1. Basic Information

1.1 Désirée Number: 2002/000-315.01.01
Twinning Number: HU/IB/2002/SO/04

1.2 Title: Increasing effectiveness of policies and programmes promoting the Roma integration

1.3 Sector: Economic and Social Cohesion

1.4 Location: Hungary

2. Objectives

2.1 Overall Objective(s):

To promote a better integration of the Roma minority in the Hungarian society

2.2 Project purpose:

To promote mainstreaming of Roma issues and improve effectiveness of National and EU funded integrated measures supporting Roma integration.

2.3 Accession Partnership and NPAA priority

The project addresses the following AP/NPAA policy priorities:
AP – Political criteria: Human rights and the protection of minorities “Improve the integration of the Roma minority in the Hungarian society through more efficient implementation and impact assessment of the medium-term Roma action programme...”
NPAA Chapter 5.2: “The ministries launch specific projects within their own competence areas in order to improve the situation of the Roma minority.”

2.4 Contribution to National Development Plan:

In the PNDP, the integration of the Roma appears as a priority in numerous places in different contexts. The NDP is currently undergoing drafting and the issue regarding the integration of the Roma is being handled as an important priority. The horizontal monitoring of different measures in the NDP regarding the Roma is highly probably going to be an issue.

2.5 Cross Border Impact:

No cross border impact is foreseen for this project.
3. Description

3.1 Background and justification:

Since the Roma population living in Hungary has been regarded the social group that lost out most during the economic and social changes of the last decade, it has been widely accepted that complex development programmes and strategies are needed to support the integration of Roma. The Hungarian government introduced a medium-term action programme in 1999 that is designed to improve the social and economic conditions of the Roma. The programme is based on the responsibility of line ministries to launch activities in their area of expertise that aim to reinforce the integration of the Roma. In order to ensure the proportionate implementation of the tasks defined in the medium-term measures, portfolios make up annual action plans with the aim of promoting the concrete realisation of these tasks. The portfolios must also allocate financial resources in the Ministries’ own budgetary chapters.

A long-term strategy is currently undergoing public discussion. This strategy is not being established in order to replace the package of medium-term measures, but to provide long-term guarantee for the successful realisation of these measures. This long-term strategy is expected to be adopted by Parliamentary resolution in the second half on 2002.

The Interministerial Committee for Roma Issues was set-up by the Hungarian Government in 1999 with the responsibility of coordinating the series of tasks defined in the Medium-Term Action Plan and in the annual action plans of the ministries. The Committee meets at irregular intervals and it only provides a high-level forum for ministries to coordinate their actions. The ONEM acts as the Secretariat of the Committee and its President serves as the Chairman. However, currently there is no body that can provide the Committee or the separate ministries with advice and who has a full overview and influence on the various programmes.

From the experiences of the past years’ Roma programmes, it has become clear that the most effective way to have a wider impact on the social and economic situation of the Roma is to launch programmes with integrated measures that address the problems affecting Roma in all their complexity. This requires extensive coordination in the phase of policy preparation as well as in the phase of implementation of policies. Following accession the various line ministries or regional agencies will be implementing agencies of numerous measures to be set-out in the various operation programmes of the NDP that target or have serious implications on the Roma population. The ministries and the regional development agencies will have among others, the task of selecting projects to be supported, drafting action plans or setting-up criteria for programmes that will then receive support from the Structural Funds upon Accession. The ministries and the regional development agencies at the moment have varying degrees of expertise available to them in Roma issues. Currently there are just tentative regional attempts to coordinate Roma programmes at the regional level but there is only the Inter-ministerial Committee for Roma Affairs that represent some form of cooperation between the ministries.
Moreover, the horizontal monitoring of Roma programmes is likely to be a definite need set out in the NDP as well as the monitoring of the governmental action plans that is already at issue. In addition, the improvement in the situation of the Roma can only be achieved by adopting the policy of mainstreaming. Such developments imply that a close cooperation between policy-making bodies is essential. The current situation indicates that a coordinative body that works on the planning and monitoring is also needed in order to launch integrated Roma programmes in the framework of both national strategies and the future structural funds. This body could also serve in the future as a partner in the drafting of the National Action Plans regarding social inclusion and as the main body that monitors national progress towards the common objectives of policies for combating social exclusion regarding the Roma population.

This institution-building project would aim to develop a coordinative body within the ONEM that plans, elaborates, coordinates and monitors programmes aimed at the integration of the Roma in close cooperation with all line ministries and the regions. This central co-ordination and monitoring body would be able to adapt existing and future programmes to the practice of the EU and Hungarian funding systems and strategies. This body would not have its own financial resources for the implementation of programmes but would have the task of professionally planning, advising, coordinating and monitoring complex programmes that further the integration of the Roma. Future programmes could be based on the research and monitoring experiences of this unit. During consultations with the Regional Development Agencies, they have offered their cooperation for setting up such system at regional level. As until now no extensive assessment of existing policies has been done, the project would also provide the decision-making bodies with a clear picture as per the direction of the development of the system.

3.2 Linked activities:

Main governmental programmes in this area are the following:

- Government Decision 1047/1999 Medium term measures to improve the living standards and social position of the Roma population based on a comprehensive approach, which sets a number of targets for the relevant ministries and different authorities. The targets require involvement in education, culture, employment, agriculture, social dimension, health and housing, anti-discrimination measures and mass media.

- Long term strategy in phase of preparation: A scientific-based government programme on the basis of the experiences obtained in the course of the implementation of short and medium-term projects but does not replace them.

- The drafting of the National Development Plan

Phare programmes in the area of Roma integration:

- HU9904-01 Social Integration of Disadvantaged Youth with Particular Emphasis on the Roma Minority Programme of the Ministry of Education and the Ministry of Social and Family Affairs promotes equality of chances in education by programmes that reduce drop-out rates, supports secondary education with supportive schooling and stimulates the social promotion of the talented young Roma.
HU0002-01 Roma Social Integration Programme of the Office for National and Ethnic Minorities (ONEM) is an experimental model programme that aims to achieve the social integration of the Roma through infrastructural development coupled with institution-building in micro-regions; supporting right protection offices; providing anti-discrimination training for people in everyday contact with Roma through their work and building an information service network for the better flow of information.

HU0101.01 Promoting Social Integration of disadvantaged groups with Particular Emphasis on the Roma Minority Programme of the Ministry of Education supports integrated education of Roma and non-Roma children and experimental initiatives to help reintegration of Roma into the labour market and combat discrimination.

3.3 Results:

By the end of the project, the aforementioned project purposes will be attained by achieving the following results:

1. An effective institutional system for mainstreaming Roma related issues in designing national and sectoral policies established.
2. An effective monitoring system for on-going Roma policies available in the ministries, in the Regions and at the ONEM or its direct successor
3. Effectiveness of national and EU funded programmes.

3.4 Activities:

In order to attain the above results the project will provide funding to promote transfer of knowledge and best practices from existing Member States to Hungary. In that context expertise and training will be provided in the context of a twinning arrangement.

3.4.1. Twinning:

A pre-accession adviser (PAA) will be assigned to the Office for National and Ethnic Minorities for 18 months who will assist the implementation of the project.

In the framework of the twinning project the following activities will be undertaken:

1. To launch the project, a study will be prepared to describe in details and review the current institutional structure supporting Roma programmes. The study will analyse the factors that have prevented mainstreaming and proper monitoring of actions in favour of the Roma minority including the difficulties in co-operation of actors working in Roma issues.

   It will also outline the future place of the coordinating and monitoring body and its relations with ministries, national and regional agencies launching and implementing Roma programmes. It should also provide a recommendation on how the regional dimension should be incorporated into the set-up.
The study will also review the current monitoring system and the monitoring needs of the co-ordinating body and of the interministerial Committee. It will make recommendations for setting up and adequate monitoring system for Roma policies and projects.

Finally it will provide suggestions as to how the on-going and future programmes can be enhanced in order to be more efficient, better integrated, and how they could best utilise both the national and EU funds aimed at the integration of the Roma.

2. Considering the results drawn in the study, an **action plan** will be drafted on the establishment of the coordinating and monitoring body. The action plan will draw on the recommendations of the study and include the steps necessary to arrive at the results indicated under 3.3 above, a time schedule for the actions and indications of the necessary resources that will have to be mobilised including staffing and equipment requirements of the newly established co-ordination office.

3. **Training courses** will be held in order to familiarise the staff of ministries, regional agencies and the ONEM or its direct successor with minority issues, best practices existing in the Member States or other countries, specific project management issues and possibilities of support under EU Structural Funds. The training curricula and the manuals should be developed specifically for this training by the PAA. Team building seminars will be organised in order to facilitate cooperation and coordination among people currently responsible for implementing Roma programmes. The trainings will involve around 90 people. The subjects should include the current situation of the Roma minority, the national and international programmes and legislations, the system of national and EU funding (under the Structural Funds) structures, the concept of mainstreaming and horizontal monitoring, the new structure of coordination to be set-up and the transfer of best practices both from Hungary and from current member states. During the training case studies covering experience in Member States and other countries will also be presented.

4. By 2004, the coordinating and monitoring body will be operational and the relevant co-ordination and monitoring systems will be in place.

5. The project will end with a **closing conference** in which the implementers of the program, domestic and foreign experts and representatives of ministries, regional development agencies, the State Secretariat for the Roma, ONEM and any newly established relevant institutions will participate. The objective of the conference will be to evaluate the implementation of the project, to motivate participants to cooperate in the future, and to create public awareness of the newly established system.

Tasks of the PAA:

The task of the long-term twinning expert will be to advise the twinning partners and the government in the process of setting up a system for the better coordination of Roma
programmes. His/her professional view will be sought on issues, such as the possible role, composition, legal regulation, etc, of the coordinating and monitoring office and its incorporation into the framework of ministries and regional actors currently responsible for the implementation of Roma programmes and its acceptance by these actors. In the implementation period his/her task will be to support operative activities related to the setting up of the department and the training of all actors, ensuring the relevant know-how and involvement in training and organisational activities. The applicant twinning institution should have experience in coordinating efforts aimed at social inclusion and the fight against poverty. The institution should be preferably attached to the state administration.

Furthermore, the PAA will:
- be responsible for overall supervision of the project implementation
- keep permanent contact with the national project leader
- be in liaison with the EC Delegation and the relevant Commission services
- provide professional support in developing the related areas and
- organise the preparation of the required studies
- be in liaison with the President of the ONEM and in direct contact with the Deputy President

Profile of the PAA:

In selecting the twinning expert, an expectation is that he/she should have experience in administrations dealing with the fight against social exclusion and poverty and should have a thorough knowledge of the different funding structures of the EU. It is also necessary that he/she should have managerial experience with knowledge of project and change management. High-level command of the English language is a condition. Experience in the field of training/education is an asset.

Tasks not directly covered will be taken over by short-term experts within the limit of the budget. Different short-term experts will be needed with experience in Roma issues, minority protection, the practice of mainstreaming, monitoring systems and team-building. One of the major tasks of the PAA and some of the short-term experts is to mainstream best practices; both from Hungary and from member states.

Counterparts
The project leader on the Government side will be the President of the ONEM and the counterpart to the PAA will be the Deputy President

3.4.2 Equipment

To implement the project, some investment might be required including office equipment. For this a supply tender will be announced. The technical specifications will be prepared after the Twinning Covenant determined the specific physical requirements of such and institution development. This component will be financed by Government resources.

3.5 Lessons learnt
The efficiency of Roma-related Phare programmes in the context of relevant national policies was recently evaluated by an independent evaluator assigned by the European Commission. The principal recommendations of the report were taken into account during the design of the current fiche, with special regard to the following:

1. Roma-related projects should always clearly relate to medium and long-term national strategies on social policy and territorial development.
2. Special attention should be paid to the long-term sustainability of projects. Where necessary, this should be ensured by continued government support after the completion of Phare assistance.
3. The establishment of effective networking opportunities should be incorporated into the projects in order to facilitate the exchange of information among the stakeholders concerned by Roma minority policy and projects.
4. The ONEM should provide support to strengthening the capacity of a group of reputable NGOs active in the area.
5. The ONEM should also make sure that the SPO has the fully delegated authority necessary to take decisions on activities related to Phare programmes managed by the Office.
6. Local awareness campaigns for the public at large should be implemented with the active participation of both Roma and non-Roma communities.
7. The ONEM should target funding on fewer beneficiaries.

4. Institutional Framework

Currently the Office for National and Ethnic Minorities (ONEM) – an autonomous organ of state administration with nation-wide competence working under the supervision of the Prime Minister’s Office – is responsible for Roma affairs. Since the elections in April 2002, an institutional change has been ongoing that aims to strengthen the representation of Roma in the public sphere. A new State Secretariat has been set-up under the leadership of a State Secretary for Roma Affairs. The ONEM or its direct successor will still remain responsible for tasks concerning Roma issues. The exact division of tasks will only become clear at a later stage. However, all the political mainstreams consider the strengthening of the institutions dealing with Roma a priority. Moreover, by the mere nature of the area in concern, the actors in this environment are very unlikely to change. The need for the coordinating and monitoring office will not get outdated in any of the likely scenarios.

The set-up of the new institutional framework is currently undergoing and is expected to be operational by September the latest. Although, the State Secretary for Roma Affairs was appointed in June 2002, the tasks, responsibilities and the internal set-up of the Secretariat are only being clarified. According to the current plans (not finalised), a Roma Coordination Council and a Social Integration Committee will be under the supervision of the State Secretary. The first will be responsible for maintaining coordination with civil organisations, while the latter is for governmental coordination tasks. Although the plans and the exact dates are not yet finalised and officially available, the reporting and monitoring system needed for the auditing of the medium-term action plan should be in place by the end of October 2002. The
Roma Coordination Council is likely to become the main body for the coordination of this monitoring activity. The precise division of responsibilities between the newly set-up bodies and the ONEM is to be determined in July and August 2002. The ONEM will probably retain its role in ensuring cultural autonomy of the Roma, coordinating governmental Roma policies and implementing Roma programmes. Therefore, as of today, it is likely that Phare programmes will still be coordinated and implemented at the ONEM. It is clear that at the time of the launch of the twinning programme, the new bodies will not be established long enough to become reluctant to institutional change, making the timing of the twinning accurate.
5. Detailed Budget

<table>
<thead>
<tr>
<th>Phare Support</th>
<th>Total Phare (I+IB)</th>
<th>National Cofinancing*</th>
<th>IFI*</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Investment</td>
<td>Institution Building</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Contract 1: Twinning Covenant</td>
<td>500.000</td>
<td>500.000</td>
<td>200.000</td>
<td>700.000</td>
</tr>
<tr>
<td>Contract 2 Supply tender</td>
<td></td>
<td>150.000</td>
<td></td>
<td>150.000</td>
</tr>
<tr>
<td>Total</td>
<td>500.000</td>
<td>500.000</td>
<td>350.000</td>
<td>850.000</td>
</tr>
</tbody>
</table>

The Government co-financing for the twinning activity is an estimated indicative amount and will not be part of the budget of the twinning covenant. It provides an indication of the resources in cash or in kind that the beneficiaries will have to mobilise to cover the necessary counterpart expenses arising from the implementation of twinning.

The investment component of the project will be financed only by the Hungarian government to cover the equipment needs identified under the study. The budget is indicative.

6. Implementation Arrangements

6.1 Implementing Agency

**PAO:** Judit RÓZSA, Head of the CFCU, Hungarian State Treasury  
Address: Deák Ferenc utca 5.  
1052 Budapest  
Telephone: (36-1) 327-3652  
Fax: (36-1) 327-3572  
e-mail: judit.rozsa@ahh.gov.hu

**SPO:** The President of the Office for National and Ethnic Minorities  
Address: Pozsonyi út 56.  
H-1133 Budapest  
Telephone: (36-1) 237-44-00/4248  
Fax: (36-1) 239-0009  
e-mail: Nekh.titkarsag@mail.datanet.hu

6.2 Twinning

The experts of the twinning institutions will work in the ONEM Phare Office. The project leader on the Government side will be the President of the ONEM and the counterpart to
the PAA will be the Deputy President. The ONEM’s Phare Office will provide a proper working place including the necessary equipment.

6.3 Non-standard aspects

The contract/tender procedures will strictly follow PRAG rules and the rules in the reference manual on twinning projects.

6.4 Contracts

The project will include one twinning and one supply contract.

7. Implementation Schedule

<table>
<thead>
<tr>
<th>Contract</th>
<th>Start of Tendering</th>
<th>Start of Project Activity</th>
<th>Completion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contract 1 - Twinning</td>
<td>May 2002</td>
<td>Nov 2002</td>
<td>April 2004</td>
</tr>
</tbody>
</table>

8. Equal Opportunity

The equal participation of men and women will be assured in the project. The principles of equal opportunities in terms of gender equality will apply throughout the selection process for the positions that may arise from the institution building.

9. Environment

Not applicable.

10. Rates of return

Not applicable.

11. Investment criteria

Not applicable.

12. Conditionality and sequencing
The division of responsibilities in the newly set up system for co-ordination of Roma policies and the final role of the ONEM should be clarified before the selection of the twinning partner take place in early September 2002 and in any event before the signature of the financing memorandum.

Annexes to project Fiche

1. Logical framework matrix in standard format
2. Detailed implementation chart
3. Contracting and disbursement schedule by quarter for full duration of project (including disbursement period)
4. List of relevant Laws and Regulations
5. Reference to relevant Government Strategic plans and studies (may include Institution Development Plan, Business plans, Sector studies etc)
### PHARE LOG FRAME

#### LOGFRAME PLANNING MATRIX FOR INSTITUTION-BUILDING FOR EFFECTIVE ROMA PROGRAMMES

<table>
<thead>
<tr>
<th>Overall objective</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>To promote a better integration of the Roma minority in the Hungarian society</td>
<td>Progress made by Hungary in the field of social inclusion with regard to the Roma recognised by international organisations</td>
<td>European Commission, OSCE, Council of Europe</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Project purpose</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>To promote mainstreaming of Roma issues and improve effectiveness of National and EU funded integrated measures supporting Roma integration.</td>
<td>40% of Roma programmes are implemented and planned in consultation with other ministries by 2005</td>
<td>Inter-ministerial Committee for Roma Affairs, Ministries Reports to the Committee</td>
<td>The ministries and regions accept the new coordinating and monitoring office and are willing to cooperate</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Results</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>An effective institutional system for mainstreaming Roma related issues in designing national and sectoral policies established. An effective monitoring system for on-going Roma policies available in the ministries, in the Regions and at the ONEM Effectiveness of national and EU funded programmes.</td>
<td>90 people trained in minority issues, PCM and EU funds by 2005 The coordinating and monitoring office has an at least five member team set up by 2005 with at least one person employed in each region Effectiveness of EU funded projects targeting Roma increased by 10% until 2005</td>
<td>Phare Reports (including Interim and final evaluation), Training reports</td>
<td>The successive governments all provide for the sustainability of the coordinating and monitoring office</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Mapping studies are prepared on the current situation and an action plan is devised on the best ways of improving coordination 2. Organise team building and training on minority issues, project cycle management, EU funds for people implementing Roma programmes in ministries, in the regions and at the coordinating and monitoring office 3. Supply the coordinating and monitoring office and its regional branches with necessary equipment to extend capacities</td>
<td>1. Twinning 2. Supply financed by the Hungarian Government</td>
<td>Strong will from the side of the people responsible for Roma programmes to improve and go through extensive training Availability of institutions in the regions that are willing to serve as partners for the coordinating and monitoring office</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Preconditions</th>
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<tbody>
<tr>
<td></td>
<td>Political will to improve the quality Roma programmes Expertise available to implement institution-building</td>
</tr>
</tbody>
</table>
## Detailed Implementation Chart

|          | 2002 |       |       |       |       |       |       |       |       |       |       |       |       | 2003 |       |       |       |       |       |       |       |       |       |       |       | 2004 |       |       |       |       |
|----------|------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|------|-------|-------|-------|-------|-------|-------|
| Twinning |      | T     | T     | T     | T     | T     | I     | I     | I     | I     | I     | I     | I     | I     | I     | I     | I     | I     | I     | I     | I     | I     | I     | I     | I     | I     | I     | I     | I     | I     | I     |
| Supply tender | | D     | D     | T     | T     | T     | I     | I     |

D: Design  
T: Tendering and contracting  
I: Implementation
### Cumulative Contracting and Disbursement Schedule

(Euro)

<table>
<thead>
<tr>
<th></th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>30/09</td>
<td>31/12</td>
<td>31/03</td>
</tr>
<tr>
<td>Contracted</td>
<td>0</td>
<td>500,000</td>
<td>500,000</td>
</tr>
<tr>
<td>Disbursed</td>
<td>0</td>
<td>250,000</td>
<td>250,000</td>
</tr>
</tbody>
</table>

**NB:**
1. All contracting must be done by 30.11.2004
2. All disbursements must be done by 30.11.2005
Annex 4 – List of relevant laws and regulations

Act XX of 1949, the Constitution of the Republic of Hungary
Act LXXVII of 1993 on the Rights of the National and Ethnic Minorities
Act LXV of 1990 on the local Self-governments
Act LXV of 1990 on the Election of Representatives and Mayors of the Local Self-governments
Act LXIII of 1992 on Protection of Personal Data and the Publicity of Data of Public Interest
Act XL of 1999 on the promulgation of the European Charter for Regional or Minority Languages, done in Strasbourg on 5 November 1992
Act No III of year 2002 on the Promulgation of the Council of Europe European Convention on Nationality dated 6 November 1997
Government Decree 217/1998 (XII. 30) on the Operational Order of the State Budget
Government Decree 20/1995 (III.3) on Certain Questions Concerning the Budgets, Financing and Property Allocation of the Minority Self-Governments
Government Decree 34/1990 (VIII.30) on the Office for National and Ethnic Minorities
Government Decision 1047/1999 (V.5) on the Medium-Term Package of Measures to Improve the Living Standards and Social Position of the Roma
Government Decision 1048/1999 (V.5) on the Establishment of the Inter-Ministerial Committee on Roma Affairs
Government Decision 1121/1995 (XII.7) on the Foundation of the Public Foundation for Roma in Hungary
Government Decision 2187/1995 (VII.4) on the Establishment of the Public Foundation for National and Ethnic Minorities in Hungary
Government Decision 1078/2001 (VII.13) on the Public Discussion’s Material of the Long-Term Package of Measures to Improve the Living Standards and Social Position of the Roma
Government Decision 1051/2002 (V.14) on the Reporting of the Institutions on their Progress in the Implementation of the Medium-Term Package of Measures
Annex 5: Reference to Government plans and studies

Council of Europe Committee of Ministers - Resolution ResCMN(2001)4 on the implementation of the Framework Convention for the Protection of National Minorities by Hungary
Recent Changes in the Condition of National and Ethnic Minorities in Hungary - April 1999
Government Programme for a Civic Hungary
Government Programme of 25th May 2002