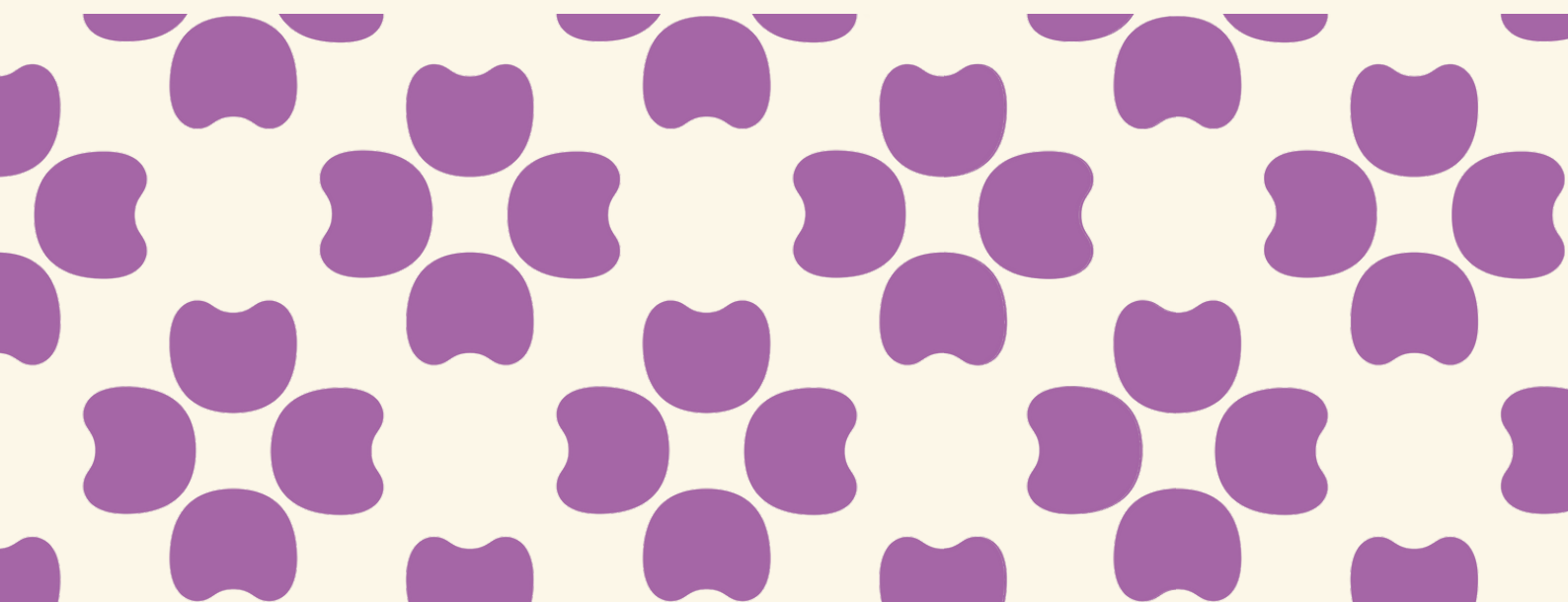


CIVIL SOCIETY MONITORING REPORT

**ON THE IMPLEMENTATION OF
NATIONAL ROMA STRATEGIC
FRAMEWORKS 2021–2025**



ABOUT ERGO NETWORK

ERGO Network brings together Roma and pro-Roma civil society organisations from across Europe to fight discrimination, promote equality, and strengthen Roma participation in policy-making. Through advocacy, capacity-building, and grassroots empowerment, ERGO Network works to ensure Roma communities are heard at local, national, and European levels.

October 2025
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FOREWORD

The **ERGO Network** presents this report at a pivotal moment – midway through the **EU Strategic Framework for Roma Equality, Inclusion and Participation (2020–2030)**.

Across Europe, governments have made unprecedented commitments to Roma equality, yet for too many Roma, the promise of inclusion remains distant.

This mid-term civil society assessment offers an independent, grounded perspective on how those commitments are being realised in practice. It captures the lived experiences of Roma communities, evaluates the impact of national and EU policies, and highlights both the progress achieved and the persistent injustices that must be addressed.

Our findings are clear: the structures for Roma inclusion now exist, but their strength depends on political will, accountability, and partnership. Civil society – and Roma organisations in particular – are essential to turning commitments into change. Their voices, expertise, and leadership must be recognised as integral to Europe’s equality agenda.

We thank all Roma and pro-Roma organisations, activists, and experts who contributed to this survey and analysis. Your work continues to drive progress toward a Europe where equality, inclusion, and participation are not aspirations but lived realities.

Isabela Mihalache
Senior Advocacy Officer, ERGO Network
Brussels, 2025

ACKNOWLEDGEMENTS

ERGO Network warmly thanks all Roma and pro-Roma civil society organisations, community representatives, and activists across EU Member States and Enlargement countries who contributed to the 2025 Roma Civil Society Monitoring Survey.

Their insights, experiences, and critical reflections form the foundation of this report. This collective effort demonstrates the strength of Roma civil society across Europe, whose continued engagement is essential to achieving equality, inclusion, and participation.

Special thanks go to all survey respondents and national partners who provided country-level data and commentary, ensuring that this analysis reflects realities on the ground.

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EXECUTIVE SUMMARY

CONTEXT AND PURPOSE

This report by ERGO Network presents the mid-term civil society assessment of how European Union Member States and Enlargement countries are implementing their National Roma Strategic Frameworks (NRSFs) 2021–2025.

It contributes to the collective monitoring effort under the EU Roma Strategic Framework for Equality, Inclusion and Participation (2020–2030) and the Council Recommendation (2021/C 93/01), which together define Europe’s most comprehensive policy framework on Roma equality.

As the European Commission prepares its next institutional report (2026), this civil society review provides a parallel and complementary analysis from the ground up. It captures the lived experiences of Roma communities, evaluates the quality and consistency of implementation, and identifies both policy achievements and persistent structural barriers. It also provides independent evidence to inform the future direction of the EU Roma Framework in the second half of the decade (2026–2030).

METHODOLOGY

The analysis presented in this report is grounded in the 2025 ERGO Network Survey on the Implementation of Roma Strategies, which was conducted across 27 EU Member States and 9 Enlargement countries. The survey gathered both quantitative and qualitative data from a diverse range of stakeholders, including Roma and pro-Roma NGOs, grassroots activists and independent experts working across all seven objectives of the EU Roma Strategic Framework (2020–2030).

Respondents assessed the progress, challenges, and visibility of Roma inclusion measures in their respective countries. Quantitative indicators were complemented by **qualitative examples** that document promising local practices, systemic barriers, and innovative approaches to equality and participation.

To ensure analytical robustness, the findings were **triangulated** with several complementary data sources:

- **Member States' official reports** to the European Commission (COM(2024)422 – Report on the Implementation of National Roma Frameworks);
- The **EU Agency for Fundamental Rights (FRA) Roma Survey 2024**; and
- Key discussions and conclusions from the **European Roma Platform 2025** and **Roma Civil Monitor** process.

The analysis follows the **Structure–Process–Outcome (SPO)** framework of the **EU Portfolio of Indicators**, examining not only the existence of institutional and policy mechanisms (“structures”), but also how they operate in practice (“processes”) and what measurable results they produce (“outcomes”).

As a **mid-term assessment**, this methodology allows for a comparative understanding of progress made since 2021, highlighting both policy achievements and persistent implementation gaps as reported by civil society.

MAIN FINDINGS

01 | Fighting and Preventing Antigypsyism

Civil society confirms that **antigypsyism remains the most persistent and least addressed barrier** to Roma equality and inclusion. While **55% of EU respondents** and **33% of Enlargement respondents** report that antigypsyism is officially recognised in national law or policy, only **13% in the EU** and **none in the Enlargement region** perceive any real decrease in discrimination since 2021.

Good practices include **national awareness campaigns** in Portugal, Spain, Lithuania, and Greece, though most are NGO-led rather than government-driven. **Data collection on hate incidents and discrimination remains sporadic**, with few Member States maintaining comprehensive national registries or involving Equality Bodies in monitoring.

02 | Reducing Poverty and Social Exclusion

Despite broad policy commitments, **Roma communities continue to face disproportionate poverty and social exclusion**. Over **70% of respondents** confirm that their NRSFs include poverty-reduction measures, yet implementation remains limited due to **fragmented coordination, weak accountability, and insufficient funding**.

Few countries link Roma strategies to **national anti-poverty plans or the EU's social inclusion targets** under the European Pillar of Social Rights. The **Enlargement region** reports particular challenges in **accessing EU and IPA funds at local level**, with municipalities lacking administrative capacity and co-financing resources.

03 | Promoting Participation, Empowerment, and Trust

Only **45% of Roma NGOs** report being **full members with voting rights** in national or regional monitoring committees. While consultation mechanisms have improved since 2021, participation often remains **symbolic rather than substantive**.

Positive models exist in Spain and Finland, where **Roma councils and advisory bodies** enjoy decision-making power and influence national policy agendas.

Although **68% of EU respondents** note an **increase in Roma reporting discrimination**, this reflects greater awareness rather than reduced prejudice, underscoring persistent mistrust in institutions.

04 | Education

Education remains both **a priority and a major structural gap**. Around **70% of respondents** acknowledge the existence of desegregation measures, yet **fewer than one in five** perceive measurable progress toward inclusion.

Desegregation policies are most advanced in Spain, Portugal, and Croatia, while Bulgaria, Romania, and Hungary continue to face deep structural segregation, particularly in **early education and special schooling. Teacher training, inclusive pedagogy, and curricula reflecting Roma history and culture** remain underdeveloped across most countries.

06 | Health and Access to Services

Access to healthcare has improved slightly, with **60% of respondents** noting targeted services such as **mobile clinics and Roma health mediators**. Yet, **structural barriers**—including lack of personal documents, health insurance, and geographic isolation—continue to exclude many Roma from essential services.

Romania and North Macedonia have expanded their **health mediation networks**, integrating mediators into public systems, while other countries rely on **short-term pilot projects** without stable financing or institutional backing.

05 | Employment

While **70% of EU respondents** and **60% in Enlargement countries** report active labour market programmes for Roma, most initiatives are **short-term, project-based, and lack pathways to stable employment. Employment discrimination and skills mismatches** persist, especially for Roma women and youth.

Promising measures include **employment mediation and entrepreneurship support** in Spain, **social enterprises and vocational programmes** in Slovakia, and **women's employability projects** in Serbia. However, few countries systematically link training to job placement or provide long-term support.

07 | Housing and Basic Services

Housing remains the **least improved domain** of Roma inclusion. Only **half of all respondents** report progress toward **adequate, desegregated housing**, and **forced evictions** continue in several Member States.

Only a few countries—most notably Spain and Portugal—apply **anti-eviction safeguards** and link housing policies with broader social inclusion measures. Basic utilities such as **water, electricity, and internet** remain inaccessible in many Roma settlements, especially in Bulgaria, Slovakia, and across the **Western Balkans**.

Cross-Cutting Challenges

- **Institutional capacity:** National Roma Contact Points (NRCPs) often lack human and financial resources; only about half have dedicated budgets or clear legal mandates.
- **Monitoring and data:** Few countries apply **disaggregated Roma indicators** aligned with the EU Portfolio of Indicators.
- **Civil society participation:** Consultation has expanded, but without **decision-making power or sustained funding**.
- **Local implementation:** Coordination between national and local authorities remains inconsistent; **only a minority of municipalities** have active Roma inclusion plans.

Promising Practices

- **Portugal and Spain:** Integrated programmes linking education, housing, and anti-discrimination.
- **Finland:** Permanent Roma consultative bodies at national and local levels.
- **Serbia:** Institutionalised health mediation system under public health law.
- **Lithuania and Greece:** Awareness campaigns in schools and media addressing antigypsyism.

Guidance and Recommendations

- **Legally recognise and combat antigypsyism** in all Member States and Enlargement countries; empower Equality Bodies to address systemic discrimination.
- **Strengthen NRCPs** through adequate staffing, budgets, and cross-ministerial authority.
- **Institutionalise Roma participation** with voting rights in monitoring committees and ensure multiannual core funding for Roma NGOs.
- **Implement desegregation measures in education**, with measurable targets, teacher training, and inclusive curricula.
- **Promote sustainable employment** through gender-sensitive programmes and employer incentives.
- **Guarantee universal access** to healthcare and housing by integrating Roma inclusion into national social and health systems.
- **Apply the EU Portfolio of Indicators** consistently, publish annual progress reports, and use **FRA data** to benchmark progress toward 2030 targets.

CHAPTER I. INTRODUCTION

1. CONTEXT AND POLITICAL FRAMEWORK

This report forms part of the **ERGO Network's ongoing efforts** to ensure that **Roma civil society voices** inform and shape the monitoring and evaluation of Roma inclusion policies across Europe.

The adoption of the **EU Roma Strategic Framework for Equality, Inclusion and Participation (2020–2030)** marked a renewed political commitment to advancing Roma equality across Europe. Building on the achievements and lessons of the **2011–2020 EU Framework**, the new strategy introduced a **comprehensive, multidimensional approach**, recognising **equality, inclusion, and participation** as interdependent pillars of Roma policy.

In March 2021, the **Council of the European Union** adopted the **Recommendation on Roma Equality, Inclusion and Participation (2021/C 93/01)**, providing Member States and Enlargement countries with a coherent set of objectives and measures. The Recommendation reinforced the obligation to **combat antigypsyism, promote Roma participation, and improve access to education, employment, health, and housing**.

Together, these instruments constitute the **EU Roma Policy Framework Package**, complemented by the **Portfolio of Indicators** developed by the **European Commission** and the **EU Agency for Fundamental Rights (FRA)** to ensure measurable and comparable monitoring of progress across Member States and Enlargement regions.

2. COMMITMENTS AND REPORTING OBLIGATIONS

Under the **Council Recommendation**, Member States committed to adopting or updating their **National Roma Strategic Frameworks (NRSFs)** and to report on progress to the **European Commission** every two years. The **first biennial report**, summarised in **COM(2024)422**, offers an institutional overview of policy developments and early outcomes, while the **second reporting cycle in 2026** will assess progress against the EU-level targets set for 2030.

Parallel to this institutional process, **Roma and pro-Roma civil society organisations** play a crucial role in monitoring implementation, advocating for accountability, and ensuring that Roma perspectives are meaningfully included in policy evaluation. The **ERGO Network's survey-based assessment** complements official reporting by documenting **grassroots realities**, highlighting both **achievements and structural barriers** that Roma communities continue to face.

3. PURPOSE AND ADDED VALUE OF THE ERGO NETWORK REPORT

The purpose of this ERGO Network report is to provide an **independent, mid-term civil society assessment** of how EU Member States and Enlargement countries are implementing their **National Roma Strategic Frameworks (2021–2025)**. It evaluates both the **extent of implementation** and the **quality of participation**, identifying **gaps, good practices, and key challenges**.

While the **European Commission’s monitoring** focuses primarily on institutional inputs and indicator-based results, **ERGO Network’s analysis adds qualitative depth**, highlighting issues often invisible in administrative reporting, such as:

- the effectiveness of antigypsyism prevention measures;
- the meaningful participation of Roma in decision-making processes;
- the adequacy and coordination of local implementation; and
- the sustainability of funding and governance mechanisms.

This approach ensures that **Roma civil society perspectives remain central** to EU-level evaluation, contributing to **evidence-based, rights-oriented policies** for the post-2025 period and the second half of the EU Roma Framework decade.

4. METHODOLOGICAL APPROACH

The analysis presented in this report is based primarily on the **2025 ERGO Network Survey on the Implementation of National Roma Strategic Frameworks**, conducted between **January and May 2025** among **Roma and pro-Roma NGOs** across **27 EU Member States** and **9 Enlargement countries**. The survey combined **quantitative indicators** aligned with the seven objectives of the EU Roma Framework and **qualitative open sections** to capture experiences, examples, and lived realities from the field.

The survey findings are complemented by secondary data from:

- **Member States’ official reports** (*COM(2024)422 – Report on the Implementation of National Roma Frameworks*);
- **FRA’s 2024 Roma Survey** and the **EU Portfolio of Indicators**; and
- the outcomes of the **2025 European Roma Platform** and **ERGO Network’s European Working Group on Antigypsyism and Transitional Justice**.

The analytical framework follows the **Structure–Process–Outcome (SPO)** model used by the European Commission, linking **institutional commitments** and **policy processes** to **measurable results** and **community-level outcomes**. As a **mid-term assessment**, this approach enables comparison with earlier baselines and helps identify where progress has stagnated or accelerated.

COMPARATIVE OVERVIEW OF FINDINGS

The following tables summarise the **quantitative results of the 2025 ERGO Network Survey**, comparing reported progress across the **seven objectives** of the EU Roma Framework between **EU Member States** and **Enlargement countries**. They also highlight the **most frequently cited cross-cutting challenges** affecting Roma inclusion efforts. Together, these data illustrate the continuing **implementation gap** between formal policy commitments and real progress on the ground—particularly in governance, funding, and participation.

**TABLE 1. PERCEIVED PROGRESS BY OBJECTIVE
(% OF RESPONDENTS REPORTING IMPROVEMENT)**

Objective	EU	Enlargement	Observation
1. Antigypsyism & Discrimination	13%	0%	Recognition improving, enforcement weak
2. Poverty & Social Exclusion	25%	18%	Measures exist, but fragmented funding
3. Participation & Trust	35%	27%	Consultation up, power remains limited
4. Education	18%	15%	Segregation persists; teacher training slow
5. Employment	27%	20%	Programmes short-term, few stable jobs
6. Health & Social Services	28%	23%	Mediators key but underfunded
7. Housing & Essential Services	19%	10%	Forced evictions continue; utilities lacking

TABLE 2. CROSS-CUTTING CHALLENGES – FREQUENCY IN SURVEY RESPONSES

Challenge Area	% of respondents identifying as major issue	Remarks
Institutional capacity of NRCPs	68%	Lack of mandate and resources
Monitoring and data	61%	Few use EU Portfolio indicators
Civil society participation	73%	Consultations without real power
Local implementation	65%	Weak coordination, few municipal plans

SYNTHESIS

The findings of this **mid-term assessment** reveal that while institutional frameworks and political commitments have expanded across the EU and Enlargement regions, tangible progress in improving Roma living conditions and equality remains **modest and uneven**.

Most Member States have integrated Roma inclusion within broader equality and social policies, yet **implementation gaps persist**—particularly at the **local level**, where resources, coordination, and accountability are weakest.

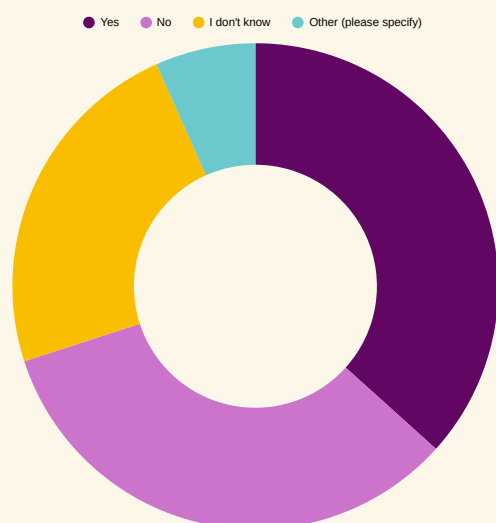
The survey confirms that **Roma civil society remains the main driver** of innovation, monitoring, and community engagement, despite limited recognition and support. To accelerate progress toward the **EU Roma Framework 2030 targets**, governments and EU institutions must translate commitments into **sustained, measurable, and participatory action** backed by long-term investment in Roma equality.

CHAPTER II. PARTNERSHIPS AND INSTITUTIONAL CAPACITY

Effective implementation of the National Roma Strategic Frameworks (NRSFs) depends on robust coordination, sustained funding, and meaningful participation of Roma and pro-Roma actors. The 2025 ERGO Network survey reveals persistent structural weaknesses in these areas across both EU Member States and Enlargement countries.

1. NATIONAL ROMA CONTACT POINTS (NRCPS)

Does the NRCP have a clear mandate, staff, and resources?



Across most Member States and Enlargement countries, **National Roma Contact Points (NRCPs)** continue to serve as the central coordinating structures for implementing National Roma Strategic Frameworks. However, their **mandates, resources, and institutional authority** vary widely.

According to the 2025 ERGO Network Survey, **only 37%** of respondents report that NRCPs have a **clear mandate, dedicated staff and resources, and less than one-third consider them** capable of coordinating cross-ministerial policy effectively.

Positive examples include:

- *Spain and Portugal*, where NRCPs are embedded within ministries with clear authority over social inclusion and equality policies;
- *Finland*, where Roma policy coordination is supported by permanent advisory councils; and
- *Serbia*, which maintains regional coordination offices linked to local administrations.

Challenges

In many other countries, NRCPs remain **understaffed, politically marginal, and dependent on project funding**. Frequent staff turnover and unclear mandates weaken continuity, while limited access to EU funds constrains policy implementation.

The lack of a permanent legal framework for NRCPs in several Enlargement countries further undermines sustainability.

Guidance for Improvement

- Ensure that all NRCPs have **stable institutional placement, adequate staff, and multiannual budgets**.
- Mandate **cross-ministerial cooperation** through formal mechanisms (inter-ministerial committees, memoranda of understanding).
- Involve NRCPs in **programming and monitoring EU and IPA funds** to guarantee Roma inclusion across sectors.

2. MOBILISING LOCAL AND REGIONAL STAKEHOLDERS

Survey responses show that 64% of EU respondents and 48% from the Enlargement region report some degree of local or regional involvement in implementing Roma inclusion measures. However, effective multilevel cooperation remains uneven.

Positive examples include:

- *Portugal's Local Roma Inclusion Plans*, co-funded by ESF+, linking education, housing, and employment at the municipal level;
- *Spain's regional Acceder networks*, combining job placement and community mediation;
- *Serbia's and North Macedonia's local Roma coordinators*, who play a growing role in connecting communities to public services.

Challenges

Local-level implementation often suffers from **weak capacity, fragmented planning, and lack of funding**. Only a minority of municipalities have adopted dedicated Roma inclusion plans.

Coordination between national and local authorities is inconsistent, and opportunities to access **EU or IPA funding** are frequently missed due to bureaucratic or co-financing barriers.

Guidance for Improvement

- Institutionalise **Roma focal points** at municipal and regional levels with dedicated funding lines.
- Strengthen **capacity-building and peer learning** among local authorities on inclusive planning and EU funding access.
- Encourage **partnerships between NRCPs, municipalities, and Roma civil society** for co-designing and monitoring local action plans.

3. MONITORING AND EVALUATION

Progress

A majority of respondents (57%) confirm that monitoring mechanisms exist within their NRSFs, yet only a third believe these systems are **comprehensive or transparent**. National indicators are often **not aligned** with the **EU Portfolio of Indicators**, and reporting remains output-focused rather than outcome-oriented.

Some countries, such as *Croatia, Portugal, and Finland*, have introduced participatory monitoring models involving Roma representatives and equality bodies.

Challenges

- Absence of **disaggregated data** by ethnicity in key policy fields;
- Limited use of **EU-level targets** and lack of measurable benchmarks;
- Weak link between **monitoring results and policy adjustments**.

Guidance for Improvement

- Align national monitoring frameworks with the **EU Portfolio of Indicators** to ensure comparability.
- Ensure **open access to monitoring data** and include Roma civil society in data validation.
- Integrate **evaluation results** into national reform programmes and European Semester reporting.

4. COOPERATION WITH ROMA CIVIL SOCIETY AND EQUALITY BODIES

Progress

Roma and pro-Roma civil society organisations remain the **main drivers of innovation and accountability** in Roma inclusion. Nearly **70% of survey respondents** report that civil society is formally consulted, though only **45%** confirm **voting rights or decision-making power** in monitoring committees.

In several Member States (*Spain, Finland, Lithuania, Greece*), **structured dialogues and Roma councils** facilitate regular cooperation. **Equality bodies** in *Ireland, Portugal, and Belgium* increasingly address antigypsyism in their mandates, although few have Roma-specific staff or expertise.

Challenges

- Consultations are often **one-off and symbolic**, without real influence on policy outcomes.
- Roma NGOs face **project-based funding**, undermining long-term engagement.
- Cooperation with equality bodies remains sporadic and reactive rather than strategic.

Guidance for Improvement

- Institutionalise **Roma participation** in all monitoring and coordination structures, with voting rights and sustained funding.
- Strengthen cooperation between **NRCs, equality bodies, and Roma NGOs** on combating discrimination and antigypsyism.
- Establish **multiannual funding mechanisms** to support Roma civil society's role in monitoring and advocacy.

SYNTHESIS

Despite the existence of national strategies and institutional frameworks, implementation capacity remains the weakest link in Roma inclusion across both EU and Enlargement regions. Effective delivery depends not only on policy design but also on empowered institutions, multi-level coordination, and genuine Roma participation.

To ensure sustainable progress toward 2030, Member States and Enlargement countries must invest in stronger NRCs, resourced local authorities, and inclusive governance structures that treat Roma civil society as equal partners in policy design, implementation, and evaluation.

CHAPTER III. EU OBJECTIVES

1. FIGHTING AND PREVENTING ANTIGYPSYISM

Progress and Developments

Civil society evidence confirms that **antigypsyism remains the most pervasive and under-addressed obstacle** to Roma equality and inclusion. Recognition of antigypsyism as a specific form of racism has improved slightly since 2021, with **55% of EU respondents** and **33% of Enlargement respondents** reporting its inclusion in national laws or strategies.

The findings show a **fragmented landscape** of recognition across Europe. While several Member States (such as *Portugal, Spain, and Lithuania*) have adopted official definitions or integrated antigypsyism into equality strategies, many others still treat it within general anti-discrimination frameworks, diluting its visibility and accountability. The high share of “Other” responses (22.6%) indicates that in several contexts, antigypsyism is recognised indirectly – through hate crime laws, equality strategies, or national action plans on racism – but not explicitly named, monitored or sanctioned.

Notable examples of progress include:

- *Portugal and Spain*, which have integrated antigypsyism prevention into national equality plans;
- *Lithuania and Greece*, which have developed public awareness campaigns targeting stereotypes in schools and media; and
- *Finland*, where equality bodies monitor hate speech and promote inclusive representation.

Despite these advances, only 13% of EU respondents and none in the Enlargement region perceive a real decrease in discrimination since 2021.

Hate incidents and online hate speech continue to rise in several countries, and enforcement of anti-discrimination laws remains weak.

Challenges and Gaps

- Persistent **denial and underreporting** of antigypsyism, including among public officials;
- Limited mandates or capacity of **equality bodies** to address systemic antigypsyism;
- Inadequate **data collection on hate crimes** and discrimination against Roma;
- Lack of **Roma representation in national equality institutions** and law enforcement bodies.

Comparative Insight

EU Member States tend to have **stronger legal frameworks** but limited enforcement, while Enlargement countries show **policy recognition without legal transposition**.

Both regions face a critical gap between formal commitments and actual practice in combating antigypsyism.

Guidance for Improvement

- Legally **recognise antigypsyism as a specific form of racism** in all Member States and Enlargement countries.
- Strengthen the role of **Equality Bodies** to investigate, litigate, and sanction systemic discrimination.
- Develop **national action plans against antigypsyism**, aligned with the EU Anti-Racism Action Plan.
- Invest in **data systems and early-warning mechanisms** for hate crime monitoring.
- Ensure **Roma participation** in designing and evaluating anti-discrimination policies.

2. REDUCING POVERTY AND SOCIAL EXCLUSION

Progress and Developments

Despite widespread policy commitments, **Roma communities continue to experience disproportionately high levels of poverty and social exclusion** across both EU and Enlargement regions.

According to the 2025 ERGO Network Survey, over 70% of respondents confirm that their National Roma Strategic Frameworks (NRSFs) include poverty-reduction measures, yet only 25% in the EU and 18% in Enlargement countries perceive tangible improvements since 2021.

Some countries have integrated Roma inclusion into **mainstream anti-poverty and social inclusion strategies**, notably *Portugal* (through the Social Inclusion and Employment Programme) and *Spain* (via the National Strategy for the Prevention and Fight Against Poverty). However, the vast majority of Member States have yet to establish effective coordination between Roma strategies and broader social policy instruments.

Challenges and Gaps

- Persistent **income poverty**, with Roma households overrepresented in low-wage, informal, or seasonal work;
- **Fragmented governance**—poor coordination between ministries responsible for social affairs, education, and employment;
- Insufficient linkage between Roma inclusion measures and **EU social targets** (e.g. under the European Pillar of Social Rights and the Social Scoreboard);
- Lack of **local implementation mechanisms**, particularly in small municipalities;
- In the Enlargement region, major barriers to **accessing EU and IPA funds**, due to limited administrative capacity and co-financing requirements.

Comparative Insight

While the EU region benefits from a stronger social policy framework and access to ESF+ funding, the **impact gap between Roma and the general population remains immense**.

In the Enlargement region, policy ambitions are often high, but **financial and institutional constraints** undermine implementation.

Across both regions, **poverty remains multidimensional**, intersecting with discrimination, housing exclusion, and limited access to services.

Guidance for Improvement

- Integrate Roma inclusion targets explicitly into **national anti-poverty strategies and social protection reforms**.
- Use **EU and IPA funds** strategically to support long-term community development, rather than short-term projects.
- Establish **local action plans** linking education, housing, and employment with social inclusion priorities.
- Ensure that Roma households are included in **minimum income schemes and social service reforms**.
- Introduce **Roma-sensitive budgeting** and impact assessments for all social policies.

3. PROMOTING PARTICIPATION, EMPOWERMENT, AND TRUST

Progress and Developments

Participation and empowerment remain **central yet under-realised** pillars of the EU Roma Framework. While **consultation structures have expanded**, genuine power-sharing and institutionalised representation are still limited. According to the 2025 ERGO Network Survey, **around 45% of Roma NGOs** report being **formal members of national or regional monitoring committees**, but only a fraction hold **voting rights** or real influence on decision-making.

Promising models of participatory governance exist in several countries:

- *Spain*, where the **State Council of Roma People** is formally consulted in legislative and strategic processes;
- *Finland*, with a long-established **National Advisory Board on Romani Affairs** linked to ministries;
- *Slovakia* and *Serbia*, where regional Roma offices and coordinators are gradually being institutionalised.

At the same time, **trust in institutions** remains fragile.

Only one in three survey respondents perceive improvement in Roma-government relations since 2021. However, 68% of EU respondents note an increase in Roma reporting discrimination, indicating rising awareness and engagement, even amid persistent antigypsyism.

Challenges and Gaps

- **Symbolic participation** without decision-making power or follow-up on recommendations;
- **Project-based funding** for Roma NGOs, limiting stability and strategic advocacy;
- Weak representation of **Roma women and youth** in formal consultation structures;
- Low trust in equality institutions due to perceived ineffectiveness or lack of independence.

Comparative Insight

Participation frameworks are generally **more formalised in EU Member States** than in the Enlargement region, where participation often depends on external donor support.

However, in both contexts, **Roma involvement remains consultative rather than co-decisional**. Inclusion efforts rarely translate into **shared governance or resource allocation** power.

Guidance for Improvement

- **Institutionalise Roma participation** through permanent advisory and monitoring bodies with **voting rights and defined mandates**.
- Ensure **gender and youth representation** in all participation mechanisms.
- Provide **multiannual core funding** for Roma NGOs to sustain advocacy and monitoring functions.
- Build **trust through transparency**, feedback loops, and co-design of policies at national and local levels.
- Recognise Roma organisations as **equal partners** in the implementation and evaluation of NRSFs.

4. INCREASING EFFECTIVE EQUAL ACCESS TO QUALITY INCLUSIVE EDUCATION

Progress and Developments

Education is prioritised in nearly all NRSFs, but measurable progress is **limited and uneven**.

In the 2025 ERGO Network Survey, over 70% of respondents (EU and Enlargement) report measures to improve access and inclusion; however, only 18% in the EU and 11% in Enlargement countries perceive tangible improvement since 2021.

Positive developments include:

- *Spain and Portugal*: integrated inclusion in mainstream reforms (tutoring/mediation, anti-segregation local plans).
- *Croatia*: expanded Roma teaching/teacher-assistant schemes, improving school–family links.
- *North Macedonia and Serbia*: targeted preschool outreach via IPA, scholarships/mentoring for transition years.

Challenges and Gaps

- **Segregation persists** (special classes, ethnically concentrated schools, tracking), especially in *Bulgaria, Romania, Hungary*.
- **Early childhood education (ECEC)** uptake remains low among Roma; infrastructure and transport barriers are common.
- **Teacher preparedness and bias**: limited mandatory modules on intercultural/anti-bias pedagogy; scarce Roma history/culture in curricula.
- **Digital divide**: devices/connectivity and learning support remain inadequate for many Roma pupils.
- **Weak enforcement**: anti-segregation provisions exist but lack monitoring, sanctions, or resources.

Comparative Insight

EU Member States tend to have stronger policy frameworks and pilots, yet **implementation gaps** (especially on desegregation and teacher training) keep outcomes modest.

Enlargement countries show **promising ECEC pilots** and scholarships but rely heavily on **project funding**, risking discontinuity after pilot phases.

Guidance for Improvement

- **Adopt and enforce desegregation plans** with measurable targets, oversight, and corrective measures.
- **Scale ECEC access** (fee waivers, transport, mediators) and improve outreach to families in informal/remote settlements.
- **Mandate teacher training** on intercultural/anti-bias education and integrate **Roma history and language** into curricula.
- **Close the digital gap** through devices, connectivity, and learning support tied to school attendance.
- **Track results annually** using the EU Portfolio indicators (participation, attainment, segregation), and link funding to progress.

5. INCREASING EFFECTIVE EQUAL ACCESS TO QUALITY AND SUSTAINABLE EMPLOYMENT

Progress and Developments

Employment remains one of the **most challenging areas** of Roma inclusion, despite widespread political recognition of the issue. According to the 2025 ERGO Network Survey,

70% of EU respondents and 60% in Enlargement countries report the existence of active labour market measures (ALMPs) targeting Roma. Yet, only 27% of EU respondents and 20% of Enlargement respondents perceive any measurable improvement in access to stable employment since 2021.

Several promising initiatives have emerged:

- *Spain's Acceder programme* continues to demonstrate long-term success in job placement and training, supported by ESF+.
- *Slovakia and Hungary* have implemented social enterprise and public works schemes that provide temporary employment opportunities.
- *Serbia* has expanded its **Roma women's employability projects**, combining vocational training with entrepreneurship mentoring.

However, these efforts remain largely **short-term, project-based**, and **insufficiently integrated into mainstream labour market policies**. The transition from temporary or subsidised employment to **stable, quality jobs** remains rare.

Challenges and Gaps

- Persistent **labour market discrimination** and lack of enforcement of anti-discrimination laws;
- Low participation in **vocational education and training (VET)** and limited skills recognition;
- Lack of incentives for employers to hire Roma;
- **Gender and regional disparities**, with Roma women and youth facing the highest unemployment rates;
- In many countries, Roma employment initiatives depend on **NGOs or donor funding**, without government follow-up or sustainability mechanisms.

Comparative Insight

EU Member States have more developed policy frameworks, including ESF+ funding and national employment strategies, yet **Roma-specific outcomes remain marginal**. Enlargement countries often design promising pilot programmes (especially for women and youth) but lack **systemic integration** and long-term financing. In both regions, employment interventions are rarely linked to **education pathways or anti-discrimination enforcement**.

Guidance for Improvement

- **Adopt and enforce desegregation plans** with measurable targets, oversight, and corrective measures.
- **Scale ECEC access** (fee waivers, transport, mediators) and improve outreach to families in informal/remote settlements.
- **Mandate teacher training** on intercultural/anti-bias education and integrate **Roma history and language** into curricula.
- **Close the digital gap** through devices, connectivity, and learning support tied to school attendance.
- **Track results annually** using the EU Portfolio indicators (participation, attainment, segregation), and link funding to progress.

6. IMPROVING ROMA HEALTH AND INCREASING EFFECTIVE EQUAL ACCESS TO QUALITY HEALTHCARE AND SOCIAL SERVICES

Progress and Developments

Health inclusion has shown **modest progress** since 2021, mainly due to the continuation or expansion of **Roma health mediation networks** and targeted outreach projects.

According to the 2025 ERGO Network Survey, around 60% of respondents acknowledge the existence of Roma-specific health measures within their NRSFs, yet only 28% in the EU and 23% in Enlargement countries perceive concrete improvement in Roma access to healthcare and related services.

Promising examples include:

- *Romania and North Macedonia*, where **Roma health mediators** have been institutionalised within public health systems, improving vaccination rates and maternal health monitoring;
- *Serbia and Croatia*, where mobile health units provide services in remote Roma settlements;
- *Portugal and Spain*, where national health strategies include **social determinants of health** and outreach to marginalised groups, though not always Roma-specific.

Challenges and Gaps

- Persistent **barriers to healthcare access**, including lack of identity documents, health insurance, and registration with family doctors;
- **Geographical isolation** and poor infrastructure in informal settlements;
- Limited integration of Roma health measures into **mainstream health and social protection systems**;
- Inadequate attention to **mental health and environmental health** (pollution, unsafe housing);
- **Pilot dependency**: most health projects rely on short-term funding without sustainability guarantees.

Comparative Insight

EU Member States generally provide broader coverage under universal healthcare systems but still fail to **reach Roma effectively**, especially in preventive and primary care. Enlargement countries have made **greater use of mediators and mobile clinics**, yet systemic barriers—like insurance gaps and documentation—limit continuity.

Across both regions, the lack of **ethnic-disaggregated health data** prevents systematic monitoring and targeted responses.

Guidance for Improvement

- **Institutionalise Roma health mediation** as part of national and local public health systems, with stable financing.
- Guarantee **universal health coverage**, ensuring Roma without identification or fixed residence are not excluded.
- Strengthen **data collection** on health inequalities while ensuring safeguards on privacy and ethics.
- Integrate Roma health inclusion within **social protection, housing, and environmental policies** to address determinants of health.
- Train healthcare professionals on **cultural competence and anti-discrimination**, ensuring equal treatment in health facilities.
- Develop **multiannual funding** for health inclusion initiatives to ensure sustainability and national ownership.

7. INCREASING EFFECTIVE EQUAL ACCESS TO ADEQUATE, DESEGREGATED HOUSING AND ESSENTIAL SERVICES

Progress and Developments

Housing remains the **most critical and least improved area** of Roma inclusion across both EU and Enlargement regions.

According to the 2025 ERGO Network Survey, only half of respondents report any progress in ensuring access to adequate and desegregated housing, while 19% in the EU and 10% in Enlargement countries perceive tangible improvement since 2021.

Some positive examples demonstrate potential for replication:

- *Spain* and *Portugal* have implemented **integrated housing and social inclusion programmes**, combining relocation with employment and education support.
- *Croatia* and *Slovakia* have launched **pilot desegregation projects** aimed at regularising informal settlements.
- *Serbia* and *North Macedonia* introduced **municipal-level housing action plans**, though implementation remains partial and funding scarce.

Challenges and Gaps

- **Forced evictions** and demolition of informal settlements continue in several Member States and Enlargement countries, often without alternative housing or compensation.
- Lack of **affordable housing stock** and limited access to mortgage or rental markets.
- **Segregated or substandard housing conditions**, with unsafe structures, overcrowding, and environmental health risks.
- Limited access to **basic utilities** (water, electricity, sanitation, internet) in both rural and urban Roma settlements.
- Weak coordination between housing, social, and environmental policies; local authorities often lack both **funding and technical capacity** to implement inclusion-oriented projects.

Comparative Insight

EU Member States show higher rates of investment in social housing but fail to reach Roma due to **non-inclusive eligibility criteria** and lack of targeted measures. In Enlargement countries, **legal insecurity and informal settlements** are the dominant barriers, compounded by limited administrative resources and insufficient alignment with EU housing standards.

Across both contexts, desegregation remains **the least prioritised policy area**, despite clear commitments under the Council Recommendation.

Guidance for Improvement

- Adopt and enforce **anti-eviction safeguards** and ensure that relocation processes respect human rights standards.
- Develop **integrated housing and inclusion programmes**, linking access to employment, education, and health services.
- Allocate **dedicated national and EU/IPA funding** for upgrading informal settlements and expanding social housing supply.
- Introduce **Roma-sensitive eligibility criteria** in public housing schemes to ensure non-discriminatory access.
- Integrate **essential service provision** (water, electricity, waste management, internet) into national Roma inclusion plans.
- Monitor progress on **desegregation targets** through the EU Portfolio of Indicators and publicly report results annually.

CHAPTER IV. EU ACTION

Progress and Developments

At EU level, the **European Commission** has continued to guide and coordinate Roma inclusion through a series of **policy, funding, and monitoring instruments**. The **EU Roma Strategic Framework for Equality, Inclusion and Participation (2020–2030)**, complemented by the **Council Recommendation (2021/C 93/01)**, provides the overarching policy architecture for Member States and Enlargement partners.

Since 2021, the Commission has:

- **Monitored progress** through biennial reporting (first summary published as COM(2024)422);
- Supported data development via the **EU Portfolio of Indicators** and the **FRA Roma Survey 2024**;
- Strengthened inter-service coordination on Roma issues through the **Inter-Service Group on Equality**;
- Facilitated exchange of good practices via the **European Roma Platform** and the **Roma Civil Monitor (RCM)** project; and
- Promoted Roma inclusion within broader EU frameworks, such as the **Anti-Racism Action Plan**, the **European Pillar of Social Rights**, and the **Social Economy Action Plan**.

Funding for Roma inclusion continues primarily through **ESF+, ERDF, and IPA III** in the Enlargement region. Several thematic programmes—such as **Citizens, Equality, Rights and Values (CERV)** and **Erasmus+**—also finance Roma-related projects in education, culture, and participation. However, Roma-targeted expenditure remains **difficult to track**, and there is **no common EU methodology** for assessing how mainstream EU funds reach Roma beneficiaries.

Challenges and Gaps

- Persistent **fragmentation of funding streams** and lack of earmarked allocations for Roma inclusion;
- Limited visibility of Roma-specific outcomes within **mainstream EU programmes**;
- Insufficient capacity among **national managing authorities** to ensure Roma inclusion in ESF+/ERDF programmes;
- **Underrepresentation of Roma civil society** in EU-level consultations and expert groups;
- Need for stronger **linkages between EU monitoring tools** (Portfolio of Indicators, RCM reports, Semester analyses).

Positive Developments and Partnerships

The **Roma Civil Monitor (RCM)** has proven to be an effective mechanism for structured dialogue between the Commission and civil society, offering independent assessments that complement Member State reports. The **European Roma Platform 2025** reaffirmed the importance of this partnership, with growing engagement from equality bodies, FRA, and the EEA/Norway Grants.

ERGO Network and its members continue to serve as **key interlocutors** between the Commission, national authorities, and local communities, contributing to evidence-based policymaking and ensuring that Roma perspectives are visible at the EU level.

Guidance for Improvement

- Develop a **common EU methodology** for tracking Roma-related expenditure within ESF+, ERDF, and IPA III.
- Strengthen the **link between EU funds and Roma Framework objectives**, using measurable indicators and performance targets.
- Increase **Roma representation** in EU-level expert groups, advisory bodies, and programming committees.
- Institutionalise **civil society dialogue mechanisms** beyond project cycles, ensuring predictable participation and funding.
- Enhance **coordination between EU monitoring tools** (Portfolio of Indicators, RCM, FRA, and European Semester) for coherent progress assessment.

SYNTHESIS

EU-level action provides the **policy backbone and coordination framework** for Roma inclusion, yet its full potential is hindered by **fragmented implementation and weak accountability mechanisms**. A stronger focus on measurable outcomes, transparent funding, and structured participation of Roma civil society is essential to bridge the gap between policy ambition and real-world change.

CHAPTER V. ENLARGEMENT REGION

OVERVIEW AND CONTEXT

Roma inclusion remains a **core element of the EU's Enlargement Policy**, anchored in the principles of the **EU Roma Strategic Framework (2020–2030)** and reflected in the **Economic and Investment Plan for the Western Balkans** and the **Enlargement Package 2024**.

Candidate and potential candidate countries – including *Albania, Bosnia and Herzegovina, Montenegro, North Macedonia, Serbia, and Turkey* – have committed to aligning their Roma strategies with the Council Recommendation (2021/C 93/01).

Despite progress in developing national frameworks, **implementation remains inconsistent and highly dependent on external funding**. According to the 2025 ERGO Network Survey, **70% of Enlargement respondents** report the existence of Roma inclusion strategies, yet only **22% perceive measurable progress** in their implementation since 2021.

1. POLICY AND INSTITUTIONAL DEVELOPMENTS

Most Enlargement countries have adopted or updated **National Roma Strategic Frameworks (NRSFs)** aligned with the EU Roma Framework. *Serbia* and *North Macedonia* show comparatively strong institutional coordination, supported by Roma focal points in ministries and local governments. *Albania* and *Montenegro* have made progress in integrating Roma inclusion within their social protection and employment programmes.

However, **implementation capacity and political ownership** remain limited. In *Bosnia and Herzegovina*, decentralised governance hinders coordination, while *Turkey* continues to lack a comprehensive Roma strategy despite targeted initiatives in education and health.

The **Institutional sustainability of National Roma Contact Points (NRCPs)** is a persistent challenge: most operate without legal mandates, sufficient staff, or dedicated budgets, relying heavily on IPA project cycles rather than national funding.

2. SOCIO-ECONOMIC TRENDS AND KEY CHALLENGES

The FRA Roma Survey 2024 and ERGO Network data confirm that **poverty, unemployment, and housing exclusion** remain critical issues in the Enlargement region. Roma continue to face **disproportionate barriers to education, health, and social protection**.

- **Employment:** Roma unemployment rates often exceed 70%, particularly among women and youth. Public employment schemes are mostly short-term and fail to transition beneficiaries into stable work.
- **Education:** Despite near-universal primary enrolment, dropout rates remain high in secondary education. Access to early childhood education is among the lowest in Europe.
- **Health:** Health mediator networks are expanding but lack stable financing; access to insurance and healthcare remains irregular.
- **Housing:** Informal settlements persist across all Enlargement countries, with limited progress on legalisation, infrastructure, or desegregation.

Roma civil society remains active but **financially fragile**, dependent on external donors. National consultations exist but lack influence on decision-making, and Roma participation in public administration remains negligible.

3. REGIONAL COOPERATION AND GOOD PRACTICES

Regional cooperation under the **Regional Cooperation Council (RCC)** and **Roma Integration Action Team** continues to facilitate policy exchange and benchmarking across the Western Balkans. Several promising initiatives demonstrate regional impact:

- *Serbia:* Institutionalised **Roma health mediation** under public health law and expansion of municipal Roma coordinators.
- *Albania:* Developed **local employment and housing integration projects** co-funded by EU and national authorities.
- *North Macedonia:* Strengthened **preschool inclusion and scholarships** for secondary students through IPA support.
- *Montenegro:* Improved coordination between NRCP and municipalities for access to EU/IPA funds.

These initiatives show that when **national frameworks are coupled with local ownership and consistent funding**, results are visible.



4. GUIDANCE FOR IMPROVEMENT

- Strengthen the **legal and institutional status of NRCPs** and ensure sustainable national funding beyond IPA cycles.
- Link Roma inclusion more systematically to **EU accession chapters** on fundamental rights, employment, and social policy.
- Use **IPA III funds** strategically for long-term Roma inclusion infrastructure, not fragmented projects.
- Support **regional data collection and peer learning** aligned with the EU Portfolio of Indicators.
- Institutionalise **Roma participation in policymaking** and budgeting processes, ensuring inclusion of Roma women and youth.

SYNTHESIS

The Enlargement region has demonstrated **political will but limited institutional maturity** in implementing Roma inclusion. Progress depends heavily on external financial and technical assistance, and sustainability remains a key challenge.

To move beyond project-based approaches, candidate and potential candidate countries must **anchor Roma inclusion within national legal frameworks and budgets**, ensuring it becomes an integral component of **EU accession reforms**. Strengthening **regional cooperation, Roma participation, and monitoring systems** will be essential to align the region with EU standards by 2030.

CHAPTER VI. CONCLUSION

MAIN ACHIEVEMENTS

The 2025 ERGO Network Survey confirms that, midway through the implementation period of the **National Roma Strategic Frameworks (2021–2025)**, the majority of EU and Enlargement countries have made **tangible institutional progress**—particularly in updating strategies, expanding consultation mechanisms, and embedding Roma inclusion within broader equality frameworks.

Key achievements include:

- Formal **recognition of antigypsyism** in an increasing number of Member States;
- Gradual strengthening of **NRCP structures** and multilevel coordination;
- Expansion of **health mediation, local inclusion plans, and education support programmes**;
- Integration of Roma inclusion into **EU funding programmes**, especially through ESF+, ERDF, and IPA III.

These developments demonstrate that the **EU Roma Strategic Framework (2020–2030)** has successfully provided coherence and direction. In several countries, Roma inclusion is now visible in **national equality, social, and anti-poverty policies**, marking a shift from ad hoc initiatives to more systemic approaches.

REMAINING CHALLENGES

However, civil society evidence points to a persistent and substantial **implementation gap**. Commitments on paper rarely translate into real, measurable improvements for Roma communities.

The most pressing obstacles include:

- **Insufficient capacity and funding** of NRCPs and local authorities;
- **Weak enforcement** of anti-discrimination and desegregation measures;
- **Symbolic participation** of Roma NGOs without decision-making power or sustainable resources;
- **Fragmented monitoring and data systems**, preventing clear assessment of progress;
- Continuing **structural antigypsyism**, poverty, and social exclusion, particularly in education, housing, and employment.

Roma civil society remains the **main driver of accountability and innovation**, yet continues to operate with **limited recognition and financial instability**.

CROSS-CUTTING LESSONS

The mid-term assessment highlights that policy impact depends less on the existence of strategies and more on **how effectively they are implemented, monitored, and financed**. Success stories—such as Spain's *Acceder* programme, Portugal's *Local Roma Inclusion Plans*, or Serbia's institutionalised *health mediation network*—share common traits:

- **Strong political leadership** and inter-ministerial coordination;
- **Stable, multiannual financing** linked to mainstream funding instruments;
- **Genuine Roma participation** in planning and evaluation;
- Integration of Roma inclusion across **education, employment, housing, and health policies**.

These cases illustrate that systemic progress is achievable when inclusion is treated as a **governance principle**, not a project-based exercise.

GUIDANCE AND RECOMMENDATIONS FOR 2026–2030

To bridge the gap between political commitment and tangible results, ERGO Network recommends that the **European Commission, Member States, and Enlargement partners** take the following strategic steps:

1. **Empower and finance NRCPs** with clear mandates, stable staffing, and cross-ministerial coordination authority.
2. **Institutionalise Roma participation** in all monitoring committees, with voting rights and dedicated funding for Roma NGOs.
3. **Mainstream Roma inclusion** across EU and national programmes, ensuring measurable outcomes in ESF+, ERDF, and IPA III.
4. **Combat antigypsyism systemically**, integrating it into the EU Anti-Racism Action Plan, education reforms, and law enforcement training.
5. **Adopt measurable desegregation targets** in education and housing, monitored through the EU Portfolio of Indicators.
6. **Ensure full access to healthcare, social protection, and minimum income schemes** for Roma, especially those in informal settlements.
7. **Align monitoring and evaluation systems** with the EU Portfolio of Indicators and FRA data, ensuring transparency and accountability.
8. **Link Roma inclusion progress** to the European Semester and, in the Enlargement region, to **accession conditionality** under Chapters 19 and 23.

CONCLUDING SUMMARY – TOWARDS STRUCTURAL CHANGE AND SHARED ACCOUNTABILITY

At the midpoint of the EU Roma Strategic Framework for Equality, Inclusion and Participation (2020–2030), the findings of this report make one conclusion unmistakably clear: Europe's Roma policies have evolved in scope and sophistication, but not yet in lived impact. The foundations are stronger than a decade ago – new laws, expanded strategies, improved dialogue – yet the outcomes remain strikingly uneven.

FROM POLICY FRAMEWORKS TO PRACTICE

Across the EU and Enlargement regions, the **infrastructure for Roma inclusion** has been built: National Roma Contact Points exist in nearly every country; the Council Recommendation provides a binding political compass; and EU funding streams – ESF+, ERDF, IPA III – are increasingly open to inclusion measures. However, **the translation of policy into practice** remains inconsistent. Roma communities still report persistent discrimination, unemployment, poor housing, and unequal education access. The **implementation gap** is not a matter of policy absence but of **political will, coordination, and accountability**.

Throughout this mid-term review, one theme emerges repeatedly: **civil society continues to be the engine of progress**.

Roma and pro-Roma organisations drive innovation, outreach, and community trust – often compensating for the weaknesses of institutional frameworks. They mediate access to education and health, monitor discrimination, and mobilise local action in contexts where state capacity is limited.

Yet their role is chronically underfunded and under-recognised. Participation without power remains symbolic; consultation without sustained financing remains fragile. For Roma inclusion to succeed, **civil society must move from the periphery to the core** of implementation and evaluation.

STRUCTURAL GAPS THAT DEMAND ACTION

The evidence gathered in this report identifies five persistent gaps that Europe must close before 2030:

1. **Accountability** – Most national frameworks lack enforceable mechanisms or sanctions for non-compliance.
2. **Resources** – NRCPs, equality bodies, and local authorities often operate without sufficient budgets.
3. **Data and monitoring** – Without disaggregated indicators, progress cannot be measured or compared.
4. **Local implementation** – Municipalities, where inclusion succeeds or fails, remain under-supported.
5. **Intersectionality** – Roma women, youth, LGBTQ+ persons, and migrants experience compounded exclusion, often invisible in national strategies.

A NEW POLITICAL IMPERATIVE FOR 2026–2030

The next phase of Roma policy must be implementation-driven and rights-based. It should connect Roma inclusion directly to the European Pillar of Social Rights, the EU Anti-Racism Action Plan, and the future EU Equality Framework (post-2030). Roma equality must be mainstreamed into Europe's recovery, green transition, and social investment agendas – not treated as a parallel track.

ERGO Network calls for the European Commission and Member States to:

- Establish **binding performance targets** linked to EU funds and Roma inclusion indicators;
- Require **public annual reporting** on NRSF implementation using the EU Portfolio of Indicators;
- Guarantee **core funding** for Roma NGOs to enable sustained advocacy and monitoring;
- Institutionalise **participatory governance** at all levels – national, regional, and EU;
- Embed **antigypsyism prevention** across education, policing, media, and public administration.

LOOKING AHEAD

The next reporting cycle in 2026 will be a decisive moment: Europe will either consolidate progress toward the 2030 objectives or risk another decade of symbolic inclusion. The ERGO Network and its partners remain committed to ensuring that Roma voices shape this future – not as beneficiaries, but as rights-holders, policy-makers, and equal European citizens.

To turn frameworks into justice, political will must meet community power. Roma equality is not a promise for tomorrow; it is a test of Europe's democracy today.

ANNEXES AND TABLES

ANNEX I. SURVEY FINDINGS BY OBJECTIVE

EU Roma Framework Objective	Key Findings (ERGO Network Survey 2025)	% of Respondents Reporting Progress
1. Fight and Prevent Antigypsyism and Discrimination	Recognition improving, but legal enforcement weak; Equality Bodies underfunded	13%
2. Reduce Poverty and Social Exclusion	Strong inclusion in strategies, weak implementation; reliance on EU funds	25%
3. Promote Participation, Empowerment, and Trust	Consultation exists but often symbolic; limited Roma decision power	35%
4. Equal Access to Quality Education	Persistent segregation; low pre-school and secondary completion rates	18%
5. Equal Access to Employment	Programmes widespread but unsustainable; large gender gap	27%
6. Equal Access to Healthcare and Social Services	Health mediators active in few countries; weak insurance coverage	28%
7. Equal Access to Housing and Essential Services	Little progress on desegregation; high rates of inadequate housing	19%

ANNEX II. COUNTRY HIGHLIGHTS SUMMARY

Country	Key Progress Areas	Main Challenges
Spain	Integrated social inclusion model (Acceder, PROA+, housing)	Regional disparities; limited desegregation tracking
Portugal	Local inclusion plans combining housing, education, and jobs	Sustainability of funding; data disaggregation
Finland	Institutionalised Roma representation; education access	Limited labour market inclusion
Croatia	Roma assistants and inclusion plans	Inconsistent local implementation
Romania	Expanded mediator networks; ESF+ projects	Forced evictions; fragmented funding
Bulgaria	Legal protection framework exists	Weak implementation; project dependency
Slovakia	Social enterprises; field assistants	Persistent segregation; poor data
Serbia	Local employment offices and health mediators	Limited housing progress; funding continuity
North Macedonia	Preschool access; integrated approach under IPA III	Poverty and infrastructure gaps
Albania	Registration and access to health care	Poor housing; low institutional coordination

ANNEX III. SELECTED EU PORTFOLIO OF INDICATORS – ROMA-SPECIFIC EXTRACT

Indicator Area	EU Roma Framework 2030 Target	Roma Status (FRA 2024)	Gap
At-risk-of-poverty or social exclusion (AROPE)	Reduce by half by 2030	80% Roma vs. 21.6% general population	58.4 p.p.
Early school leaving	Reduce by half	68% Roma vs. 9.6% general population	58.4 p.p.
Employment rate (20–64 years)	Narrow gap by 50%	43% Roma vs. 72% general population	29 p.p.
Health insurance coverage	Universal access	57% Roma vs. 91% general population	34 p.p.
Access to drinking water	100% coverage	73% Roma vs. 99% general population	26 p.p.
Segregated schooling	Eliminate by 2030	45% of Roma pupils in segregated schools	45 p.p.

ANNEX IV. METHODOLOGY AND RESPONDENT OVERVIEW

The ERGO Network Survey on the Implementation of National Roma Strategic Frameworks (2021–2025) was conducted between March–May 2025, covering EU Member States and Enlargement countries.

Respondents included:

- National Roma Contact Points (NRCPs)
- Roma and pro-Roma civil society organisations
- Equality Bodies and local authorities

In total, 68 responses were received:

- 45 from EU Member States
- 23 from Enlargement countries (Western Balkans and Turkey)

Data were complemented by desk research using:

- European Commission 2024 Report on Implementation (COM(2024)422)
- Council Recommendation (2021/C 93/01)
- EU Portfolio of Indicators (2024 update)
- FRA Roma Survey 2024
- Roma Civil Monitor and national NGO reports

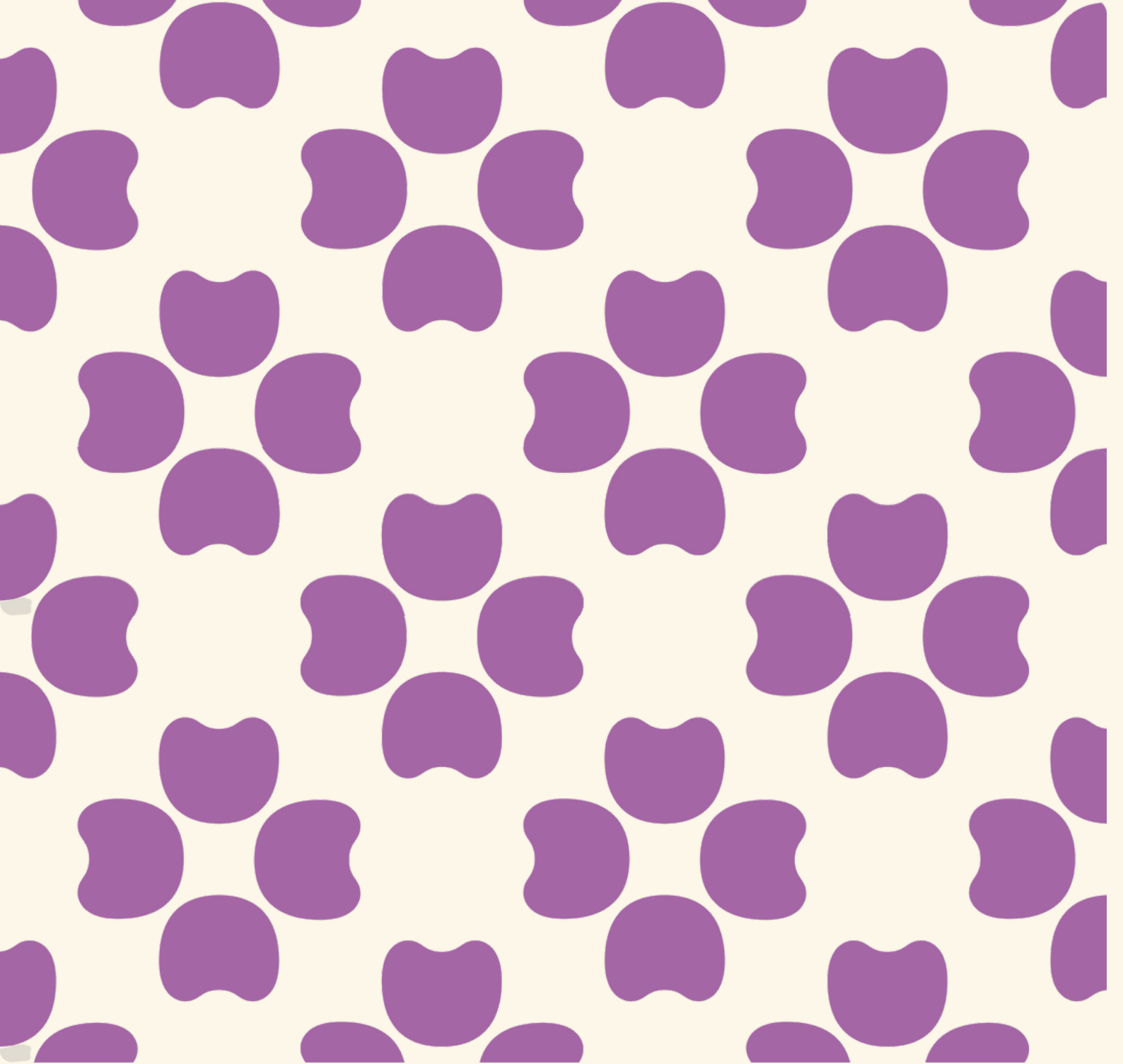
ANNEX IV. METHODOLOGY AND RESPONDENT OVERVIEW

Acronym	Meaning
AROPE	At Risk of Poverty or Social Exclusion
CR	Council Recommendation on Roma Equality, Inclusion and Participation
EC	European Commission
ERGO Network	European Roma Grassroots Organisations Network
ESF+	European Social Fund Plus
ERDF	European Regional Development Fund
FRA	European Union Agency for Fundamental Rights
IPA III	Instrument for Pre-Accession Assistance (2021–2027)
NRSF	National Roma Strategic Framework
NRCP	National Roma Contact Point
RCC	Regional Cooperation Council
RCM	Roma Civil Monitor

WOULD YOU LIKE TO KNOW MORE?

Scan the QR code to open the full data set,
which was used for this report.





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