

Minority Rights Group Europe Europe's project
"A Partnership for All: Developing Strategies for Socio-economic cooperation between Roma
communities and local authorities in Ukraine",
funded by the European Commission
(EuropeAid/136912/DD/ACT/UA).

EVALUATION REPORT

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PREFACE

This evaluation¹ of the Project titled “A Partnership for All: Developing Strategies for Socio-economic cooperation between Roma communities and local authorities in Ukraine” was commissioned by the Minority Rights Group Europe (MRGE). The project was implemented by the Minority Rights Group Europe in cooperation with International Charitable Organization “Roma women fund *Chiricli*” and the Social Action Center (SAC), both based in Ukraine.

The main focus of this report is the evaluation of the sub-granted projects, implemented in Ukraine. In total 23² sub-projects were assessed (out of 28) during the fieldwork trips to Ukraine and analysed in terms of their conformity with the announced results of each sub-project and project’s general goals and objectives.

A four-member independent evaluation team of the International Centre for Ethnic and Linguistic Diversity Studies (ICELDS) undertook the project evaluation from September to November 2019. The fieldwork to Ukraine by the evaluation team was conducted during October - November 2019.

EXECUTIVE SUMMARY

This report presents the results of the evaluation of the EU-funded project “A Partnership for All: Developing Strategies for Socio-economic cooperation between Roma communities and local authorities in Ukraine”. The project was implemented from June 2016 to June 2019 by the Minority Rights Group Europe in cooperation with the two Ukrainian partner organizations - International Charitable Organization “Roma women fund *Chiricli*” and the Social Action Center (SAC).

The project was aimed at empowering Roma communities to effectively participate in democratic reforms and political rights through advocacy and capacity building training and pilot projects. It targeted Roma NGOs, mediators and community leaders, as well as the authorities of different levels and the media.

The project sought to achieve three results:

- ✓ enhanced capacities of and networking between CSOs working with Roma communities to effectively advocate for inclusion and implementation of the local and national Roma Action Plans;

¹ The content of this report is based on the requirement stated in the ToR for “A Partnership for All: Developing Strategies for Socio-economic cooperation between Roma communities and local authorities in Ukraine, ICELDS bid, and the materials of the project “A Partnership for All”, funded by the European Commission (EuropeAid/136912/DD/ACT/UA).

² Four projects (two advocacy and two pilot ones) from Kropyvnytskyi (previously known as Kirovohrad) and Zaporizhzhia, as well as one advocacy project in Transcarpathia (due to its distance combined with the impossibility to find a time-slot for a meeting largely due to the factor of the All Souls’ Day on celebrated 1 November which plays an important role for the Transcarpatian society in general and for its Roma segment) were not evaluated.

- ✓ increased knowledge/awareness at the local, regional and national levels amongst local authorities of the various development issues Roma communities face and the methods and best practices of their inclusion in development processes;
- ✓ increased engagement and dialogue between Roma minority community CSOs and decision makers/Local Authorities at various levels to secure increased commitment and collaboration on minority issues.

The project in total involved 28 sub-granted advocacy and pilot projects implemented in projects, implemented in the beneficiary regions (Kharkiv, Kropyvnytskyi (former Kirovohrad), Kyiv, Odesa, Transcarpathia and Zaporizzhia).

The project evaluation was conducted by a four-member team of the International Centre for Ethnic and Linguistic Diversity Studies from September to November 2019. It involved a field evaluation work in Ukraine by the evaluation conducted in the late October - early November 2019. As a result, 23 sub-projects were assessed and analysed in terms of their conformity with the announced results of each sub-project and project's general goals and objectives. The evaluation was based on the participatory approach in order to assess the extent of developed capacities of and knowledge received by the Roma communities and local authorities' representatives.

The evaluation proved that the project and its sub-granting framework were generally successful. The initial expectations based on the information about the sub-granted projects provided by the MRGE were true. The project objectives were consistent with the main problems of Ukraine's Roma population. The project outputs conformed to the project aims. The achievements of the project were compliant with the complexity of the addressed problems and the available resources. The project revealed that the most of the problems related to the situation of the Roma population could be handled locally through the cooperation between the authorities and Roma activists. Thus, the enhancement of the collaboration between the local authorities and Roma activists should be prioritised in the future endeavours of this kind. In this context, the specific emphasis should be placed on the development of the institution of Roma mediators and Roma advisors at local self-government bodies as well as the promotion of Roma participation at all levels.

Based on the project assessment, the ICELDS evaluation team developed the following set of recommendations to international donors, intergovernmental organisations as well as international and domestic CSOs operating in Ukraine to combine their synergies for effective implementation of the policies focused on the Roma population:

- ✓ Continue training of mediators to build their capacity and enhance legal knowledge within the context of the legislative changes in the country and decentralization reform.

- ✓ Support the institute of Roma advisors under the unified territorial communities (*hromadas*) to ensure local conflicts' prevention, effective monitoring of the Roma strategy implementation and maintenance of the dialogue with the authorities.
- ✓ Develop training programmes which would prepare professional mediators with the focus on the main pillars of their activities, including social issues, education, and medicine. Establish reduced educational qualification thresholds for professional mediators taking into account the educational situation within the Roma community. In particular, consider a financial support of the publication of already prepared but unplanned and thus not budgeted textbook with the lectures on mediation and how to work with national minorities, including Roma.
- ✓ Continue support of the programmes aimed at pre-school education of Roma children which also involve work with parents in order to change their attitudes towards the education of their children;
- ✓ Continue support of the programmes aimed at school education and vocational activities of the Roma children to ensure that they possess at least minimum knowledge of the main skills necessary for effective inclusion in the society.
- ✓ Support of trainings aimed at the Roma adult population (specifically Roma women) aimed at the increase of their employment capabilities with the focus on literacy, basic social skills, relevant documentation and knowledge.
- ✓ Use existing networking of the Roma organizations and expand it where possible in order to increase the target audience of the projects to the most disadvantaged and vulnerable groups within the Roma community.
- ✓ Support the endeavours aimed at the exchange of the good practices resulted from the implementation by the Roma organizations to other regions of Ukraine or to the whole country. Specifically, the extension of the scope of "*Social Atlas of Kharkiv Region Roma Community*" to the entire territory of Ukraine will be advantageous for the designing of the Roma-related sectoral policies and maintaining a more effective dialogue between the Roma activists and the authorities of various levels. It is suggested to gather all the organizations and state partners participated in sub-granting within this project for sharing the project results and experiences and for the purpose of networking and further collaboration.
- ✓ Support the creation and functioning of the Roma resource centres in charge of providing Roma population with information, free consultations on various relevant issues and serving as a contact point between the individual members of the Roma community and the authorities. Special attention should be paid to accomplishment of the individual cases (specifically to the claims against discrimination) in the long-term perspective and to the

monitoring of these cases to analyse and systematise the major trends in the Roma-related advocacy policies.

- ✓ Support training and awareness-raising of public officials with regard to Roma issues to facilitate sustainable and effective dialogue between Roma representatives and the authorities at different levels (local, regional and national).

РЕЗЮМЕ

У цьому звіті представлені результати оцінки проекту “Партнерство для всіх: розробка стратегій соціально-економічного співробітництва між ромськими громадами та місцевими органами влади в Україні”, який фінансувався Європейським Союзом. Проект реалізовувався з червня 2016 року по червень 2019 року Minority Rights Group Europe у співпраці з двома українськими партнерськими організаціями - Ромським жіночим фондом “Чіріклі” та Центром “Соціальна Дія”.

Проект був спрямований на надання можливості ромським громадам ефективно брати участь у демократичних реформах та реалізації політичних прав через адвокацію, підвищення кваліфікації та пілотні проекти. Він був спрямований на ромські громадські організації, медіаторів та лідерів громад, а також на владу різних рівнів та ЗМІ.

Проект мав на меті досягти трьох результатів:

- ✓ □ посилення потенціалу та взаємодія між ОГС, які працюють з ромськими громадами з метою проведення ефективних адвокаційних заходів, спрямованих на інклюзивність та реалізацію місцевих та національних планів дій щодо ромів;
- ✓ підвищення рівня знань / обізнаності на місцевому, регіональному та національному рівнях серед місцевих органів влади щодо різних проблем розвитку, з якими стикаються ромські громади, методів та найкращих практик їх залучення до процесів розвитку;
- ✓ посилення взаємодії та діалогу між ромськими ОГС та органами, які приймають рішення, / місцевими органами влади на різних рівнях з метою забезпечення цілеспрямованих зусиль та співпраці з захисту прав меншин.

Загалом до проекту було залучено 28 наданих проектів з адвокації та пілотних проектів, реалізованих у регіонах-бенефіціарах (м. Київ, Закарпатська, Запорізька, Кіровоградська, Київська та Одеська області).

Оцінку проекту з вересня по листопад 2019 року проводила команда Міжнародного центру досліджень етнічного та мовного різноманіття (ICELDS), яка складалася з чотирьох осіб. Вона включала в себе робочі візити в Україну з метою оцінки виконаної

роботи в рамках проекту. Ці візити відбулися в кінці жовтня - початку листопада 2019 року. В результаті 23 регрантингові проекти оцінено і проаналізовано відповідно до озвучених цілей кожного проекту, а також цілей і завдань загального проекту. Оцінка базувалася на підході, який передбачає активну участь команди евалюаторів, з метою осмислення рівня навичок і знань, отриманих представниками ромських громад та місцевої влади.

Оцінка показала, що проект повністю і його регрантингові складові в цілому були успішними. Початкові уявлення, засновані на інформації про регрантингові проекти, наданої MRGE, збулися. Завдання проекту відповідали основним проблемам, з якими стикається ромське населення України. Результати проекту відповідали його цілям, а також наявним ресурсам і складності поставлених проблем. В рамках проекту з'ясувалося, що більшість проблем, пов'язаних із ситуацією ромського населення, можуть бути вирішені на місцевому рівні шляхом співпраці влади та ромських активістів. Таким чином, в здійсненні подальших кроків подібного роду першочергову увагу слід приділяти розширенню співробітництва між місцевими органами влади та ромськими активістами. У цьому контексті особливий акцент необхідно зробити на розвитку інституту ромських медіаторів і радників в органах місцевого самоврядування, а також на просування представництва ромського населення в житті суспільства на всіх рівнях.

На підставі оцінки проекту команда евалюаторів ICELDS розробила наступний набір рекомендацій для міжнародних донорів, міжурядових організацій, а також міжнародних та місцевих ОГС, що працюють в Україні, щоб вони могли об'єднати свої синергії для ефективної реалізації політики, спрямованої на ромське населення:

- ✓ Продовження тренінгів медіаторів з метою підвищення їх компетентності та розширення правових знань в контексті законодавчих змін в країні і реформи децентралізації влади.
- ✓ Підтримка інституту ромських радників при об'єднаних територіальних громадах для забезпечення запобігання локальних конфліктів, ефективного контролю за дотриманням ромської стратегії і підтримки діалогу з владою.
- ✓ Розробка програм навчання, які б готували професійних медіаторів з акцентом на основні сфери їх діяльності, включаючи соціальні питання, освіту і медицину. Затвердження зниженого порогу освітньої кваліфікації для професійних медіаторів з урахуванням освітньої ситуації в ромській спільноті. Зокрема, розгляд варіантів фінансової підтримки публікації вже підготовленого, але незапланованого і тому непрофінансованого з бюджету підручника з лекціями з медіації та з праці з національними меншинами, в тому числі з ромами.

- ✓ Продовження підтримки програм, спрямованих на дошкільну освіту ромських дітей, які б також передбачали роботу з батьками, щоб змінити їхнє ставлення до виховання власних дітей.
- ✓ Продовження підтримки програм, спрямованих на шкільну освіту і професійну діяльність ромських дітей, щоб забезпечити їм володіння хоча б мінімальним набором основних навичок, необхідних для ефективної участі в житті суспільства.
- ✓ Підтримка тренінгів, спрямованих на доросле ромське населення (зокрема на ромських жінок), з метою підвищення їх конкурентоспроможності на ринку праці з акцентом на грамотність, основні соціальні навички, відповідну документацію і знання.
- ✓ Використання існуючої мережі ромських організацій і, де це можливо, її розширення з метою збільшення цільової аудиторії проектів, спрямованих на потреби найслабкіших і найвразливіших груп ромської спільноти.
- ✓ Підтримка зусиль, спрямованих на обмін добрими практиками, що виникли в результаті реалізації ромськими організаціями проектів в інших регіонах України чи на території всієї країни. Зокрема, розширення охоплення таких проектів, як “Соціальний атлас ромських громад Харківщини”, на всю територію України. Це буде корисним для розробки секторної політики щодо ромського населення і підтримки більш ефективного діалогу між ромськими активістами і владою різних рівнів. Пропонується зібрати всі організації та державних партнерів, які брали участь в регрантингової схемі в рамках цього проекту для обміну проектними результатами і досвідом, а також для налагодження зв'язків та подальшої співпраці.
- ✓ Підтримка створення та функціонування ромських ресурсних центрів, які займаються інформуванням ромського населення, безкоштовними консультаціями з різних відповідних питань і виступають контактним пунктом між різними членами ромського суспільства і владою. Особлива увага повинна приділятися вирішенню конкретних випадків (зокрема антидискримінаційних справ) в довгостроковій перспективі, а також моніторингу цих випадків для аналізу та систематизації основних тенденцій політики адвокації щодо ромського населення.
- ✓ Підтримка тренінгів та заходів з підвищення рівня інформованості державних посадовців з питань, що стосуються ромського населення. Це дозволить полегшити стійкий і ефективний діалог між представниками ромського суспільства і владою на різних рівнях (місцевому, регіональному та національному).

INTRODUCTION: BACKGROUND AND CONTEXT OF THE PROGRAMME

The evaluation of the project entitled “A Partnership for All: Developing Strategies for Socio-economic cooperation between Roma communities and local authorities in Ukraine”, funded by the European Commission (EuropeAid/136912/DD/ACT/UA) aims at assessing the project’s results and impacts. This project emerged as an initiative prepared by the Minority Rights Group Europe (MGRE) and was implemented in cooperation with the Roma Women Fund *Chiricli* and the No Borders/Social Action Center (SAC).

The project has been designed *to empower minority communities to effectively participate in democratic reforms and policy processes which has an impact on their development and human rights, and to increase the engagement and role of the Roma CSOs with relevant local authorities on sectoral reforms in line with the AA and the Visa Liberalization Action Plan*. The project was implemented from June 2016 till June 2019.

This project specifically targeted Roma, Ukraine’s most vulnerable ethnic group, and in the course of its implementation was focused on working with Roma mediators, Roma community leaders, Roma NGOs, as well as local, regional and national authorities, and the media. The project activities were aimed at the empowerment of the Roma community in the framework of democratic reforms and at ensuring political rights through advocacy, capacity-building trainings and pilot projects.

The project aimed at achieving the following results:

1. Enhanced capacities of and networking between CSOs working with Roma communities to effectively advocate for inclusion and implementation of the local and national Roma Action Plans.
2. Increased knowledge/awareness at the local, national and regional levels amongst local authorities of the various development issues Roma communities face and the methods and best practices of their inclusion in development processes.
3. Increased engagement and dialogue between Roma minority community CSOs and decision makers/LAs at various levels to secure increased commitment and collaboration on minority issues

PURPOSE OF EVALUATION

The project evaluation was aimed to assess the project’s performance in order to determine the fulfilment of the project’s objectives and to assess the project results, efficiency, effectiveness, impact and sustainability. The main objectives of the evaluation were to examine the extent of the archived project’s results, assess and analyse the added value of the project, as well as its positive and unexpected consequences. The main focus of the evaluation was to measure the empowerment of minority communities and, as a result, the degree of their effective participation in democratic reforms and policy processes. Evaluation has examined the extent to which the

anticipated results of the programme were achieved, assessing, as stated in the project description:

- to what extent the capacities of CSOs working with Roma communities to effectively advocate for inclusion and implementation of the local and national Roma Action Plans as well as the scale of their networking between were enhanced;
- to what extent the knowledge/awareness at the local, regional and national levels amongst local authorities about the issues Roma communities face and the methods and best practices of their inclusion in development processes were increased;
- to what extent the engagement and dialogue between Roma minority community CSOs and decision makers/Local Authorities were advanced.

The **evaluation objectives** involve the following elements:

- The final evaluation **examines the extent to which anticipated results of the program were achieved**. In order to evaluate the extent of the anticipated results are being met, evaluation team meets implementing partners, major stakeholders in the four regions and districts of implementation with a particular focus on major beneficiaries and advocacy targets.
- For the evidence **five regions**: the capital city of Kyiv, city of Lviv, Kharkiv region, Odesa region, and Transcarpathia region were visited by the evaluation team.
- The **reference to objectives, results, indicators and means of verification in the logical framework** is being made.
- Evaluation assesses the **actual and future likely impact of the activities** (according to Logical Framework in Annex 1).
- Evaluation searches for any **unintended positive and negative consequences**.
- **Gender and other cross cutting issues** are taken into account during the evaluation

APPROACH AND METHODOLOGY OF THE EVALUATION

Key questions and scope of the evaluation with information on limitations and delimitations (see Annex II)

Limitations

Evaluation report is limited to the evaluation of the sub-granted projects, implemented in Ukraine. In total, during the fieldwork trips to Ukraine there were evaluated 23 sub-projects (out of 28) and their conformity with the anticipated outcomes of each of the sub-project and projects' general estimated results. Not all the regions where sub-granted projects had been implemented were visited. The evaluation team visited **five regions**: the capital city of Kyiv, city

of Lviv, Kharkiv region, Odesa region, and Transcarpathia region, and did not visit Kirovograd (Kropyvnytskyi) and Zaporizzhia.

The evaluation is based on participatory approach. The assessment is organized in a form of the questionnaires (structured), joint meetings and individual interviews with the main stakeholders and beneficiaries (Roma mediators, Roma community leaders, Roma NGOs, as well as local, regional and national authorities, local municipalities and the media and independent experts).

The target regions covered during the evaluation trip are the city of Kyiv and Lviv, as well as Kharkiv, Odessa, and Transcarpathia regions.

Face-to-face interviews and joint meetings were used in communication with the main stakeholders, especially with the Roma community leaders, Roma mediators, Roma NGOs and ensure effective participation with illiterate/marginalized Roma community members.

Questionnaires were used in communication with project team and project partners, also with the local government staff, journalists and independent experts in identified regions in case of impossibility to meet with them personally.

The process of the evaluation included the following stages:

- Familiarization and reviewing of the reports of the activities and projects implemented within the scope of the project
- Evaluation of correspondence of the achieved results within the above-mentioned activities with respect of the anticipated results
- Questionnaires developed and distributed among the projects' major stakeholders and beneficiaries
- Field/Evaluation trip for evidence collection for the **five regions**: the capital city of Kyiv, city of Lviv, Kharkiv region, Odessa region, and Transcarpathia in order to meet with the major stakeholders and beneficiaries.
- Based on the responses in the questionnaires and evaluation trip results, the overall evaluation of the project implementation and its effectiveness, meeting the objectives and anticipated results, overall impact and sustainability made.
- Based on the evaluation results, relevant conclusions and recommendations were prepared.

Evaluation Criteria

In line with the evaluation objectives mentioned above, the evaluation report is using a participatory approach, in order to assess the extent of developed capacities of and knowledge received by the Roma communities and LA representatives according to the anticipated results. The report mainly is focused on intended and unintended results (at the output and outcome levels) in accordance with the TOR. The assessment and findings regarding effectiveness, efficiency and sustainability of the project are addressed.

The following framework questionnaire³ was proposed to be used during the evaluation trips to the four regions:

1. Did the project activities were accomplished in time? If not, why? How do you see the quality of these activities?
2. Did the external factors influence the planned activities and their implementation? If so, how?
3. Did the project meet the expected results? Was the project's timeframe to meet the project goals and objectives? How did the project activities contribute to the meeting of the project's aims?
4. Did the project brought any unplanned results? If so, what are they?
5. Please, address any factors which might have created obstacles in achieving specific results or objectives of the project?
6. Did the project activities and outputs (including trainings and publications) comply with the project aims and meet the expected quality?
7. Please, specify any risks, challenges or opportunities which emerged during the project's implementation? How the partners were able to mitigate and adjust them?

The interviews were conducted with the representatives of the local authorities, Roma CSOs involved into training, reporting, recommendations drafting, sub-granting and other project-related activities.

During the evaluation the Ukrainian version of the questionnaire was used (see: Annex II).

Timeframe

October 1-29, 2019: Preparatory phase: contacts with stakeholders, meetings arrangements

October 29 – November 12, 2019: Field work by the evaluating team.

November 15, 2019: Submission of a five-page statement of preliminary findings.

November 22, 2019: Submission of a draft report by evaluating team.

November 27, 2019: Comments returned to evaluator by MRG.

November 29, 2019: Submission of a final report by evaluating team.

November 30, 2019: Submission of translation of final executive summary of the evaluation report into Ukrainian by evaluating team

³ The questionnaire was developed and based on the key questions identified in Terms of Reference. See Annex I

OBSERVATIONS AND MAJOR FINDINGS

Odesa region

The evaluation visits to the Odesa oblast (5-9 November 2019) included meetings with the Department of Culture, Nationalities, Religions, and the Protection of Cultural Heritage (DCNRCH) of the Odesa Provincial State Administration (PSA), with the heads and deputy heads of territorial communities (united territorial communities (UTC), or *ob'yednani hromady*, municipal units established under the new legislation on local self-government of 2015) of Krasnosilka (the Lyman district) and Berezivka (the Berezivka district), the working group on Roma issues of the Krasnosilka *hromada* (UTC); the head of the Section on Cultural of the Izmail City Council, the directorate of the public school in Ozerne (the Izmail district), the leaders of three Roma organizations – the major stakeholders and sub-grantees of the project, namely, the Roma Human Rights Centre (Odesa), the Charitable Fund *Planet of Kind People* (Berezivka) and the Danube Roma Organization (Izmail), and the director and the staff of the Odesa Centre for the Development of Local Self-Government.

The meetings with the Sections on Culture (in charge of nationalities affairs) of the Izmail, Lyman, and Berezivka district state administrations (DSA), albeit agreed upon in advance did not take place: the Izmail administration required a new authorization of the meeting, the head and the staff of the unit on culture of the Lyman DSA were on a business trip, and the head of the unit on culture of the Berezivka administration was not in place. However, the counterparts assure that the DSAs are ceding their competences and functions to the newly established *hromadas* and do not actively engage in Roma issues any longer.

The information collected during the meetings and the semi-structured interviews with the stakeholder confirmed that all the three local projects in the Odesa province, based on sub-granting, have been successfully accomplished in time. The presence of the MRGE and *Chiricli* at the earlier stage of the project at the meetings and roundtable on Roma issues were noticed by the local officials and Roma activists. However, no officials or other counterparts could remember of the online training course for the officialdom scheduled to 2017. The interlocutors were telling about recurrent meetings between official structures and Roma activists, but also there were no recollections (both of officials and civil society activists) about “Community Action Groups” which were to function in 2017 and 2018 in the city of Odesa and Korsuntsy (the Lyman district). Only a few interviewees could remember the analytical reports of the MRGE about Roma in Ukraine although they have been translated into Ukrainian and are available on the web.

Generally, the Roma activists and the Centre for the Development of Local Self-Government acknowledge that the local and regional authorities increasingly engage in Roma issues. The meeting and interview have demonstrated that both local authorities and Roma leaders understand the most acute problems in a similar way:

- ✓ the list includes the lack of identity papers of many Roma,
- ✓ the lack of official recognition of property rights,
- ✓ limited access to social protection and health care,
- ✓ poverty and unemployment, and
- ✓ xenophobia of a part of the local population.

However, the process of establishing working relations between public authorities and Roma communities is slow, and it is impeded by two major circumstances:

1. the reluctance of the authorities and
2. the lack of sufficiently qualified Roma leaders and activists.

According to the comments of the Roma interlocutors the staff of the Odesa PSA plays a passive role and behaves rather reactively than pro-actively; the DCNRCH staff attends meeting on Roma issues when invited and drafts reports on the implementation of the State Strategy on Roma issues. This opinion is confirmed by the behaviour of the PSA staff itself and by their awareness of the current situation.

A similar sceptical opinion of the Roma activists concerns the DSAs, particularly of the Izmail administration which was resisting any discussions with Roma. The school administrations and the officials in charge of school education are generally in favour of cooperation with Roma. The local *hromadas* behave in different ways. While the Krasnosilka *hromada* actively demonstrates its engagement through the creation of a working group on Roma issues and the publication of a local programme for the improvement of inter-ethnic relations, the Roma activists and the Centre for the Development of Local Self-Government conclude that it is a showcase. In fact, the local administration until recently refrain from cooperation with the Roma community and still does little in terms of practical relevance. On the contrary, while the Berezivka *hromada* neglects reporting and advertising, it has achieved a more significant progress in the solution of the problems of local Roma.

A problem with assessing the public and private action in the framework of the project in question is that the project was among many Roma-related activities in the region. The interlocutors usually cannot easily recall a concrete event pertinent to the given project or to identify the donor although all were aware the EU was supporting actions on Roma and regarded Roma issues as a priority. Many similar activities are going in parallel or an endeavour kicked off during the project has a continuation or extension.

Transcarpathia Region

The evaluation visits to the Transcarpathia region took place from 30 October to 2 November. It consisted of the personal meetings and phone conversations with the members of the Uzhorod Municipal Council, headmasters of the schools involving the Roma children, representatives of

the Transcarpathian Regional Charity Fund *Blaho*, Uzhorod City Roma Organization *Ekgetane Samari Zor*, Transcarpathian Regional Social and Legal Center *Bakhtalo Drom*, and representatives of the Cultural and Educational Society *Romani Yag*. The evaluation involved visits of the sites and meetings with the stakeholders designed as the semi-structured interviews. It also involved a meeting with the representatives of the Public Association *Roma of Ukraine Ternipe* in Lviv on the project “Effective Employment - a new reference point in the processes of integration of the Roma community into Ukrainian society” focused on the residents of the Transcarpathia region who live in the temporary squatter settlements in the big cities of Ukraine.

Unfortunately, the planned meetings with the representatives of the Cultural and Educational Society *Romani Yag* in Svaliava did not take place, largely due to the factor of the All Souls’ Day on celebrated 1 November which plays an important role for the Transcarpatian society in general and for its Roma segment. At the same time, some information about the situation of the Roma community and implementation of the advocacy project in this region was obtained from the interlocutors in Uzhorod.

The analysis of the project implementation in the Transcarpathian region requires to consider two factors:

1. the internal diversity of the local Roma community in the region;
2. some Roma activists from Uzhorod see the regional centre as a pilot site for implementation and approbation of the Roma-related endeavours in the region. In other words, they not without reason argue the activities implemented in the regional centre can serve as an example for other Roma communities throughout the region

The information collected during the meetings and the semi-structured interviews with the stakeholders confirmed timely and successful implementation of all three sub-granting local projects targeted on the Transcarpathian region, namely:

- ✓ “Pre-School Preparation for Roma Children” implemented by the Transcarpathian Regional Charity Fund *Blaho*,
- ✓ “Resource Center Activity for the Roma Population” implemented by the Transcarpathian Regional Social and Legal Center *Bakhtalo Drom*, and
- ✓ “Effective Employment - a new reference point in the processes of integration of the Roma community into Ukrainian society” implemented by the Public Association *Roma of Ukraine Ternipe*.

The same conclusion about timely and successful implementation could be made about the advocacy projects covered the region of Transcarpathia.

The representatives of the Roma organizations emphasize the increasing engagement of the local and regional authorities in Roma issues. The meetings and interviews revealed the systemic and

interdependent nature of the problems addressed by the pilot and advocacy projects. The activists specifically mentioned the following issues:

- ✓ lack of identity papers which significantly limits the opportunities of each individual to get access to the opportunities and benefits provided by the state;
- ✓ poverty and unemployment;
- ✓ problems with the legalization of the housing rights;
- ✓ preschool and school education as well as extra-curricular activities of the Roma children;
- ✓ Roma vulnerability towards migration within Ukraine and abroad;
- ✓ a distanced societal attitude towards the Roma community members ranging from unwillingness to xenophobia.

The Roma activists recognize the authorities' awareness about these problems. They also underline the increasing level of collaboration with the authorities on these issues. The positive change can be explained by the combination of several factors:

1. the Roma community in the region is growing which results in the increasing number of the people affected by the said systemic problems;
2. the overall increase of the educational level of the region's Roma community leaders in the recent years resulted in the qualitative change of the organization of the relations with the local and regional authorities. This contributed to the overcoming of some societal stereotypes about the Roma community. Moreover, the trend is enhanced by the fact that Roma community has its representatives in the municipal councils;
3. the persistence of the said problems of the region's Roma community and implementation of the Roma Strategy resulted in the need of the authorities to address these issues in a more focused way.

At the same time, this progress of the relations between the authorities and the Roma community can be characterized as moderate due to the combination of the following factors:

1. the partial repulsion of the authorities in charge of the Roma issues towards the proactive implementation of the measures necessary to properly address the needs of the Roma community in the region. In other words, the region's good practices are largely dependent on the effective collaboration between the persons representing the authorities and the Roma community. Similarly, negative aspects are largely the result of the non-proactive and formalized approach of some local officials towards their tasks;
2. lack of the clear vision of the specifics of the Transcarpathian region by the central authorities in Kyiv in charge of ethno-cultural and relevant social issues;
3. political changes in Ukraine linked with the 2019 presidential and parliamentary elections and the general turnover of the public authorities' personnel in charge of the Roma-related issues;

4. insufficient availability of funds which the local and regional authorities are capable to allocate to address the needs of the Roma communities in Transcarpathia. The latter factor emphasizes the crucial role of grants provided by private and international donors in order to address the needs of the region's Roma community focusing on specific target groups within it or on the relevant thematic issues.

The interlocutors from Lviv, Uzhorod and Perechyn pointed out constructive relations with the local authorities. The role of the pilot and advocacy projects within the "Partnership for All" project seems to have positive impact on it, as it provided additional platforms for dialogue between the Roma activists and the authorities. The interlocutors also underline that in the absence of their own kin-state, the Roma community should maintain effective cooperation with and seek support from the municipalities in which they reside.

Another aspect is that the pilot and advocacy projects fit into the agendas of the Roma organizations aimed at addressing the main challenges of this community. Therefore, although the interlocutors easily identify the EU as the donor, the activities within the projects *per se* go beyond the project time frame. It does not mean that it affects the quality of the project's endeavors and results. However, the interviews revealed that both the pilot and advocacy projects are attributed to the activities that have their backgrounds before the project's launch and continue after its finish as these activities address the systemic issues the Transcarpathian Roma community faces.

Kharkiv region

Evaluation visit to Kharkiv was organized within period of 4-6 November 2019. Personal meetings with the representatives of Roma NGOs *Chachimo* and *Romen*, non-Roma NGO "Eastern Human Rights Group", the Deputy Director of Kharkiv Regional Social Services Centre for a family, children and youth, and the Deputy Head of the Mass Communication Department (also acting as the Head of the Department to Domestic Policies) of the Kharkiv Regional State Administration (KhRSA). All the meetings took place as planned. The information collected during the meetings and the semi-structured interviews with the stakeholders confirmed successful implementation of all five sub-granted local projects targeted on the Kharkiv region:

- ✓ "Social Atlas of Kharkiv region Roma Community" (an advocacy project) implemented by the Roma NGO *Romen*;
- ✓ "Centre for Monitoring and Mediation for Roma Integration in Kharkiv region" (a pilot project) implemented by the Roma NGO *Romen*;
- ✓ "Education of the Roma as a Victory over Illiteracy" (a pilot project) implemented by the Roma NGOs *Chachimo*;
- ✓ "Empowerment of the Formation of Roma Communities: Engagement of Roma into Local Self-Governance" (an advocacy project) implemented by the Roma NGOs *Chachimo*;

- ✓ “Situation on Roma IDPs in Ukraine⁴” (a pilot project) implemented by NGO Eastern Human Rights Group

However, two out of five have not been finalized according to the timeframe as initially indicated and requested to extend project implementation. In the case of the Social Atlas of Kharkiv Region Roma Community the delay was insignificant (less than a week) and caused by the delay in collecting data for the social passports; the second project on the “Situation on Roma IDPs in Ukraine⁵” was postponed for two months due to political changes (the new President Zelensky dissolved the Parliament in spring 2019 which caused reluctance from the governmental bodies to partake in this project). The evaluator believes that the project “*Situation on Roma IDPs in Ukraine*” required more time to have a greater impact and sustainability. The implementation of the projects aimed at providing information typically requires some time for the promotion of the project and for informing the stakeholders about the existing possibilities.

The meeting and interviews revealed a number of issues that were typical for the region and that were mostly successfully addressed via the implemented projects, such as:

- ✓ Problems with documentation and, thus, access to the labour market, health care system and other social services;
- ✓ Lack of trust to the governmental bodies/authorities, including social services (from Roma side);
- ✓ Preschool education and literacy level of the Roma pupils attending schools;
- ✓ Low level of education (or its lack), which prevents them from receiving information and thus, state support, limited access to the labour market, limited knowledge of their rights;
- ✓ Stereotypes and xenophobia against Roma;
- ✓ Roma migration within and beyond the country;
- ✓ Poverty and unemployment.

The problems identified above were not new or unknown, however, the project on Social Atlas significantly helped to identify the actual number of the Roma families and individuals residing in Kharkiv region as well as their needs and actual problematic. At the same time involvement of the social services played a great role in covering wider territory by involving its bodies/branches at the local level, significantly contributed to a more balanced evaluation of the current needs and problematic (due to professional expertise and training of the social workers involved) and data gathering and its analysis⁶, but revealed its weakness at accessing some close Roma communities

⁴ In the provided documents there is a wrong translation of the title of the project (Situation of Roma Institutions in Ukraine) into English.

⁵ The evaluator was informed that there is still a pending payment from MRGE in the amount of 2,000 Euro.

⁶ To evaluator’s view, a great role played an active position of the Deputy Director of Kharkiv Regional Social Services Centre for a family, children and youth Nataliya Vatsabyuk, who became an active partner in the project and who significantly contributed to the development of the questionnaire (social passport of Roma family or individual) and assisted in analysing the received data. The data collected does not contain any personal information

as well as Roma illiteracy and general mistrust to the state bodies⁷. This challenge was resolved via engagement of the Kharkiv region Roma NGOs⁸ and Roma mediators, which allowed to cover around 90% of Roma population of this region (according to the Atlas, within the project 1358 Roma families and individuals⁹ – more than 6000 people in total - were identified residing in Kharkiv Region). A joint collaboration of the social services and NGOs with the official support from the Kharkiv Regional State Administration (KhRSA) created a working tandem in addressing and resolving the most acute problems (such as hospitalisation, in some cases – documentation, registration; filling documents for the financial social support). Though resolving such problems was not a main aim of this project, however, resolving some ad hoc and the most urgent problems may be considered as an unplanned outcome of the project. Moreover, considering that in many cases one NGO implemented two projects (one advocacy, one pilot), in most of the cases both of the projects contributed to one another. Thus, realization of the resources of “*Centre for Monitoring and Mediation for Roma Integration in Kharkiv region*” were applied in resolving of some of the problems revealed during the collection of the data for the “*Social Atlas of Kharkiv region Roma Community*”. The data collected and analysed within the project was presented in a form of a publication (also an electronic one) and was presented and distributed among various departments of the Kharkiv Regional State Administration, Centre for Social Services, National Police Department and among a number of international organizations (OSCE, CoE, EU). No other feedback was identified apart of the reference at the meeting in Kyiv to the project as a positive example . In most of the cases the information was acknowledged. However, no real evidence in its further applicability was identified. The Deputy Director of Kharkiv Regional Social Services Centre for a family, children and youth identified the most acute problem as lack of trust from the side of Roma families towards governmental representatives, and considers that such a challenge can be addressed via:

- ✓ Overcoming stereotypes from both sides. From the side of social workers in can be done partially via creation of the basic Roma-Ukrainian dictionary (that would contain the most

of the interlocutors and was based exclusively on the information provided by the interlocutors, no proof was asked for.

⁷ Some Roma women were afraid to share their problems as were concerned that social services would take their children away or provided information may affect their social payment (especially in case of illiteracy or low literacy). Roma NGOs and especially Roma mediators provided a great support in communication with such individuals and families.

⁸ A close cooperation between the two main applicant organization Chachimo and *Romen* was identified. Both NGOs assisted each other in realization of some aspects of their projects. Thus, *Chachimo* assisted in data collection for the “*Social Atlas of Kharkiv region Roma Community*”. In addition, Mykola Burlutsky was actively engaged in the conflict settlement at the village Shelud’kivka in Zmiyivka district, which was alerted about via “*Centre for Monitoring and Mediation for Roma Integration in Kharkiv region*”.

⁹ After data collection in 2018, 600 Roma families and individuals out of identified 1358 receive social support from the social service centre, while in 2017 – there were only 180.

typical and the most spread expressions in Roma language¹⁰ and advance training on Roma culture and Roma specificity;¹¹

- ✓ Engagement of Roma mediators in coordination with social services and introduction of Roma mediator¹²/Roma facilitator into occupational classification¹³.
- ✓ Vocational training (in a form of Sunday school) for young and adult Roma to improve their literacy (in some cases – to teach them to read, to write, and to count) to improve their chances at the labour market¹⁴

The “*Social Atlas*” was taken as an example for similar Atlas developed for Donetsk region¹⁵ (under Ukrainian control) and for Uzhorod region. The latter was realised by Transcarpathian Regional Social and Legal Center *Bakhtalo Drom*.

Another sub-granted project implemented by *Romen* was a pilot project “Centre for Monitoring and Mediation for Roma Integration in Kharkiv region”, aimed at providing assistance (also legal aid), information and advice for Roma community in Kharkiv region. Established collaboration with and public support of the Kharkiv Regional State administration, contributed significantly to resolve Roma issues. In case of an urgent situation, respective public bodies were included into the problem’s resolution. One of biggest challenges of the project was a disproportionate number of the calls that the project leader received on his private phone, as official project number often was ignored. As mentioned above, the two projects implemented by the same organization complemented each other. Some problems that were identified within the data collection for “*Social Atlas*” were resolved via resources of the “Centre for Monitoring and Mediation” and collaboration with the Kharkiv regional governmental bodies.

According to the head of Mass Communication department of KhRSA, an escalation of the conflict in Zmiiv district¹⁶ was prevented due to the timely information from the Centre for Monitoring and Mediation. The case was resolved after involvement of the state bodies,

¹⁰ Yet not standardized, the most widely used expressions and phases used by the Roma communities in Ukraine could be selected

¹¹ Such a two-day-training was provided within other sub-granted MRG pilot project “*Creation of Effective Intercultural Interaction of all Social Groups of Ukrainian Society*”, implemented by the Kyiv-based International Academy of Social Work in cooperation with the Dragomanov National Pedagogical Institute. See evaluation below.

¹² The Law on mediation is under development since 2015.

¹³ See MRG sub-grated pilot project “*Creation of Effective Intercultural Interaction of all Social Groups of Ukrainian Society*”, implemented by the Kyiv-based International Academy of Social Work in cooperation with Dragomanov National Pedagogical Institute. See evaluation below.

¹⁴ Same problem was addressed by the Kharkiv-based Roma NGO *Chachimo* at the local level in realization of a pilot project “*Education of the Roma as a Victory over Illiteracy*” (sub-granted by MRG). See evaluation below.

¹⁵ The *Social Atlas* for Donetsk Region was developed within the Council of Europe’s project “*Protecting national minorities, including Roma, and minority languages in Ukraine*”. According to the available data, the only reference is made to Rome and Kharkiv Regional Social Services Centre, as the organizations that developed methodology of data collection.

¹⁶ Presumably, the case of an attempted Roma forced resettlement from the village of Shelud’kovka of the Zmiiv district, Kharkiv region.

including KhRSA, and a number of Human Rights and Roma NGOs. The project on Centre for Monitoring and Mediation proved to be successful. However, the planned monthly monitoring was not carried out: complaints were not recorded, thus statistical data on the problems and the actual number of complaints were not collected. As a part of the *Romen* daily activities consultancies and assistance in urgent cases will be provided on a rolling basis, however, official bodies' involvement into a timely problem decision seem to be dependent on the interest and willingness of the KhRSA. In case of the personnel turnover such collaboration may be jeopardized by the new people should they have little interest in addressing Roma issue. The current interest to Roma problems seems to come from the need to report about the Roma Strategy implementation and may have no long-lasting effect. The main focus of the KhRSA was made on the two aspects: the lack (absence) of allocated state funds and the need of initiative from Roma organizations. Both *Romen* and *Chachimo* were presented as exemplary NGOs with educated Roma leaders, who understand how the governmental bodies work, who have active involvement into Roma issues, and thus supported by the KhRSA.

Roma NGO *Chachimo* also implemented two projects sub-granted within the “A Partnership for All”. The advocacy project “Empowerment of the Formation of Roma Communities. Engagement of Roma in Local Self-Government” envisaged the creation of an initiative group as a body of Roma self-organization residing in the city of Vovchansk to present interests of Roma community. Such a group was successfully created and apart of representatives of Roma includes representatives of a number of local state bodies such as the deputy director of the local Administration, representatives of police, state migration service, social service, juvenile police, justice and education. The created group timely addresses the acute issues of the Roma community (no regular meetings, only when a problem arises)¹⁷.

Chachimo's project on “Education of the Roma as a victory over illiteracy” addressed one of the most acute problems with regards of Roma children pre-school and school education in the city of Merefa, Kharkiv region. The project addressed several groups of stakeholders: children of a pre-school age, their parent and Roma youth¹⁸ (16-30 years old). Within the project the following challenges were faced:

- ✓ Roma parents' reluctance into commitment to the project; for example, parents merely used to bring children to school and participate in the classes addressing their problems (illiteracy/low literacy);
- ✓ Mistrust into the project success, significantly a smaller number of people committed to the project comparing to the initial number of those attended the first meeting;
- ✓ Clan differences (apparently parents belong to conflicting groups/clans, thus, two parental groups were established instead of one);

¹⁷ At the meeting on Roma strategy evaluation, this project was presented as one of the exemplary projects on Roma local self-governance, yet again without any reference to MRG.

¹⁸ *Chachimo* discovered that many Roma youth dropped off the school not being able to read, write, and/or count. Thus, the focus was made on ensuring that they will be trained with those skills.

- ✓ New needs identified within the project implementation with regards to Roma youth: interest in learning English, employment; youth/parents: social support, legal help in addressing their problems, medical assistance in acquiring medication or attending a doctor (discrimination), etc. challenges that both Roma youth and Roma parents face, in case of emergency, were addressed within this project though were not initially envisaged¹⁹.

The sub-granted pilot project “Situation of Roma Internally Displaced People (IDPs) in Ukraine”, implemented by the Eastern Human Rights Group aimed at providing a hotline to address Roma people rights’ violation. As mentioned above, some delay due to the parliament dismissal took place. A new the Ministry of Veterans, Temporarily Occupied Territories and Internally Displaced Persons was established, however, the information from the previous Ministry has not been yet passed which slowed down the project implementation in some aspects. Within the project all the planned results were achieved (over 200 consultations via phone were provided, around 80 face-to-face consultations). However, after the person received information no track of whether he used it or not was possible to identify. Due to political changed cooperation with the state bodies only at the regional level was successful, cooperation at the nation level was not established.

Despite the general success of all the implemented projects, due to the time and budget limitations of the projects, the results were local, targeted and without additional funding very limited follow-up work can be envisaged²⁰.

An additional challenge for most projects implemented in Kharkiv region is little visibility of the MRGE and EU funding. The best visibility of the leading organization MRGE (yet not a donor – the EU) is of *Chachimo* in educational project (at the posts on the Facebook page) and *Romen* with Social Atlas (at the cover of a printed material logo of the both MRGE and EU are present). In other cases based on the information available in the public space, especially concerning “Empowerment of the Formation of Roma Communities” initiative group of *Chachimo* and “Centre for Monitoring and Mediation” of *Romen*, it is often quite difficult to differentiate which activities fall under the MRGE sub-granted project and which are their own activities or projects funded under other initiatives (*Renaissance*). In case of the Eastern Human Rights Group no mentioning of either MRGE was mentioned in the publicly available materials (information leaflet with phone numbers distributed), only logo of *Chiricli* and mentioning of them as a supporting organization.

Kyiv and Kyiv region

¹⁹ Many identified problems in case of emergency were resolved with the assistance of Roma mediators and due to the collaboration with the KhRSA

²⁰ Thus, in case of educational project of *Chachimo*, a number of Roma families, especially from those who refused to participate in the project, expressed their interest in sending their children to the pre-school/teenager classes, but due to the end of the project no new groups are planned.

Five projects were implemented in the city of Kyiv and Kyiv region:

- ✓ two advocacy projects were aimed at improving the image Roma, overcoming negative stereotypes and the promotion of Roma success stories via theatre performance “Forum Theatre”. “Theatre for Advocacy” (implemented by the National-cultural association *Amala*) and “Roma Pride Festival”. “Engaging decision makers through Roma Pride festival in Kyiv” (implemented by the Charitable organization Charitable Fund Safe Darnitsa).
- ✓ One pilot project “The Creation of Effective Intercultural Interaction of all Social Groups of Ukrainian Society” (implemented by the International Academy of Social Work)
- ✓ Two (one advocacy and one pilot) implemented by the same NGO *New Wave*, interconnected and complementary with “Equal rights equal opportunities. Social research and presentation of findings with regional authority” and “Professional training and employment of Roma women as a guarantee of social protection of the family”.

For evaluation of those projects meetings were organized with:

- ✓ the Director of the Kyiv Academic Roma Theatre (*Amala*);
- ✓ a representative of the Charitable organization “Charitable Fund Safe Darnitsa”;
- ✓ non-Roma NGO *New Wave*;
- ✓ the head of the Social Service on the issues of children and families, the Kyiv Regional State Administration;
- ✓ a mediator from the Social Service on the issues of children and youth;
- ✓ the head of the department for employment support of the Kyiv Regional Centre for Employment;
- ✓ the International Academy of Social Work
- ✓ a former employee of the Dragomanov National Pedagogical University.

With regard “The Forum Theatre”, “Theatre for Advocacy” offered a set of eight theatre exhibition-forums (in a form of a dialog) called “Eight Roma Nights” where after each performance spectators can participate in a discussion, so they can address their questions to the actors and well as to the representatives of the governmental bodies (including Minister of Culture, Cabinet of Ministers, Kyiv Region State Administration, etc.), invited to each of the performance. Such performances claimed to have covered over 3,000 people. At the theatre an exhibition of 14 Roma stories presented to show various Roma stories (including the stories of success).

Another advocacy project implemented in Kyiv aimed at fighting against Roma negative stereotypes and maintenance of a dialogue between Roma and society, including governmental representatives, was an action “Roma Pride”. Within this action/festival seven success stories of Roma women from various regions of Ukraine were presented in order to create a positive image of Roma (short videos). Five Ukrainian ministers, representatives of various embassies and

international organizations participated in the festival, and over 125 people attended it. However, the festival/exhibition was not open to the general public, and people were admitted by invitations only. Considering the closed format of the event and a high level of the invitees it is hard to evaluate if the anticipated results had been fully achieved. No information of the Roma Pride 2019²¹ was found in the internet, however, one can expect that the networking between the invited Roma and non-Roma participants, as well as between governmental officials was successful.

The project by the International Academy of Social Work “Creation of Effective Intercultural Interaction of all Social Groups of Ukrainian Society” aimed at the retraining and professional development of experts from the social sphere for a work with national minorities in general and Roma in particular. The project resulted with a methodological overview of the theoretical framework on how to work with Roma minority, the involvement of experts as mediators and facilitators to smoothen relations between Roma and local authorities, and the elaboration of an innovative methodology for the work with Roma. Professionals from social services (mediators and facilitators) can be trained on this basis in the future.

Within the project implementation an attempt to develop and introduce a methodological framework for mediator as an occupational qualification, however, due to some delay in decision-making within the Ministry of Social Policy (caused by the recent political changes) the final decision is being postponed. However, there is still a hope for a positive resolution as the proposed methodology went through all approval stages.

A programme of a special course (methodological framework aka syllabus) on mediation/facilitation as a form of a social work with Roma national minority was developed and approbated among students from various Ukrainian universities (in total at seven universities a special course on Roma mediation was introduced as well as at the Dragomanov National Pedagogical University as a project partner institution) and within the methodological seminars for lecturers) and trainings (among social workers) across six regions: Odesa, Transcarpathia, Kharkiv, Lviv, Kropyvnytskyi (former Kirovohrad), and Kyiv regions. Roma mediators participated at all the trainings and assisted in trainings on fighting Roma stereotypisation and lectured on Roma culture and traditions. In Kharkiv, the Roma NGO *Romen* was involved into training and told about their experience. The most effective work and better comprehension proved to be in the regions where Roma reside compactly, for example in Transcarpathia. Many Roma mediators expressed their interest also to learn new techniques on mediation and conflict resolution.

Within the project implementation the following challenges for the future work/needs were identified:

- ✓ a need of trained qualified mediators is identified;

²¹ Only about Roma Pride 2017

- ✓ trainings on facilitation/mediation among social workers are needed on a regular basis;
- ✓ mediation is needed on the following main directions: medical, educational and social/administrative (assistance with documents, registrations, social support, etc.);
- ✓ mediator to be included into occupational classifications;
- ✓ legislation on mediation to be adopted (draft law on mediation since 2015);
- ✓ while working with Roma community, identification of their needs (reference to the Social Atlas could be made, were not aware about this project and its results)
- ✓ awareness-raising among both Roma and non-Roma population is needed;
- ✓ reference to the projects on Roma advocacy and positive image, yet not aware of those projects implemented in Kyiv.

As an added value of the project, this special course was introduced on a mandatory basis in the Polytechnic University in Odesa.

As a positive unplanned result – **a course of lectures (a textbook for students) “Training of Mediators to work with Roma Communities”** was developed²², however, since it was not planned in advance and, thus, budgeted, it requires additional/extra printing costs for further distribution (the copyright issues) along with the development of an online course on the same subject.

This project has a high visibility, since trainings²³, seminars, a number of presentations and a number of conferences were carried out along with the publication of conference proceedings several articles in academic journals. However, as in many other presented cases the visibility of MRGE as such is very low and in this particular case MRGE is overshadowed by *Chiricli*.

Two (one advocacy and one pilot) projects were implemented by a non-Roma NGO “New Wave”; they were interconnected and complementary with each other. Both had a successful cooperation with the project “Equal rights equal opportunities. Social research and presentation of finding with regional authority” aimed at ensuring the protection of rights and interests of Roma in the Kyiv region by identifying their main problems and needs, engagement of active Roma representatives in the decision-making process directly in their communities to improve the Roma situation. The main task was to held a sociological research (similar to Social Atlas) concerning the social status, civil status, income, registration, of Roma etc., to identify the Roma needs and main challenges and then provide with this information all relevant services and

²² In cooperation with the Dragomanov University and two Roma mediators – Zola Kondur and Larysa Kobylyanska.

²³ The two-day training was referred to and attended by the Deputy Director of the Kharkiv Centre for Social Services, see the footnote 13 above.

regional public bodies. However, no collaboration was attempted as there was no awareness of the Social Atlas project in Kharkiv region. During the data collection problems similar to the ones in Kharkiv region were identified, such as access to Roma families, mistrust to governmental representatives, stereotypization from both sides. As in case of the Kharkiv Social Atlas, Roma mediators contributed a lot to trust-building for governmental bodies and retrieving information²⁴. As a result, four districts²⁵ in the Kyiv region were covered, and 391 people interviewed. The most acute issues for the Kyiv region addressed Roma women as they lacked professional education and stable work place. Those problems were aggravated by:

- ✓ the low level of education of the Roma women (early maternity prevented them from graduating from school);
- ✓ the issue of documentation which in many cases is the core for receiving subsidies and social support, employment, and children registration; thus, child support is not being paid;
- ✓ access to social and medical services. Most of the Roma families rely on the state social support (pension, child support, pension due to the loss of the breadwinner).

After collecting data set of meetings (five) with relevant governmental bodies and around 300 Roma community representatives were organized to address the issues identified. Such meetings were mostly attended by the Roma women. One of the results of the meetings was a recommendation to develop a short-term educational programme for Roma people, which would provide Roma with essential skills for further employment. This recommendation was suggested to be included into the Regional Plan of Actions on the Roma Strategy Implementation.

After the meetings, a set of recommendation was developed based on identified needs for the regional and district level plans on Roma strategy realization. Among the bids is to consider Roma specific problems – the lack of low level of education (many cannot read/write), and thus, to develop individual programme at the state level specifically for Roma.

The added value of the project is trust-building between Roma community and state bodies identified as one of the results, Roma information on the algorithm on addressing various governmental bodies. After the project a number of requests from Roma community were received asking for assistance in addressing their problems.

The project showed a successful model of cooperation between an NGO, Roma mediators and state bodies – social services, Kyiv Regional State Administration²⁶. In some cases, similar to Kharkiv, existed, most urgent problems were resolved (e.g. assistance with documents to send

²⁴ As reported, in 90 percent Roma did not want to contact with any state representatives, often after the first meeting did not attend the second, in some cases run away and migrated (to different region) from the place where they were residing at the moment of the interview.

²⁵ Pereyaslav-Khmelnytskyi, Boryspil, Yahotyn and Ivankiv districts of Kyiv region, and the cities of Pereyaslav-Khmelnytskyi and Boryspil.

²⁶ It also stepped in when the problems with school stationary for Roma children were identified – “A backpack for knowledge” - as an unexpected side result.

children to pre-school class; documents for children helped to received social support). Project helped to identify Roma problematic, provided with realistic numbers and thus, more targeted approach is being used in order to plan budget and activities at the regional level. Once again, like in Kharkiv, the model of state bodies-mediators-Roma community proved its efficiency and thus suggested by the state bodies to be used in the future. the representative of the Kharkiv Regional State Administration acknowledged that social services would have never been able to collect such an information.

This project has high visibility in news and Facebook. Main reference in project support is made either to *Chiricli* or European Commission (within the project “Partnership for All”) when in news and social media. MRGE and the EU are present in the final meeting programme where project results were presented. In the evaluator’s view, most of the project applicants have strongly connected the “Partnership for All” project with *Chiricli* rather than with MRGE and thus EU. Moreover, *Chiricli* was active in the most of the projects implemented which resulted in even a stronger link in associating it as the main partner. In addition, at the meeting in Kyiv on the promotion of the “Social Atlas” the evaluator observed that neither the representatives of the NGOs involved in the sub-granting within the project framework, nor the *Chiricli* representatives mentioned MRGE or the EU. The evaluator’s opinion is, therefore, that *Chiricli* has not ensured sufficient MRGE or the EU presence when referring to the project.

As a logical continuation of the advocacy project, the NGO “New Wave” proposed a pilot project “Professional training and employment of Roma women as a guarantee of social protection of the family”. As a result of the advocacy project, many Roma women declared willingness to find a job, however, the anticipated results were not achieved due to significant problems with documentation and more often – because of the educational level. Anticipated goal was the employment of 50 Roma women. There there were 84 applicants of Roma origin (64 women) of the age of 15-50, however, only 12 were employed (11 women, 1 left for maternity leave, 1 man). Trainings for 8 Roma women²⁷ was provided within this project as a partial solution of the unexpected challenges.

The percentage of uneducated Roma youth became a major surprise and thus an obstacle in archiving the anticipated results. The evaluator believes that the unexpected obstacles that jeopardized effective project implementation resulted from the lack of the initial data that could have been obtained prior project implementation.

Within this project a declarative collaboration with the Kyiv Regional Centre for Employment was established, but considering the existing legal requirements for employment at the state enterprises (documents on education, registration, other documents) most of the Roma applicant did not fit the criteria. Thus, the Kyiv Regional Center for Employment could provide little help

²⁷ The oldest in 42, the youngest is 25. Out of eight only one has graduated from the school, six have eight-nine-classes, one has not graduated and got no certificate. Training chosen chef or manicure/hairdresser. Only two do not have children.

within this project. At the legislative level there is no law allowing to adopt to the Roma situation (most employments require at least school graduation certificate). In many cases women could not commit to education due to the family issue since children were not attending pre-school classes. After non-successful meetings when the Employment Centre stated that little can be done from their side, the communication was discontinued, and no project results were reported.

As a follow-up a new project on addressing Roma education, considering vocational, distance and online trainings for further employment can be proposed. It can include the fight against illiteracy – the teaching of those who left the school to read/write/count and preschool Roma children education for better results and better integration. No information was known about the project implemented in Merefa by *Chachimo*. Once again – a need for Roma mediators was identified (with a reference to the level of the united territorial communities – UTC, or *ob'yednana hromada*). Both projects revealed unexpected problems, which were interconnected and thus required a comprehensive and multi-layer approach. Some concerns with regards to the UTC were expressed, as it may lead to hostility from the side of Ukrainian majority as Roma may be seen as the ones taking most of the social funds. There will be a need for one more round of interviews after the establishment of UTC since decentralization is also seen as an opportunity to address Roma problems. UTCs are expected to have stronger administrative and financial capabilities than old small municipalities (within a UTC for 100,000 people there were four or five administrative units before).

EFFECTIVENESS

Odesa region

According to the testimonies of the interviewees, the trainings on advocacy of the first stage of the project (2017) were carried out in the Odesa province by the MRGE and *Chiricli*; however, the interlocutors do not remember the dates, the exact audience and the outcomes of the trainings. There is no evidence of the online courses for public officials in Odesa.

As mentioned, all the sub-granting-based projects of the Roma CSOs in the Odesa province have been fulfilled in time and were generally successful. No interviewees mentioned any unexpected obstacles or unanticipated results.

The project on the school mediation and reconciliation initiative in Ozerne (the Izmail district; 2018) “The School Service of Understanding” has been supported by the school administration, lead to the establishment of a still functioning mechanism of conflict prevention, was advertised across the province and in the second half of 2019 extended to two other schools.

The project of the Roma Human Rights Centre “The Right to Choice” (2018-19) included a series of working meetings with local and regional administration and roundtables (referred to as

trainings) in Odesa and district centres. It truly contributed to the awareness of Roma activists and public authorities as well as facilitated and accelerated the communication between local authorities and the Roma communities. Besides, the project contributed to the awareness-raising of the local population and officials about the role of Roma in the municipal reform and in the elections to the local representative bodies. These events contributed to the further communication but there is no clear evidence that at this stage they have brought up new activists who could take part in the work of Roma NGOs in full. Particularly important were the meetings at Krasnosilka (the Lyman district) that kicked off the previously lacking communication between the local Roma and the *hromada* (UTC).

The project “Only Together” (2018) run by Charitable Fund *Planet of Kind People* (Berezivka) must have raised awareness of the local Roma, particularly youth, about their rights and the ways how they could help their communities. Besides, the project envisages the establishment of the training-cultural centre for Roma and regular (once per week) legal counselling of a lawyer coming from Odesa. The meetings were carried out; the centre still functions in a private household, and two lawyers were regularly working with complainants at least up until summer 2019. The working meetings and roundtables generally contributed to the awareness-raising of the local public and encouraged dialogue with the local authorities. Still the Fund faces a problem of qualified activists; the trainings were not sufficient to provide anyone of the local Roma with necessary expertise and skills.

Generally, the activities of the Roma organizations are noticed and welcomed by the local authorities, and the events carried out in course of the MRGE project significantly contributed to the start of the dialogue between Roma activists and local authorities over the last 1.5 years. However, the dialogue between Roma communities and public authorities is poorly institutionalized. Although working meetings take place repeatedly, the only permanent working group on Roma issues at the *hromada* level exists only in Krasnosilka (since December 2018); there are no working groups at the district level, and the working group at the Odesa PSA, according to the interlocutors comments, generally plays a passive role. All the interviewees link the formation of the working groups with the need of official reporting about the implementation of the governmental Roma Strategy but not with Community Action Groups initiated by the MRGE. The Roma communities have become more aware of their rights and opportunities although the Roma NGOs are still missing qualified activists.

Transcarpathia region

All pilot and advocacy projects implemented in and targeted at the Transcarpathian region and its residents have been accomplished in a timely manner and were successful. No obstacles that could have led to non-implementation of the projects were noticed.

According to the available information, the ongoing “Pre-School Preparation for Roma Children” programme implemented by the Transcarpathian Regional Charity Fund *Blaho* was

distinguished among the most successful projects by Mirjam Karoly, ODIHR Senior Advisor on Roma and Sinti Issues, at the Presentation of the Final Report of the Gender Responsible Evaluation of the Implementation of the National Strategy for Protection and Integration of the Roma National Minority into the Ukrainian Society for the Period up to 2020. The project has been previously implemented for six years and is being continued after the end of the sub-granting period. Another education advocacy project implemented by *Blaho* proved its success. It involved 20 Roma children and helped them to master the school curricula, and all of them continue their school education.

Because of its initial design, the pilot project “Effective Employment - a new reference point in the processes of integration of the Roma community into Ukrainian society” implemented by the Public Association *Roma of Ukraine Ternipe* brought some additional results. Its initial phase involved a comprehensive study of the specifics of the employment and labour socialization of the migrant Roma from Transcarpathia as well as the analysis of the good practices of the Roma employment in the Lviv and Transcarpathian regions.

According to the testimonies of the representatives of the *Roma of Ukraine Ternipe*, the analysis brings the results which could have affected the initial design of the project if they would have been conducted prior to the project’s launch. In other words, the information and knowledge obtained during the initial phase of the project was useful not only for its general implementation but also for the subsequent activities which address the issues covered by the project. The particular added value of the project rests not only on the addressing the issue of the Roma internal migrants pursuant to its dynamic development, but also on the maintenance of the partnership with the local authorities and the delivery of the information to the central authorities in charge of the social policies.

The results of interviews about the implementation of this project produce the conclusions about some synergies produced by the implementation it with some other employment-related projects. The Transcarpathian officials in charge of employment understand the problem of social vulnerability of the Roma population. According to them, the main problem of the Roma community is their low educational level or even lack thereof. That is why the education factor usually limits the scope of opportunities for the Roma job seekers. At the same time, the authorities see the employment of the Roma at the Wood chemical industrial complex in Perechyn as one none of the best practices.²⁸ This results in an increasing level of inclusion of the local Roma to the local social life.

The implementation of the pilot project “Resource Centre Activity for the Roma Population” by the Transcarpathian Regional Social and Legal Centre *Bakhtalo Drom* can be seen as successful due to its focus on the providing the Roma population with practical legal and social support of

²⁸ For details also see: <https://zak.dcz.gov.ua/novyna/robocha-zustrich-z-pytan-vdoskonalennya-roboty-z-romskym-naseleнням>.

the representatives of the Roma community. Moreover, it signified the practical cooperation between the Roma activists and the local authorities.

In general, the dialogue between the Roma community and the authorities in Uzhorod significantly benefits from the fact that two representatives of the city's municipal council are ethnic Roma who are actively committed to the addressing the Roma issues before the city administration and maintain effective cooperation with them. A similar synergy effect of cooperation between the Roma community, authorities and public services can be observed in Perechyn.

Kharkiv region

The efficiency of the projects' implementation in the region has been proved to be high, especially considering the level of collaboration with local administration at the regional and local levels, and their interest and support in addressing Roma issues. It is hard to evaluate if such a collaboration is a result of the MRGE sub-granting project or previously established contacts within the activities of the NGOs. Nonetheless, MRGE sub-projects are very timely (considering the Roma Strategy for 2013-2020) and do not only address the most acute problems, but also provide solution for some of them. Specifically, the Social Atlas project was also highly evaluated by the national governmental bodies (Director of the Department for Religious Affairs and Nationalities at Ukraine's Ministry of Culture) as well as by international organizations (the CoE, UN Women Ukraine), as it solves the problem with lack of reliable data on Roma population in Ukraine which prevents from adequate measurement of implemented activities.

Two advocacy projects ("Centre for Monitoring and Mediation" and on the Roma IDPs) proved that they are needed, as they closed certain gap in providing information, explaining the algorithm of action in order to resolve some issues, and in general provided assistance to Roma. However, such projects, once they prove the need in them and their effectiveness, need to continue their activities on regular basis. Same can be concluded with regards of the project on Education. Problems were identified, more challenges that initially expected were faced (conflict between the clans, low interest among parents, additional interest in a foreign language that might attract more Roma youth, etc.), however, effectively resolved. Most of the projects have shown that ad hoc approach can help mostly with identifying problematic, more systematic approach is need. In addition, they have shown that a complex approach is need when projects complement to each other. In case of educational project parents came with some problems that were solved thanks to the Initiative Group (one of the sub-grants implemented by *Chachimo*).

Kyiv and Kyiv region

Projects implemented in Kyiv have also been effective in their implementation. The two advocacy projects on creating positive image of Roma created a visual space that can be used in a long run (especially the "Forum Theatre", considering that they keep the performance as a part

of their programme). However, it is hard to evaluate the lasting effect of the change in an attitude to Roma community even after those events. “Roma Pride” was a closed event (people admitted by invitations only), and little information about it available in public. “Forum Theatre” is seen to have more impact considering its continuity and repetitive nature, however, only during the project events the representatives of various ministries attended performances and answered the question.

The two projects on data collection and training and employment of Roma women implemented by the same NGO *New Wave*, interconnected and complementary with “Equal rights equal opportunities. Social research and presentation of finding with regional authority” and “Professional training and employment of Roma women as a guarantee of social protection of the family”, once again proved the importance of a collective approach to identifying problematic and addressing it. “Equal rights equal opportunities. Social research and presentation of finding with regional authority” has been effective and successful due to effective triangle teamwork: a governmental body (social services) – NGO+Roma mediators – Roma community. Without close working relations with the state bodies little success would have been achieved, as well as missing from the equation of one of the partners. Collected data was presented to various ministries and respective departments, however, more time is needed to analyze if this information used in their planning and further work.

“Professional training and employment of Roma women as a guarantee of social protection of the family” has revealed an unexpectedly low educational level of Roma; therefore, the anticipated results were achieved in a limited scale. In addition, some legislative limitations that affected the project results were identified. In a short-run even with a lower numbers of participants the project proved its effectiveness, however, in a long-run it is hard to estimate if all the trained women would be employed and for how long both employed and trained women are able to keep the job and to be promoted further. This project identified new needs for a long-distance training modules and lower entry requirements for Roma that should be addressed in further projects. Nonetheless, only systematic and continuous approach would have significant change to the situation.

The project “Creation of Effective Intercultural Interaction of all Social Groups of Ukrainian Society” is evaluated as one of the most effective ones. First, it addressed the problem with stereotyping and misunderstanding between minority and majority in the comprehensive and methodologically sophisticated way via developing a manual for those students who choose to become social workers and would communicate with Roma minority through their professional activities. Trainings provided to the social workers country-wide (six regions covered) proved the need in such trainings and revealed more interest from the regions where bigger concentration of Roma population. The provided trainings and participation in them of Roma mediators helped to address practical issues, provided with introduction to Roma culture and tradition. A positive side result – as a logical continuation of the anticipated project results – became a preparation of a draft version (not yet published) of a text-book (compilation of

lectures) that could be used in preparation of social workers (student at universities) and re-training of social workers. Another potential side result is the submitted documents for inclusion of mediator in a list of professions (yet the final decision is not made).

COORDINATION

Odesa region

As noticed, the MRGE and *Chiricli* were working in close cooperation with the three local Roma organizations; the latter, namely, the Roma Human Rights Centre (Odesa), the Charitable Fund *Planet of Kind People* (Berezivka) and the Danube Roma Organization (Izmail) are working together and also closely coordinating their plans and activities between themselves. Their projects' funding upon the sub-granting scheme fitted in the framework project of the MRGE and was in line with its objectives.

Transcarpathia region

In general, the Roma organizations in Uzhorod and Transcarpathia closely coordinate their activities and take advantage of this synergy. The pilot and advocacy projects implemented within the sub-granting framework complied with the objectives and goals of the framework project.

Kharkiv region

As mentioned above, in Kharkiv region, the same organization was implementing two projects, and there was some community and interconnection. Thus, unexpected problems identified within educational project of *Chachimo* were partly solved thanks to the contacts with KhRSA, acting as a governmental partner, or in case of *Romen*, problems identified while collecting data for the Social Atlas were addressed or resolved via the Centre for Monitoring and Mediation. Mykola Burlutsky's appointment as a Roma councillor was mentioned as an effective and important mode of collaboration. A similar successful collaboration was identified between *The New Wave* and the Social Service on the issue of children and families, Kyiv Regional State Administration while collecting data on Roma in Kyiv region (four districts).

In general, cooperation between the Roma NGOs and collaboration with the governmental bodies proved to be successful and efficient. However, such a success is mainly based on personal connections and partisan interests. The reference was typically made to a person (Matyushenko or Burlutsky) and their activities within the NGOs and previous appointments (Matyushenko as a deputy, Burlutsky as a Roma councillor) than to the project. Most of the Roma NGOs were more or less informed about other sub-granted projects realized in the same region and sometimes even in other regions. The non-Roma organisations and NGOs and governmental bodies quite often were less aware of their initiatives implemented within the same

project framework. In most cases, the issue of stereotypisation was mentioned by both the Roma and non-Roma. The projects implemented by the non-Roma organisations showed their effectiveness and the need as they aimed at overcoming the stereotypes and brought the two groups together (though with the significant assistance provided by the Roma mediators). They also opened up a somewhat different perspective on showing the Roma that their needs can be addressed not only by the Roma organisations. Thus, the information about the Kharkiv Social Atlas could have significantly helped to implementation of “Equal rights equal opportunities. Social research and presentation of finding with regional authority” and could have led to systematic data collection using the same methodology and questionnaire.

In many projects Roma mediators, trained within the project implemented by *Chiricli* in 2010, were involved into sub-granted projects. In addition, representatives of *Chiricli* themselves quite often supported/participated in the events/trainings/meetings organized within the sub-granted projects.

Recommendation: Evaluator recommends to gather all the organizations and state partners participated in sub-granting within this project to share with the project results, sharing experience and for the purpose of networking and further collaboration.

RELEVANCE

The goals and objectives of the project are relevant to the major challenges facing the Roma population. Such acute issues as the issuance of identity papers, the recognition of property rights and access to social services, education and health care can be addressed in a constructive dialogue between Roma activists and public authorities and through the awareness-raising and capacity-building of both sides. The project generally aimed at these tasks.

All the sub-granted project are relevant for the project “Partnership for All” goals and objectives as they all contributed to enhanced capacities of and networking between civil society organizations working with Roma, advocated for Roma inclusion; collaboration with state partners contributed to increased knowledge and awareness on Roma issues among decision-makers at the respected levels; and resulted at increased dialogue and engagement between state partners (decision-makers) and Roma-related NGOs.

The topics of the sub-granted projects have also greatly addressed the most acute and relevant issues identified as the most emblematic and problematic when working with Roma²⁹:

- ✓ Challenges in relation to the development, implementation and monitoring of national Roma inclusion strategies (“Social Atlas of Roma in the Kharkiv region”; “Equal rights equal

²⁹ As identified at CAHROM report on Challenges and Best Practices in Implementing Roma Inclusion Strategies based on CHAROM thematic visit to Ukraine in April 2017.

- opportunities: Social research and presentation of finding with regional authority”; “Empowerment of the formation of Roma communities: Engagement of Roma in local self-governance”; indirectly: “Effective Employment - a new reference point in the processes of integration of the Roma community into Ukrainian society”);
- ✓ Challenges in relation to identification of documents (indirectly: “Social Atlas of Roma in the Kharkiv region”, “Effective Employment - a new reference point in the processes of integration of the Roma community into Ukrainian society”; “Centre for Monitoring and Mediation for the Integration of Roma in the Kharkiv region”; “Equal rights equal opportunities: Social research and presentation of finding with regional authority”, “Resource Center Activity for the Roma Population”);
 - ✓ Challenges in relation to access to social services (indirectly: “Social Atlas of Roma in the Kharkiv region”, “Effective Employment - a new reference point in the processes of integration of the Roma community into Ukrainian society”; “Centre for Monitoring and Mediation for the Integration of Roma in the Kharkiv region”; “Equal rights equal opportunities: Social research and presentation of finding with regional authority”, “Resource Center Activity for the Roma Population”);
 - ✓ Challenges in relation to Roma mediators (“Creation of Effective Intercultural Interaction of all Social Groups of Ukrainian Society”);
 - ✓ Challenges in relation to internally displaced Roma and Roma returnees (“Situation of Roma IDPs in Ukraine”);
 - ✓ Challenges in relation to employment (“Effective Employment - a new reference point in the processes of integration of the Roma community into Ukrainian society”; indirectly: “Social Atlas of Roma in the Kharkiv region”; “Equal rights equal opportunities: Social research and presentation of finding with regional authority”);
 - ✓ Challenges in relation to education (“Education of the Roma as a victory over illiteracy”; “Pre-School Preparation for Roma Children”; Tutoring class, indirectly as a vocational activity - Support for the development of football for Roma teenagers; indirectly as training for employment: “Effective Employment - a new reference point in the processes of integration of the Roma community into Ukrainian society”);
 - ✓ Challenges in relation to (multiple) discrimination (indirectly: “Social Atlas of Roma in the Kharkiv region”; “Equal rights equal opportunities: Social research and presentation of finding with regional authority”; “Effective Employment - a new reference point in the processes of integration of the Roma community into Ukrainian society”).

GENDER EQUALITY

The project at large and sub-projects were aiming at the categories that really needed new knowledge and support. Addressing the needs of the Roma women demonstrated a new perspective as in most cases the challenges that the Roma women face are much deeper than one have initially expected. The most disadvantaged part of the Roma communities could have

access to the project activities and benefit from them. The composition of the project participants was gender balanced and at some events women were prevailing among the participants. The projects were aiming at involving the Roma youth, and the organizers generally achieved this goal. Thus, within the *Chachimo* project on the Initiative Group aimed at leadership for the Roma youth, four Roma leaders were trained. This number might seem not high. However in the view of overall complications and limitations identified via mapping, four active leaders in the Kharkiv region may contribute to a greater change.

The sub-granted pilot and advocacy project implemented in the Transcarpathian region were focused on the issues which tackle the major issues the region's Roma community faces. The interviews with the stakeholders revealed that the projects' implementation brought both new and systematized knowledge and information on the one hand and provided support for the Roma activists to address these major issues in practice. The targeted focus of the project provided opportunities for the projects' focus groups and the members of the Roma community in general to participate in these endeavours and to gain advantages from it. Thus, it can be concluded that the project organizers meet their initial goals while implementing the projects under the sub-granting scheme. In terms of gender balance, the composition of the project teams and the scope of the project participants were balanced. In the projects aimed at the Roma pre-school and school education the female component was predominant. Because of its design the local advocacy project "Support for the development of football for Roma teenagers" is focused on the male Roma youth. However, its successful implementation can be seen as an example for the organization of the similar sport-focused projects for the Roma female youth.

The projects in Kharkiv and Kyiv regions mostly been gender balanced where possible. Thus, the project team always included Roma (mostly women, but also some men). Considering that social workers are usually women there was a certain misbalance to female part (greater female participation) – both in training of social workers as well as among students and lecturers at the university. Similar situation is with the projects with regard to professional training in Kyiv region "Effective Employment - a new reference point in the processes of integration of the Roma community into Ukrainian society" – the project targeted specifically Roma women as the most vulnerable group who face double discrimination. The misbalance in presence of the Roma women was not at the expense of the Roma men since the Roma women were targeted as the group facing double discrimination. The Roma men are generally better adopted to job search, they have less limitations pertinent to the school education. Indeed, in some cases the organizations are led by the Roma men. However, the projects implemented and evaluated in the Kharkiv and Kyiv proved that the women became the main focus and core beneficiaries. At the same time, men were always engaged in the projects whenever possible.

COHERENCE

The individual events and the sub-projects were subjected to the major project's goals and were separately addressing certain relevant issues. With regard to the Odesa province, there could be doubts about the implementation of the project on conflict mediation in school: the project itself concerned only a few Roma children since the Roma community in Ozerne is small. However, this endeavour is promising as a pilot project potentially useful in the educational institutional where the inclusion of Roma pupils poses a challenge.

All the pilot and advocacy projects covering the Transcarpathian region have significant potential for their continuation in the future due to their systemic contents and practical relevance for the target groups with the region's Roma community.

The project implemented in Kharkiv region has become a model to follow and to refer to by other Ukrainian NGOs and were referred to during the evaluation report on implementation of Roma strategy. In general, the model of Social Atlas have been already partially (Donetsk and Transcarpathia) and should be further promoted to cover the whole country, as thanks to the results the real number of the Roma families and individuals could be identified along with the areas of their compact residence and their most acute needs. Based on the results the more careful and targeted Roma Strategy for the period following 2020 could be identified.

Additionally, recommendations developed within some of the sub-granted projects should be promoted and considered to be included while developing a new governmental strategy on Roma.

All of the project implemented in Kharkiv and Kyiv region are coherent. In cases of two projects implemented by the same organization there is a clear link and support to the needs between the projects. All the steps taken to implement the projects proved to be coherent.

The project that aimed at data collection on Roma are widely used and promoted setting a positive example how NGOs could contribute to identification of the Roma problematic with respect of real data and locations. Such data gathering is needed and should be collected once again after decentralisation reform and then on a regular based every three-five years.

EFFICIENCY

The implementation of the projects was feasible for the relevant Roma organizations. The project outcomes complied with the declared goals and expectations.

The inputs to the individual event and sub-granting projects were bearable for the local contributors and did not impede their contribution to other projects. The outputs were predictable and corresponded with the initial plans and expectations.

Whenever the new unexpected challenges appeared within the project implementation, most of the applicants were able to address them effectively and adjusted their plans and actions.

Considering that most of the applicants achieved the planned results within rather short implementation period, and managed to adjust to the challenges, however, this has not impeded realization of the projects and achieving their results.

Most of the projects managed to fit into the planned budget and proved their efficiency in achieving anticipated results within the planned budget. People employed contributed significantly to the project implementation. A reasonable ration between the social workers, Roma mediators, state representative and volunteers contributed to the projects effective implementation and achieving anticipated results.

In case of unexpected positive outcomes, such as the publication of a textbook, or underestimation of the budget, the achievement of this results were set aside (textbook), or additional funds were acquired from another organizations (as for “Roma Pride”). However, there was noticed an efficient cooperation between all the involved partners.

PROJECT ADDED VALUE

In Odesa region, the project pushed forward the dialogue between the Roma activists and local authorities in the Berezivka and Lyman districts; it also provided for the first steps in constructive communication with the Izmail DSA, which previously had been demonstrating a generally negative attitude towards Roma and a reluctance to engage in any discussions. The project once again clearly demonstrated the need of training Roma activists both to the leaders of Roma CSOs and local authorities. The project reaffirmed for the regional and local authorities the persistence of international concern about the Roma issues in Ukraine. The project activities have brought about new topics such as the potential role of the Roma in the municipal reform and in the electoral process.

The projects’ implementation in Transcarpathia was in line with the specifics of the region; some of the interlocutors viewed Uzhorod as a pilot site for the implementation and approbation of the Roma-related endeavours in the region. The projects’ implementation confirmed the increasing level of awareness-raising and capacity-building in the relations between Roma activists and local authorities. It is also a result of the qualitative generation change among the Roma activists and their political representation at the municipal level in Uzhorod. There are two Roma members of the Uzhorod municipal council who are actively involved in the Roma activism. This creates additional opportunities for a more effective and focused dialogue with the authorities. However, the projects’ implementation clearly demonstrated the need of on-going and continuous efforts in the domains designated by them. For that reason, the support of and the comprehensive dialogue with the active Roma organization in the region is essential.

For the projects implemented in Kharkiv and Kyiv region added value is the following:

- ✓ A set baseline with regards of the Roma needs in Kharkiv and Kyiv (4 districts) regions, that later on can be used for development of policies, as an adequate measurement of implemented activities, and for the future projects;
- ✓ The limitations and legislative gaps with respect of accommodating Roma need in employment can be used as baseline for legislative initiatives, trainings/course/classes developed and provided in the future (“Effective Employment”);
- ✓ Social workers were extensively trained on how to work with Roma while collecting data (“Social Atlas”, “Equal rights equal opportunities: Social research and presentation of finding with regional authority”), during the trainings (“Creation of Effective Intercultural Interaction of all Social Groups of Ukrainian Society”);
- ✓ Roma population addressed familiarized with the sequence and algorithm of actions to receive social services, such as passports, payments, opening bank accounts, etc. (projects “Kharkiv Social Atlas”, “Equal rights equal opportunities: Social research and presentation of finding with regional authority”, “Centre for Mediation”, “Situation on Roma IDPs”);
- ✓ Increased trust to the state bodies, like social services when collecting data and offering assistance (“Kharkiv Social Atlas”, “Equal rights equal opportunities: Social research and presentation of finding with regional authority”, “Centre for Mediation”, “Situation with Roma IDPs”, “Roma Initiative Group”);
- ✓ Documents received by Roma, medical and legal assistance, social support, etc. provided.

SUSTAINABILITY

The Roma organizations operating at the national, regional and local levels are fully aware of the issues they need to address and are highly motivated; despite insufficient funding they are running numerous projects and coordinate their activities among themselves. Therefore, the advocacy of Roma will go ahead regardless of funding provided for individual projects. In the second half of 2019, all the three Roma organizations of the Odesa province have already demonstrated that they continue the activities they had started during the project. The Charitable Fund *Planet of Kind People* continues the dialogue with local authorities in Berezivka on identity papers and the legal registration of property as well as other issues; the Fund also maintains a small training centre for youth in a private house. The Roma Human Rights Centre and the Charitable Fund *Planet of Kind People* keep on working on the introduction of the institution of Roma advisors (instead of mediators) at the bodies of local self-government. The Danube Roma Organization is extending conflict mediation and reconciliation onto other schools of the region. The Roma Human Rights Centre and the Danube Roma Organization keep maintaining the offices for legal counselling in Odesa and Izmail on the basis of lawyers’ volunteering. The same work has become irregular in Berezivka because the only one lawyer available cannot travel often from Odesa; however, the Fund regards this job as a priority for the future. The overall work of the Roma organizations in the region is developing against a more favourable

background than before since the local authorities more actively engage in dialogue and collaboration.

The results of the interviews in Lviv and Transcarpathia demonstrated that the Roma organizations involved in the sub-granting scheme within the project are:

- ✓ well-aware of their community's needs;
- ✓ issues to be addressed in order to tackle the main challenges faced by the community;
- ✓ highly determined and motivated to pursue their goals;
- ✓ enjoy a high level of collaboration with other Roma organizations at the regional and national levels.

It means that they continue their endeavours aimed at the Roma advocacy in general and by focusing on the specific target groups within the Roma community in the region. While facing insufficient funding they continue their work by running various projects. The information received from the interlocutors confirms that the Roma organizations continue their work on the issues covered by the sub-granting framework and the projects' objectives remain their priorities.

Furthermore, the existing level of collaboration between the Roma organizations and the authorities in the region has potential for its further development which could imply a more active and efficient dialogue on the Roma issues in the future.

Most of the projects implemented in Kharkiv and Kyiv proved to be sustainable when talking about awareness-raising and receiving practical knowledge via trainings, seminars, meetings, etc. and information on algorithms, actions, and methods for approaching Roma communities (by state bodies) or state bodies (by Roma).

Some projects like Roma Initiative group ("Empowerment of the Formation of Roma Communities" and "Engagement of Roma in Local Self-governance") are sustainable as once created and proved its efficiency, it is function at no costs or at little costs.

Projects aimed at providing information ("Centre for Monitoring and Mediation", "Situation of Roma IDPs") will continue their functioning at much lesser extent, being side activity implemented within the course of the main activities of the NGOs. In case of Roma IDPs no targeted assistance will be provided, however, all informed about existing option to address specific organization could contact them directly. The biggest concern with respect to receiving information is accessibility and actuality of the information (such as phone numbers) indicated in the leaflets after the projects were finalized.

The project "Creation of Effective Intercultural Interaction of all Social Groups of Ukrainian Society" is among the most sustainable ones as the materials developed within the project have been approved in various university and relevant changes such as introduction of a special course, elective or obligatory course have been already introduced. Moreover, when and if the

relevant changes will be made at the legislative level the results of the project will have even bigger effect.

Recommendation: Evaluator recommends to consider financial support of the publication of already prepared but unplanned and thus not budgeted text-book with the lectures on mediation and how to work with national minorities, including Roma.

The projects on pre-school education, youth education (“Education of the Roma as a victory over illiteracy”) and professional training and employment (“Professional training and employment of Roma women as a guarantee of social protection of the family”) seem to be very much dependent of further funding options as envisage regular expenses and payments. In addition, within those projects additional obstacles or needs were identified, thus for their further implementation would require extra funding. Limited sustainability without extra funding is highly likely.

Recommendation: Evaluator recommends to consider financially support/jointly apply for extra funding addressing specific need of Roma education/employment trainings (which would also include education component).

VISIBILITY

Within the course of the project Partnership for All the evaluation on gender-responsiveness of the Strategy for the Protection and Integration of the Roma National Minority into Ukrainian Society was conducted by the expert team. The members of the following NGOs actively participated in interviewing and the Strategy assessment³⁰.

- ✓ *Blaho,*
- ✓ *Romen,*
- ✓ *Chirikli,*
- ✓ *Chachimo,*
- ✓ a representative of the Merefá’s Roma Initiative Group,
- ✓ Deputy Director of Kharkiv Region Centre of Social Services for family, Children and Youth,
- ✓ elected Roma Local Council/member of the budget committee of the Uzhorod local council,
- ✓ advisor on education and social development of national minorities of the chairman of Uzhorod regional Council.

³⁰ According to the report from New Wave they have also submitted their recommendations within the course of evaluation

At the meeting devoted to the presentation of the Roma Strategy implementation several projects implemented under MRG sub-granting were presented as exemplary. Set of recommendations was presented at that meeting and they considered suggestions from the above-mentioned parties. In addition, *Romen* and *Chachimo* actively collaborate with Kharkiv Regional State Administration addressing their recommendation in improvement of Roma Strategy implementation directly to the relevant departments during the meetings with them. Kharkiv Region Centre of Social Services for family, Children and Youth as a state partner in project implementation actively uses information received within collecting data on *Social Atlas*.

The *New Wave* in collaboration with the Social Service on the issue of children and families, Kyiv Regional State Administration have developed a set of recommendations (see Annex I) that were presented to the relevant departments of the state bodies. The project results the data collected and the recommendations were presented at the conference “Equal Rights-Equal Opportunities”, organized by *Chiricli* and the Council of Europe and attended by 300 Roma representatives (including 100 children), the staff of United Territorial Communities (*hromada*), heads of services responsible for children and family issues, directors of the social centres for children and youth of the Kyiv region. At the current stage, it is hard to evaluate to what extent the recommendations developed and proposed within the sub-granted projects have been taken into consideration by the respective departments and state bodies.

In general, all the projects have good visibility of their activities and results presented via social media. In case of public events aimed at advocacy (Roma Pride, Forum Theatre) information was presented also in media articles and in YouTube video. One shall notice that the websites and newlines of regional and district administrations also disseminate information about Roma-related events when official representatives partake; however, these publications as a rule contain no references to the donor.

However, MRGE and the EU visibility as a partner/funding organization is extremely low (see relevant comments under each of the project evaluation, finding section); basically it is provided when MRGE templates are used (application forms, report forms). At the same time *Chiricli* is being present at all the documents and project results.

CONCLUSIONS AND RECOMMENDATIONS

In general terms, the project and its sub-granting framework was successfully accomplished. The work is done. The initial expectations based on the information about the sub-granted projects provided by the MRGE were true. The project objectives were in line with major problems the Roma population in Ukraine faces. Its outputs proved to conform to the project aims.

The diversity of the Roma population in Ukraine and different regional contexts reveals the need to consider the regional specifics for addressing the Roma issues by the authorities. However, among the major challenges of the effective work with the Roma population is the reluctance of

the regional and local authorities to address Roma issues proactively and constructively beyond merely reporting about the implementation the State Strategy on Roma. Another important issue is the lack of sufficiently qualified and trained Roma activists and lawyers, particularly out of big urban centres.

The project's achievements are adequate to the resources available and the complexity of the problems addressed.

The project demonstrated that a large part of the problems can be resolved at the local level in the framework of collaboration between Roma activists and local authorities. Among these issues are

- ✓ residence registration for Roma and the preparation of papers for their legalization (approval or acquisition of citizenship, the issuance of passport and birth certificates);

- ✓ facilitation of access to health care, social services and education; prevention and resolution of conflicts in school; general awareness-raising of the population at large for the reduction of xenophobic sentiments.

Therefore, in the future the focus is to be paid to the development of the collaboration between Roma activists and local authorities. This activity will require the development of the institution of Roma mediators and Roma advisors at local self-government bodies as well as the promotion of Roma participation in elections of all levels.

An urgent need for local Roma communities is legal counselling given that the free of charge legal aid provided by the government is insufficient since this service's staff is reluctant to engage in specific Roma issues. Legal counselling provided by Roma activists are helpful for many; the effectiveness can be hardly evaluated at the given stage since many individual cases are pending. Consultations and advice for Roma and legal aid at the local level requires further training of Roma activists and local authorities as well as maintaining dialogue mechanisms. This job can be done by local Roma organizations in cooperation with specialized human rights NGOs.

Trainings on general minority issues for regional and district authorities demonstrate a low efficacy. The presence of international human rights NGOs and international expert at the events carried out at the regional and local levels must be useful for demonstrating the European communities interest toward Roma issues in Ukraine and for some moral pressure for the sake of further legislative amendments and more effective administrative policies.

Some issues can be resolved by centralized services such as the migration service, the police and educational authorities. There is a need of ameliorating the existing administrative practices, particularly concerning the attitude of the police towards Roma and the prevention of conflicts.

A special attention shall be paid to the recognition of property rights that opens up way to residence registration and the acquisition of citizenship. For some reasons related to administrative and judiciary practices, acquisitive prescription instead of solution becomes a stumbling block in the legalization of the possession of plots of land and dwellings. The reasons for this and the practice of using Art. 344 of the Ukrainian Civil Code are to be thoroughly examined for finding up legal solutions practically applicable by Roma.

A specific challenge for the local Roma NGOs is the premises they can use for their work. For instance, in Odesa region the three Roma organizations covered by this evaluation are using premises provided *pro bono* by other organizations or private persons, but these office spaces are not suitable enough for legal counselling and other activities.

Recommendations to international donors, intergovernmental organisations as well as international and domestic CSOs operating in Ukraine:

- ✓ Continue training of mediators to build their capacity and enhance legal knowledge within the context of the legislative changes in the country and decentralization reform.
- ✓ Support the institute of Roma advisors under the unified territorial communities (*hromadas*) to ensure local conflicts' prevention, effective monitoring of the Roma strategy implementation and maintenance of the dialogue with the authorities.
- ✓ Develop training programmes which would prepare professional mediators with the focus on the main pillars of their activities, including social issues, education, and medicine. Establish reduced educational qualification thresholds for professional mediators taking into account the educational situation within the Roma community. In particular, consider a financial support of the publication of already prepared but unplanned and thus not budgeted textbook with the lectures on mediation and how to work with national minorities, including Roma.
- ✓ Continue support of the programmes aimed at pre-school education of Roma children which also involve work with parents in order to change their attitudes towards the education of their children;
- ✓ Continue support of the programmes aimed at school education and vocational activities of the Roma children to ensure that they possess at least minimum knowledge of the main skills necessary for effective inclusion in the society.
- ✓ Support of trainings aimed at the Roma adult population (specifically Roma women) aimed at the increase of their employment capabilities with the focus on literacy, basic social skills, relevant documentation and knowledge.

- ✓ Use existing networking of the Roma organizations and expand it where possible in order to increase the target audience of the projects to the most disadvantaged and vulnerable groups within the Roma community.
- ✓ Support the endeavours aimed at the exchange of the good practices resulted from the implementation by the Roma organizations to other regions of Ukraine or to the whole country. Specifically, the extension of the scope of “*Social Atlas of Kharkiv Region Roma Community*” to the entire territory of Ukraine will be advantageous for the designing of the Roma-related sectoral policies and maintaining a more effective dialogue between the Roma activists and the authorities of various levels. It is suggested to gather all the organizations and state partners participated in sub-granting within this project for sharing the project results and experiences and for the purpose of networking and further collaboration.
- ✓ Support the creation and functioning of the Roma resource centres in charge of providing Roma population with information, free consultations on various relevant issues and serving as a contact point between the individual members of the Roma community and the authorities. Special attention should be paid to accomplishment of the individual cases (specifically to the claims against discrimination) in the long-term perspective and to the monitoring of these cases to analyse and systematise the major trends in the Roma-related advocacy policies.
- ✓ Support training and awareness-raising of public officials with regard to Roma issues to facilitate sustainable and effective dialogue between Roma representatives and the authorities at different levels (local, regional and national).

ANNEXES

ANNEX I – KEY EVALUATION QUESTIONS

Key evaluation questions, as stated in the Terms of Reference:

a. Referring to the full proposal, have all the activities been completed as planned? If yes, has this been to a reasonably high quality? What problems have been encountered during implementation, and how has this affected the achievement of results? Were there any changes on the ground in Ukraine or internationally which affected programme plans, and was MRG’s/ partners’ reaction and adaptation to any context changes appropriate and timely? How have any problems affected the activities and to what extent have they been overcome? How well has gender been mainstreamed in the implementation, and have women benefited on par with men? Have other elements of intersectional discrimination been factored into the project?

b. Where activities were completed as planned, have they contributed to the planned results or do they show potential to do so? Have there been any unplanned results (positive or

negative)? If yes, what were they and how did they come about? Have partners and beneficiaries participating in the project shown improvement in their capacity to advocate for the rights of minorities and indigenous people? How have they used their enhanced capacity to support communities to claim their rights or address leaders on minority rights issues? Although it may still be too early to be able to see clear impacts of the work at this time, do partners or beneficiaries report any changes/improvements because of the project?

ANNEX II – QUESTIONNAIRE IN UKRAINIAN

Questionnaire used during the evaluation (Ukrainian version)

1. Чи проектні заходи були виконані вчасно ? Якщо ні, чому? Як Ви оцінюєте якість цих заходів?
2. Чи зовнішні фактори вплинули на заплановані заходи та їх реалізацію? Якщо так, яким чином?
3. Чи проект відповідає очікуваним результатам? Чи термін проекту був достатній для досягнення цілей та завдань проекту? Як проектна діяльність сприяла досягненню цілей проекту?
4. Чи проект приніс якісь незаплановані результати? Якщо так, які саме?
5. Будь ласка, згадайте будь-які чинники, які могли б створити перешкоди для досягнення конкретних результатів або цілей проекту?
6. Чи проектні заходи та результати (в тому числі тренінги та публікації) відповідали цілям проекту та очікуваній від них якості?
7. Будь ласка, вкажіть будь-які ризики, виклики чи можливості, які виникли під час реалізації проекту? Як партнери змогли їх пом'якшити та скоригувати?

ANNEX III – RECOMMENDATIONS FROM “NEW WAVE”

Based on the project results we drew the attention to the following needs:

First of all, a census of the Roma population living in the Kiev region should be conducted. During the census needs assessment shall be made. In the Kiev region and the city of Kiev, we can divide the Roma population to the local population, who for various reasons (marriage, work, etc.) came here and become residents on a permanent basis and those who come for seasonal work.

According to our observations, the greatest demand for Roma population is qualified training of individuals.

90 percent of the population that was surveyed in the five districts of Kyiv region does not have a primary education, i.e. they are illiterate, which makes it impossible for them to obtain vocational education in the state employment centers, as well as to get a high-paying job. In our opinion, these persons need a separate training program at the state level, which will be tailored to the specifics of the populations (venue, consideration of employment and the fact that nearly all the families have many children and that their time for training time is limited, illiteracy, choice of the appropriate profession). It is needed to ensure people who accomplished training with a start-up capital for starting a business, or provide them with all necessary equipment. For those coming from other regions, it is necessary to design a program that would be able to provide them with employment and accommodation in hostels to live for a short period of their work. This will protect the Roma population from attacks and arson acts committed by radical groups. For women who gave birth at the age of 13-18 years and have not received proper education, it is necessary to develop an individual course of study during the period of maternity leave, so that they obtain the knowledge that would be able to help them to find a job after the maternity leave.