during the focus group and informative meetings was confirmed with the fact that their participation in the donor supported employment programmes was mostly in the **adult education programmes for completion of primary education or in the professional skills building training programme**.

From the total 35 educated, trained or employed Roma women refugees over the past 3 years, 17 managed to successfully complete vocational trainings, 14 were enrolled in adult education programmes for completion of primary education and 4 got employed through subsidized employment. There were **no Roma women refugees involved in the self-employment programmes**, mostly, as noted during the interviews, informative and focus groups' meetings, **due to the lack of proper education, lack of business management experience and fear of losing the social benefits**.

As noted by the participants during the informative and focus groups meetings, Roma women refugees face **triple discrimination** while trying to access the labour market: **their ethnicity, their refugee status in the country and their gender**. The combination of these factors together with the **lack of education, on one side, and their traditional role in the family**, on the other side, prevents inclusion of Roma refugee women in the development processes in the country.

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

And lastly, another challenge for Roma women refugees who were interested to apply in the vocational training programmes was **the lack of gender sensitivity**, because the **majority of the available training programmes were for occupations that are rarely chosen by women.**

5. RECOMMENDATIONS

The Active Labour Market Programmes can help create employment and income generating opportunities for Roma and other socially excluded groups. Even though the Government interventions in the area of employment have increased over the years, the access to these programmes remains difficult for the most vulnerable. Therefore, a more systematic and holistic approach is needed in order to integrate Roma (both nationals and refugees) in the formal labour market by using standard development tools.

5.1. Roma nationals and IDPs

1. Introduction of programmes for skills recognition and informal completion of primary education

As noted above, one of the biggest challenges for Roma nationals' inclusion in the labour market is the lack of appropriate education. The majority are either without completed primary education, or with partially completed primary education. This situation is preventing them to enter the labour market and available active labour market or other employment measures where completed primary education is set as a mandatory criteria. The introduction of programmes for skills recognition and completion of primary education in an informal manner is highly needed and will greatly contribute towards the improvement of these beneficiaries⁴⁴ potentials for activation in the labour market.

The Ministry of Education and Science has endorsed in September 2015 the new policy concept for provision of primary education for adults through the informal system of education and is working, together with the Centre for Adult education and the international community, on the development of flexible programmes for life and professional skills recognition and the development of key adult competencies. Once these programmes are developed it should be properly promoted among the Roma community by all relevant stakeholders, RICs and CSOs, both among the residents and non-residents, in order to increase their knowledge about the programmes' benefits and employment possibilities that will follow upon the successful participation and completion of the programmes.

Another focus should be given to continuing work with Roma youth enrolled in primary and secondary education about the importance of continuing in and completing education and the connection between the education and future employment opportunities.

Also, as field meetings with beneficiaries have shown that a majority of Roma with completed secondary education are not continuing in the tertiary one, the Employment Service Agency and the Employment Youth Clubs, should introduce a presentation of the Active Labour Market

⁴⁴ *Roma nationals and Roma IDPs*

Measures and other employment opportunities for the students from the final year of education in general and vocational high schools to motivate their employment or self-employment in the private sector.

2. Introduction of an Activation Programme

One of the key challenges for Roma, that usually prevent them to participate in the ALMMs, is the persistent fear of losing social benefits even in cases of possible participation in Vocational skills trainings or Community works programmes, where their social benefit is maintained. It is of crucial importance to properly disseminate the information on whether or not a person at risk for social exclusion will lose the right to social benefits if included in the ALMMs. The Centres for Social Work (CSW) should be the central point for dissemination of such information.

Even though the CSW should motivate and assist the vulnerable categories of citizens towards employment, in practice the CSWs advise the social benefits recipients that they must remain active job seekers in order to keep receiving the benefits. But, this activation is mainly linked to the formal requirement to be registered in the ESA as an active job seeker and not the real activation through providing support services for inclusion in the ESA programmes and measures⁴⁵.

The majority of Roma social protection beneficiaries have become highly dependent on it. One of the possibilities for their future activation on the labour market is the creation of a so called Activation programme which aims to ensure the engagement of beneficiaries of working age, who are in receipt of social benefits, in order to support them and their families in progressing into employment and/or other appropriate progression.

An assessment was done of the Activation Programmes that have shown success in Denmark, Ireland and Serbia. In the lines below, some of the key activation opportunities available for recipients of social benefits in these countries are presented as an inspiration for the policy makers.

Denmark⁴⁶

Denmark has since the 1990's introduced Activity Plans for persons that are unemployed for more than 12 months. The crucial features of the new labour market reforms are that rule-governed activation has been replaced by decentralization in policy formation and by need orientation in policy implementation so as to ensure the smooth functioning of the labour market. In Denmark the social welfare system is decentralized and social benefits are administered by the municipalities

⁴⁵ *Assessment of the benefits of the coaching and mentoring programme 2014-2015 for supporting employment and skills building of Roma and socially excluded*, Risto Ivanov and Maja Ristovska, UNDP, 2015

⁴⁶ Extracts from the Report prepared by Per H. Jensen. 1999. *Activation of the Unemployed in Denmark since the early 1990s. Welfare or Workfare?* Centre for Comparative Welfare State Studies (CCWS) Department of Economics, Politics and Public Administration Aalborg University.
http://www.dps.aau.dk/fileadmin/user_upload/ime/CCWS/workingpapers/1999-1-ActivationoftheUnemployedinDenmark.pdf

and are subject to social policy legislation, with the Ministry of Social Affairs as the central authority.

With the labour market reform in 1994 a new administrative machinery was created. The Ministry of Labour continued to have the overall responsibility for labour market policy. At the national level, a National Labour Market Council was established and 14 Regional Labour Market Councils. The National Labour Market Council functions as an advisory body to the Minister of Labour, and formulates general goals and output requirements for the Regional Labour Market Councils. In conforming to these centrally formulated goals, each Regional Labour Market Council establishes priorities and plans for their activities in accordance with local needs and demands.

As such, Regional Labour Market Councils set two types of priorities. First, they define those groups in the local area considered to be particularly vulnerable to the risk of long-term unemployment with an eye to activating members of these groups at an early stage in the unemployment career.

Second, they orchestrate the policy instruments available for the unemployed in the local area; i.e. the Regional Labour Market Council defines the most appropriate local/regional means of helping the unemployed back into employment.

An activity plan outlines the goal of activation and the means by which the goal is expected to be reached. The plan is drafted and signed as a contract between the unemployed individual and the Public Employment Service. The formulation of an activity plan must be based on the needs and wants of the individual. Clarification of individual skills and goals is a precondition for the formulation of an activity plan. At the same time, recipients of unemployment benefits and social assistance must be available for the labour market and must register as job seekers at the Public Employment Service.

The duration of unemployment benefits in Denmark is 5 years since 1995. The total period of five years is subdivided into two shorter periods. The first period, i.e. the benefit period, has a duration of two years, whilst the second period, i.e. the active period, has a duration of three years. In the first period, the unemployed person is entitled to activation for a period of one year. In the second period, the unemployed person has both the right and the obligation to be activated during the entire period. Activation usually entails a combination of short-term instruction, education and job training aiming at improving the capabilities and life chances of the long-term unemployed person. These activation activities do not qualify to help the individual regain the rights to unemployment benefits once the five year period ends.

The activation programmes include, but are not limited to:

1. Job placement services, information and guidance;

2. Subsidized employment (job training) at public or private employers (Job training consists of a temporary job with a wage subsidy);
3. “Special jobs” in the public sector within areas such as environmental protection, culture, energy, public transportation, health, child care, elder care, etc. These jobs are designed to improve services in the public sector. Wage conditions are the same as subsidized employment.
4. Participation in the vocational/training system (Vocational training is targeted to the needs of the labour market, and participants are entitled to unemployment benefits).
5. Combination of the instruments mentioned above.

Ireland⁴⁷

Ireland has introduced the Action Plan for Jobs in 2012. In accepting social benefit, assistance and/or support, the beneficiary agrees to meet the relevant job-search and availability for work conditions, and benefit him or herself of the appropriate support measures offered during the course of the activation process, including employment, education or training. The activation process complements the control process of the CSW. The payment of benefit is linked to, and dependent upon, participation in the activation process.

All persons between the ages of 18 and 64 years who are approaching 3 months on the register of the recipients of social benefits are identified by the CSW and referred to Employment Centres for interviews and professional skills profiling with the aim of assisting them to enter/re-enter the labour market. The process is a key element in addressing the needs of those on the social benefit recipients register.

If people do not attend the interview, or subsequently decline offers of training or other assistance, their cases are referred back to the CSW local office for review to determine if they continue to satisfy the conditions for receipt of social benefits. A statutory obligation exists for recipients of social benefits to be available for and genuinely seeking full-time employment. Persons who for valid reasons are unable to benefit from the opportunities for placement in employment, training or education provided, continue to receive social benefit. In such cases, the CSW assist them in identifying barriers to participation and exploring alternative courses of action.

The Activation Programme includes, but is not limited to:

1. Work engagement programmes (ex. Community works programme; Part-time work programmes);
2. Internships (Internship programme and introduction of a Work placement programme⁴⁸)

⁴⁷Details about the Activation packages used in Ireland are available on the following link: <https://www.welfare.ie/en/downloads/Review%20of%20Employment%20Support%20Schemes.pdf>

⁴⁸Ireland example: The **Work Placement Programme (WPP)** provides 9 months work experience in the private, public, community and voluntary sectors for graduates and other unemployed people. The placements are for a minimum of 25 hours per week. The programme is available to people getting social benefits and is able to keep it while in the programme.

3. Training programmes (vocational skills trainings, soft skills training programmes, etc)
4. Back to work self-employment programmes ⁴⁹

The Activation Programme is considered as a sub-programme of the Government's Operational Plan for Employment.

Serbia⁵⁰

According to the World Bank study in Serbia in 2013, there are three main types of barriers that prevent social assistance beneficiaries from participating in gainful employment: employability constraints, participation constraints, and benefit-related disincentives.

- **Employability constraints.** People may be out of work because their existing level of human capital, such that their education, skills, or experience, does not meet the requirements of the labour market.
- **Participation constraints.** A person may be potentially work-able but facing nonmarket constraints to joining the labour force. These include, for instance, caretaking duties in the household, lack of transportation to the work place, or lack of information about job opportunities.
- **Benefit disincentives.** In addition to the two preceding types of constraints—which apply to the entire labour force—the design of social assistance benefits (and their interaction with the tax system) may be an additional factor discouraging social assistance beneficiaries (who would otherwise be working) from taking up employment.

The Serbian Financial Social Assistance Programme's main objective is to provide minimum income and social integration of the most vulnerable and poor members of society. As do most means-tested social welfare programmes, it raises concerns about the potential negative impact on labour supply as well as the development of long-run welfare dependency of beneficiaries.

The activation of different groups of beneficiaries requires a tailored mix of services that may fit their specific needs. Four activation packages are proposed:

Market-Ready clients are those who can be more easily activated. These clients normally do not require services other than those offered to facilitate intermediation with the labour market because their unemployment spells tend to be short. In Serbia, this group includes the *educated unemployed youth*. Services to these clients range from access to information on vacancies, to workshops on résumé preparation, interview skills, and job searching.

⁴⁹ Ireland experience: The Back to Work program encourages people getting certain social welfare payments [to become self-employed](#). If you take part in the Back to Work programme you can keep a percentage of your social welfare payment for up to 2 years

⁵⁰ Presented information is an extract from the 2013 World Bank Study "Activation and Smart Safety Nets in Serbia: Constraints in Beneficiary Profile, Benefit Design, and Institutional Capacity" http://www.worldbank.org/content/dam/Worldbank/Event/ECA/SERBIA_Activation_note_FinalforPortal.pdf

Intensified Activation clients can benefit the most from interventions that build human capital. This group include the individuals who, to become employable again, require retraining in job-specific skills that the labour market requires. This could be the most appropriate strategy to activate the large group of *elderly experienced unemployed*, who have, on average, a good educational foundation that allows them to absorb more specific training, as well as prior work experience, but were laid off and never found employment thereafter. A second group that would benefit from a similar mix of policies but with more elementary skills training includes the *chronic unemployed*. Because individuals in both groups are long-term unemployed but declared to be searching for work and willing to attend training, financial incentives built into the benefit formula and associated with participation in activation measures and in the offered activities are an appropriate mix of incentives to sustain their effort.

Special Support clients require intensified case management and a mix of services to improve their participation in the labour market. This group includes individuals in the cluster of the *elderly experienced inactive*, who face a number of other barriers to joining the labour force related to caretaking duties, temporary health conditions, geographic barriers to joining markets, and potentially also little personal motivation. These clients require intensive case management to identify the specific barriers they face and the potential solutions for each person's activation, which often lie beyond the confines of the employment services. In this case, the main role and challenge of activation services is to ensure proper institutional coordination with the other service providers in the community, including facilitating clients' access to specific benefits (such as transport, housing, prioritization in child-care centres, and disability benefits for other family members). Because most of these clients are not part of the labour force, they will also benefit from a mix of incentives and job search assistance to build motivation and identify their labour market potential.

Finally, Hard-to-Serve clients include individuals who face high barriers both in terms of employability skills and in terms of ability to participate in the labour market. This group is similar to the Special Support clients, but in addition suffers from lack of basic skills and work experience. For instance, the *inactive uneducated women* cluster exhibits very low education levels, high caretaking duties, and no prior attachment to the labour market. Also, the *inexperienced unemployed women* cluster, while showing higher motivation to join the labour force and having lower caretaking duties, may be considered as a borderline case of Hard-to-Serve and Intensified Activation clients in light of their poor education and lack of prior work experience. These groups of beneficiaries may be considerably harder to activate, and they require, in any case, a longer process, which will include both the intensive case management for *Special Support* clients and basic skills-development activities, especially "soft skills" training, that can improve their capacity to seek, find, and retain work.

In recognition of the need for a holistic approach to addressing the barriers to work, from 2009-2011, the Government of Serbia embarked on piloting an integrated service delivery model that

entailed strengthening cooperation between the Centres for Social Work and Employment Centres, general and vocational education providers, and other institutions, and setting a common objective for their efforts.

Proposed activation initiatives in Serbia to improve the employability of the social benefits' recipients are:

1. Classical active labour market measures:

- Job-related training schemes;
- Employment incentives;
- Start-up programmes.

2. Soft ALMPs

- Job search assistance;
- Counselling.

3. Financial incentives

- Earning limit waivers for recipients of social benefits who are returning to formal employment;
- Wage supplements granted in case of taking up low-paying jobs;
- Income limit waivers related to taking up ALMMs, such as reimbursements during training, public works, etc.

In all presented Activation Programmes the key is making the payment of benefits dependent upon participation in the activation process. They are connected to a statutory obligation for recipients of social benefits to be available for and genuinely seek full-time employment. The activation programmes are designed to match the needs of different types/sub-groups of recipients of social benefits. The role of the Centre for Social Work is crucial in identification and referral to Employment Centres of work-capable recipients of social benefits that are on the register for a certain time. The aim of the Activation Programmes is on the one hand to assure that people in need have the minimum income and social integration, but also to prevent the development of long-run welfare dependency of the beneficiaries.

If piloted in our country, any of the activation programmes could also include **coaching and mentoring support** from either ESA representatives, Roma Information Centres⁵¹ or outsourced professionals who will work with the CSW referred social benefits' recipients to identify appropriate training or development (employment) programmes which will enhance the skills that

⁵¹ *Once trained and with built capacities in the area of employment*

the individual has, and ultimately improve their employment chances, as well as helping them to continue to develop personally. The support provided by the coaches and mentors will have to involve active case management and the development of an individualized personal employment plan.

3. Enhanced promotion of employment modalities among the Roma community

Improvement of the access to information and proper promotion of the employment modalities can be achieved through the usage of **positive role models** from the Roma community that were successful participants in the past employment programmes. The positive role models can boost unemployed Roma's confidence to seek for employment or self-employment, and can also stimulate return to education, continuation in the secondary or tertiary education or professional skills building. Roma role models will support the change of perceptions about Roma as employees and will undermine negative stereotypes amongst potential employers, Roma themselves, the work colleagues and others.

Also, **regular sessions should be organized** in the Roma Information Centre or on other locations in the Roma community with the ESA representatives, employment coaches and mentors and other relevant factors in the area of employment of Roma including private sector representatives to increase beneficiaries' knowledge **about the rights and responsibilities occurring from their participation in some OPE measure as well as about their employment opportunities.**

Allocation of **more time to the detailed presentation of every measure and its elements is crucial** in preventing development of false expectations among the Roma from participation in the OPE and will assure proper education about the consequences and penalties that will follow in cases of withdrawal from some measures or business closure, or similar.

This is important to prevent negative publicity about the OPE, that may occur in the Roma community from the past candidates that were either not able to enter in some employment measure or withdrew from it with an obligation to return the funds or were removed from the list of active job seekers. In the majority of cases this happened due to the employment candidates' lack of knowledge about their rights and responsibilities before deciding to apply in some OPE measure. More important, this will prevent the cases when beneficiaries are facing debts or other financial difficulties instead of improvement of their socio-economic status.

Attention should be given to the promotion of employment opportunities among Roma youth enrolled in secondary and tertiary education through the participation in the Youth business clubs established in some faculties, presentations by the career advisors, Roma Information Centres, the Employment Service Agency and other.

4. Institutionalization of coaching and mentoring support

In 2013, Coaching and Mentoring support was introduced as a donor supported pilot programme. Based on the results shown and the increased participation of Roma in the ALMMs, the Government included and financially supported the programme under the Operational Plans for Employment 2015 and 2016. Coaches and Mentors are now providing support to Roma and other socially excluded groups in the country through identification⁵², motivation, work activation, professional skills profiling, business and training advices and regular follow up upon the successful employment or self-employment.

This support should be maintained and opportunities for its **institutionalization should be considered**, perhaps through: employment of Roma professionals in the ESA, or through extensive capacity building and focusing the RIC support in the area of employment and their relocation to the CSW and/or the ESA premises or other. The service and support that will be offered by the Coaches and Mentors in the future, whether as governmental employees or outsourced professionals, will be crucial, especially if the proposed Activation Programme and its measures are introduced in the country.

5. Piloting new needs-based employment modalities

There are a number of informal jobs identified in the field over the years that are specific for the Roma community. The policy makers should take into consideration the **specific needs of the Roma community while developing some of the measures included in the Operational Plan for Employment**. Some **flexibility and adaptation of standardized employment measures to Roma needs should be allowed as a bridge between the Roma community and the system of the ALMMs**.

More specifically, there are a number of Roma involved in the informal business in the green markets and as waste collectors. They have already developed skills for these jobs and can easily (with some additional business trainings and mentor support) continue to perform them in a formal manner. This can be done, possibly, through **piloting of some self-employment / formalization programmes and adjustments of the structure of the offered grant support or introduction of new measures that have shown success with this target group in the region or further afield**.

The piloting, if resulted with positive outcomes, can than easily be scaled up for other socially excluded groups or other types of informal businesses, and included as a regular measure (new one or as an option under the existing one) in the future Operational Plans for Employment.

⁵²of unemployed who are not registered as such in the ESA system

6. Improvement of vertical and horizontal coordination among the institutions

The horizontal but also the vertical communication among the relevant institution is found challenging. The institutions are not well informed among each other on the measures that they are offering and that might affect the same group of beneficiaries. The CSW shouldn't only advise the social benefits recipients to remain active job seekers in order to keep receiving the social benefits, but must motivate and assist them towards employment, directly or with support of the Roma Information Centres and/or other field support teams. Regular and effective coordination among the Centres for Social Work and the Employment Centres, with active participation of the RICs and Coaches and Mentors is crucial for effective activation of the people at social risk on the labour market.

Also, improvement of the role and efficiency of the Roma Information Centres should be considered in the future. Currently, the RICs serve in the field not only as a source of information but also as actual administrative workers who are overburdened with paperwork related to their clients' problems from a variety of areas: health, housing, education, social protection, employment and other if needed. This is causing the RIC staff to spread their interventions in areas for which there are already introduced mediators, such as health mediators and upcoming educational mediators for Roma, and lose the focus from the social protection and employment issues that are under the Ministry of Labour and Social Policy authority.

Focused RIC support in the area of social protection and employment will further support the coordination between the CSW and the ESA, and will support their staff sensitization to work with Roma and other especially vulnerable groups. Their role of the Roma Information Centres will not be lost, regarding all other areas of interest for Roma community, but it will be focused on proper referral and not on trying to solve clients' problems from areas that are already covered by specific professional assistance and/or mediation.

7. Fighting discrimination and stereotypes through an "intercultural approach"⁵³

A major challenge pointed out during the interviews and focus groups was the **existence of discrimination practices and stereotypes, especially within the private sector**, related to the employment of Roma.

One way to fight the existence of discrimination practices and stereotypes is with the introduction of an **intercultural approach which involves Roma people together with people from different ethnic backgrounds**. Essential for effective communication and policy, intercultural learning and skills deserve to be promoted alongside combating prejudice and stereotypes⁵⁴.

⁵³ACCEDER Programme: A gate to social inclusion and equality of opportunities for the Roma population, <https://www.changemakers.com/economicopportunity/entries/programa-acceder-puerta-de-inclusi-n-social-e-igualdad>

⁵⁴Petronella, Salvatore, +Respect, 2011. *Increasing Roma Peoples' Participation and Citizenship rights: Campaign and Tools. Combating anti-Roma Prejudices and Stereotypes through Media*

This approach is widely used in the well know Spanish **ACCEDER** Programme.⁵⁵ ACCEDER is a labour mediation programme that emerged with the objective of achieving the effective incorporation of the Roma population in employment. The ACCEDER programme has been operational since 2000 and is present in 14 Regions of Spain with 49 employment offices. More than 82,000 persons have benefited directly from the programme, with Roma constituting 67% and women 53% of the beneficiaries.

The **ACCEDER Methodological Model** is based on the adaptation of success factors to the specificities of the Roma population, by giving a response adapted to the training and labour insertion needs of this community. It is structured around three fundamental approaches:

- **Individualized approach** materialized in personal insertion itineraries designed from an initial diagnosis of employability.
- **Mainstreaming approach**, following criteria of normalization, the involvement of the Roma community, **inter-culturalism** and complementarity with the rest of society's resources and public goods.
- **Multidimensional approach**, through direct interventions with the Roma community itself, institutional action for the promotion of social policies, and awareness-raising both for agents intervening in the labour market as well as the society as a whole.

Some of the ACCEDER approaches can serve as inspiration for promotion of the inter-cultural learning and mutual understanding as a way to fight the discrimination and stereotyping of Roma employment in the private sector through the specific actions that will:

- Highlight **inter-cultural exchanges and the role of inter-cultural character of the employment coaches and mentors** in support of the employment of Roma and other socially excluded groups;
- **Involve people with different ethnic backgrounds in the promotion of Active Labour Market Measures** through the different media (print, TV, audio, video, social, etc);
- Promote **successful stories within the private sector of Roma** that got self-employed/employed or trained through the ALMMs in order to educate the private sector about Roma life, society and culture and the importance of building an inclusive society while respecting the human rights and the identity of the Roma.
- Organize **events, gatherings, workshops, round tables with the relevant institutions, civil society organizations, private sector representatives and unemployed representatives of the Roma community** that can serve as an **open ground for discussion** about the discrimination and stereotyping of Roma during the employment processes in order to jointly **identify the challenges and propose future steps** to overcome them.

⁵⁵ https://www.gitanos.org/que-hacemos/areas/employment/modelo_de_intervencion.html

8. Improving Roma women's access to employment opportunities

As noted, Roma women⁵⁶ face the additional burden of gender discrimination, which pushes them to the margins of their societies. Low educational achievement, high rates of irregular attendance and school dropouts, high unemployment rates and poor employment opportunities deprive Roma women and girls of realistic possibilities for integration and full participation in society. Lack of personal documents hinders the possibility for many of them to access education, health care, employment and other related services. Traditional family roles that many Roma women find themselves in, creates additional mechanisms of exclusion. There is a long way to go for Roma women to become independent and able to make choices outside pre-assumed and attributed gender roles.

Roma women and girls' empowerment and gender mainstreaming is key to achieving gender equality and strengthening their role in the family and the society. **Investing in education** of Roma girls, and **increasing the literacy rates** among Roma women are preconditions for an increase of Roma women's labour force participation. Also, **labour policies affecting women in general, and especially the most vulnerable women, should be strengthened in order to improve their access to employment opportunities.**

The new national Roma Strategy 2014-2020 and its National Plan for Employment 2015-2020 have **introduced the culture of disaggregated data collection by gender**, impact assessment, monitoring and review into the public policy process and aiming to enhance the effectiveness of the specific Roma policies in order to eliminate barriers for Roma women and girls' access to services, opportunities, boost their economic growth and strengthen their status in the society.

Some of the interventions, among the general public and the Roma community that may **improve the access to services and employment opportunities for Roma women**, are the following:

- **Raising awareness about the gender based stereotypes against Roma women and girls and obstacles they encounter in gaining access to the labour market;**
- **Promoting positive and non-stereotyped image of Roma women and girls;**
- **Promoting Roma women's participation in ALMMs in the media;**
- **Ensuring proper data gathering and analysis through the promoted gender desegregated data collection in the national, as well as in the local Roma inclusion (including employment) policies;**
- **Promoting additional support measures for the economic empowerment of Roma women** (such as free of charge child care in state kindergartens for those who want to get employed);

⁵⁶ *Strategy on the Advancement of Romani Women and Girls (2014-2020)*, <https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016800c82a5>.

- **Placing economic (and other) empowerment of Roma women at the top of the agenda of the local Roma civil society organizations, improving** field work in this area.

9. Waiving residence requirements for unemployment registration

When it comes to Roma and other internally displaced persons, as country nationals, they are eligible to apply in all the available Active Labour Market Measures, therefore the above listed challenges as well as the recommendations are also targeting them. The majority of IDPs have decided to permanently move to their new place of residence, either by purchasing new houses/apartments or by renting with or without the Ministry of Labour and Social Policy's support. By doing that, they are allowed (and legally obliged) to change their place of residence in their ID cards, and are able to register as unemployed, apply and use the ALMMs in the EC located in their new place of residence. The only specific issue related to possible low IDPs' participation in the ALMMs is for those that may still have the old home address in the ID cards that is compelling them to go register, apply and use the ALMMs in the Employment Centre located in their place of origin.

For example, if the internally displaced person came to live in Skopje from Kumanovo, and still holds personal ID with Kumanovo street address than he/she must apply for the employment measure in the Employment Centre in Kumanovo and go through the employment measure steps in Kumanovo. This additional travel and other costs can be a major obstacle for participation in the ALMMs for the socially and financially deprived IDPs and for other especially vulnerable categories in similar situations, such as the victims of domestic and gender-based violence who are relocated for 6 to 12 months to shelters outside their hometowns.

To further support the employability of Roma and non-Roma IDPs, and other persons in especially vulnerable circumstances, the possibility should be considered to allow them, upon presentation of a proof of the IDP or other status, to apply and participate in selected ALMMs in their new temporary or permanent place of residence with the support of that Employment Centre. This change will highly improve participation in the labour market and the general quality of life.

5.2. Roma refugees

1. Improvement of Roma refugees' status in the country

As noted during the focus groups and interviews, after living in the country for almost 17 years, the return to Kosovo in the foreseeable future is not of interest for most of the Kosovo Roma. On the contrary, they are in favour of continuing their stay here and obtaining the country citizenship.

In the foregoing discussion about the lack of employment opportunities for Kosovo Roma refugees, the likelihood for the them to establish themselves in the country **would significantly increase** if they had **stable legal status in the country**, and if their **status enabled them to enjoy rights on an equal footing with Macedonian nationals**⁵⁷.

2. Introduction of programmes for skills recognition and informal completion of primary education

One of the biggest challenges for Roma refugees' inclusion in the labour market is the **lack of appropriate education**. A considerable if unknown proportion of them of them are either without completed primary education, or with partially completed primary education in their country of origin, but **without proper documentation** to verify it.

This situation has led a number of them to need to return to formal education from the beginning, thus preventing them to enter the labour market and available active labour market or other employment measures, where completed primary education is set as a mandatory criteria. The **inclusion of Roma refugees in the programmes for skills recognition and completion of primary education in an informal manner is highly needed** and will greatly contribute towards the improvement of these beneficiaries' potentials for activation in the labour market.

3. Introduction of Activation Programmes

One of the key challenges for Roma refugees is highly developed dependence on social benefits. Their **persistent fear of losing social benefits** is preventing them to seek employment or enter skills building measures.

Even though the CSW and in the case of refugees the Centre for Integration should motivate and assist the Roma refugees towards employment, in practice they advise them on the legal requirements to keep receiving the social benefits. As a result, real activation through support services for inclusion in the labour market is lacking.

One of the possibilities for the future activation on the labour market of Roma refugees who are holders of valid personal work permits is **their targeting in the proposed Activation Programme** which will have the same aim as for other recipients of social benefits⁵⁸: to ensure engagement of refugees of working age, who are in receipt of social benefits, into employment and/or other appropriate progression. The concept behind the Activation Programme is the same as it is for the Roma nationals, and it includes some specifics related to employment of foreigners who hold status of recognized refugee and persons under the subsidiary protection who have valid personal work

⁵⁷<https://www.hrw.org/legacy/backgrounder/eca/macedonia1203/3.htm>

⁵⁸Presented under the title 5 "Recommendations", sub-title 5.1 "Roma nationals and IDPs", point 2. Introduction of an Activation Programme within the Operational Plan for Employment

permits which legally allow them to get equal in the rights and obligations that nationals have while accessing the labour market.

4. Inclusion of Roma refugees in the Operational Plan for Employment

As per the 2007 and the new 2015 Law on Employment and Work of Foreigners, when the refugee receives a work permit from the Employment Service Agency his/her status is formally equal with the country nationals and he/she can access the labour market, thus he/she can apply for some of the available active labour market measures.

As there are **no legal barriers that prevent Roma and other refugees that hold valid personal work permits to get trained, employed or self-employed** in the country, their inclusion as **one of the socially excluded groups** targeted by the Operational Plans for Employment should be **considered, thus enabling them to use the support of the Employment mentors and coaches** and apply for the available active labour market measures.

5. Enhanced promotion of employment modalities among the Roma refugee community

Regular sessions should be organized by the Centre for integration with the ESA representatives, employment coaches and mentors and other relevant factors in the area of employment of Roma to increase refugees' knowledge about the rights and responsibilities coming from the national legislation related to these foreigners' work and employment.

This will influence an increase of knowledge among Roma refugees and their motivation to enter for the first time or re-enter the country labour market and learn that there are other better opportunities for income generation than the dependence on the social benefits.

These sessions with relevant national institutions, including **presentations of role models**, are an important step towards increasing the Roma refugee community's lost confidence and changing their negative view about the work and support offered by the national institutions. The loss of confidence resulted from the relatively high number of unsuccessful employment or self-employment cases evidenced among the Roma refugee community, mostly related to their lack of proper understanding of the offered employment/training opportunity, required documentation, lack of required education, and what is most important, their lack of understanding the **obligations** arising from the decision to participate in the employment/training/self-employment programme. The positive role models can boost unemployed Roma refugees' confidence to seek for employment or self-employment, and can also stimulate return to education or professional skills building.

6. Fight against discrimination and stereotypes

The MLPS Centre for Integration has to play a **key role in the fight against the discrimination and stereotypes** related to the employment of Roma refugees in the country. **Informative sessions have to be organized with the representatives from the private sector**, the Chamber of Commerce, representatives from the relevant national institutions as well as the representatives from the Roma refugee community to discuss the existing discrimination and stereotypes related to employment of Roma refugees in order to jointly **identify the challenges and propose future steps** to overcome them.

Also, the **role of the Employment Service Agency** has to be increased in the fight against discrimination and stereotyping of Roma refugees' employment through **actions that will promote Roma refugees' employment in the private sector**, such as the organization of sessions in the ESA where the private sector representatives who are interested to employ and the potential candidates from the Roma refugee community who are matching the needed criteria are brought together and matched.

Moreover, many of the private sector representatives, as noted during the interviews and focus groups sessions, fear to employ refugees, due to the **lack of detailed understanding of the procedures** for employment of foreigners (including refugees and persons under the subsidiary protection) as well as the documents that need to be provided by both the potential employee (refugee) and the employer to properly complete this process. Due to the lack of this knowledge, some private sector representatives were fined by the labour inspectorate, which, as noted by the focus groups participants, led to the development of certain forms of discrimination and stereotypes against employment of this target group, as problematic, difficult and risky for the business. Again, relevant **informative and promo events, gatherings, and workshops need to be organized by the Centre for Integration and the ESA with the private sector representatives, and info brochures, guidelines or similar need to be developed and shared, explaining the rights and responsibilities for the private sector representatives for cases of Roma (and any other) refugees' employment.**

7. Improving Roma refugee women's access to employment opportunities

As noted, the major challenge for Roma women refugees from Kosovo to access the labour market was the **lack of completed primary education and low literacy rates**. **Traditional family roles** that many Roma refugee women find themselves in, creates additional mechanisms of exclusion.

Investing in education of Roma refugee girls and **increasing the literacy rates** among Roma refugee women are **key preconditions for an increase of their participation in the labour market**. Also, **labour policies affecting women in general, and especially those affecting the most vulnerable groups, such as Roma women, women refugees, victims of gender based**

violence, should be strengthened in order to improve their access to employment opportunities.

Some of the interventions, that may **improve the access to services and employment opportunities for Roma women refugees**, are the following:

- **Raising awareness about the gender based stereotypes against Roma refugee women and girls and obstacles they encounter in gaining access to the labour market;**
- **Promoting a positive and non-stereotyped image of Roma women and girls refugees;**
- **Promoting Roma women refugees' participation in employment programmes among the refugee community;**
- **Promoting gender desegregated data collection of Roma women refugees participation in the exiting employment programmes and other future employment opportunities;**
- **Promoting additional support measures for the economic empowerment of Roma women refugees** (provision of free of charge child care in state kindergartens for all Roma women refugees who want to get employed or other needed support);
- **Promoting additional support of the Centre for Integration in the area of employment to Roma women refugees** with open access to relevant information, promotion of the rights and responsibilities in case of employment; provision of personal working permits, and other).

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ANNEXES

Annex 1 - Official data from the Employment Service Agency database for Roma participation in Government Employment Programmes from 2007-2015

	Measure	Total number of participants		Roma	
		Total	Women	Total	Women
Government of RM	Loans	6825	2293	118	37
	Loans for young people	951	289	20	4
	Loans for legal entities	1149	539	17	2
	Loans for legal entities – young people	350	144	8	2
	Total	9275	3265	163	45
Operational Plan for Employment	Certification for IT skills	0	0	0	0
	Self-employment for women victims of domestic violence	30	30	1	1
	Self-employment and formalization	7633	2657	122	25
	Support for additional employments	690	341	1	0
	Subsidized employment for women victims of domestic violence	14	14	0	0
	Subsidized employment	5219	2467	100	39
	Internship	1039	662	4	3
	Training at known employer	3959	2910	79	59
	IT and language skills trainings	2130	1449	31	10
	Training at known employer with subsidized employment (training)	733	418	11	4
	Training at known employer with subsidized employment (subsidies)	643	372	8	4
	Training for advanced IT skills	473	148	0	0
Training for skills that are deficient on the labour market	1149	437	75	16	

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

	Measure	Total number of participants		Roma	
		Total	Women	Total	Women
	Training for skills that are deficient on the labour market for women victims of domestic violence	34	9	34	9
	Training for skills that are deficient on the labour market for Roma	7	0	7	0
	Interviews for job openings	183	146	1	1
	Pilot program from training to sustainable self-employment	3	2	0	0
	Pilot program from training to sustainable employment	0	0	0	0
	Community works programme	581	430	49	20
	Public works	2099	281	205	26
	Self-employment (with additional employment for one person)	207	94	1	0
	Subsidized employment for tenant farmers	16	1	1	0
	Total	26842	12868	730	217
Employment Service Agency	Professional and career orientation	1303	690	14	3
	Support for job searching	4447	2095	170	44
	Motivation trainings	27417	13542	838	255
	Preparation for employment trainings	2055	1164	10	5
	Training at known employer	3760	2965	151	94
	Education for business start-up	6091	2501	218	133
	Support for active job search and professional orientation	12654	5716	694	303
	Total	57727	28673	2095	837
IPA	Internship	1554	1042	8	3
	Training at known employer	232	163	2	1

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

	Measure	Total number of participants		Roma	
		Total	Women	Total	Women
	IT and language skills training	9769	6651	103	51
	Training for advanced IT skills	64	13	0	0
	Training for skills that are deficient on the labour market	719	339	20	1
	Total	12338	8208	133	56
USAID	Support for active job search and professional orientation	2488	1593	15	6
	Total	2488	1593	15	6
Government of RM subsidized employment (WB support)	Subsidized employment	124	30	17	2
	Total	124	30	17	2
Total		108794	54637	3153	1163

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

Annex 2 – Participation of Roma beneficiaries in employment programmes per employment centres for 2007-2015

Employment Service Agency																																		
Number of Roma in Active Labour Market Measures per employment centre for the period 01.01.2007 - 31.12.2015																																		
Employment Centre	Total number of participants	Certification for active knowledge of computer programme	Support for active job search and career advisory	Loans	Loans for young persons	Support for job search	Self-employment and formalization	Loans for legal entities	Motivation trainings	Subsidized employment	Internship	Preparation for work and employment	Training for known employer	IT and languages training	Training for skills that are deficient on the labour market	Education for business start-up	Community works programme	Public works	Support for active job search and professional orientation	Self-employment for women victims of domestic violence	Training for advanced IT skills	Training for skills that are deficient on the labour market for women DV victims	Training for known employer with subsidy (training)	Training for known employer with subsidy (subsidy)	Training for skills that are deficient on the labour market for Roma	Programme for subsidized employment of tenant farmers	Loans for legal entities - young persons	Interviews for identification of job openings domestic violence	Subsidized employment for women victims of domestic violence	Support for additional employments	Self-employment (additional employment of 1 person)			
Makedonski Brod																																		
Demir Hisar																																		
Berovo	212	0	0	6	2	49	16	2	68	12	0	2	5	17	2	7	1	3	20															
Bitola	206		1	2		21	5		109	1	1		18	3	10	6	0	13	14	1	0	1												
Vinica	64			2		3	6		8	2	0		8	8	0	1		2	18				3	3										
Valandovo	1													1																				
Debar	97		5	5	0	39	7		17	8		2		6	0			5	3															
Delchevo	119		2	4	0	15	10		43	18	1	0	16	3			2	2	3															
Gevgelija	2					1				0									1															
Gostivar	142			25	6		10		2	8	0		9	7	2	17		11	38			2			5									
Kavadarci	77		0	7		0	0		5	5	0	1	1	6	1	5		9	36						1									

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

Employment Service Agency																															
Number of Roma in Active Labour Market Measures per employment centre for the period 01.01.2007 - 31.12.2015																															
Employment Centre	Total number of participants	Certification for active knowledge of computer programme	Support for active job search and career advisory	Loans	Loans for young persons	Support for job search	Self-employment and formalization	Loans for legal entities	Motivation trainings	Subsidized employment	Internship	Preparation for work and employment	Training for known employer	IT and languages training	Training for skills that are deficient on the labour market	Education for business start-up	Community works programme	Public works	Support for active job search and professional orientation	Self-employment for women victims of domestic violence	Training for advanced IT skills	Training for skills that are deficient on the labour market for women DV victims	Training for known employer with subsidy (training)	Training for known employer with subsidy (subsidy)	Training for skills that are deficient on the labour market for Roma	Programme for subsidized employment of tenant farmers	Loans for legal entities - young persons	Interviews for identification of job openings domestic violence	Subsidized employment for women victims of domestic violence	Support for additional employments	Self-employment (additional employment of 1 person)
Skopje	788		2	16	8	10	20	8	229	25	4	2	28	35	42	48	22	123	142		0	14	2		2		3	1	0	1	1
Struga	15		3	2	1		1		2	1		2			0			3													
Strumica	3					1	1		0				1																		
Sv.Nikole	11			5			1			0			2	2		1					0								0		
Tetovo	167			5	1	4	6		59	3	0	0	8	14	1	6	5	10	43			2									
Veles	28			3		2	1		7	0	0		10	0	0			2	1		0	0	1	1							
Shtip	190			7		2	4	1	16	4	0		93	0	3	8	2	3	43			3					1				
Total	3153	0	14	118	20	170	122	17	838	117	1	10	232	134	95	218	49	205	709	1	0	34	11	8	7	1	8	1	0	1	1

Annex 3 – Roma overall participation in Employment programmes vs. participation in Specific Roma employment support programmes per year⁵⁹

Year	Did the OPE have or not a Special Roma employment support programme (yes/no)	Total successful Roma in all employment programmes (employed, self-employed and trained)	Number of successful Roma in some of the offered Special Roma employment programmes
2007	No	171	0
2008	No	115	0
2009	yes	70	8
2010	yes	133	7
2011	yes	228	31
2012	No	579	0
2013	No	614	0
2014	No*	645	0
2015	No*	833	0
Total	3 Yes out of total 9	3388	46
%	33.33%	100%	1.35%

⁵⁹ Author's own calculation based on the annual ESA tables

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

Annex 4 – Participation of Roma beneficiaries in employment programmes per employment centres per year

2007

Employment Service Agency				
Number of Roma beneficiaries in the active labour market measures from 01.1.2007 - 31.12.2007				
Employment Centre	Total number of beneficiaries	Self-employment and formalization	Training and known employer	Subsidized employment
Probishtip				
Stuga				
Radovish				
Demir Hisar				
Makedonski brod				
Krushevo				
Gevgelija				
Prilep				
Resen				
Valandovo				
Berovo	4	2	2	
Bitola	16	1	15	
Vinica	9	2	7	
Debar	0	0		
Delchevo	10	0	8	2
Gostivar	9	3	6	
Kavadarci	0		0	
Kichevo	0	0		
Kochani	3	2	1	
Kratovo	1	1		
Kriva Palanka	12	3	9	
Kumanovo	2	1	1	
Negotino	3	0	3	
Ohrid	0	0		
Skopje	19	1	15	3
Strumica	1		1	
Sveti Nikole	2	1	1	
Tetovo	4	0	3	1
Veles	2		2	
Shtip	74	0	73	1
Total	171	17	147	7

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

2008

Employment Service Agency					
Number of Roma beneficiaries in the active labour market measures from 01.01.2008-31.12.2008					
Employment centre	Total number of beneficiaries	Loans	Self-employment and formalization	Subsidized employment	Training at known employer
Probishtip					
Stuga					
Radovish					
Demir Hisar					
Makedonski brod					
Krushevo					
Gevgelija					
Prilep					
Resen	3	2	1		
Valandovo	2	2	0		
Berovo	3	0		1	2
Bitola	3	3			
Vinica	11	0	1	2	8
Debar	11	6	2		3
Delchevo	2	1	0		1
Gostivar	2	2			
Kavadarci	1	0			1
Kichevo	0	0			
Kochani	20	2	0		18
Kratovo	1	1	0		
Kriva Palanka	1	0	1		
Kumanovo	0	0			
Negotino	2	1		1	
Ohrid	3	0		1	2
Skopje	9	5	2		2
Strumica	0	0			
Sveti Nikole	2	2			
Tetovo	3	2			1
Veles	7	2			5
Shtip	29	4	2	1	22
Total	115	35	9	6	65

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

2009

Employment Service Agency					
Number of Roma beneficiaries in the active labour market measures from 01.01.2009-31.12.2009					
Employment Centre	Total number of beneficiaries	Loans	Self-employment and formalization	Training at known employer (Special Roma programme)	Subsidized employment
Kavadarci					
Probishtip					
Struga					
Radovish					
Demir Hisar					
Makedonski brod					
Krushevo					
Gevgelija					
Valandovo					
Strumica					
Berovo	5	1	4		
Bitola	2		0	2	
Vinica	2	0	1	1	
Debar	2	1	1		
Delchevo	11	1	4		6
Gostivar	11	9	1		1
Kichevo	4	3	1		
Kochani	4	3	1		
Kratovo	1		1		
Kriva Palanka	2	1	0	1	
Kumanovo	3	1	2		
Negotino	0	0			
Ohrid	1	0			1
Prilep	7	2			5
Resen	1	1	0		
Skopje	8	4	0	2	2
Sveti Nikole	0	0			
Tetovo	2	2	0		
Veles	2	0	0	2	
Shtip	2	1	1		
Total	70	30	17	8	15

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

2010

Employment Service Agency												
Number of Roma beneficiaries in the active labour market measures from 01.01.2010-31.12.2010												
Employment centre	Total number of beneficiaries	Loans	Self-employment and formalization	Subsidized employment	Self-employment women victims of DV	IT and language training	Support to active job search and professional orientation	Education for business start-up	Training for skills that are deficient on the labour market for Roma	Internship	Training for skills that are deficient on the labour market	Training at known employer
Probishtip												
Stuga												
Radovish												
Demir Hisar												
Makedonski brod												
Krushevo												
Gevgelija												
Prilep												
Resen	3	0	2	1								
Valandovo	6		2	0	1	1	2					
Berovo	2	1	0	1			0	0				
Bitola	1		1									
Vinica	11	1	1	9								
Debar	7	2	0	0			0		5			
Delchevo	2	0	0	0		2						
Gostivar	2		1	1								
Kavadarci	0	0	0	0								
Kichevo	0		0	0								
Kochani	1		1									
Kratovo	10		2	0			6	2				
Kriva Palanka	2		0					2				
Kumanovo	1					1						
Negotino	10		1	7		2						
Ohrid	2	0	1				1					
Skopje	63	0	6	4		7	18	16	2	2	8	
Strumica	1		1									
Sveti Nikole	1	1	0									
Tetovo	3	0		0		1		2				
Veles	4						0					4
Shtip	1	0	0	0			1					
Total	133	5	19	23	1	14	28	22	7	2	8	4

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

2011

Employment Service Agency															
Number of Roma beneficiaries in the active labour market measures from 01.01.2011-31.12.2011															
Employment centre	Total number of participants	Loans	Self-employment and formalization	Subsidized employment	Internship	Training at known employer	IT and language skills training	Training for skills that are deficient on the labour market	Training for skills that are deficient on the labour market - for women victims of DV	Education for business start-up	Support for active job search and professional orientation	Subsidized employment for women victims of DV	Support to additional employments	Training for advance IT skills	Interviews for identification of job openings
Probishtip															
Radovish															
Demir Hisar															
Makedonski brod															
Gevgelija															
Strumica															
Berovo	6	1	0	2	0	3	0								
Bitola	6		1	1			0	0	1	1	2				
Vinica	16	1		0	0		0			1	14				
Valandovo	0						0								
Debar	0		0	0			0								
Delchevo	3	1	1	0	0		1								
Gostivar	13	1		1			0	0	2		9				
Kavadarci	9	1		2	0		2			3	1				
Kichevo	0				0		0				0				
Kochani	1		1		0		0	0							
Kratovo	0		0				0								

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

Employment Service Agency															
Number of Roma beneficiaries in the active labour market measures from 01.01.2011-31.12.2011															
Employment centre	Total number of participants	Loans	Self-employment and formalization	Subsidized employment	Internship	Training at known employer	IT and language skills training	Training for skills that are deficient on the labour market	Training for skills that are deficient on the labour market - for women victims of DV	Education for business start-up	Support for active job search and professional orientation	Subsidized employment for women victims of DV	Support to additional employments	Training for advance IT skills	Interviews for identification of job openings
Kriva Palanka	2		0	0		2	0	0	0						
Krushevo	0			0											
Kumanovo	20		0		0		0	0	8		12				
Negotino	2		0		0		0			2					
Ohrid	2			0		1	1					0			
Prilep	37		0	0	0		0		4	4	29				
Resen	11	1							0		10				
Skopje	45		3	3	0	3	4	0	14	7	10	0	1	0	0
Struga	0		0												
Sveti Nikole	0											0			
Tetovo	12		0	1	0	2	7	0	2	0					
Veles	2		1	0	0			0	0		1				
Shtip	41	1	0	0	0	2	0	0	3		35				
Total	228	7	7	10	0	13	15	0	34	18	123	0	1	0	0

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

2012

Employment Service Agency											
Number of Roma beneficiaries in the active labour market measures from 01.01.2012-31.12.2012											
Employment Centre	Total number of participants	Loans	Self-employment and formalization	Subsidized employment	IT and language skills training	Public works	Support for active job search and professional orientation	Training for skills that deficient for the labour market	Education for business start-up	Internship	Training for known employer
Probishtip											
Demir Hisar											
Makedonski brod											
Krushevo											
Gevgelija											
Strumica											
Berovo	34	1	2	4	17	3	7				
Bitola	28		1	0	4	13	1	7	2		
Vinica	14	0	2		8	2	2	0		0	
Valandovo	1				1						
Debar	14		1	2	6	5					
Delchevo	9	0	0	5	2	2					
Gostivar	49		1	3	7	11	16	2	9		
Kavadarci	15	2	0	1	1	9			2		
Kichevo	34		0		4	1	20		9		
Kochani	14	0	0	6	2	5		1			
Kratovo	5		0	0	2	3					
Kriva Palanka	10		1		4	3		1			1
Kumanovo	20		1		12			3	4	0	
Negotino	3		0		1		2				
Ohrid	1			0	0			1			
Prilep	77		3	3	2	6	52	3	8	0	
Radovish	0							0			
Resen	1	0			0	1					
Skopje	204	1	2	4	24	123		23	20	1	6
Struga	3	0				3					
Sveti Nikole	2	0	0	0	2						
Tetovo	25		0	1	5	9	10	0		0	
Veles	2	0	0			2		0			
Stip	14	1	0	1		4		2	4	0	2
Total	579	5	14	30	104	205	110	43	58	1	9

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

2013

Employment service agency																	
Number of Roma beneficiaries in the active labour market measures from 01.01.2013-31.12.2013																	
Employment Centre	Total number of beneficiaries	Self-employment and formalization	Subsidized employment	Internship	Education for business start-up	Public works	Support for active job search and professional orientation	Training for advanced IT skills	Training for skills that are deficient on the labour market	Loans	Training at known employer	Community works programs	Programme for subsidized employment of tenant farmers	Loans for legal entities	Training at known employer with subsidy (training)	Training at known employer with subsidy (subsidy)	Interviews for identification of job openings
Probishtip																	
Demir Hisar																	
Makedonski brod																	
Valandovo																	
Strumica																	
Berovo	14	1	1	0	2	3	7										
Bitola	18	0	0		2	11	4	0	1								
Vinica	2	0	0	0		1	1			0							
Debar	12	1	2			5	3			1							
Delchevo	7	1	0			1	2			1	1	1					
Gevgelija	0		0														

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

Employment service agency																	
Number of Roma beneficiaries in the active labour market measures from 01.01.2013-31.12.2013																	
Employment Centre	Total number of beneficiaries	Self-employment and formalization	Subsidized employment	Internship	Education for business start-up	Public works	Support for active job search and professional orientation	Training for advanced IT skills	Training for skills that are deficient on the labour market	Loans	Training at known employer	Community works programs	Programme for subsidized employment of tenant farmers	Loans for legal entities	Training at known employer with subsidy (training)	Training at known employer with subsidy (subsidy)	Interviews for identification of job openings
Gostivar	29	2	2	0	8	9	7			1							
Kavadarci	17	0	0			7	7		1	1			1				
Kichevo	128	0	1		22	1	104			0							
Kochani	9	0	0	0		4			5	0							
Kratovo	8	0	0			3	5		0								
Kriva Palanka	6	0	1			3	2		0								
Krushevo	0	0															
Kumanovo	11	2	0	0	3		3		3			0					
Negotino	1						1										
Ohrid	4	0	1				3										
Prilep	112	1	0	0	23	5	78		2	0				0	2	1	
Radovish	0	0															
Resen	10		0			1	9			0							
Skopje	185	0	1	2	1	112	61	0	4	1				2			1

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

Employment service agency																	
Number of Roma beneficiaries in the active labour market measures from 01.01.2013-31.12.2013																	
Employment Centre	Total number of beneficiaries	Self-employment and formalization	Subsidized employment	Internship	Education for business start-up	Public works	Support for active job search and professional orientation	Training for advanced IT skills	Training for skills that are deficient on the labour market	Loans	Training at known employer	Community works programs	Programme for subsidized employment of tenant farmers	Loans for legal entities	Training at known employer with subsidy (training)	Training at known employer with subsidy (subsidy)	Interviews for identification of job openings
Struga	5	0	1			2				2							
Sveti Nikole	0							0									
Tetovo	25	0	0	0		3	22	0									
Veles	3	0	0			2		0		1							
Shtip	8		2	0		4	1				1	0					
Total	614	8	12	2	61	177	320	0	16	8	2	1	1	2	2	1	1

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

2014

Employment Service Agency																					
Number of Roma beneficiaries in the active labour market measures from 01.01.2014-31.12.2014																					
Employment Centre	Total number of beneficiaries	Loans	Loans - young persons	Self-employment and formalization	Loans for legal entities	Motivation trainings	Subsidized employment	Training for skills that are deficient on the labour market	Education for business start-up	Community works project	Support for active job search and professional orientations	Internship	Training for skills that are deficient on the labour market	Programme for subsidized employment of tenant farmers	Training at known employer with subsidy (training)	Training at known employer with subsidy (subsidy)	Interviews for identification of job openings	Support for job search	Loans for legal entities - young persons	Training for advanced IT skills	
Makedonski Brod																					
Strumica																					
Valandovo																					
Demir Hisar																					
Berovo	73	0	0	1	2	54	4	2	5	0	5										
Bitola	32			0		29	0	1	1		1	0									
Vinica	0	0					0	0													
Debar	9		0	3		1	5	0													
Delchevo	5			2						1	1		1								
Gevgelija	1						0				1										
Gostivar	8	1	1	0		2	1	0			3										
Kavadarci	35	2		0		2	2		0		28			1							
Kichevo	84	1			1	71	1		10												
Kochani	33	3	1	0		23	2	3	1												
Kratovo	0						0			0		0									

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

Employment Service Agency																				
Number of Roma beneficiaries in the active labour market measures from 01.01.2014-31.12.2014																				
Employment Centre	Total number of beneficiaries	Loans	Loans - young persons	Loans for legal entities Self-employment and formalization	Loans for legal entities	Motivation trainings	Subsidized employment	Training for skills that are deficient on the labour market	Education for business start-up	Community works project	Support for active job search and professional orientations	Internship	Training for skills that are deficient on the labour market	Programme for subsidized employment of tenant farmers	Training at known employer with subsidy (training)	Training at known employer with subsidy (subsidy)	Interviews for identification of job openings	Support for job search	Loans for legal entities - young persons	Training for advanced IT skills
Kriva Palanka	9			1		3		0		0	1				2	2				
Krushevo	1						0						1							
Kumanovo	16			1		2	2	5	0	5	0	0	1				0			
Negotino	12					6	1				5									
Ohrid	0	0					0													
Prilep	113	0		3	1	75	0	4	26	1	3	0								
Probishtip	2					1					1									
Radovish	2	0		0		1			1											
Resen	1	0							1											
Skopje	152	4	6	2	3	57	9	3	4	10	51	0	2					0	1	0
Struga	2		0			1	1													
Sveti Nikole	1			0					1											
Tetovo	32		1	5		15	0	1	4		4		2							
Veles	5					5					0	0								
Shtip	17			0		6	0		4	0	6		1							
Total	645	11	9	18	7	354	28	19	58	17	110	0	8	1	2	2	0	0	1	0

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

Employment Service Agency																																								
Number of Roma beneficiaries in the active labour market measures from 01.01.2015-31.12.2015																																								
Employment Centre	Total beneficiaries	Professional orientation and career advices	Certification for active knowledge of computer programmes	Loans	Loans - young persons	Self-employment and formalization	Support for job search	Motivation trainings	Subsidized employment	Preparation for employment and work	IT and language skills trainings	Community works programme	Support for active job search and professional orientation	Internship	Training for advanced IT skills	Training for skills that are deficient on the labour market	Training at known employer with subsidy (training)	Training at known employer with subsidy (subsidy)	Training at known employer	Programme for subsidized employment of tenant farmers	Loans for legal entities	Loans for legal entities - young persons	Education for business start-up	Self-employment (additional employment of one person)																
Vinica	19			0		1	3	8		0	0		1	0		0	3	3																						
Debar	64	5				0	39	16	2	2																														
Delchevo	62	2		0	0	0	15	43		0	0	1		1						0																				
Gevgelija	1						1																																	
Gostivar	12			5	5	1			1																															
Kavadarci	6	0		0		0	0	3	1	1											1																			
Kichevo	42			2		0	16	24	0																															
Kochani	16			3	1	0	3	4	0	0	0	1				0																								

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

Employment Service Agency																																							
Number of Roma beneficiaries in the active labour market measures from 01.01.2015-31.12.2015																																							
Employment Centre	Total beneficiaries	Professional orientation and career advices programmes	Certification for active knowledge of computer programmes	Loans	Loans - young persons	Self-employment and formalization	Support for job search	Motivation trainings	Subsidized employment	Preparation for employment and work	IT and language skills trainings	Community works programme	Support for active job search and professional orientation	Internship	Training for advanced IT skills	Training for skills that are deficient on the labour market	Training at known employer with subsidy (training)	Training at known employer with subsidy (subsidy)	Training at known employer	Programme for subsidized employment of tenant farmers	Loans for legal entities	Loans for legal entities - young persons	Education for business start-up	Self-employment (additional employment of one person)															
Kratovo	6						1	3	0		0					0	1	1																					
Kriva Palanka	2					0		1			0					1																							
Kumanovo	25					2	1	6	2		0	6	1	5		0																						2	
Negotino	2						0	1	1																														
Ohrid	7			1			2	2	0	1						0											1												
Prilep	42	1				0	0	35	0	0	0	5		1		0																							
Probishtip	0					0																																	

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

Employment Service Agency																									
Number of Roma beneficiaries in the active labour market measures from 01.01.2015-31.12.2015																									
Employment Centre	Total beneficiaries	Professional orientation and career advices programmes	Certification for active knowledge of computer programmes	Loans	Loans - young persons	Self-employment and formalization	Support for job search	Motivation trainings	Subsidized employment	Preparation for employment and work	IT and language skills trainings	Community works programme	Support for active job search and professional orientation	Internship	Training for advanced IT skills	Training for skills that are deficient on the labour market	Training at known employer with subsidy (training)	Training at known employer with subsidy (subsidy)	Training at known employer	Programme for subsidized employment of tenant farmers	Loans for legal entities	Loans for legal entities - young persons	Education for business start-up	Self-employment (additional employment of one person)	
Radovish	5				0			4	0							0								1	
Resen	12			1				11																	
Skopje	231	2		1	2	4	10	172	2	2	0	22	1	0	0	5	2		3				2		1
Struga	8	3			1	1		1		2						0									
Strumica	1						1	0																	
Sveti Nikole	3			2		0													1						
Tetovo	62			1		1	4	44		0	0	5	5							2					
Veles	6					0	2	2								0	1	1							

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

Employment Service Agency																								
Number of Roma beneficiaries in the active labour market measures from 01.01.2015-31.12.2015																								
Employment Centre	Total beneficiaries	Professional orientation and career advices	Certification for active knowledge of computer programmes	Loans	Loans - young persons	Self-employment and formalization	Support for job search	Motivation trainings	Subsidized employment	Preparation for employment and work	IT and language skills trainings	Community works programme	Support for active job search and professional orientation	Internship	Training for advanced IT skills	Training for skills that are deficient on the labour market	Training at known employer with subsidy (training)	Training at known employer with subsidy (subsidy)	Training at known employer	Programme for subsidized employment of tenant farmers	Loans for legal entities	Loans for legal entities - young persons	Education for business start-up	Self-employment (additional employment of one person)
	19		0	17	11	14	170	484	10	10	1	43	10	8	0	8	7	5	7	1	4	7	1	1

Annex 5 –Interviews and focus groups questionnaires

1. Questionnaire for the focus groups consisting of 7 - 10 successful beneficiaries of the Active Labour Market Measures (Roma nationals and Roma IDPs)

Before the beginning of the focus group discussion the facilitator will briefly explain:

- the objectives of the assessment;
- that participation is entirely on a voluntary basis;
- the type of information being gathered and for what purpose; and
- that the anonymity of the informants will be assured.

The facilitator will clearly explain that the information gathered during the focus groups will be used for the development of the report that aims to identify and analyse the challenges of promoting and implementing modalities of employment programmes for integrating Roma citizens, refugees and internally displaced persons. This intervention will be done to assure that all participants understand the goal of the focus group gathering and do not have any other expectations from it.

The participants will be asked to sign their data on the List of participants. The facilitator will explain that this is done only for the confirmation of their participation and internal procedures and these data will not be used for any other purposes. The questions presented below will be used only as a guide for the focus group discussion. Additional sub-questions will be asked if and when an answer needs to be explored in more depth or needs further clarification.

A. Employment measure successfully used by the beneficiary/not being successfully used by the beneficiary:

1. How many times have you applied in some of the existing active labour market measures?
2. Please explain the employment programme/measure you have successfully used/not being able to use it successfully? What year was it?

B. Promotional modalities of the employment opportunities:

1. How did you hear about the employment programme?
2. How easy or difficult was it to understand the specifics of the programme? What kind of assistance did you receive to help you to better understand the programme?
3. What were your experiences with the Employment Centre when you were applying for the programme?

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

- How many times did you visit the Employment Centre during the application process? How easy or difficult was this? How costly was this?
 - How were you treated by the representatives of the Employment Centre?
4. What kind of help did you receive from the Roma Information Centre help in finding and applying for the programme?
 5. What should be changed about the application process?
 6. Is there anything additional that you would add?

C. Implementation of the employment programme:

1. What were the steps you went through in the employment programme?
2. What kind of support did you receive through the programme? Where? How useful was it?
3. How much travel was involved in your participation in the programme? What kinds of challenges did this present?
4. What should be changed about the employment/training process?

D. Other/Various

1. How would you advise others interested in the employment programme in which you participated? (Why?)
2. What kinds of other employment opportunities that you know of would you recommend?
3. What kind of employment support do you need now?

2. Questionnaire for the focus groups consisting of 7 - 10 unsuccessful beneficiaries of the Active Labour Market Measures (Roma nationals and Roma IDPs)

Before the beginning of the focus group discussion the facilitator will briefly explain:

- the objectives of the assessment;
- that participation is entirely on a voluntary basis;
- the type of information being gathered and for what purpose; and
- that the anonymity of the informants will be assured.

The facilitator will clearly explain that the information gathered during the focus groups will be used for the development of the report that aims to identify and analyse the challenges of promoting and implementing modalities of employment programmes for integrating Roma citizens, refugees and internally displaced persons. This intervention will be done to assure that all participants understand the goal of the focus group gathering and donot have any other expectations from it.

The participants will be asked to sign their data on the List of participants. The facilitator will explain that this is done only for the confirmation of their participation and internal procedures and these data will not be used for any other purposes. The questions presented below will be used only as a guide for the focus group discussion. Additional sub-questions will be asked if and when an answer needs to be explored in more depth or needs further clarification.

E. Employment measure successfully used by the beneficiary/not being successfully used by the beneficiary:

1. How many times you have applied in some of the existing active labour market measures?
2. Please explain the employment programme/measure you have successfully used/not being able to use it successfully? What year was it?

F. Promotional modalities of the employment opportunities:

1. How did you hear about the employment programme?
2. How easy or difficult was it to understand the specifics of the programme? What kind of assistance did you receive to help you to better understand the programme?
3. What were your experiences with the Employment Centre when you were applying for the programme?
 - How many times did you visit the Employment Centre during the application process? How easy or difficult was this? How costly was this?
 - How were you treated by the representatives of the Employment Centre?
4. What kind of help did you receive from the Roma Information Centre help in finding and applying for the programme?
5. What should be changed about the application process?
6. Is there anything additional that you would add?

G. Implementation of the employment programme:

1. What were the steps you went through in the employment programme?
2. What kind of support did you receive through the programme? Where? How useful was it?
3. How much travel was involved in your participation in the programme? What kinds of challenges did this present?
4. What should be changed about the employment/training process?

H. Other/Various

1. How would you advise others interested in the employment programme in which you participated? (Why?)
2. What kinds of other employment opportunities that you know of would you recommend?
3. What kind of employment support do you need now?

3. Questionnaire for the focus group consisting of 7- 10 successful and unsuccessful beneficiaries of the employment programmes for Roma refugees

Before the beginning of the focus group discussion the facilitator will briefly explain:

- the objectives of the assessment;
- that participation is entirely on a voluntary basis;
- the type of information being gathered and for what purpose; and
- that the anonymity of the informants will be assured.

The facilitator will clearly explain that the information gathered during the focus groups will be used for the development of the report that aims to identify and analyse the challenges of promoting and implementing modalities of employment programmes for integrating Roma citizens, refugees and internally displaced persons. This intervention will be done to assure that all participants understand the goal of the focus group gathering and do not have any other expectations from it.

The participants will be asked to sign their data on the List of participants. The facilitator will explain that this is done only for the confirmation of their participation and internal procedures and that these data will not be used for any other purposes. The questions presented below will be used only as a guide for the focus group discussion. Additional sub-questions will be asked if and when an answer needs to be explored in more depth or needs further clarification.

A. Employment programme successfully used by the beneficiary/not being successfully used by the beneficiary:

1. Please explain the employment or training programme you have successfully used/not being able to use it successfully? What year was it?
2. How was this programme supported?

B. Promotional modalities of the employment opportunities:

1. How did you hear about the employment programme?

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

2. How easy or difficult was it to understand the specifics of the programme? What kind of assistance did you receive to help you to better understand the programme?
3. What were your experiences with the Employment Centre when you were applying for the programme?
 - a. How many times did you visit the Employment Centre during the application process? How easy or difficult was this? How costly was this?
 - b. How were you treated by the representatives of the Employment Centre?
4. What kinds of help did you receive from the Roma Information Centre help in finding and applying for the programme?
5. What kinds of help did you receive from the Centre for Integration of Refugees and Foreigners in finding and applying for the programme?
 - a. How many times did you visit the Centre for Integration of Refugees and Foreigners during the application process? How easy or difficult was this? How costly was this?
 - b. How were you treated by the representatives of the Centre for Integration of Refugees and Foreigners?
6. What should be changed about the application process?
7. Is there anything additional that you would add?

C. Implementation of the employment programme:

1. What were the steps you went through in the employment programme?
2. What kind of support did you receive through the programme? Where? How useful was it?
3. How much travel was involved in your participation in the programme? What kind of challenges did this present?
4. What should be changed about the employment/training process?

D. Other/Various

1. How would you advise others in interested in the employment programme in which you participated? Why?
2. What have you heard about the Government's employment programmes? What do you think about them?
3. What kind of employment support do you need now?

4. Interview Questions for the representatives of the Government institutions (Ministry of Labour and Social Policy, Employment Service Agency, Centres for Employment, Roma Information Centres, Centres for Social Work), civil society organizations and local authorities (municipalities, units for local economic development or other relevant unit for Roma inclusion)

Roma nationals

1. How would you assess the **overall participation** of unemployed Roma in the employment programmes (2007-2015)?
2. In your opinion what are the **positive aspects of Roma participation** in the employment programmes (2007-2015)?
3. In your opinion what are the **main obstacles** for Roma participation in the employment programmes (2007-2015)?
4. How would you assess the **promotion of employment opportunities** for Roma among the Roma community? **Any proposals for improvement of promotional modalities** to assure better participation of Roma?
5. How would you assess the **existing employment modalities for Roma** (programmes, services included in the Active Labour Market Measures)? **Are they designed to target unemployed Roma?** Any **proposals for improvement of existing employment modalities** to assure better participation and sustainability of Roma?
6. Do you think that specific needs of unemployed **Roma should be mainstreamed within existing policies or separate employment programmes** should be designed targeting only for Roma unemployed?
7. How would you assess **existing capacities of the representatives from the institutions** (ministry, agency, centres, municipalities) **for proper design and implementation of the employment policies** and programmes addressing the needs of socially excluded groups including unemployed Roma? Do you think there is sufficient knowledge and expertise within institution representatives or do they need additional capacity development? If yes, in what areas?
8. Are representatives from the **relevant institutions sensitized and without prejudice to provide the equal and appropriate support for both unemployed Roma and non Roma?** Do they need additional capacity development? If yes, in what areas?
9. In your opinion what is/was the **most successful employment programme** that has been able to employ Roma in the country? Why?
10. Do you know any other **functional employment programme from the region, or wider** that can be piloted/replicated **for unemployed Roma** in the country?
11. How would you **assess the support provided by the international community** present in the country? (EU/IPA funded projects, UN agencies, other donors, etc.)
12. Any other **comments/suggestions/points?**

Roma internally displaced persons

1. How would you assess the **overall participation** of unemployed Roma internally displaced persons (IDPs) in the employment programmes (2007-2015)?
2. In your opinion what are the **positive aspects of Roma IDPs participation** in the employment programmes (2007-2015)?
3. In your opinion what are the **main obstacles** for Roma IDPs participation in the employment programmes (2007-2015)?
4. How would you assess the **promotion of employment opportunities** for Roma IDPs among the Roma community? **Any proposals for improvement of promotional modalities** to assure better participation of Roma IDPs?
5. To your knowledge, are there any **separate employment programmes (part of the Operational Plan for Employment) over the years, targeting Roma IDPs**? If yes, what measures were included? What was the success rate? What were the challenges?
6. How would you assess the **existing employment modalities for Roma IDPs** (programmes, services included in the Active Labour Market Measures)? **Are they designed to target unemployment Roma IDPs**? **Any proposals for improvement of existing employment modalities** to assure better participation and sustainability of Roma IDPs?
7. Do you think that specific needs of unemployed **Roma should be mainstreamed within existing policies or separate employment programmes** should be designed targeting only for unemployed Roma IDPs?
8. Do you know any other **functional employment programme from the region, or wider** that can be piloted/replicated **for unemployed Roma IDPs** in the country?
9. Any other **comments/suggestions/points**?

Roma refugees

1. How would you assess the **overall participation** of unemployed Roma refugees from Kosovo in the country's labour market?
2. To your knowledge, are **unemployed Roma refugees part of the Government's Operational Plan for Employment**?
3. In your opinion what are the **main legal and/or practical obstacles** for Roma refugees' participation in the Government's employment programmes (2007-2015)?
4. To your knowledge, are there **any separate employment programmes/opportunities** for Roma refugees? If yes, what measures were included? What was the success rate? What were the main challenges?
5. How would you assess the **promotion of employment opportunities** for Roma refugees among their community? **Any proposals for improvement of promotional modalities** to assure better participation of Roma refugees in the labour market?
6. How would you assess the **existing capacities of the institution representatives** (ministry, agency, centres, municipalities) **for design and implementation of the**

- employment policies** and programmes addressing the needs of unemployed Roma refugees? Do you think there is sufficient knowledge and expertise within the representatives from the institutions or do they need additional capacity development? If yes, in what areas?
7. Are representatives from the **relevant institutions sensitized and without prejudice to provide the appropriate support to unemployed Roma refugees**? Do they need additional capacity development? If yes, in what areas?
 8. To your opinion what is/was the **most successful employment programme** implemented to date that has been able to employ Roma refugees in the country? Why?
 9. Do you know any other **functional employment programme from the region, or wider** that can be piloted/replicated **for unemployed Roma refugees** in the country?
 10. How would you **assess the support to Roma refugees in the area of employment provided by the international community** present in the country? (EU/IPA funded projects, UN agencies, other donors, etc.)
 11. Any other **comments/suggestions/points**?

Annex 5 – a List of institutions/municipalities/civil society organizations for interviews⁶⁰ about Roma nationals’ and IDPs’ access to labour market

Date	Institution/Organization⁶¹	Interviewed
17.03.2016	Adult education centre	Ms. Konstantin Hristovski
18.03.2016	Employment coach and mentor	Mr. Sinisa Pekevski Ms. Dragana Lazarevska
16.03.2016	Employment Service Agency	Ms. Menka Gugulevska Mr. Nikola Gjurovski Ms. Dobrina Cabukovska Ms. Veljka Juran
15.03.2016	Focus groups meetings x 2	14 Roma nationals
11.04.2016	Inter-municipal Centre for Social Work of City of Skopje	Mr. Goce Prculovski
21.03.2016	IOM Skopje office	Ms. Sonja Bozinovska Ms. Biljana Simeonova
17.03.2016	Ministry of Labour and Social Policy (Roma inclusion Unit and Labour Sector)	Mr. Elvis Memeti
14.03.2016		Ms. Mladen Frckovski
09.03.2016	Municipalities	Mr. Erhan Fejzov, Municipality of Shuto Orizari
14.03.2016		Ms. Djuljeta Memedova, Municipality of Delchevo
22.03.2016		Mr. Sami Ajdini, Municipality of Prilep
24.03.2016		Mr. Valjon Elezi, Municipality of Kumanovo
25.03.2016		Ms. Krasimira Stefanovska, Municipality of Kumanovo
17.03.2016		Ms. Verce Rendzova, Municipality of Shtip
02.03.2016	Roma Information Centres	14 staff members from 11

⁶⁰ Dates presented in the tables represent either the date of the actual interview or the date of the receipt of written response in the Questionnaire from the relevant institutions/organizations/municipalities

⁶¹ Alphabetical order of the institutions/organizations is provided in the table

Challenges of Promoting and Implementing Modalities of Employment Programmes for Integrating Roma Citizens, Refugees and Internally Displaced Persons

Local Integration of Refugees, Internally Displaced Persons and Minority Groups

Date	Institution/Organization⁶¹	Interviewed
		Roma Information Centres
16.03.2016	Roma NGOs	NGO Sumnal Skopje
21.03.2016		NGO Insoc Skopje
10.03.2016		NGO Drom Kumanovo
17.03.2016		NGO CCIMK Prilep
16.03.2016		NGO KHAM Delchevo
21.03.2016		NGO Sonce Tetovo
14.03.2016	UNDP Social Inclusion Unit	Ms. Suzana Ahmeti Janjic Mr. Urim Kasapi Ms. Snezna Damjanovska

Annex 5 – b List of institutions/civil society organizations for interviews about Roma refugees’ access to the labour market

Date	Institution/Organization⁶²	Interviewed
16.03.2016	ESA	Mr. Natasa Kostadinovska
11.03.2016	Focus group meeting	10 Roma refugees
26.02.2016	Informative meeting	25 Roma refugees
11.04.2016	Inter-municipal Centre for Social Work of City of Skopje	Mr. Goce Prculovski
29.03.2016	MLSP Integration Centre	Mr. Mujo Masovic, MLSP Centre for Integration of Refugees
29.03.2016	MLSP Unit for Migration, Asylum and Humanitarian Aid	Ms. Dusanka Karamitre
02.03.2016	Red Cross of the City of Skopje	Ms. Aleksandra Nikolova Ivanovski
02.03.2016	Roma Information Centres	14 staff members from 11 Roma Information Centres
14.03.2016	NGO RBCS	Ms. Svtlana Kirevska Mr. Blagojce Trifunovski
26.01.2016	UNHCR	Ms. Tatjana Bundaleska Mr. Gazmend Gudaci

⁶²*Alphabetical order of the institutions/organizations is provided*