

# Improving the tools for the social inclusion and non-discrimination of Roma in the EU

## Report



Social Europe



European Commission

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# Improving the tools for the social inclusion and non-discrimination of Roma in the EU Report

**European Commission**

Directorate-General for Employment, Social Affairs and Equal Opportunities  
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## Foreword



The European Union is based on fundamental rights and common values. This is why we simply cannot accept that a significant percentage of the 10 to 12 million Roma in the European Union, many of whom are EU citizens, are marginalised and live in very poor socio-economic conditions in several of our Member States.

The European Commission gave a clear commitment to improve the effectiveness of existing instruments and policies in our 2010 Communication on the social and economic integration of the Roma in Europe adopted on 7 April 2010. We have commissioned the European Roma Rights Centre to conduct, in cooperation with the Roma Education Fund, a comprehensive analysis of policies, programmes and projects for Roma in 18 Member States.

This is now the right time to present these findings as the situation of Roma is high up on the political agenda of the European Union and of the Member States. This report does offer a comprehensive analysis of what works and why. A sustainable solution for Roma calls for full cooperation by national governments, local authorities, other key players and of course Roma themselves.

I am convinced that this report will contribute to the dissemination of good practice among all stakeholders, including decision-makers working for the social inclusion of Roma.

A handwritten signature in black ink, which appears to be 'V. Reding'.

***Viviane Reding***

Vice-President of the European Commission  
Justice, Fundamental Rights and Citizenship



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# 1. Introduction

## 1.1. Aim and basis of the report

In its Conclusions on the Inclusion of the Roma of 8 June 2009, the Council of the European Union reiterated the EU's commitment to full inclusion of the Roma through implementing policies to defend fundamental rights, uphold gender equality, combat discrimination, poverty and social exclusion and ensure access to education, housing, health, employment, social services, justice, sports and culture.

The European Commission commissioned the European Roma Rights Centre (ERRC) and the Roma Education Fund (REF) to prepare a comparative study to consider measures addressing the situation of Roma and other ethnic groups known as or associated with Roma living in 18 EU Member States with sizeable Romani populations: **Austria, Belgium, Bulgaria, the Czech Republic, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden and the United Kingdom**. The aim of the study is to analyse successful activities that seek to improve the situation of Roma in these Member States in the thematic areas of **non-discrimination and equality policies, education, employment and training, health care services, housing and gender equality**.

The methodology for this study enabled a comprehensive review of Roma policies, financial support structures and projects carried out in the 18 Member States. The research, conducted by a team of researchers led by the ERRC, included an assessment of available literature from the previous ten years, coupled with targeted, in-depth interviews with key stakeholders. REF provided input on the methodology and peer reviewed the country research and this synthesis report. A draft of this report was discussed by 120 experts during a conference held in Budapest on 1 March 2010. The findings of these discussions were taken into account during the finalisation of this report.

This report should be read as a contribution to assist policy-makers to improve the development, implementation and evaluation of policies, programmes and projects for the social inclusion of Roma. It examines the range of

This report does not examine the social exclusion and discrimination of Romani communities in Europe, nor does it deal directly with “unsuccessful” practice. **It provides a compendium of practice concerning Roma inclusion and a road map of contributing success factors with a view to transferability of knowledge and practice.**

policies, programmes and projects and the types and levels of budgetary support in use among Member States in order to identify successful elements of Roma inclusion policy, financial programmes and projects, and the possibilities for transfer to other countries/regions. It formulates some lessons learned for more effective use of these instruments in the future.

There is no simple or guaranteed way of distinguishing good practice. Researchers in this study were guided in **the selection of the identified practices** using a combination of the following characteristics:

- First and foremost, they will be characterised by the active involvement of stakeholders, with particular emphasis on the meaningful contribution of Roma to decision-making;
- They are likely to achieve clear goals and well-identifiable targets, with results that are efficient and effective, tangible, well-defined and can be readily measured through evaluation and the availability of data;
- They are liable to be transferable to other locations, either within the same country or to other Member States;
- They will not be isolated, independent practices but rather will be closely related to current national policies and be coherent with their aims; and
- They should be in accordance with broader policies, especially the policy frameworks at European level and the objectives of the Decade of Roma Inclusion.

**None of the policies, programmes or projects referenced in this report constitutes a “perfect” practice.** The selected initiatives have been chosen because of specific elements identified by the research team as having contributed to their success and the furtherance of Roma inclusion.

## 1.2. Structure of the report

Chapter One provides an introduction to the aims and limitations of this study, and outlines the criteria used in the selection of practices contained in this study.

Chapter Two provides an overview of the wider political context, examining the experience of Roma in Central and South Eastern Europe during and after the periods of Communist rule and EU accession, contrasted with the situation of Roma in other countries in the study. Relevant EU and international legislative, policy and financial instruments are examined as a framework for policies, programmes and projects.

Chapter Three examines policies adopted to promote Roma inclusion, reflecting on the conditions that underlie those that have had favourable and sustainable impacts in achieving Roma inclusion goals.

Chapter Four discusses the range of EU, governmental and private funding options available and utilised in both targeted and mainstreamed initiatives and examines the interrelationship of policy, programmes and projects in good practice examples in the six thematic areas.

Chapter Five explores successful project models, looking at the various elements which contribute to the success of practices.

Chapter Six offers broad conclusions, reflecting on three concrete questions: *“What works?”*; *“Why does it succeed?”* and *“How can it be transferred?”* The main findings point to a mix of targeting and mainstreaming approaches, coupled with the crucial combination of political will, evidence-based policies, effective institutional structures, partnership with every level of stakeholder, sustainable funding with co-funding reflecting commitment and, not least, meaningful Roma participation.

## 1.3. Target group of the report

Romani communities are non-homogeneous and present different ethno-cultural, social and other characteristics. In this report, “Roma” is used to include “groups of people who share more or less similar cultural characteristics and a history of persistent

marginalisation in European societies, such as the Roma, Sinti, Travellers, Ashkali and Kalé, etc.”<sup>(1)</sup>

The movement and migration of Roma throughout Europe means that this study also deals with Roma living in the Member States having different types of status: EU citizens living in Member States other than their own, legal residents, refugees, asylum seekers, stateless persons, etc.

Where possible, this report includes reference to the particular group concerned with regard to specific policies, programmes and projects. Where no distinction is made, the use of the term Roma should not be taken to exclude members of these other groups. In this context the vast majority of initiatives discussed in this study are aimed at the poorest Romani communities with low socio-economic status but this can give a misleading impression that all Roma can be categorised in this way. The economic, social and cultural diversity of Roma should be accounted for in social inclusion measures.

## 1.4. Demographic and social conditions

The estimated population of Roma in Europe ranges between 10 and 12 million<sup>(2)</sup>. Apart from national censuses, in most EU countries the regular collection of statistical data disaggregated by ethnicity in areas relevant to social inclusion is lacking. There are some exceptions (e.g. UK and Ireland) where collection of such data is justified by the policies implemented and the need to eliminate racial and ethnic discrimination. Where disaggregated data about the situation of Roma is collected, there are legitimate doubts about its accuracy due to various difficulties (among them the fact that many Roma chose not to self-identify as such).

In the Council Conclusions on the Inclusion of the Roma, issued following the General Affairs Council (GAC) Meeting of 8 December 2008, the Council noted that, “although the Roma within the European Union and its neighbouring countries have the same rights and duties as the rest of the population, they in fact form a group that is disadvantaged in several respects and is particularly vulnerable to social exclusion, poverty and discrimination [...]”<sup>(3)</sup>

**Access to fundamental rights and level of social inclusion are deeply influenced by a number**

<sup>(1)</sup> European Commission (2008: 3, footnote 3).

<sup>(2)</sup> See: <http://ec.europa.eu/roma>.

<sup>(3)</sup> Council of the European Union (2008: §2).

**of factors, including racism and discrimination against Roma, civil status and access to personal documents, the general economic and political climate, recognition as a national minority, political participation and representation.**

Most Roma are sedentary while some Traveller groups in Western Europe continue to practice a nomadic lifestyle or are treated as a travelling population. As confirmed by a 2009 report of the Fundamental Rights Agency, **many Roma and Travellers live in substandard, segregated housing and accommodation.**<sup>(4)</sup> Many Travellers in Western Europe live in separate, often specially designed places (sites, camps, etc.), located at a distance from majority populations and usually built by local authorities. Throughout Central and South-eastern Europe many Roma live in isolated neighbourhoods near or outside the boundaries of cities, and a small part live among the majority population.

Several research studies, for example in Slovakia,<sup>(5)</sup> have found that **residential segregation has a negative effect on access to the labour market** for Roma, compounding their existing problems in finding work. Many have found work as low-paid labourers but often in the grey economy, unprotected by employment legislation. In recent years some Roma have tried to overcome the problem of unemployment and poverty by temporary labour migration to Western Europe.

**Segregation** has characterised the education of many Romani children since the 1950s. Discrimination and residential segregation have led to the segregation of Romani children in Roma-only standard schools and classes and in schools for children with mental disabilities.<sup>(6)</sup>

In recent years, recognition of the effects of **multiple forms of discrimination** on particular Romani groups such as women, children, the elderly, migrants, sexual minorities, the disabled, etc., has grown.

The differences in levels of economic development and living standards between Western European countries

and the Central and South Eastern European countries of this report are significant, with the latter falling at the lower end of the scale. The concentration of Roma in countries with lower per capita GDP has consequences for any approach to Roma issues. Research on the situation in Hungary suggests that Roma constitute some 6% of the population but represent one third of the population living in deep poverty.<sup>(7)</sup>

These differences in living standards have made the prospect of intra-EU mobility particularly attractive to many people in poorer countries, including some Roma. **The conditioning of the right to free movement and residence on formal employment or other means testing creates massive barriers to the exercise of these rights by Roma.**<sup>(8)</sup> The worldwide financial crisis and consequent recession have made employment precarious for those with the lowest skill levels, which is the case for most Roma, even in Western European countries that were previously welcoming of workers from other EU Member States.

Social tensions, exacerbated by the dire economic situation, have affected the situation of minorities throughout the EU, including Roma. In their recent statistical study, the Fundamental Rights Agency notes **extremely high levels of perceived discrimination against Roma** in select EU countries: on average every second Romani respondent was discriminated against at least once in the previous 12 months and one in five were victims of racially-motivated personal crimes at least once in the previous 12 months.<sup>(9)</sup>

Hostility towards Romani nationals and migrants, occasionally involving violence, is reported with alarming frequency in the EU. The presence of Romani migrants is increasingly considered a matter of “public order” and is frequently featured as a topic of concern in the media. **Widespread negative attitudes towards Roma, anti-Gypsyism and stigmatisation have been identified as important barriers to successful implementation of measures to improve Roma inclusion.**

<sup>(4)</sup> FRA 2009a.

<sup>(5)</sup> Vašečka 2000; World Bank et al. 2002.

<sup>(6)</sup> Winkler 2007.

<sup>(7)</sup> Emigh and Szelényi 2001.

<sup>(8)</sup> European Parliament and Council of the European Union (2004). For the particular difficulties of Roma in exercising free movement, see: FRA 2009b.

<sup>(9)</sup> FRA 2009c.



## 2. Political context

This chapter discusses the wider political context in which Roma inclusion measures operate and are influenced. It contrasts the largely similar historical experience of Roma in the former Communist-ruled countries in this study with the more varied conditions of Roma in the other Member States. The framework for current and future policies and programmes is then summarised, including EU legislative, policy and financial instruments. Related international initiatives on Roma are also listed.

### 2.1. The national context

Efforts by countries to improve the situation of their Roma often started long before they became EU Member States and these initiatives took place in very different political contexts.

The policies of Communist-ruled states of Central and South-east Europe aimed to transform their Romani and other citizens into productive workers. Many Roma were recruited into mainstream employment but they mostly remained unskilled workers with low educational levels. This made them highly vulnerable in the economic restructuring that followed the collapse of Communist regimes. A World Bank study recognised that the widespread poverty of Roma in the Central and South-eastern European region was almost entirely due to the loss of their former jobs in the Communist economy.<sup>(10)</sup> Assimilation campaigns during the Communist era contained, but did not eliminate anti-Romani discrimination. This emerged in more extreme forms after 1989 throughout the region as a consequence of political liberalisation.<sup>(11)</sup> Assimilation had meant denying the validity of Romani identity but many post-Communist governments soon recognised their Romani populations as national or ethnic minorities.<sup>(12)</sup>

Elsewhere, Spain established a Roma Development Programme in 1985, the year before it joined the European Community. Greece also adopted a comprehensive strategy on Roma in 2001. Another early initiative was the 1976 decision by the Finnish government instructing local authorities to provide Travellers with housing among other citizens. Shortly before, the UK government had taken a different approach to deal with growing tensions surrounding Travellers. A 1968 law required local authorities to set up caravan sites but this measure was enforced less thoroughly than in Finland. Steps to provide halting sites for Travelling communities were also taken in France, Belgium and Ireland.

The previous pattern of broadly similar policies towards Roma in Central and South-eastern Europe continued from the mid-1990s, mainly on account of the strong influence exerted by EU accession negotiations.<sup>(13)</sup> Another factor was that these states' experience during Communism and the subsequent transition period resulted in very similar problems. In contrast, initiatives in established Member States were more varied. This was partly due to the specific conditions of Roma in particular countries. But it was also because there was no external requirement, corresponding to the accession process, for action to be taken until the Lisbon Strategy of 2000 placed social inclusion high on the political agenda.

As a result of EU enlargement in 2004 and 2007, the majority of Roma EU citizens – an estimated 70% – now live in these new Member States. During the accession process the EU worked with these candidate countries to strengthen their legislative, policy and economic environments, with some attention to the vulnerable position of Roma. The level of activity to improve the situation of Roma in these countries mostly still surpasses that in the other Member States, although such action does not guarantee outcomes.

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<sup>(10)</sup> Ringold et al. (2003: 3, 35-37).

<sup>(11)</sup> Ringold et al. (2003: 35-37).

<sup>(12)</sup> These included Bulgaria, the Czech Republic, Hungary, Romania and Slovakia.

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<sup>(13)</sup> These were based on the Copenhagen criteria which included respect for minorities such as Roma.

The use of EU financial instruments at the pre-accession stage prepared the way for later use of post-entry Structural Funds in promoting Roma inclusion. Simultaneous to the EU accession process most of these countries adopted a more comprehensive policy approach to Roma inclusion and several programmes address a number of problem areas simultaneously. However evidence shows that these are not always implemented in a comprehensive way. A further significant difference is that these countries all participate in the Decade of Roma Inclusion (see section 2.4. of this report).

The situation of Roma living in Member States located outside the Central and South East European region is more diverse. However it is striking that in those countries where there are both settled Roma, including more recent immigrants, and those who continue to travel, it is the latter which attract more attention. However worthy the projects targeting them, these are probably disproportionate to the numbers of people pursuing this way of life. As a result not only is there a tendency for the presence, and problems, of the non-nomadic Romani population to be neglected but there also is the danger that the real needs of nomads, in a situation where traditional patterns are increasingly less viable, are not properly appreciated.

The marked gap in living standards between the EU Member States as a whole and those joining recently shows no sign of narrowing. This difference has made the idea of migration within the EU particularly attractive to many citizens of the new Member States, including Roma, and since enlargement there are fewer barriers to prevent such movement. However higher levels of unemployment are now found throughout the EU, resulting in jobs being harder to find for those with low skill levels,<sup>(14)</sup> which is the case with most Roma. In spite of these bleak prospects, Roma from the new accession countries continue to move to other EU Member States, because they feel that they are

treated better than at home, as a recent Fundamental Rights Agency report showed.<sup>(15)</sup> At the same time a 2009 report, published by the European Commission, revealed that ethnic minority and Romani women migrants are particularly vulnerable and at higher risk of exclusion in their new surroundings than indigenous women and minority men.<sup>(16)</sup>

## 2.2. EU legislative instruments

At the EU level, several important legislative developments in the last ten years have established a framework for greater protection against racism and racial discrimination for all EU citizens. These are:

- **Directive 2000/43/EC implementing the principle of equal treatment between persons irrespective of racial or ethnic origin (Racial Equality Directive).**<sup>(17)</sup> By the end of 2009 all EU Member States had transposed the Racial Equality Directive into their national legislation.<sup>(18)</sup>
- **Framework Decision on combating certain forms and expressions of racism and xenophobia.** This ruled that such behaviour must constitute an offence in all Member States and should be punishable by the penalty of up to three years imprisonment. The Decision was adopted in November 2008 and is applicable from July 2010.<sup>(19)</sup>
- **Charter of Fundamental Rights of the European Union of 7 December 2000.** It incorporates fundamental rights into European Union law and reaffirms the EU commitment to non-discrimination and equality. It became legally binding,<sup>(20)</sup> after the entry into force of the Lisbon treaty on 1 December 2009<sup>(21)</sup>.

<sup>(15)</sup> FRA (2009b).

<sup>(16)</sup> Corsi et al. 2009.

<sup>(17)</sup> Council of the European Union 2000.

<sup>(18)</sup> Transposition does not necessarily equate with adequate implementation. In 2007, the European Commission sent Formal Requests to 11 Member States for inadequate transposition of the Directive.

See: <http://ec.europa.eu/social/main.jsp?catId=613&langId=en>

<sup>(19)</sup> See: [http://europa.eu/legislation\\_summaries/justice\\_freedom\\_security/combating\\_discrimination/133178\\_en.htm](http://europa.eu/legislation_summaries/justice_freedom_security/combating_discrimination/133178_en.htm)

<sup>(20)</sup> See: [http://eur-lex.europa.eu/LexUriServ/site/en/oj/2007/c\\_303/c\\_30320071214en00010016.pdf](http://eur-lex.europa.eu/LexUriServ/site/en/oj/2007/c_303/c_30320071214en00010016.pdf)

<sup>(21)</sup> See: [http://europa.eu/lisbon\\_treaty/index\\_en.htm](http://europa.eu/lisbon_treaty/index_en.htm)

<sup>(14)</sup> See: [http://epp.eurostat.ec.europa.eu/statistics\\_explained/index.php/Unemployment\\_statistics](http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/Unemployment_statistics)

## 2.3. EU policy and financial instruments

At a **policy level**, the **Lisbon Strategy of 2000** and the **Social Agenda 2005-2010** aim at achieving sustainable economic growth and the harmonious operation of the single market, while respecting fundamental rights and promoting the social dimension of economic growth. The realisation of these objectives relies on a combination of instruments. These include **EU legislation**, implementing the **Open Method of Coordination on Social Inclusion (OMC)** and financial instruments such as the **European Social Fund**. Subsequently, in 2006, the Community Programme for Employment and Social Solidarity – **PROGRESS** – was adopted by the European Parliament and Council.<sup>(22)</sup> Particular attention is to be paid to the most vulnerable groups, those suffering from multiple discrimination and those at high risk of exclusion. Among these are ethnic minorities and clearly identifiable as some of the most marginalised groups are many Romani communities.

The main **financial instruments**<sup>(23)</sup> providing support for Roma are **European funds**:

- The **European Social Fund (ESF)** including the Community Initiative **EQUAL**. The current programming period foresees **Operational Programmes**, which can be used to support targeted initiatives. Over the period 2007-2013 the European Social Fund expects to distribute some 75 billion EUR.<sup>(24)</sup>

- The **European Regional Development Fund (ERDF)**. This aims to strengthen economic and social cohesion by correcting imbalances between EU regions and is particularly relevant for infrastructure and environmental projects for Roma.
- The **European Agricultural Fund for Rural Development (EAFRD)**. Although not a structural fund, this resource can improve the employment prospects of Roma living in underdeveloped rural areas.

The EU's current overarching strategy for Roma is described as "Mainstreaming Roma Inclusion in All Policies of the European Union." This approach is defined as "explicit but not exclusive" since "it does not separate Roma-focused interventions from broader policy initiatives." Some coordinating initiatives have been launched that link EU Member States with other countries. These include the European Network on Social Inclusion and Roma under the Structural Funds.<sup>(25)</sup>

Meanwhile the growing significance of the social inclusion of Romani populations had been reflected in a **progress report** by the Commission,<sup>(26)</sup> followed by two high-level EU conferences on Roma issues, **the 2008 and 2010 Roma Summits**.<sup>(27)</sup> This brought together representatives of EU institutions, Member State governments, national parliaments and civil society, as well as other European states participating in the Decade of Roma Inclusion.

<sup>(22)</sup> European Parliament and Council of the European Union 2006.

<sup>(23)</sup> For the kinds of practices supported through these instruments, see: <http://ec.europa.eu/social/main.jsp?catId=634&langId=en>

<sup>(24)</sup> European Commission 2006.

<sup>(25)</sup> This initiative brings together Bulgaria, the Czech Republic, Finland, Greece, Hungary, Italy, Portugal, Romania, Slovakia, Slovenia, Spain and Sweden from this study, as well as Poland.

See: <http://www.euromanet.eu/about/index.html>

<sup>(26)</sup> European Commission 2008.

<sup>(27)</sup> See: <http://ec.europa.eu/social/main.jsp?catId=88&langId=en&eventId=105>

The first meeting of the integrated **European Platform for Roma Inclusion**,<sup>(28)</sup> was held in 2009. It is an open and flexible mechanism organised by the Commission and the EU Presidency at the request of the Council, in which key actors – EU institutions, national governments, international organisations, NGOs and experts – can interact with a view to exchange experience and good practice. It aims at making the existing policy processes more coherent and prepares the ground for synergies.

The **ten Common Basic Principles for Roma Inclusion** were discussed in the Platform and were annexed to the Council conclusions of June 2009.<sup>(29)</sup> These Principles are non-binding guidelines for policy makers working at the European, national, regional and local levels.

The **ten Common Basic Principles for Roma Inclusion**, annexed to the Council Conclusions in June 2009, non-binding guidelines for policy makers in Europe – set the context for this study, which confirmed their relevance.

#### The Principles are:

1. Constructive, pragmatic and non-discriminatory policies;
2. explicit but not exclusive targeting;
3. inter-cultural approach;
4. aiming for the mainstream;
5. awareness of the gender dimension;
6. transfer of evidence-based policies;
7. use of Community instruments;
8. involvement of regional and local authorities;
9. involvement of civil society; and
10. active participation of the Roma.

## 2.4. Related international structures and actions on Roma

In addition to the EU initiatives outlined above, some international bodies have taken action to promote Roma inclusion and combat discrimination.

- The **Committee of Experts on Roma and Travellers (MG-S-ROM)**, established in 1995, was the first Council of Europe (CoE) body responsible for reviewing the situation of Roma and Travellers in Europe.<sup>(30)</sup> This committee analyses and evaluates the implementation of policies and practices of CoE Member States concerning Roma and Travellers, is a forum for the exchange of information and experience<sup>(31)</sup> and draws up policy guidelines and Recommendations. The CoE **Commissioner for Human Rights** also devotes significant attention to the situation of Roma through Viewpoints, Recommendations and Country Reports based on country visits<sup>(32)</sup>. The **European Roma and Travellers Forum (ERTF)** was created in July 2004 to institutionalise the voice of Roma and Travellers at the CoE level.

<sup>(28)</sup> See: <http://ec.europa.eu/social/main.jsp?catId=761&langId=en>

<sup>(29)</sup> Council of the European Union (2009 4-6).

<sup>(30)</sup> See: [http://www.coe.int/T/DG3/RomaTravellers/mgsrom\\_en.asp](http://www.coe.int/T/DG3/RomaTravellers/mgsrom_en.asp)

<sup>(31)</sup> See: [http://www.coe.int/T/DG3/RomaTravellers/Default\\_en.asp](http://www.coe.int/T/DG3/RomaTravellers/Default_en.asp)

<sup>(32)</sup> See: [http://www.coe.int/t/commissioner/Default\\_en.asp](http://www.coe.int/t/commissioner/Default_en.asp)

- **The Action Plan on improving the situation of Roma within the OSCE Area was adopted in 2003 by the OSCE and the 55 OSCE participating states.**<sup>(33)</sup> The 2008 **status report** on its implementation found that although progress had been made, this was often slowed by lack of political will at the national level, failures to carry out policies at the local level and insufficient funding to support large-scale programmes.<sup>(34)</sup> The OSCE **High Commissioner on National Minorities** issued two reports in 1993 and 2000 on the **Situation of Roma and Sinti in the OSCE Area**<sup>(35)</sup> as well as more recent statements, such as on Roma migration and freedom of movement.<sup>(36)</sup>
- At the **United Nations** level, treaty-monitoring bodies have paid attention to the human rights situation of Roma, issuing Concluding Comments with recommendations for reducing human rights violations and issuing decisions on individual complaints filed by Roma. The **Committee on the Elimination of Racial Discrimination (CERD)** issued a General Comment on Discrimination against Roma<sup>(37)</sup> and several Special Procedures have also focused on Roma issues.<sup>(38)</sup>
- The **Decade of Roma Inclusion (2005-2015)**, an international political initiative, involves 12 European governments that have pledged to improve the situation of the Roma.<sup>(39)</sup> Their National Action Plans are “intended to complement and reinforce – and not duplicate – national strategies for Roma that are in place in nearly all of the [participating] countries”<sup>(40)</sup> in the priority areas: education, employment, health and housing. The implementation of these plans is to be guided by an overarching focus on poverty, discrimination and gender mainstreaming. In this task, states were joined by inter-governmental and nongovernmental organisations, as well as Romani civil society.<sup>(41)</sup> With the exception of the Roma Education Fund (REF) and some administrative support, no additional funding has been provided by the sponsors.<sup>(42)</sup> Instead, members were to draw on Structural Funds, pre-accession funds like PHARE, national and other resources to support Decade initiatives.

<sup>(33)</sup> OSCE 2003.

<sup>(34)</sup> OSCE 2008.

<sup>(35)</sup> OSCE (formerly CSCE) 1993 and OSCE 2000.

<sup>(36)</sup> See: [http://www.osce.org/documents/hcnm/2009/11/41409\\_en.pdf](http://www.osce.org/documents/hcnm/2009/11/41409_en.pdf)

<sup>(37)</sup> UNHCHR 2000.

<sup>(38)</sup> Notably, the Special Rapporteur on the right to adequate housing as a component of the right to an adequate standard of living and on the right to non-discrimination in this context, and the Independent Expert on minority issues.

<sup>(39)</sup> The participants are the governments, intergovernmental and non-governmental organisations, including Romani civil society, from twelve countries: Albania, Bosnia and Herzegovina, Bulgaria, Croatia, the Czech Republic, Hungary, FYROM, Montenegro, Romania, Serbia, Slovakia and Spain. Slovenia and the European Commission are observers.

<sup>(40)</sup> Roma Education Fund (2004: 3).

<sup>(41)</sup> The World Bank, the Open Society Institute, the United Nations Development Program, the Council of Europe, Council of Europe Development Bank, the Contact Point for Roma and Sinti Issues of the Office for Democratic Institutions and Human Rights of the Organisation for Security and Co-operation in Europe, the European Roma Information Office and the European Roma Rights Centre were the original international partner organisations of the Decade, joined subsequently by UN-HABITAT, UNHCR and UNICEF.

<sup>(42)</sup> See: <http://romaeducationfund.hu>



## 3. Favourable policy conditions

This chapter examines the conditions required for successful evidence-based national policy making and implementation as concerns Roma inclusion. The achievement of positive policy results are realised through the fusion of all or most of the factors elaborated in this chapter: multi-sector and integrated approaches; explicit but not exclusive targeting is optimal overall, however, targeted policies, informed by data collection, are necessary to redress severe exclusion; strong coordinating bodies working across relevant ministries; effective links among national, regional and local levels of government; positive action in all policy implementation; effective participation of Romani women, men, youth, aged, disabled, sexual minorities, etc. Overall governmental commitment and demonstrations of political will to promote the inclusion of Roma set the stage for all factors elaborated in this chapter.

### 3.1. Multi-sector approaches to social inclusion

The disadvantages experienced by Roma in one field lay barriers for them to access rights and opportunities on equal grounds in many other fields. Research in several countries emphasised the need to overcome the prevailing fragmentation of social inclusion approaches targeting Roma.

#### 3.1.1. Comprehensive national strategies for Roma inclusion

The governments of several Member States have elaborated overarching national Roma inclusion strategies, firmly rooted in fundamental human rights such as education, employment, health care, housing, access to social assistance and others. Although the subsequent implementation of the strategies has been riddled by problems which have often undermined their impact, the elaboration of **comprehensive policy is an important precondition to address effectively the multiple exclusion factors experienced by Roma.**

#### Hungary: Housing and Social Integration Programme (HSIP)

Framed within Hungary's Decade of Roma Inclusion Action Plan, this programme aims to abolish residential segregation and to improve the social integration of Roma by improving housing conditions and addressing educational disparities while improving employment possibilities. Early results of the programme show mixed results. Financing has been made available on an annual basis, provided by the National Development Agency, the National Employment Foundation and the European Social Fund: in 2005, 2 615 000 EUR was allocated for housing projects in nine locations; in 2006, 1 942 000 EUR was allocated for housing projects in 11 locations (of which 404 000 EUR was provided for the education and employment components of the

projects); in 2007, 2 538 000 EUR was allocated for housing projects in nine locations (of which 1 154 000 EUR was provided for the education and employment components); in 2008, 1 846 000 EUR was allocated for housing projects in eight locations. In 2009, the call was delayed due to the economic crisis and in 2010 around 3 220 000 EUR was made available. The Roma Education Fund has also supported education projects in the same locations to complement ongoing activities. Several elements of this programme are noteworthy, including the training and employment by national authorities of project mentors which work directly with local authorities to provide technical and financial advice, to act as a bridge with the national authorities and to mediate between project partners (Roma and non-Roma) in cases of conflict, as well as with local

populations which may resist programming. A recent case study by the Fundamental Rights Agency shows that in some cases housing conditions were improved though segregation was not fully addressed; short-term employment solutions were offered during implementation, but the rate of facilitating longer-term work remains low; after school programming yielded some positive results, but school segregation remains an issue to be effectively countered; and cooperation between Roma and non-Roma in the management has been positive and led to the increased capacity of Romani organisations to subsequently develop projects and fundraise independently. Research during this study also revealed the main weaknesses of this programme: it is resource intensive, and project funding was postponed in 2009 due to the financial crisis

The advantages of this approach are that it provides policy makers with a general framework for multi-dimensional policy measures and **allows for long-term planning of holistic interventions and the financial resources needed for their implementation**, as well as for a coordinated approach within the state apparatus. Seven of the 18 countries included in this study have adopted national strategies for improving the situation of Roma.<sup>(43)</sup>

### 3.1.2. Complementary social inclusion measures

Although sporadic, attempts made by some Member States to implement **cross-sector measures have been assessed as yielding positive results** by various participants in national research. An example of interaction of policy interventions from Slovenia is the participation of unemployed Roma enrolled in Slovenia's public works programme in designing and/or building houses for Romani families in some local communities.<sup>(44)</sup> In Sweden, although there is no national policy framework in place, a number of projects and programmes on education and employment were implemented with a multi-sector perspective, seeking to define needs and assist the participants with social problems and health care issues (among themselves or within their extended family networks) in order to enable them to actively take part in the project or programme.

Though its implementation has been marred in various ways by local level opposition to Roma inclusion, the *Comprehensive Development Programme of Roma Settlements in Slovakia* presents a methodological model for the planning and coordination of various state interventions (material and professional assistance) in a given location.<sup>(45)</sup> It operates on the principle that **different types of interventions will complement each other and have synergistic effects** which improve the quality of life of Roma as well as the relationship between Roma and non-Roma.

<sup>(43)</sup> Bulgaria, Romania, Hungary, Slovakia, the Czech Republic, Slovenia and Spain. In Greece, the existing policy had lapsed and a new policy was under preparation at the time of research. The National Action Plans elaborated by the countries participating in the Decade of Roma Inclusion (of those covered by this study: Bulgaria, Czech Republic, Hungary, Romania, Slovakia and Spain), also provide a good model for a multi-sector approach focusing on four priority areas – education, employment, housing and health care, with non-discrimination and women's rights as horizontal priorities.

<sup>(44)</sup> This practice was first applied in the Romani settlement of Brezje near Novo mesto in the early 1990s. Under the project, 16 houses and a nursery school were built. A similar small-scale initiative called Roma for the Roma was implemented in the Metlika municipality in 2002–2003, resulting in the construction of a house for a Romani family with 13 children. See: [http://fra.europa.eu/fraWebsite/attachments/RAXEN-Roma%20Housing-Slovenia\\_en.pdf](http://fra.europa.eu/fraWebsite/attachments/RAXEN-Roma%20Housing-Slovenia_en.pdf)

<sup>(45)</sup> See: [http://romovia.vlada.gov.sk/data/att/3442\\_subor.doc](http://romovia.vlada.gov.sk/data/att/3442_subor.doc)

### 3.1.3. Measures tailored to the needs of particularly vulnerable groups within the Romani communities

Effective inclusion policies should address the diverse position of vulnerable groups within Romani communities which may experience multiple forms of discrimination and exclusion by including **specific measures for women, abandoned children, people with disabilities, HIV positive people, migrants, LGBT people, etc.** Research across the countries of this study identified very few examples of successful initiatives in this regard.

In Germany, authorities in Frankfurt established a special unit in the municipal public health department to provide a free-of-charge service to migrants and refugees, including those without legal status. The clients of the service are mainly reported to be Romani and special care is taken of women and children.

Certain practices targeting Roma in general were noted to have a particular impact on certain groups of vulnerable Roma. In Sweden, funding was allocated by the Swedish National Board for Youth Affairs to projects addressing gender equality among national minorities. In addition, the Equality Ombudsman recently focused on the situation for Romani women and multiple discrimination, placing advertisements in the Romani newspaper *Romani Glinda* encouraging Romani women to share their experiences of discrimination with the Ombudsman.

## 3.2. Effective coordination of policy implementation

Experience in most countries covered by this study indicates that the implementation of national policies has been hampered by coordination problems within the central governments, between various ministries and agencies and between central government and regional and local authorities. Institutional and managerial structures implementing Roma inclusion policies differ considerably among the countries of this study. At the central level of government, in rare instances governments have established structures with executive and coordinative functions nationally; vertical coordination between levels of government is rare.

### 3.2.1. National level

Where administrative arrangements targeted specifically or mainly at Roma are absent or minimal, generally a mainstream approach has been adopted at national

level, on the assumption that most of the needs of this population can be met, in principle at least, through the provision of standard services. However, sometimes Roma are grouped with others seen to be in need of special consideration and assistance, such as ethnic and linguistic minorities. Broadly, this is the case for five countries in this study: Belgium, Italy, Portugal, Sweden and the UK, although there are also initiatives at the municipal level or initiated by NGOs.

Ten countries of this study **use a mix of targeted and wider programmes supervised by special administrative units.**<sup>(46)</sup> These countries pursue Roma inclusion policies within the framework of national plans. All of these countries<sup>(47)</sup> have roughly corresponding structures of an inter-ministerial committee or a dedicated coordinating office, with primary responsibility falling on a minister who also bears another portfolio<sup>(48)</sup> or, in the case of Bulgaria and Slovakia, a Deputy Prime Minister. These bodies are charged with co-ordinating and monitoring activities and are often supported by a dedicated technical unit.

The most comprehensive administrative structure exists in Spain, where coordination is managed by the Ministry of Health and Social Policy. A central administrative unit (the Roma Development Programme Service Unit) was established to provide financial, technical and other assistance. Further coordination was carried out by three commissions tasked with monitoring, harmonising ministerial activities and ensuring cooperation between the government and NGOs. Although a substantial central administrative unit was set up at the outset, its powers are limited by regional autonomy. Regions propose projects, which are vetted for eligibility by the coordinating ministry, submitted for joint national and regional approval and implemented by the regions if approved.<sup>(49)</sup>

### 3.2.2. Vertical coordination among levels of government

A common problem noted during the national-level research is that national strategies do not translate into action plans tailored to local needs, while decentralised funding of Roma policies results in reduction of local budgetary allocations or discontinued

funding of certain practices. It often means turning responsibility for the implementation of Roma inclusion projects and programmes over to municipal or local authorities or disbursing funds to (non-Roma) NGOs or to specialised organisations. Various central government initiatives focusing on Roma were decentralised and responsibilities transferred to local governments. As a result, reports emerged from a number of countries about irregular patterns of Roma-specific measures across the country dependant on the will and financial resources of particular local authorities. A combination of scarce local resources, local resistance nurtured by anti-Gypsyism and a lack of rigorous intervention on the part of central governments may condition non-implementation of measures included in the national strategies.

One positive approach to addressing these problems is found within the Hungarian government's *Housing and Social Integration Programme* (HSIP, see text box in section 3.1.1.), where one element contributing to the success of local projects is **cooperation between the national and local level of administration in programme implementation through a mentoring system.** The Ministry of Social Affairs and Labour assigns an expert, centrally trained, to each local project to assist in design and implementation, communicate with the Ministry and attempt to reduce local conflicts. Some difficulties have stemmed from the wide range of interventions required (social, technical, financial and legal) and the lack of training to address each area properly. However, as a relatively new mechanism the mentoring programme has been moderately successful at coordinating the flow of information between national and local levels, and in the provision of professional input and conflict management.

## 3.3. Sustainable social inclusion policies

A recurrent concern across many countries of research is that Roma inclusion measures overwhelmingly rely on separate projects rather than consistent implementation of long-term strategic plans. As a result a number of good practices were discontinued when projects ended and the expected impact on Roma inclusion was not achieved. Once Member States have elaborated comprehensive national strategies and corresponding action plans, adequate and sustainable provision of resources is required to ensure Roma inclusion. **Reliable, ongoing multi-annual budgets in particular are essential for the sustainability of policy-based Roma inclusion initiatives.**

<sup>(46)</sup> Bulgaria, the Czech Republic, Finland, Greece, Hungary, Ireland, Romania, Slovakia, Slovenia and Spain.

<sup>(47)</sup> Ireland fits least comfortably into this generalised pattern but the equivalent to the inter-ministerial committee is the High Level Officials Group, comprising senior civil and public servants across a range of government departments and statutory agencies.

<sup>(48)</sup> Most commonly a portfolio involving social affairs is regarded as suitable (e.g. Finland, Hungary and Spain) but in the Czech Republic this is Minister for Human Rights and National Minorities and in Greece the Deputy Minister of the Interior, Public Administration and Decentralisation.

<sup>(49)</sup> Ringold et al.2003.

The inclusion of marginalised Romani communities as a horizontal priority in the National Strategic Reference Framework of Slovakia for the EU Structural Funds Programming Period 2007–13, complemented by earmarked funds for the Framework's implementation, is an effort by the government to ensure the long-term operation of Roma inclusion programmes.<sup>(50)</sup> This is meant to strengthen co-operation and co-ordination between individual operational programmes and their managing authorities. It also creates an opportunity to increase the efficiency of utilising EU Structural Funds to solve the problems of Roma. Municipalities must put a long-term comprehensive local strategy in place, combining at least three activity areas to foster local socio-economic development and promote the social inclusion of marginalised Romani communities. However, this Framework thus far appears to be declaratory only; as of 2010, halfway through the Operational Plan's implementation period, none of the 200 000 000 EUR allocated has been released.<sup>(51)</sup> Given recurring local opposition in Slovakia to programmes and projects perceived to benefit Roma, considerable local outreach will be required in order to achieve any change.

In several countries, the **sustainability of good practices piloted by NGOs has been made more likely where governments incorporated these practices into the policy framework:**

- Health mediators: In Romania, health mediators for Romani communities were started by Romani Criss in 1993.<sup>(52)</sup> The national government took up this initiative, expanding its scope on a national basis and funding it from the central budget.<sup>(53)</sup>
- Teaching assistants: Piloted by NGOs in the Czech Republic and Slovakia, such as the Czech School Wide-Open Foundation, the position of assistant teacher was introduced in national law, providing an option for schools to request funding for appointment of assistant teachers.<sup>(54)</sup>
- Desegregation: In Bulgaria, Drom and others piloted school desegregation initiatives which gave rise to the government's formulation of a policy goal of integrating Romani children and students in ethnically mixed classrooms in kindergartens and schools outside Romani neighbourhoods.<sup>(55)</sup> School desegregation is also now supported from the state budget and the European Social Fund.

### 3.4. Targeting and mainstreaming

Discussions about Roma policy oscillate between targeting and mainstreaming as mutually exclusive alternatives, regardless of the legislative environment. In fact, **Roma inclusion concerns are multi-dimensional and best approached from the perspective of both targeted and mainstreamed policy provision.** The Common Basic Principles for Roma Inclusion recognise this, calling for both "Aiming for the Mainstream" (principle 4) and "Explicit but Not Exclusive Targeting" (principle 2) (see point 2.3.).

**The majority of the target countries in this study pursue an approach that is not based on an explicit Roma policy, but *de facto* treats Roma as a particular target group within general policy areas.** Roma are often also explicitly addressed in these countries as regards cultural policies and programmes. However, in the countries of this study with the largest Romani populations a targeted policy approach is the norm.

One positive initiative which bridges "targeted and mainstreamed" approaches is that of the United Kingdom's Traveller Education Support Services (TESS). Operating under the general education policy framework and supported through mainstream education budgets, TESS is a targeted service operating within local authorities across the country to work with schools, governing bodies and other agencies to promote educational approaches which are positively inclusive of Traveller experiences and lifestyle. TESS also works with Romani migrants. The service has built up over time and has managed to gain status and build a positive image.

Elsewhere, efforts in Belgium, France and the UK to move from targeted projects to provide stopping places and campsites for Travellers to official recognition of their dwelling places (caravans and camp sites) as a legal form of housing may also be considered mainstreaming. In this way the accommodation and housing needs of Travellers can be integrated into

<sup>(50)</sup> See: <http://romovia.vlada.gov.sk/16710/horizontalna-priorita-marginalizovane-romske-komunity-%E2%80%93-hp-mrk.php>

<sup>(51)</sup> The deadline for the submission of Local Strategies of Complex Approach which are required as a component of any project applications was 5 February 2010. See: <http://romovia.vlada.gov.sk/12915/vyzvyna-predkladanie-ziadosti.php>

<sup>(52)</sup> See: <http://www.anr.gov.ro/docs/programe/Roma%20in/Document%207-%20Health%20Mediators%20Programme%20in%20Romania.pdf>

<sup>(53)</sup> However, the reform of the health care system has led to the transfer of responsibility, including financial, for the health mediators to the local authorities in July 2009. The negative effects of decentralisation can be seen in rural areas, where these authorities do not have sufficient financial resources and thus they are forced to prioritise policy measures and costs. This, combined with high levels of intolerance against Roma, means that pro-Roma measures are likely to end up without funding.

<sup>(54)</sup> See: [http://www.coe.int/t/dg4/education/roma/Source/Mediators\\_Analyse\\_EN.pdf](http://www.coe.int/t/dg4/education/roma/Source/Mediators_Analyse_EN.pdf)

<sup>(55)</sup> See: <http://drom-vidin.org/en/desegregation.html>

mainstream residential plans and assessed routinely as with other people. In the UK, the 2004 Housing Act required assessments of the accommodation needs of Gypsies and Travellers. This regularisation also allows more official flexibility at a time when semi-nomadic Roma and Travellers increasingly seek a more permanent base or even to move into standard housing.

Another positive example of mainstreaming the needs of Roma in general policies is provided from Finland where allocation of housing is mainstreamed and housing is generally allocated first to those in most urgent need of housing. The housing needs of Roma have not been ignored within the housing system. The authorities have issued guidelines to municipal housing officers on Roma and housing, including consideration of Roma culture when allocating housing, which has led to positive developments.

### 3.5. Positive action and other comprehensive measures to promote non-discrimination and equality

A number of Roma inclusion practices have not achieved the desired impact due to lack of attention to the lasting effects of discrimination and anti-Gypsyism. Promoting non-discrimination and equality of opportunity for Roma was seen in the national research as paramount. **An effective equality policy goes beyond the prohibition and punishment of discrimination and involves proactive government interventions to promote equality.** The EU Racial Equality Directive encourages Member States to take positive action to eliminate discrimination.

#### 3.5.1. Positive action to promote equality

In numerous countries of this study, governments have undertaken positive action measures to promote equality of Roma, Travellers and Sinti. An example of an overarching policy to promote racial equality is provided by the amendments to the anti-discrimination legislation of the United Kingdom and Northern Ireland from 2001 and 1998, which impose a **positive duty on public**

#### **authorities to promote racial equality and good relations between persons of different racial groups.**<sup>(56)</sup>

Specialised equality bodies are given explicit powers to implement this legislation. The aim of the positive duty is to make racial equality an integral part of the way public organisations work, by placing it at the centre of policy and decision making, service delivery, employment regulation and enforcement. As a consequence, the UK Government (and devolved administrations) increasingly recognise the need to tailor service provision to meet the specific needs of Gypsies and Travellers. The establishment of the local Traveller Education Support Services (TESS) can be seen as a positive action measure within this framework to achieve equal access to education and equal educational outcomes for Traveller and Romani children.

In Hungary, in line with anti-discrimination law and policy priorities, the government **made non-discrimination and equality planning a pre-condition to accessing financial support** from the *Equal Opportunity Development Funding* of the Ministry of Social Affairs and Labour, the Ministry of Education and the National Development Agency for education and housing and infrastructure projects. While it is expected that Roma will be the primary beneficiaries of this initiative, they are not exclusively targeted. As a result, municipal projects developed in cooperation between local authorities, experts trained and assigned by the national government to assist in project development, local educational authorities and other stakeholders must include anti-discrimination measures based on situation analysis, data collection, consultation and effective project planning as a precondition for the award of EU Structural Funds.<sup>(57)</sup>

In 1995 in Ireland a government task force report on the Travelling community identified the accommodation problems experienced by Travellers and recommended the provision of 3100 units of Traveller accommodation by the year 2000. The Housing (Traveller Accommodation) Act 1998 places a **positive duty on local authorities to adopt and deliver** Local Traveller Accommodation Programmes (LTAP), which must be renewed every five years, and to establish Local Traveller Accommodation Consultative Committees (LTACC) with minimum 25% Traveller participation to monitor and provide advice on the implementation of LTAPs at a local authority level. However, the absence of corresponding sanctions on local authorities who fail to meet targets enables significant under-achievement at the implementation stage.<sup>(58)</sup>

<sup>(56)</sup> See: [http://www.equalityhumanrights.com/uploaded\\_files/PSD/3\\_the\\_duty\\_to\\_promote\\_race\\_equality.pdf](http://www.equalityhumanrights.com/uploaded_files/PSD/3_the_duty_to_promote_race_equality.pdf)

<sup>(57)</sup> See: <http://www.nfu.hu/introduction>. Implementation began in 2008, with some 250 projects supported, though the impact of this positive approach to the allocation of funding is not possible to evaluate in such a short time.

<sup>(58)</sup> NCCRI Synergy Project 2006.

#### 3.5.2. Other measures to promote non-discrimination and equality

With particular relevance to Roma is the decision of some Member States (Bulgaria, Hungary) to **include segregation in the list of prohibited forms of discrimination in their anti-discrimination laws.**<sup>(59)</sup> As a result, eliminating segregation of Roma in education (and in Hungary, also housing) has been formulated as a national policy goal in both states and funding to eliminate segregation has been provided by the state budget and the EU Structural Funds (further discussion of these actions and their shortcomings can be found in Chapters 4 and 5 of this report).

Country research revealed a wide range of law and policy measures to promote non-discrimination and equality. In some instances, successful measures were identified which **amended national law to make it congruent with Roma integration policies and objectives.** For example, in Flanders, a region of Belgium, caravans were legally recognised as a form of housing. The legal recognition of caravans as a form of housing is a key measure that legally remedies previous discrimination. It provides the Ministry responsible for housing within the Flemish government with a framework for developing measures to improve short and long-term conditions for residence in caravans. It also clarifies that improving the situation of those who live in caravans falls within the remit of social housing organisations.

Some national institutions have initiated successful awareness-raising campaigns to counter anti-Romani attitudes and studies to evaluate the forms and impact of discrimination on Roma:

- In Finland and Sweden, several initiatives with national scope, funded by the ESF Equal grants in the period 2004–2007, focused on preventing racism and discrimination against Roma and other marginalised groups by developing methods to remove discrimination and exclusion of Roma and influence attitudes, approaches and values in both the majority society and among Roma through media and other methods of outreach.
- The national equality body in Finland targeted municipalities and their rental housing corporations for anti-discrimination training. As a result, some municipal housing corporations focused particular attention on Roma and tackled housing problems together with Roma representatives.

<sup>(59)</sup> In Bulgaria, the Protection against Discrimination Act, available at: [http://kzd-nondiscrimination.com/start/index.php?option=com\\_content&task=view&id=15&Itemid=30](http://kzd-nondiscrimination.com/start/index.php?option=com_content&task=view&id=15&Itemid=30). In Hungary, the Act CXXV of 2003 on Equal Treatment and Promotion of Equal Opportunities, available at: <http://www.egyenlobanasmod.hu/data/SZMM094B.pdf>

### 3.6. Roma participation

The inadequacy of Roma participation in public affairs underscores problems in the democratic process, historic discrimination in education and employment and recruitment procedures. **Effective participation of Roma in public affairs in general as well as in the design and implementation of policies on Roma inclusion, is a core principle,** acknowledged by the EU and the Member States. Romani organisations engaged in human rights monitoring should be supported, and overarching attention should be paid to the proportionate representation of all segments of the Romani community, with particular regard to gender, age, and sexual orientation in all sectors.

#### 3.6.1. Political participation

Political representation of Roma is varied in the countries covered by this study. In Western Europe Roma are not present as political figures, with only a few exceptions. In Central and South-eastern Europe, Roma representatives can be found at the local, regional and national level, either in independent Roma parties or as members of mainstream, national political parties and as members of parliament. Nevertheless, the level of Roma political representation in each country still falls far short of their relative share of the population. Romani political parties in the countries which recently joined the EU have met little success and such parties have never been part of the political landscape in the EU states. Roma who seek to enter politics must do so through the mainstream parties. The only formula which has assured political representation is that of seats specifically assigned to Roma. This is the constitutional principle in one national parliament (Romania) where a Romani deputy holds one of the seats attributed to national minorities. In another country, Slovenia, it is also the rule, though not regularly enforced, that municipalities with a Romani presence have a Romani municipal councillor.<sup>(60)</sup> Political mobilisation, perhaps along the lines of voter registration campaigns, is required if Roma are to acquire political visibility leading to representation, at least in some proportion to their numbers. This would go some way to meeting the goal of the 10<sup>th</sup> Common Basic Principle on Roma Inclusion which expresses support for the full participation of Roma in public life as well as for the stimulation of their active citizenship.

<sup>(60)</sup> Law on Local Self-Government, as amended in 2002, Article 39.

### 3.6.2. Consultative mechanisms

As a result of this low level of political representation, Roma play only a consultative role in determining policy that affects them, while the actual decision-making takes place elsewhere. Roma are consulted in the design of policies and programmes through various formal and ad hoc mechanisms, from all-Roma advisory councils to joint committees within ministries and working groups. For example:

- In Ireland, the National Traveller Accommodation Consultative Committee (NTACC) is a statutory body mandated to monitor the preparation, adequacy and implementation of local accommodation programmes and to advise the Minister responsible for accommodation concerning Traveller accommodation. The NTACC consists of 12 members, at least three of which must be from national Traveller organisations. Local authorities must establish Local Traveller Accommodation Consultative Committees (LTACC), with a minimum of 25% Traveller participation.
- In Austria, the *Roma Advisory Council* provides for the participation of Roma in the development of minority policies and provision of recommendations for the allocation of relevant government funding. The Federal Chancellery appoints the Council which consists of eight members, half of whom are nominated by Roma associations, for a period of four years.<sup>(61)</sup> In some countries, like Finland, these mechanisms have been reproduced at regional/provincial or local levels and included Roma who are not ordinarily active in NGOs, including youth.

Many of these consultative bodies experience problems of mandate, modes of procedure, frequency of meetings, access to official documentation and distribution of functions. The representation and selection of members, particularly Romani members, is rarely transparent, and many criticise the lack of impact of their input on policy development and implementation. **The input of consultative bodies should be reflected in policy and genuinely inclusive consultation processes should involve**

**a broad circle of Roma representatives, including from the grassroots level and with due regard to gender balance.**

### 3.6.3. Civic participation and the NGO sector

The role of the Romani NGO sector is significant in promoting policy and programming for the social inclusion of Roma. In many countries the NGO sector has often been identified as the driving force of transferability of Roma inclusion projects.

**Human rights monitoring and legal advocacy by Romani and Traveller organisations**, for example Romani Criss in Romania and the Irish Traveller Movement in Ireland, have provided credible information on government implementation of existing law and policy. This work has also **formed the basis of advocacy campaigns for new policy development** and promoted social change through strategic litigation.

In several countries, **the work of some Romani organisations demonstrated in small-scale projects and pilot programmes coupled with strong advocacy programmes has proven an effective policy driver.** Various programmes were later mainstreamed and implemented within a national policy context (for example the teaching assistant programme in the Czech Republic and the health mediators in Romania).

The research also revealed that **some Romani organisations are able to work directly and effectively with local authorities in the implementation of programmes and projects promoting Roma inclusion.** For example, in Germany, Romani organisations have established formal partnership agreements with local authorities to work together towards implementing international human rights law commitments. In Rome, Italy, three NGOs provide expertise and support for the implementation of a municipal project on the schooling of Romani children and youth. In Staffanstorp, Sweden, two NGOs work with local authorities on a parent education programme for Romani families.

<sup>(61)</sup> Currently, the three members represent associations dealing mainly with autochthonous groups (Kulturverein Österreichischer Roma, Verein Roma, Roma Service) while the representative from Romano Centro is also representing issues and concerns of Romani migrants. Among the Romani organisations there is a gender balance. The Advisory Council was set up in 1995.

### 3.7. Data collection

Research in most countries of this study found the absence of accurate or any data about Romani communities to be one of the obstacles to the development, implementation, assessment and transferability of evidence-based policies whose impact can be effectively evaluated. **Initiatives to gather data relevant to the implementation of equal opportunity measures for Roma communities in some countries have been assessed positively during research, notably due to the positive use of the data gathered.**

Data collection about marginalised Roma communities in 2004 in Slovakia, for example, served as a basis for the elaboration of local development plans and local strategies by regional and local administrations as well as to identify communities for targeted investment of resources from the EU Structural Funds.

In addition to providing more information about Roma living in Slovakia, the results of the mapping conducted made a more targeted spending of public funds on activities aimed at Romani communities possible, as well as identifying of communities that had a pressing need for assistance from the state or from NGOs.

In the field of health care, often noted in national research as an underdeveloped area of policy intervention, a three-year research project launched by the Spanish Ministry of Health and implemented by Romani nongovernmental organisations and university research teams resulted in the collection of a body of data that maps out the health situation of Roma in Spain. The data allowed for analysis of the health status of Roma in Spain in comparison to national health indicators which informed specific measures to address health inequalities of Roma.<sup>(62)</sup>

#### Ireland and Slovakia: Data Collection

Atlas of Roma Communities: Sociographic Mapping of Roma Settlements in Slovakia was an initiative implemented by the Office of the Government's Plenipotentiary for Roma Communities (OPGRC) between September 2003 and June 2004 in Slovak settlements whose populations self-identified or were perceived to be Romani. This was a public initiative undertaken with government and NGO cooperation to gather complex data about the living conditions and general situation of Roma living in scattered communities, their needs and the authorities' approach. Collecting and evaluating sociographic data on Romani communities was an important step in enabling the preparation of better and more specific policies toward poor localities in Slovakia. Mapping was also the starting point for the preparation of funding models for Structural Funds. The project was conducted

on the basis of a contract between the Slovak Governmental Office and SPACE and was funded by the OPGRC, Canadian International Development Agency and the World Bank.

In Ireland, the Our Geels-All Ireland Travellers Health Study was launched in July 2007 and will be completed in the summer of 2010. It will be the first study of the health status of Travellers that involves all Travellers living in Ireland and Northern Ireland. It includes a mapping of the Traveller population and an examination of their health status to assess the impact of the health services currently being provided and to identify the factors which influence morbidity, mortality and health status. Furthermore, it will include a comparison with other national health surveys of the general population, children's surveys and international research concerning minority groups. It was funded by the Department of Health and Children in conjunction with the Department of Health, Social Serv-

ices and Public Safety in Northern Ireland who have allocated funding of 1 394 887 EUR for 2007 – 2010.

These projects are considered successful because they address the long-standing need for data collection about Romani communities and provide a transferable model for any country. Data from the Slovak survey are derived from groups of people requiring any type of state social intervention; it is not a report that focuses only on ethnic Roma. The active participation of Travellers in the research process for the All Ireland Traveller Health Study ensures that relevant detailed information will be available for service planners and providers in the future. The use of Traveller women in the peer led research process ensures optimal sample recruitment, garnering of information and participation in research. The effectiveness appears to rely on a process of cooperation, participation, consultation, political will and adequate resources being made available.

<sup>(62)</sup> Towards Health Equality, available at: <http://www.msc.es/profesionales/saludPublica/prevPromocion/promocion/desigualdadSalud/jornadaEquidadSalud.htm>

## 3.8. Conclusions about successful policy conditions

Effective policy is conditioned by a set of factors relating to the design and contents of targeted policies and programmes, their relation to general policies and laws in each country, as well as the implementation and funding mechanisms:

1. Strong political will to improve the situation of Roma is paramount to successful policy in this area;
2. integrated multi-sector policy approaches are necessary to address the multiple exclusion factors of Roma;
3. targeted policies are required to address severe exclusion, and the mainstreaming of Roma within wider policy areas through explicit rather than exclusive targeting is optimal;
4. effective coordination bodies working across relevant ministries are necessary for successful integrated policy approaches;
5. mechanisms to strengthen linkages between national, regional and local governments must be established and measures to reduce resistance to Roma inclusion actions strengthened;
6. legal duties to undertake measures, including positive action, strengthen efforts to implement policy;
7. effective participation and consultation of Roma in the design and implementation of policies on Roma inclusion should be improved; and
8. disaggregated data collection can help to strengthen some policy development and enables effective monitoring, documentation of policy outcomes, evaluation and transferability of successful practice.



## 4. Successful funding programmes

This chapter examines the variety of options used in funding Roma programmes and projects and tries to identify key overarching factors in successful examples, particularly in relation to their sustainability and transferability. Success factors include: multiple sources of funding; targeted and mainstreamed approaches; conditionality of funding; local support; political will; a mix of short, medium and long-term programming; access to funding, particularly for Romani and other NGOs and local authorities; evaluation and dissemination of results.

### 4.1. Sources of funding

A review of the countries in this study reveals a wide range of funding sources; multiple funding sources are common. These sources include:

- Governmental budgetary sources – national, regional, municipal/local;
- EU financial support – Pre-accession Assistance, Structural Funds, other instruments; and
- voluntary donors – international, national, local.

#### National funding

**The majority of selected cases of good practice included some element of national funding, which is often substantial.** The social inclusion of Roma is primarily the responsibility of the state and so this type of financial contribution is entirely appropriate.

While states have varying degrees of decentralisation, there is a widespread trend towards devolution of administrative structures and competences. Consequently, nationally provided funding is often delivered at regional or local level rather than from the central level.<sup>(63)</sup> **Devolved provision can be seen as a positive opportunity for greater involvement**

**and ownership of projects at local level**, where they must ultimately be implemented. However, it can also lead to gaps in provision.

**Much financial support for Roma is specifically targeted but some is included in general funding.** Non-targeted resources can represent progress toward mainstreaming Roma inclusion. However, research in the Member States indicates that **it is difficult to monitor whether mainstreamed support, unless earmarked, is reaching the intended beneficiaries in the absence of ethnically disaggregated data.**

#### EU funding programmes

EU funding programmes have been used as **both seed money to support pilot projects and to assist the scaling up of measures and policy implementation nationally.** In all cases they can be seen as temporary support to help national governments and other public authorities to make a decisive impact on the inclusion of Roma. EU financial support is designed to be replaced by national or other funding and is consequently of limited duration, often for a maximum of 12–24 months.

For candidate countries by far the most common form of EU assistance, during and even after the period of accession negotiations, was through the PHARE programme.<sup>(64)</sup> In PHARE projects EU financial support was accompanied by national funding with the intention of laying a foundation for sustainability: “Under PHARE more than €100 million has been spent since 1998, targeting primarily education, infrastructure and other fundamental challenges for Roma communities.”<sup>(65)</sup> Other EU funding sources were also available at this time, although relatively insignificant in comparison.<sup>(66)</sup>

Roma issues are mainstreamed within all EU activities and so all Member States are able to draw on a range of financial mechanisms. **European Structural Funds are the main source of EU support for Roma projects.**<sup>(67)</sup>

<sup>(63)</sup> Also certain taxes are levied at regional and local level.

<sup>(64)</sup> This instrument was the principal means of helping Central and South Eastern European countries adapt their institutions and administrative structures to EU norms (the *acquis communautaire*). Roma support formed only a tiny fraction of total PHARE expenditure. This programme is now consolidated with other forms of aid into the Instrument of Pre-accession Assistance (IPA).

<sup>(65)</sup> European Commission (2008: 49, §10.3)

<sup>(66)</sup> States acceding in 2004 were able to draw on the EU's Transition Facility for the period 2004-2006. See: [http://ec.europa.eu/enlargement/how-does-it-work/financial-assistance/transition\\_facility\\_en.htm](http://ec.europa.eu/enlargement/how-does-it-work/financial-assistance/transition_facility_en.htm)

<sup>(67)</sup> See: <http://ec.europa.eu/social/main.jsp?catId=634&langId=en>

The European Social Fund (ESF) is by far the most significant contributor, including EQUAL and Operational Programmes for Human Resources Development; also important are the European Regional Development Fund (ERDF), PROGRESS and other European Commission activities and related funding mechanisms.<sup>(68)</sup>

The former candidate countries' experience of receiving EU funding assistance has had a lasting influence and **the newer Member States are now more likely to draw on these resources to support Roma inclusion.**<sup>(69)</sup> In several examples, as in a Bulgarian employment project described below, PHARE funding supported a pilot scheme which later became an expanded programme drawing on Structural Funds. This offers some explanation as to why some states make more use of EU support for their Roma initiatives. Bulgarian and Hungarian research found that most governmental policies and programmes for Roma drew on EU resources, whereas such funding has been largely insignificant for Traveller-related policies in the UK, Belgium and France.

### Donor funding

Donors, including foreign governments, international and national NGOs, enterprises and charities, have an important role.<sup>(70)</sup> Such bodies can simply supply financial aid but frequently also take an active part in projects. Since the scope of their activities

is wide-ranging, directed at every relevant area, it is difficult to generalise about appropriate areas for donor interventions.<sup>(71)</sup> An important characteristic of **donor funding** is that **it tends to be more flexible and accessible to civil society** than EU funding and for this reason many smaller NGOs working on Roma inclusion chose to finance their activities in this way.

**Major donors are mainly involved in larger projects** and can work in close partnership with governments, contributing both relevant expertise and financial resources, as in the long-standing association of the UNDP with the Bulgarian government in major employment and infrastructure programmes supported by EU funds. They can also cooperate effectively with grass-roots organisations as in the IOM's *Humanitarian and Social Programmes*, where aid was distributed across Central and South-eastern Europe through local NGOs. For the newer Member States, a particularly influential role was played by the Open Society Institute (OSI), whose funding for Roma issues has been directed largely at the non-governmental sector.<sup>(72)</sup> Together with the World Bank, the OSI also sponsored the Decade of Roma Inclusion and provided funding for the Roma Education Fund, which in turn supports many relevant initiatives. Another body working in the long term to build capacity among Roma is the NGO Spolu which channels funds from the government of the Netherlands, while international funders include the Network of European Foundations (NEF) and the CEE Trust, to

### Sweden: Combating Discrimination against Roma

In 2001 the Swedish government commissioned the Ombudsman against Ethnic Discrimination to investigate discrimination against Roma in Sweden and propose ways to counteract it. Although this was known to exist complaints were rarely made. The government allocated 1.7 million SEK (around 177 000 EUR) for project implementation from national government

funds and emphasised that this project was part of strategic, long-term work to reduce discrimination. Other aims were to inform Roma of their human rights and of the Ombudsman's work and raise awareness among institutions and the public about the Roma.

As well as drawing on existing complaints the project launched a survey gathering new data from Roma with the help of a Romani working group and reference group and Romani NGOs. These Roma

groups also met with authorities responsible for education, justice and broadcasting and activists attended an ERRC course aimed at capacity building. This resulted in a report (Swedish Ombudsman 2004) and increased mass media coverage about discrimination. Significant impact was demonstrated by an increase in complaints lodged by Roma to the Ombudsman, following the project, and successful litigation, in court or in out-of-court settlements, for many of the complaints.

<sup>(68)</sup> E.g. programmes such as Lifelong Learning, Youth in Action, Culture Programme (2007-2013), European Agricultural Fund for Rural Development (EAFRD), Public Health Programme (2008-2013).

<sup>(69)</sup> At the same time complaints are voiced about the complexity of procedures for accessing and administering such funds.

<sup>(70)</sup> This form of aid has been consolidated and encouraged in some countries by the formation in recent years of donors' fora, in, e.g., the Czech Republic, Slovakia and Hungary, which all support Roma initiatives.

<sup>(71)</sup> Donors often choose an area linked to their activities, e.g. the pharmaceutical firm Pfizer funds a health project.

<sup>(72)</sup> This organisation, set up to assist democratisation and development in former Communist countries, supported regional NGOs promoting Roma integration and a broad array of Romani organisations.

name just a few.<sup>(73)</sup> Accession of former candidate countries to the EU resulted in a withdrawal of some donors on the assumption that Structural Funds would then be available.<sup>(74)</sup>

**Smaller-scale donors can be the single source of funding for limited projects but such donors can also contribute to larger projects, complementing funding from other sources.** In this way they can play a valuable part in covering an aspect untouched by the main funder. For example, OSI provided seed funding for a Czech project to provide pro bono legal aid, which was then replaced by the CEE Trust and grants from non-EU states;<sup>(75)</sup> **this illustrates benefits of a mix of inputs.**

**Many programmes and projects receive funding from multiple sources which makes it very difficult to link their successes or problems uniquely to a particular financial instrument.** The following sections thematically explore types of initiatives, the likely sources of support in different areas, the variety of funding mechanisms, general difficulties in accessing and using financial instruments and the limitations which may be posed to sustainability. The selected examples of good practice illustrate this diversity in relation to the interplay of policy, programmes and projects. Funding programme structures are often not flexible and may not match the project needs enough of implementers. For example, **NGOs would often prefer grants to be spread over a longer period to safeguard sustainability.**

## 4.2. Non-discrimination and equality

A review of project funding in this area demonstrates the different roles played by different funding sources.

### Funding equality bodies to combat and monitor discrimination

After adopting equality policies, **several Member States established equality bodies and ombudspersons and carried out research to monitor policy effectiveness.** These initiatives were mainly nationally

funded.<sup>(76)</sup> For example, in 2001 the Swedish government commissioned the Ombudsman against Ethnic Discrimination to investigate and counter discrimination experienced by Roma (see text box). Country-wide NGO networks also monitor and combat discrimination (see 5.1.) and are funded in various ways.

**The sources of funding made available for such initiatives may reflect the prevailing policy climate and level of political support surrounding anti-discrimination;** some governments make resources available for this but in some countries external donors and NGOs themselves fund watchdog activities. The Swedish Ombudsman's investigation was seen as an **initial step in an ongoing process to counteract discrimination; national government funding demonstrated the government's political will to combat discrimination.** The methodology developed was evaluated to be so fruitful and transferable that it was subsequently used to study discrimination suffered by other vulnerable ethnic minorities in Sweden. It is also seen as an **effective way to strengthen application of the Racial Equality Directive in other Member States.**

### Non-State support for media projects to counter discrimination

**Among selected initiatives to counter discrimination using the media, most funding has been made available by non-state sources;** some NGOs have also leveraged their own resources to support this work. Awareness-raising initiatives made imaginative use of the media as in the Finnish ESF-funded EQUAL project where a range of immigrants made short TV films to tell their own stories. Two German projects, mainly donor-funded, told of personal experience of discrimination, including a project designed and implemented by a Sinti and Roma NGO which also made its own resources available.<sup>(77)</sup> Sustained media coverage of discrimination against Roma is provided by the Czech *Romea* project with Roma NGOs presenting Roma-related news online in English, Czech and Romani,<sup>(78)</sup> supported by a mix of national and international donors. Romea must raise its budget every year, which causes problems in long range planning. *DOSTA! Fight Prejudice against Roma*, running from 2008-2010, is the first nation-wide, awareness-raising campaign

<sup>(73)</sup> See: <http://www.spolu.nl/stichting/about-spolu/>, <http://www.nefic.org/> and <http://www.ceetrust.org/>

<sup>(74)</sup> Rolling core funds for some NGOs were also replaced by a requirement that they compete for project funding, undermining their sustainability.

<sup>(75)</sup> This is not restricted to Roma but to all in need of legal aid. See: [www.probonocentrum.cz/english](http://www.probonocentrum.cz/english)

<sup>(76)</sup> A more general Slovenian survey of discrimination was 15% funded nationally and 85% by the EU under the European Year of Equal Opportunities – 2007.

<sup>(77)</sup> The first project is funded by the NGO and by the Freudenberg Foundation. See: [www.sinti-roma-bawue.de](http://www.sinti-roma-bawue.de). The second is Holocaust Survivors commemorating Auschwitz, available at <http://zentralrat.sintiundroma.de/>

<sup>(78)</sup> Romea, available at <http://www.romea.cz/romea/english/index.php>

in Slovenia<sup>(79)</sup> as part of an international EU and CoE supported programme matched with some government support. While the success of such projects is hard to evaluate, 20 million viewers watching the Finnish films suggests a positive impact, as do the many visits to the *Romea* website.

#### Combating inequalities in access to funding by Romani organisations

While the primary responsibility for Roma inclusion lies with governments, in practice, NGOs are an important partner in the implementation of relevant projects and fill gaps in government programming. Across this research, Romani organisations and local authorities experience difficulties in accessing funding and many NGO initiatives for Roma inclusion are conducted by non-Romani organisations. Also funding programme structures are often inflexible and may not suit the needs of these implementers. For example, **NGOs would often prefer grants to be spread over a longer period to safeguard sustainability.**

An important **private donor programme to enhance the accessibility of financing by Romani organisations and local authorities** is the OSI's *Making the Most of EU Funds for the Roma*. With its network of partners, OSI aims to maximise the use of EU resources by governments and to help European Structural and other European Funds contribute to the social inclusion of Roma. The initiative aims to strengthen Roma inclusion and promotes Roma expertise and involvement in different phases of project development and implementation through: technical assistance, a project development fund to strengthen stakeholders' work toward Roma integration, mentoring for Roma involved in programming and monitoring EU funds and pre-financing and non-eligible cost funding to increase the impact of EU funded projects.<sup>(80)</sup> In the first year in Bulgaria, Slovakia and Hungary, assistance was given to local governments and Romani NGOs in 178 communities, through 79 projects with approximately 12 000 direct beneficiaries, most of whom are Romani. Over 3 million EUR were raised for education, health care and employment projects. OSI provided an additional 756 830 EUR in these three countries.<sup>(81)</sup>

<sup>(79)</sup> DOSTA!, implemented in Slovenia by the Government Office for National Minorities and Roma NGOs, is co-funded by the European Commission, Council of Europe and by the Government Office. Available at: [http://www.uvn.gov.si/fileadmin/uvn.gov.si/pageuploads/pdf\\_datotek/letak\\_DOVOLJ-slo.verzija-FINAL.pdf](http://www.uvn.gov.si/fileadmin/uvn.gov.si/pageuploads/pdf_datotek/letak_DOVOLJ-slo.verzija-FINAL.pdf)

No attempts have yet been made to measure impact of this programme.

<sup>(80)</sup> See: <http://lgi.osi.hu/documents.php?id=2261>

<sup>(81)</sup> See: [http://lgi.osi.hu/cimg/0/1/2/7/4/PGF\\_achievements\\_Year\\_1\\_Feb\\_2010.doc](http://lgi.osi.hu/cimg/0/1/2/7/4/PGF_achievements_Year_1_Feb_2010.doc)

## 4.3. Education

### The role of PHARE as seed funding in education

The largest share of EU PHARE funding during the accession process was devoted to education projects. Initially these initiatives were pilot projects, which were scaled up into further programmes, as in Slovakia.<sup>(82)</sup> PHARE funding offered a potential element of good practice in that the funding required project and programme evaluation, and this evaluation work was paid for by PHARE. However, there are several important lessons from the shortcomings of the assessment undertaken: evaluations commonly reviewed entire sectors (i.e. government or civil society) and whether procedures were followed, without reviewing outcomes and impact. Even at this process level indicators were often immeasurable due to stated legal restrictions on gathering disaggregated statistics.<sup>(83)</sup>

### Mixed funding patterns for Roma education initiatives in Member States

#### Funding for education initiatives in Member States now comes overwhelmingly from national sources but other sources also contribute importantly.

ESF funding plays an important part as the largest EU instrument to support human resources development. ESF-supported projects and programmes have provided good models of intervention such as employing Romani school assistants (see 5.2.),<sup>(84)</sup> as well as supporting minority education for Muslims and Roma in Greece.<sup>(85)</sup> However, these have not always proven sustainable, for example in Hungary.<sup>(86)</sup> NGO initiatives have also been influential often drawing on grants from donors, such as the Roma Education Fund.

<sup>(82)</sup> A 1998 pilot in Spiš (SR9813.04) led in 2000 to SK0002 and this in 2001 to SR0103.01 (see 5.2).

<sup>(83)</sup> See text box example on pre-school education in 5.2.

<sup>(84)</sup> State Provincial Board of Southern Finland, 2007, Forward with a vivid mind, model for training of Roma adults to become special needs assistants in schools, publication of the ROM-EQUAL project 2004-2007. See also: Successful Integration of Roma in Education - Romani Assistant, available at: <http://www.zveza-romov.si>. Czech and Slovak projects using Roma school assistants were financed by national funding and international donors respectively.

<sup>(85)</sup> Integration of Muslim Children in Education 2005-2007 - Actions to support minority pupils - Muslims, Roma, returnees, foreigners, and ethnic Greeks from abroad, available at: <http://museduc.gr/en/index.php>. Two education programmes benefiting Roma were funded up to 75% by the ESF, supplemented by national funds.

<sup>(86)</sup> Up to 77 study centres were reported in 2007, operated by Hungarian Roma NGOs. These were supported by EU and Ministry of Education funds but many apparently closed when the funding ceased.

### Funding desegregation initiatives for improved educational quality

In Spain, education improvements have often been a function of steady financial support for and progress in integrating Roma into standard housing, **demonstrating the potential added value and cost-benefits of desegregation support**; education funding is therefore mainly directed at improving educational outcomes of Roma pupils. Other strategies are needed where residential desegregation is unlikely to occur, at least in the short-term. **In Bulgaria and in Hungary, school desegregation measures are funded by a range of sources.**

In Bulgaria, NGO-implemented desegregation initiatives were initially by private donors<sup>(87)</sup> but have since also been named as a government policy priority and included in an Operational Programme, co-funded

by EU Structural Funds and a government budget. Results to date appear modest (see text box)<sup>(88)</sup>, in large part because the government has thus far failed to provide funding for these efforts, making scale-up impossible. **Substantial progress requires political will to make available sufficient national funding sustained in the long-term to replicate successful NGO pilot projects.**

In Hungary, **the national government imposed conditions on the receipt of certain funds** that were designed to support Roma inclusion. Schools were previously offered financial incentives from central ministry funds to accept both a majority and minority intake; equal opportunity planning is now mandatory for education authorities wishing to draw funds from national development sources because the incentive programme did not achieve the desired results.<sup>(89)</sup> **The crucial importance of monitoring and evaluating**

#### Bulgaria: School Desegregation for Quality Education

Since 2000, Bulgarian school desegregation initiatives have promoted the integrated education of pre-school and school-age Romani children. The initial project, launched in Vidin by the Romani organisation DROM, is now being implemented successfully by NGOs in nine other locations. The model of desegregation includes the following elements: enrolment of Romani children in schools outside Roma neighbourhoods; linking schools, project administration and parents; teachers support for multi-cultural extracurricular activities; fostering political and social support among local educational authorities, the Roma community, NGOs and politicians; bussing; supplementary lessons; teacher training in multi-cultural education; media outreach; provision of school supplies and meals; parental motivation, participation in extracurricular activities; and interaction with host schools.

Host school and municipal support are of crucial importance to a project's success.

In mid May 2007 the academic achievement testing of 4th grade students in maths and Bulgarian language and literature found that Romani children studying in integrated environments had better results than those in segregated schools, though their achievement still lagged behind the school average. A 2008 evaluation found that taking Romani children out of a segregated educational environment is possible and sustainable, is supported by Romani parents and can overcome resistance of non-Romani parents. In the 2008/09 academic year, nearly 2 500 Romani children were attending integrated schools within these projects. Primary financial support for this work has been provided by the Open Society Institute and the Roma Education Fund. Roma Education Fund support has averaged 650 000 EUR per year (from 2 600 000 EUR over the years 2005–2008/09).

As a result of these projects, desegregated education for Romani children has been included as a policy and programme priority. It is included in following policy documents: the Framework Programme for Equal Integration of Roma in Bulgarian Society (Roma Framework Programme adopted in April 1999; the 2007–13 National Strategic Reference Framework (NSRF) adopted in 2006; and the Strategy for the Educational Integration of Children and Students from Ethnic Minorities adopted in June 2004 for a ten-year period (2005–15). In 2008 a breakthrough in governmental financial commitment for school desegregation came with prioritisation of school desegregation activities in the Operational Programme Human Resources Development, co-funded by EU Structural Funds and a government budget for the period 2007–13. Yet this does not match the level of support from private donors: in 2008, four school desegregation projects received financial support from this programme, totalling 167 000 EUR.

<sup>(87)</sup> See: [http://baht2000.free.bg/en\\_projects4.html](http://baht2000.free.bg/en_projects4.html) and <http://drom-vidin.org/en/desegregation.html>, as the projects expanded to other cities the level of resources spent on NGO projects was stated to be comparable to governmental spending.

<sup>(88)</sup> See: <http://sf.mon.bg/Dogovori-Integration-2007.pdf> and Roma Education Fund (2008).

<sup>(89)</sup> See: [http://www.romaeducationfund.hu/documents/Short%20summary\\_Hun%20edu\\_integr\\_prog\\_0603.doc](http://www.romaeducationfund.hu/documents/Short%20summary_Hun%20edu_integr_prog_0603.doc)

**the use of funding (from ex-ante to ex-post) was convincingly demonstrated** when an earlier impact study in Hungary had revealed that PHARE funds in some cases perpetuated existing segregation practices rather than for their intended purposes.<sup>(90)</sup> The Chance for Children Foundation, funded mainly by private donors, now monitors improvement in desegregation and counters local opposition through legal action.<sup>(91)</sup> However progress has been relatively slow and local opposition hard to overcome requiring **more political will to involve the full range of stakeholders.**

**multiple sources.**<sup>(94)</sup> This pilot scheme offers training courses, support for new and established businesses, grants and micro-credits from business centres in Romani neighbourhoods and has since been developed and replicated elsewhere in Bulgaria. Factors contributing to the centres' success are that they are autonomous NGOs involving varied stakeholders as active participants, including local public institutions, community leaders and Romani organisations. Moreover a wide range of services and support is offered. **Needs are identified and prioritised by ex-ante evaluations** in the form of community surveys, **which form the basis for developing long-term strategies.**

## 4.4. Employment and training

### Seed funding as stimulus for further financial support

Countries receiving PHARE support in the pre-accession period spent a relatively small share on employment projects.<sup>(92)</sup> Nevertheless such investment proved valuable in encouraging further initiatives. The ***JOBS for Roma*** programme<sup>(93)</sup> in Bulgaria began in 2004 and built upon the learning of an earlier successful PHARE-supported project. It is part of a series of linked ***JOBS*** programmes, and has attracted **a mix of funding from**

### Mainstreaming of employment initiatives

Spain has been the site of significant Roma training initiatives financed in part by the EU and State sources. Two projects in Andalucía, where over half the Spanish Roma population lives, arose from a 1995 Integra project which was part of the HORIZON European Human Resources Programme. This **led to the channelling of mainstream funding** from the autonomous regional government to Roma inclusion projects and both have proven their durability and sustainability. Both **explicitly but not exclusively target Roma**; while serving all groups at risk of social exclusion many of their clients are Roma and the majority are women.

### Spain: Funding ACCEDER and Beyond

The case of the Fundación Secretariado Gitano's ACCEDER shows how a successful employment programme can expand using a mix of EU and national funding, aiding the growth of the implementing NGO. An initial pilot project was funded by the EU HORIZON Human Resources Programme for the years 1998–99 and then the ERDF was used in the programming period 2000–06, later supplemented by the ESF.

ACCEDER now has a nationwide network of 48 employment offices giving widespread coverage, where clients are interviewed by Romani counsellors and then provided with systematic individual profiles identifying their job prospects and training needs. By May 2009 it had helped 35 000 people with skills training and job seeking and 25 000 clients had found jobs in the service, industrial, construction and agricultural sectors. This placement record is largely due to close and long-standing partnerships

with public and private employers, indicative of the confidence these organisations have in ACCEDER-trained applicants. Since 2006 clients have also been given support in becoming self-employed

ACCEDER's target group has broadened to cater to immigrants, while the majority of clients are women. This gender awareness is complemented by an integral operational programme to combat discrimination, an element frequently absent from such initiatives.

<sup>(90)</sup> The study was carried out by the Ministry of Education PHARE office. See EMS (2004: 14 §51).

<sup>(91)</sup> See: <http://www.politics.hu/20100203/ngo-to-sue-education-ministry-over-roma-segregation>

<sup>(92)</sup> Less than 10 % up till 2004 in Bulgaria, Czech Republic, Hungary, Slovakia and Romania. (EMS 2004: 6).

<sup>(93)</sup> Job Opportunities through Business Support (JOBS was implemented jointly by the UNDP and Ministry of Labour and Social Policy. See: <http://www.jobs-bg.org/whatis.htm>.

<sup>(94)</sup> These included the Swedish International Development Agency, the UK Global Opportunities Fund, Switzerland, the UNDP, the Bulgarian Government and PHARE.

*SURGE* has run since 1998 and is now updated annually in all eight Andalusian regions.<sup>(95)</sup> Starting in 2000 *SUPLA S.L* subsequently became a company for social and labour inclusion and **now funds itself through its own activities providing employment-related services for the regional government**. It is also a partner of two EU EQUAL programmes and works with many other organisations.

### Multiple funding sources in supporting holistic multi-sector approaches

Of the many selected examples of good practice in this study which deal with employment, nearly half receive some form of EU financial aid, either through PHARE or more commonly ESF funding such as EQUAL and Operational Programmes. In Italy, municipal Roma projects were funded by a variety of EU mechanisms such as EQUAL, URBAN, HORIZON and INTEGRA. However EU financial support does not guarantee sustainability and some EQUAL projects, as in Austria, were reported to have virtually ended when funding ran out. Therefore an example of **creative use of multiple funding sources** by an NGO **to build dynamic, expanding programmes** is instructive.<sup>(96)</sup>

The *ACCEDER* training programme, implemented by the Spanish NGO Fundación Secretariado Gitano (FSG), is the longest established and most widespread initiative helping Roma into regular work. It targets mainly Roma and has run since 2000. The sustainability of *ACCEDER* is due to a combination of several inter-related factors. These include **stability due to dependable funding from multiple sources, supplemented by its own income generating activities, and the reliability of its flexible, tried and carefully evaluated model** across its entire office network.

Another success factor has been the NGO's ability to **diversify its activities due to extended support from Structural Funds**. National, regional and municipal funding have always been important but over time these have become the main financing sources for implementing employment, education, health and housing projects at the local level. Major surveys have also been carried out on behalf of Ministries. This represents **a shift from EU support to mainstream funding**. More varied activities have also resulted in **new partners and co-funders**. The NGO is far more than a service provider and also practices advocacy on policy issues.

The *ACCEDER* programme has proved transferable in several ways. Not only has it spread across Spain but the regional government of Andalucía has acknowledged its success by including it as part of its own policies and *ACCEDER* services have become part of public employment services. The FSG is also providing technical support for its implementation in Romania, sharing know-how and exchanging experience with other organisations. The original focus on training and employment has now widened to other areas such as education, housing and health so the overall approach has become more integrated and multi-sector.<sup>(97)</sup>

### Business employers in funding training and job creation

**Private business enterprises also play an important role in funding Roma education and job creation**. In Hungary, IBM has led a Business Leaders' Forum initiative, *Romaster*, which supports talented Roma students with small scholarships and offers them internships and work experience.<sup>(98)</sup> Eastern Slovakia's largest employer, US Steel Košice, started a prize-winning programme in 2002 to train and give jobs to local Roma.<sup>(99)</sup>

## 4.5. Health care

### Leveraging funds to promote policy development and assessment

Using state funds, Ireland provides a particularly good example of scaling up and transferability where a **pilot initiative led to the adoption of a national policy**, the *Irish Traveller Health Strategy 2002–05*.<sup>(100)</sup> With Health Board funding **the initial project, Primary Health Care for Travellers, has since been successfully replicated elsewhere in Ireland** to the extent that it can now be regarded as a national programme. Travellers (mainly women) were **empowered by training as community health workers**. These **peer researchers** made the **interview process more culturally appropriate and effective** and optimised the research data **providing an evidence-based foundation for future action**. Several years later in 2008, in line with recommendations in the health strategy, an all-Ireland study of Traveller health was carried out with health service funding from the Republic of Ireland and Northern Ireland, representing **cross-border**

<sup>(95)</sup> Servicio Unificado de Renovación y Generación de Empleo (SURGE) at: <http://www.surgeandalucia.net>; and SUPLA, S.L. (no website).

<sup>(96)</sup> See: [http://www.euromanet.eu/upload/30/71/Methodological\\_model\\_-\\_ACCEDER.pdf](http://www.euromanet.eu/upload/30/71/Methodological_model_-_ACCEDER.pdf)

<sup>(97)</sup> See: <http://www.gitanos.org/english/Documents/Proyectos08.pdf>

<sup>(98)</sup> See: <http://www.hblf.org/hungarian/hblf-romaster-program.html>

<sup>(99)</sup> See: <http://www.usske.sk/ov/2009/09200-e.htm>. Some criticism has been voiced about the sustainability of employment of trainees. See: <http://www.usske.sk/media/2008/0806241e.htm>

<sup>(100)</sup> See: Pavee Point 2005 and <http://www.paveepoint.ie/pdf/NewsletterNov03.pdf>.

**cooperation.**<sup>(101)</sup> Once more Traveller organisations played an important role in the fieldwork research and dissemination of information.

In several Central European Member States, **successful health programmes** funded by the EU with matching government funds have **contributed to the development of national health policies.** In Bulgaria the *2005–07 Minority Health Strategy*, funded mainly by the government and PHARE, was adopted by the Council of Ministers in 2005 as part of the National Health Strategy.<sup>(102)</sup> Although not Roma-specific, the programme **drew extensively on available data** about the health status of Roma and **past projects** implemented by NGOs in the area of preventive health and access to healthcare for Roma, **adopting a holistic approach** recognising that reduction of poverty, unemployment and poor housing were crucial for health. Similarly, the Slovak *Programmes Aimed at Promoting Good Health of Members of Disadvantaged Communities in Slovakia 2007–15*, included in the National Strategic Reference Framework and implemented by regional public health offices, **builds on the outcomes of the PHARE 2004–06 pilot project *Enhancement of Availability of Healthcare to Marginalised Roma Communities in Slovakia.***

### Mainstreaming the funding of local health projects

**Many examples of good practice addressing health issues tend to be localised and privately financed.**

In Hungary a day centre for the elderly explicitly but not exclusively targeted at Roma, where hot lunches and medical examinations were provided, was funded partly through the IOM's *Holocaust Survivors' Programme.*<sup>(103)</sup> **Roma leaders were able to convince local authorities to fund continuation of the programme** as part of general social services provision, in part **because it had gained local support as benefiting the whole community.**

In France, a hospital in Poitiers offers halting spaces and hygienic facilities on hospital grounds for nomadic relatives of Traveller patients, provides staff training by Travellers and arranges mediation with high ranking doctors.<sup>(104)</sup> **With good will and limited resources**

**this hospital has made minimal accommodations for Travellers resulting in increased access to health services and more equal treatment.** Access as patients and visitors is a universal problem for Travellers. All hospitals with nomadic patients could take similar measures without incurring significant expenses.

### Private donors supporting Roma empowerment and health care provision

**Private donors and businesses also support Romani empowerment and health care provision,** as in Slovakia. The Pfizer pharmaceutical company launched a Roma health project by funding the post of community health care workers in eight Romani settlements to provide first-aid and health education, in cooperation with local medical services and community centres. Some centres had benefited from earlier PHARE infrastructure and community development projects and so this initiative consolidates their positive effects.<sup>(105)</sup> **A US health foundation also provided seed funding** for the project *Health for All*, implemented by the Roma NGO InfoRoma, **to make funding more accessible to Roma by training Romani activists** to develop health projects: of the 43 projects developed, 28 were awarded financial support.

## 4.6. Housing<sup>(106)</sup>

### Funding housing surveys as a basis for planning

Some Member States have carried out extensive surveys to assess the housing situation of their Roma populations and determine needs. These are labour-intensive and expensive and have mainly been supported by national funding. In 2004 mapping Roma communities in Slovakia was funded by international NGOs,<sup>(107)</sup> while a 2006 survey of Czech socially excluded localities mostly inhabited by Roma was jointly financed by Ministry and ESF funds.<sup>(108)</sup> In both cases the **new data informed policy design, ex-ante evaluation, further project initiatives and ESF funding bids** for the 2007-2013 programming period. A similar, nationally funded survey was carried out in Spain.<sup>(109)</sup>

<sup>(101)</sup> Pavée Point 2008a. Study by University College Dublin together with Traveller Primary Health Care Units.

<sup>(102)</sup> Decision of the Council of Ministers of 8 September 2005. The full name is the Health Strategy for Persons of Disadvantaged Status Belonging to Ethnic Minorities. See Action Plan at: <http://www.ncedi.government.bg/>

<sup>(103)</sup> Day Centre for the Elderly – Ináncs. See IOM (2006: 53-56).

<sup>(104)</sup> Improving the reception of Travellers at the Poitiers University Hospital Facility. See: <http://adapgv-csc86.org/>

<sup>(105)</sup> CBS Best Practices 2007–08 at [http://www.blf.sk/tmp/asset\\_cache/link/0000015082/breviar2008\\_EN-1.pdf](http://www.blf.sk/tmp/asset_cache/link/0000015082/breviar2008_EN-1.pdf)

<sup>(106)</sup> This section deals with housing initiatives for settled, longer-established Roma communities. More recent immigrant and nomadic populations are discussed in chapter 5.

<sup>(107)</sup> Atlas of Roma Communities and Facts about the Roma, available at: <http://romovia.vlada.gov.sk/3554/list-faktov.php>.

<sup>(108)</sup> Gabal Analysis and Consulting 2006.

<sup>(109)</sup> Map on Housing and the Roma population in Spain 2007, providing information on 1 150 localities at: <http://www.gitanos.org/publicaciones/mapavivienda>.

### Multi-sourced funding in support of multi-sector infrastructure projects

Both national and EU funding have been widely leveraged for housing initiatives, though sometimes distributed by regional or municipal authorities. In Slovakia, Bulgaria and Hungary **pre- and post-accession EU funding have made a significant contribution to infrastructure initiatives**, helping governments meet the high costs associated with such work. The 2001 Slovak project *Infrastructure Support for Roma Settlements* provided access to roads, sewage and water in thirty segregated Roma settlements and was the most expensive project in the entire PHARE Roma programme.<sup>(110)</sup> Community development was promoted by refurbishing community centres in ten of these isolated locations, financed by a linked PHARE project. This broader approach was extended in the 2002 *Complex Development Programme of Roma Settlements*, targeting 12 settlements in the pilot phase.<sup>(111)</sup> This **programme directed funding to multi-sector initiatives combining infrastructure and housing elements with education and employment activities**, addressing inter-related problems in the existing communities. It also learned from the earlier project the vital importance of **avoiding a remote, top-down approach** and instead **winning local support**.<sup>(112)</sup> It was funded mainly from national budgets but also by PHARE and

ACCESS. Segregation was not reduced, but housing conditions improved somewhat for residents. **The ERDF now plays an increasingly important role in the renewal of infrastructure** and a regional operational programme for Slovakia, approved under the Convergence Objective for the 2007–13 programming period, draws on a total of 1.45 billion EUR in support. One third of this is for the regeneration of 30 municipalities with segregated Roma settlements.<sup>(113)</sup>

### Financing holistic social housing initiatives

A Bulgarian initiative co-funded by municipal and national sources to construct model social housing demonstrated that **localised municipal projects can be holistic and relevant to the community, with political will and support**.<sup>(114)</sup> Six million USD was leveraged to provide 132 apartments in the Hristo Botev neighbourhood for Roma families. Plans included ground floor space available for small family businesses, **generating Roma employment opportunities**: a neighbourhood school, kindergarten and cultural centre were refurbished. Underpinning the project's success was **close cooperation with the local Romani community** in a **preparatory ex-ante needs analysis**, linking the design of different sized apartments to the requirements of prospective tenants.

### Slovakia: The Importance of Building Local Support

The 2001 Slovak infrastructure project was a top-down scheme where not enough time was taken to find willing partners. One village withdrew completely after a supportive mayor was replaced by a segregationist opponent. Opposition in another led the mayor to hold a referendum on whether to accept funding, while a third was unwilling to offer land to relocate the local settlement.

In contrast, the village of Šumiac seized the chance to improve life for its Roma inhabitants. It ensured that Roma worked in building the infrastructure as planned and that the refurbished community centre welcomed all. The village also recognised that “Roma funding”, including a new water treatment plant, benefited everyone. Key factors were that in an area of high general unemployment, Roma villagers were respected for continuing to travel far from home to work as migrant labour-

ers – as they had in Communist times. The pro-active mayor with local support had already taken steps to integrate Roma before the project started, including through desegregated education, so that new PHARE funding was used to carry out previous intentions. This illustrates that large-scale funding does not guarantee success and how the same project in various locations can function very differently depending on local support and the involvement of key stakeholders.

<sup>(110)</sup> This “large, € 16.7 million project accounted for nearly two thirds of the expenditure on infrastructure development programmes, which together attracted some € 26.2 million of total (PHARE plus national co-financing) funds (27 % of the total resources).” (EMS 2004: 6)

<sup>(111)</sup> See: <http://www.government.gov.sk/data/files/2045.doc>

<sup>(112)</sup> See: EMS (2004: IV).

<sup>(113)</sup> See: <http://eufundings.com/regional-policy/slovakia.html>

<sup>(114)</sup> See: <http://so-slatina.org>

### 4.7. Gender mainstreaming

#### Prioritising gender equality in funding programmes

Funding for projects specifically targeting Romani women does not appear to be widely available. Within the selected practices in this study, projects targeting Romani women or from which Romani women benefited significantly were most often supported by EU funding. ESF-funded EQUAL initiatives, within the fourth priority of gender equality, **have provided important financial resources in promoting gender equality**, which has not been widely supported through national sources. One positive example is the EQUAL project *Dreaming we go*<sup>(115)</sup> from Portugal which targeted the empowerment of a local Romani women's association, promoting Romani women in work and encouraging better school attendance by Romani children (especially girls). The main achievement of this project was the effective empowerment of a group of Romani women who formed and maintain an association which participates in further projects and has applied to different funding sources. This project is transferable and it is important that similar initiatives addressing women and especially women's empowerment are funded given the dearth of support in this area.

### 4.8. Conclusions on funding

It is difficult to draw firm conclusions about ideal models of financing Roma projects because of the variety of sources utilised and the many cases of multiple funding. Perhaps the most important criterion for evaluating projects and programmes from a funding perspective is sustainability. Some broad conclusions follow:

1. Multiple sources of funding are an important factor encouraging sustainability and different funding sources can play different roles, e.g. seed funding pilot projects which then attract further financial support to continue the initiative or replicate it elsewhere. They may also be a way of:
  - resourcing a mix of inputs necessary to sustain successful programmes from early stages of design, supporting institutional change, assisting participation of various organisations,
  - maintaining effective programme delivery including monitoring, providing additional assistance, and enabling follow-up activities;
  - encouraging multi-sector approaches, by funding different components, so that solutions are not partial and liable to be undermined by related problems, e.g. housing projects without employment, health and education aspects being considered, and;
  - involving a full range of stakeholders, by supporting different actors in appropriate administrative structures, including central and regional authorities, civil society partners, local government and Roma NGOs and beneficiaries, all demonstrating shared ownership by active participation and financial contributions.
2. Linkages between projects, programmes and policies contribute to more systematic action and promote sustainability. Successful project activities have been scaled up into broader programmes and helped shape new or existing policies; these must be adequately resourced to succeed. Projects designed for specific locations may also become part of general programmes for social inclusion, funded as routine responsibilities and procedures of national ministries and regional government agencies, moving from targeted to mainstream provision.
3. Conditionality of funding can also strengthen sustainability ensuring that funding, either general or earmarked, reaches intended beneficiaries. This implies effective monitoring and evaluation of conditions (from ex-ante to ex-post), whether conditions have been set by the EU, national or regional authorities, or even by donors.
4. Funding that comes exclusively from outside a country (be it from the EU, bilateral or private donors) can address transitory problems or concrete infrastructure needs, but is otherwise unlikely to produce sustainable results. National financial support can be important to demonstrate political will and as a way of overcoming local opposition. But local financial support is important to underpin success. Such support, even if small, can demonstrate political will at the local level and the active role of local non-Roma communities as stakeholders.

<sup>(115)</sup> *Dreaming we go*, available at: <http://www.cesis.org>

5. Funding should reflect both targeting of Roma beneficiaries and mainstreaming of solutions that can benefit the majority population as well. While targeting is necessary to overcome the reluctance of some authorities to otherwise spend money to benefit Roma, funding for aspects visibly benefiting all members of localities targeted by projects can help strengthen support for those projects.
6. Political will at the national level is crucial to sustain funding.
7. Long-term funding programmes are needed to achieve sustainable progress. Otherwise initiatives for Roma inclusion will be vulnerable to budgetary pressures. Potential achievement levels of projects are often lowered by financial insecurity and uncertainty about whether support will be renewed in the following funding cycle. NGOs would often prefer funding sustained over a longer period than higher amounts for a shorter term. Short-term funding nevertheless has its place in pump-priming and similar exercises.
8. Financial support is required to strengthen the capacity of Romani organisations. At present these are at a marked disadvantage in applying for EU or national funding. Roma participation makes initiatives more likely to be successful and sustainable. This includes full involvement in planning, implementing, monitoring and evaluating.
9. Successful transferability is supported by the dissemination of information, particularly about project evaluations and on available funding sources, often through working with others. Funding earmarked for monitoring and evaluation can help ensure that such information is developed. In this context the EURoma network is invaluable for providing information and encouraging the use of EU Structural Funds for Roma inclusion. These readily available funds must be used to the full, particularly in the present economic climate.



## 5. Successful project models

This chapter examines project models that are regarded as successful and capable of being transferred to other contexts and actors. Small-scale projects at local level, responding to specific circumstances, can inspire similar projects elsewhere and lead to the adoption of wider policies.

### 5.1. Non-discrimination and equality

#### Monitoring and combating discrimination through networks

In addition to the important and central work of equality bodies in monitoring racism and reporting cases of discrimination against Roma (see 4.2.1.), **extensive NGO networks have been established in several countries, which are supported by a mix of government and donor funding.**

In Romania the NGO Romani CRISS formed a national network of Roma rights watchdogs in 2002 to monitor human rights infringements. This initiative was a response to lack of state support or action to combat discrimination against Roma, particularly by public authorities, in spite of national policies in favour of Roma integration. **One reason for the strength and coherency of this monitoring network is its operation by a long-established Romani NGO with a national constituency.** The employment of **Romani monitors who have a regular presence at the grassroots level has helped win the confidence of victims.** Local Romani NGOs were recruited but where absent, individual monitors were assisted to start NGOs, increasing the network capacity.<sup>(116)</sup> Support from private donors over a long period has enabled the strengthening of the network through formal and informal training and skills development, with secretariat staff at times accompanying local monitors to strengthen work outputs. Various meetings and roundtables have been organised to disseminate and discuss the monitoring results, to cultivate relations with relevant authorities and strengthen human rights respect of Roma in law, policy and fact. Monitors' reports are also used in court cases and to compile statistics for

advocacy and roundtables with public authorities.<sup>(117)</sup> The Romani CRISS network has spread beyond Romania with training of NGOs from Moldova.

In Finland the *RASMUS* network,<sup>(118)</sup> launched in 2002, includes all major Finnish NGOs working in this field and is funded nationally.<sup>(119)</sup> Activities include raising public awareness, advocacy during legislative processes and working with public bodies. This network has a broader scope and its effectiveness lies in its extensive activities and a broad membership including immigrant and Romani NGOs, religious communities, labour market organisations and public authorities. In this way it **involves a full range of stakeholders.** Another significant factor is the **supportive policy context in which national and international EU-funded initiatives target discrimination**, e.g. the *Join In* project to create transferable models of mainstreaming equality and non-discrimination.<sup>(120)</sup>

These networks remain close to their grass-roots constituencies and have successfully expanded in past years. **All exchange information with many international and domestic partners**, helping not only transferability of ideas but also sustainability.

#### Mediation to promote access to mainstream public services

The failure of mainstream institutions to provide Roma and Travellers with equal access to public services has given rise to many projects involving the use of Romani mediators which encourage good relations between Roma and non-Roma and promote equality. One example is the Walloon Mediation Centre for Travellers, established in Belgium in 2001, which intervenes to reduce housing-related tensions between Travellers and non-Travellers and raises awareness about the culture and situation of Travellers and Roma. As the sole such institution in Wallonia, this long-running centre is likely to play an influential role

<sup>(116)</sup> This expansion was enabled by funding from the OSI, a Catholic donor organisation and PHARE.

<sup>(117)</sup> Human Rights Local Monitors Network for Combating Discrimination against Roma. See: [www.romanicriss.org](http://www.romanicriss.org). Complaints have also been made to the National Council on Combating Discrimination and cases taken to the European Court of Human Rights. As a result of the network's work on discrimination Romani CRISS has been accorded Consultative Status with the UN's Economic and Social Council (ECOSOC).

<sup>(118)</sup> The network is coordinated by the Finnish League for Human Rights and reports to CERD. See: ENAR 2006.

<sup>(119)</sup> RASMUS has central funds, e.g. from the Ministry of Education, but member NGOs also have their own funding.

<sup>(120)</sup> This was led by Southern Finland with the participation of Finland, Sweden, Greece, Hungary, Italy and Spain. See: [www.join-in.info/](http://www.join-in.info/)

### Czech Republic - Romani Police Assistants

A Czech project, implemented by the Life Together NGO and co-funded nationally and by the ESF, piloted the recruitment of Roma police assistants. A pilot project in the Czech Republic, this practice had already proved to be effective in the UK and France. Roma participated in all stages of the project design, implementation and assessment. The Romani NGO DROM has now introduced it to four more Czech cities and in some cases implementation has been taken over by the municipality, demonstrating its

transferability and mainstreaming potential. Feedback from Romani communities and police has shown this initiative to be very successful in promoting better relations between communities and police.

### Belgium – Walloon Mediation Centre for Travellers

The Centre mediates in cases of conflict and facilitates direct consultation with Traveller families when decisions are made by officials that relate directly them. It involves Roma and Travellers in its public statements, publications, meet-

ings with officials and conferences. It does outreach with local non-Roma and shows the benefits of living together. The Centre has been successful in gaining the respect and trust of Roma and Travellers as well as officials and political actors. Travellers stress that even when no solution is found, the presence of a mediator positively influences the behaviour of public officials. The basic approach and principles of mediation established - serving as a communication facilitator; respecting, listening and ensuring a voice to all parties; interpreting; maintaining the role of mediator - are fundamental in any context.

in any future policy that may emerge.<sup>(121)</sup> Other practices have been incorporated into the public service, such as the appointment by local authorities in Scotland of Gypsy Traveller Liaison Officers, in Portugal of municipal mediators,<sup>(122)</sup> and in the Czech Republic of Romani police assistants.<sup>(123)</sup>

**As intermediate measures** to promote equal treatment of Roma and equal access to mainstream public bodies, mediation initiatives have their distinct merits and are successful in their own terms: by explicitly targeting excluded Roma, **mediators build mutual confidence between institutions and Roma, break down institutional prejudices and promote unimpeded direct access of Roma to mainstream public services.** The Czech police assistant initiative is an example of an NGO initiative which has achieved municipal financial support and has been incorporated into national policy. The eventual aim is to mainstream the mediating function by recruiting Roma into the regular police force but this has proved problematic elsewhere.

A broader **mainstreaming approach** is where **public authorities and civil partners work with Romani NGOs** to comprehensively tackle all aspects of discrimination. One such project in Germany involves a sustained campaign by the Association of German Sinti and Roma in Hessen to ensure access of Roma to rights guaranteed by law. The NGO is supported by the State

in forming partnerships with municipalities; progress is slow but sustainable, relying on mutual agreement not sanctions.<sup>(124)</sup>

### Conclusions on successful non-discrimination and equality projects

Successful non-discrimination and equality projects remain **close to the grassroots** level and have a **broad constituency which benefits from outcomes** together with Roma. They are often accomplished through **cooperation between public bodies and NGOs, and Roma participation is strong.** Sustainability is encouraged by a supportive policy environment and the exchange of ideas to promote transferability of good practice. **Mediation can encourage better communication between Roma, public authorities and local communities and improve access of Roma to a range of mainstream public services.**

## 5.2. Education

### Education desegregation and quality educational outcomes

A major challenge confronting many Roma in some EU countries is segregated schools, which are mostly poorly resourced and provide education of inferior quality. Bulgaria and Hungary have been at the forefront of desegregation initiatives. In Bulgaria, NGOs

<sup>(121)</sup> Although supported by Ministry and ESF funding, the Centre and is reportedly under-resourced, limiting its effectiveness. See: <http://www.cmgv.be>.

<sup>(122)</sup> Starting in 2009 the Portuguese state covered 75% of the salary of Roma mediators in the first year and 50% in the second, matched with municipal resources.

<sup>(123)</sup> See: <http://www.vzajemnosuziti.estranky.cz/stranka/> As with many mediation initiatives the Czech project reported sustainability problems due to unstable financing.

<sup>(124)</sup> Implementation of the Framework Convention on the Protection of National Minorities in the State of Hessen. See: <http://www.sinti-roma-hessen.de/index.html>

### Slovakia: Participatory Evaluation of Pre-School Education (PHARE SK0002)

In Slovakia, successive PHARE programmes focused on reinforcing pre-school education for Roma, promoting “a child-centred approach and mothers’ involvement [...] supported by trained Roma assistants.” Regular PHARE evaluations were made and in 2003 this programme was judged to be “satisfactory”. In 2006 two Roma NGOs made a joint study of two PHARE-supported kindergartens as a pilot for par-

ticipatory evaluation, interviewing mothers and staff. One kindergarten was integrated but the other had an all-Roma class. Findings were that mothers felt welcome in the integrated kindergarten and said their children had non-Romani friends and went on to integrated classes in primary school where they did well. Although children from the other school also went on to primary school and not special schools, their mothers felt excluded and anxious, often opting for all-Roma classes for their children in primary school as protection. They themselves had

attended integrated kindergartens and complained bitterly that segregation had been introduced when the mayor’s son began kindergarten. In the other school a teacher had actively encouraged Romani parents and had persuaded doubting non-Romani parents that integration was better for all children. Broader PHARE evaluations were unable to discover the roles of key stakeholders, which explained different outcomes in the same programme. Also in Slovakia the emphasis had been on “access to education” and not integration.

have implemented numerous projects over the last decade which provide for the bussing of Romani children to schools in non-Romani neighbourhoods and additional tutoring and support to promote improved educational outcomes.<sup>(125)</sup> **Significant outreach with families and schools has contributed to success.** There have been close links to policy and project outcomes have influenced new government funding priorities. External evaluations of desegregation projects in Bulgaria<sup>(126)</sup> and Hungary<sup>(127)</sup> demonstrate better school achievements for both Romani and non-Romani pupils<sup>(128)</sup> in integrated school environments and good levels of social interaction between Romani and non-Romani students.

Romani pupils are highly overrepresented in special education offering lower curricular standards and greatly reduced prospects for further education and stable employment. In Austria, the Romani NGO Verein Roma successfully countered the segregation of Romani children in special schools over a number of years with **comprehensive in-community support encompassing daily after-school assistance, homework support, individual and group training in specific areas, using new media to make learning attractive, involvement of parents and Romani language tuition for parents and pupils.**<sup>(129)</sup>

### Access to pre-school education

PHARE support concentrated heavily on education and projects supported pre-school, primary and secondary education provision and support in many candidate countries. In Slovakia a series of PHARE projects adopted a holistic approach addressing a range of interlinked themes with access to education (and not desegregation) as an essential integral component.<sup>(130)</sup> Elements of pre-schooling projects which promoted successful outcomes were **support by Romani school assistants for pupils and families and the involvement of Romani mothers, fulltime day-care, after-school tutoring and other activities and alternative educational methods.** To avoid Romani pupils being sent to special schools new **culturally-neutral tests** were introduced. Also featured were **teacher training in multiculturalism, intercultural events, and courses and discussion groups for Romani mothers.** During evaluation, these measures were identified as successful in **increasing involvement of Romani families** in education and likely to lead to higher educational achievement by Romani pupils. Evaluation found that **pre-schooling resulted in better attendance, higher achievement and fewer drop outs** at primary school.<sup>(131)</sup> Integrated kindergartens were found to improve relations between Romani and non-Romani children and parents and that **firm persuasion can overcome parental opposition** to integration by non-Roma (see text box).<sup>(132)</sup>

<sup>(125)</sup> More information is available at: [http://baht2000.free.bg/en\\_projects4.html](http://baht2000.free.bg/en_projects4.html) and <http://drom-vidin.org/en/desegregation.html>

<sup>(126)</sup> See: Bulgarian Helsinki Committee, *On the Road to Maturity*, 2008, available at: <http://www.romaeducationfund.hu/documents/Bulgaria%20deseg%20report.pdf>

<sup>(127)</sup> G. Kézdi, É. Surányi, *A Successful School Integration Program*, Roma Education Fund 2009, available at [http://www.romaeducationfund.hu/documents/OOIH\\_english\\_kezdi.pdf](http://www.romaeducationfund.hu/documents/OOIH_english_kezdi.pdf)

<sup>(128)</sup> In the case of Bulgaria, only the achievements of Romani children were measured.

<sup>(129)</sup> No children from the Roma settlement at Oberwart now attend special school. See: <http://www.verein-roma.at>

<sup>(130)</sup> These were a pilot programme *Improving the Situation of the Roma in the Spišská Nová Ves Region (SR9813.04)* for the Improvement of the Situation of the Roma in the Slovak Republic (SK0002), followed by *Support to the Roma in the Educational Field (SR0103.01)*, *Further Integration of the Roma Children in the Educational Field and Improved Living Conditions (SR2002/000.610.03)* and *Support to Integration of the Roma in Education (2003-004-995-01-05)*.

See: <http://www.mensiny.vlada.gov.sk/index.php?ID=481>.

<sup>(131)</sup> Lük et al. 2005.

<sup>(132)</sup> The NGOs were the Wide Open School Foundation and Project Schola. See: Guy and Kovats (2006: 11-13).

Even where statutory provision of pre-school classes appears good, as in Hungary, take-up is often patchy.<sup>(133)</sup> Common problems include unavailability of kindergartens, too few years of pre-schooling to meet Roma needs and transport and financial difficulties.<sup>(134)</sup> **Initiatives which improve access to pre-school are widely seen as a basic precondition to successful educational outcomes<sup>(135)</sup> and combating school segregation.<sup>(136)</sup>**

### Intercultural education

Projects aimed at intercultural education have a very **positive impact on interethnic relations, notably when led by Roma.** They promote self-respect and pride amongst Roma as well as increasing understanding amongst the non-Roma population. A successful Bulgarian project by the Romani NGO Amalipe offers an optional course as **part of the state curriculum.** From 2002 till 2007 schools opting for this unit rose from 13 to 230 and 40% of 5 500 participating pupils are non-Roma. **The course fosters inter-ethnic tolerance and friendship and reduces Roma drop-out rates.** Some initiatives include sensitising teachers to Roma culture. Others focus on language and help strengthen the Romani identity.

### Scholarship programmes

Roma Education Fund scholarships for secondary school Romani students are based on a model which includes mentorship, mentor training and the financial support of the students. The mentors are teachers who receive a modicum fee for their extra work consisting in facilitating access to the school life of the pupils and academic tutorship when necessary.<sup>(137)</sup> Starting in Romania the REF scholarship programme in secondary education is being taken to national scale through a programme funded by Structural Funds led by the National Agency for Roma and by Roma NGOs.

Only a tiny proportion of Roma achieve a university education but in some Member States there are sustainable policies to support Roma students. In Romania **a university quota system has had reserved places for Romani students** since 1993 and by the 2005/2006

academic year, the number had increased to around 400.<sup>(138)</sup> In Hungary, *Romaversitas* has been operating for 10 years, **supporting Romani students with scholarships and mentoring programmes.**<sup>(139)</sup> REF operates **university scholarship programmes** for Roma such as the *Roma Memorial University Scholarship Programme* and the *Roma Health Scholarship Programme.*<sup>(140)</sup> The first has run since 2001 in 10 countries and is funded by a combination of the OSI and other private and governmental donors. In the latter, agreements signed with partner ministries in Romania have increased its viability since it could be **recommended as best practice to local governments.** It is planned to extend this scheme to three other countries in 2012.

### Conclusions on successful education projects

Successful education projects have focused on **integrated education from preschool onwards,** encouraging **better understanding and relations in school** as well as **building confidence of Roma and Travellers,** increasing their motivation and reducing drop-outs. Among the most effective elements at pre-school, primary and secondary level are **support for pupils and families, after-school tutoring and activities,** and the **involvement of Roma and Traveller families, particularly mothers.** Also important is **teacher training in multiculturalism.** Successful measures to encourage Roma and Travellers leading up to and at university level include **scholarship programmes, quota systems and mentoring support.** Stakeholders such as Romani NGOs, private and EU funders can help support tuition fees and living expenses.

## 5.3. Employment and training

### Skills training for work activation

Skill training is viewed as the most realistic way of increasing access of working age Roma to the labour market. Many activation schemes have been criticised because the skills component can be minimal and because discrimination is not addressed.<sup>(141)</sup> Low pay rates for available jobs, even below benefit levels, is another factor deterring participants.<sup>(142)</sup>

<sup>(133)</sup> "Research clearly demonstrates that on average, Roma children spend fewer years in pre-school than majority children, that some never make it to pre-school, and that the services provided are – in certain instances – inferior." (EUMAP 2007: Vol 1, 205)

<sup>(134)</sup> Save the Children (2001: Summary, 51-53).

<sup>(135)</sup> Such as Sure Start in the UK, Head Start in the USA and the Step-by-Step programme elsewhere.

<sup>(136)</sup> A 2002 UNDP report stated that "Roma children attending integrated pre-schools have incomparably higher chances to continue their educations than those attending segregated institutions. Pre-schools should be where integration begins." (UNDP 2002: 6).

<sup>(137)</sup> See the evaluation: [www.romaeducationfund.org/](http://www.romaeducationfund.org/)

<sup>(138)</sup> See: <http://www.osce.org/item/459.html>

<sup>(139)</sup> See: <http://civiceducationproject.org/legacy/countries/hungary/romaversitas.html>

<sup>(140)</sup> The first is implemented by the Roma Education Fund, as is the second but together with the OSI. See: [http://www.romaeducationfund.hu/programs/index.php?RomaEduF\\_=70212fb5d4c32767d2c0ad586fb2bfff8](http://www.romaeducationfund.hu/programs/index.php?RomaEduF_=70212fb5d4c32767d2c0ad586fb2bfff8)

<sup>(141)</sup> European Roma Rights Centre 2007.

<sup>(142)</sup> World Bank 2008, Oravec and Bošelová 2006, Amalipe 2006.

A 2002 Bulgarian PHARE pilot project targeted six predominantly Romani neighbourhoods, planned infrastructure development and aimed to provide **sustainable employment through self-employment, vocational training and temporary employment**.<sup>(143)</sup> This broad, almost **holistic approach** also involved a partnership of regional NGOs, municipal and national stakeholders, business enterprises and other organisations. Bulgaria's largest construction company provided vocational training to 1 163 long-term unemployed and then gave temporary employment to 413 trainees building infrastructure. After the project, 125 people were given full-time jobs and 113 extra jobs were created through self-employment. Important factors in producing sustainable jobs were **partnership and outreach with the construction firm, efficient project management** by the UNDP and **a supportive network of stakeholders** including Roma NGOs and labour offices. For successful transferability close links must be established with future employers.

### Public sector employment

There have been many calls for Roma to be trained for administrative posts both to provide employment and to reduce discrimination.<sup>(144)</sup> Ireland had two projects with this aim. The 2005–06 Special Initiatives on Employment for Travellers implemented by the National Training and Employment Authority (FÁS) provided over 50

full-time local authority jobs and over 150 training positions in four urban centres. The Department of Finance launched a 2006–07 Traveller Internship Programme in the Civil Service, providing clerical work experience for 20 Travellers. In both cases some trainees went on to other jobs, others sought further education, while some returned to work with Traveller NGOs. FÁS evaluated the first programme with a view to developing a national Traveller training support **strategy**<sup>(145)</sup> and the second project was also evaluated.<sup>(146)</sup> These initiatives demonstrated that Travellers were willing to train for formal jobs and were capable of meeting employment requirements. They also showed that **supportive government agencies working in partnership with Traveller NGOs could prepare offices to accept Travellers and train them successfully**.

### Skills certification

A small number of insightful projects sought to build on existing, informal modes of Roma employment through certification, legalisation and taxation. The *Certification of Competences from Experience (VAE) Travellers*<sup>(147)</sup> in France supports local Manouche with skills certification in the construction industry and legalisation of their work. A Romani Baht Foundation project in Bulgaria assisted Roma living to acquire formal recognition, training and certification in furniture

### France: Skills Certification

The Certification of Competences from Experience (VAE) Travellers provides flexible training, adjusted to the lifestyle and specific needs of Travellers and Gypsies. A joint NGO/authority initiative, this project in Gironde developed a successful method for certifying the competences Travellers have acquired by family transmission and experience to meet regulations established for the professions they practice. The project organisers, Departmental Association Friends of Travellers of Gironde (ADAV 33) and National Association for Professional Training

of Adults Aquitaine (AFPA), began the project with a group of Travellers seeking certification of their skills in the building industry. The organisers together with the Travellers identified which professional diploma best corresponded to the Travellers' skills and the skills lacking for acquisition of the diploma. A one month training programme (instead of the required 8 - 9 month programme) was provided to teach the missing skills. The schedule for the training was established with the Travellers in order to fit their schedule because they would find it difficult (due to the need to work) to follow a training programme

for a full month. A group of 18 Travellers who followed the training programme have passed the exam and received a professional diploma. Key to the success of this project was the willingness of AFPA to adjust the traditional training format to take into account the specific needs of the Travellers. The participation of Travellers in the project development and implementation was central to developing a response that met the needs of the target group as well as official certification requirements. These elements need to be ensured in other situations.

<sup>(143)</sup> Urbanization and Social Development of Areas with Predominant Minority Populations, co-funded by the EU (PHARE), the Bulgarian government and the UNDP.

See: [http://www.undp.bg/uploads/images/943\\_en.pdf](http://www.undp.bg/uploads/images/943_en.pdf)

<sup>(144)</sup> Hungarian measures to increase Roma representation in public administration are referred to in chapter 3.

<sup>(145)</sup> See: <http://www.fas.ie/en/Communities/Travellers+Initiative.htm>

<sup>(146)</sup> Equality Authority (2009) Positive Action for Traveller Employment. See: <http://www.equality.ie/index.asp?docID=749>

<sup>(147)</sup> Implemented by the Departmental Association Friends of Travellers of Gironde (ADAV 33) and the National Association for Professional Training of Adults, Aquitaine.

production.<sup>(148)</sup> These types of employment projects are highly practical, **taking into account existing skills** rather than seeking to develop new ones, but are not currently widespread. They **provide an important model for increasing formal employment of Roma, addressing the changing employment reality of many Roma and maintaining chosen employment paths in professions in-demand**. They are viewed as transferable, though attention to local legislation, policy and human potential is necessary.

#### Micro-credits

In France the NGO project *Micro-credits for Travellers* started in 1990 and has helped Travellers to develop business initiatives.<sup>(149)</sup> This has involved **accepting oral guarantees**, witnessed by other Travellers, and **offering very small initial loans that can be gradually increased**. This micro-credit programme has been successful due to its **flexibility and adapting its rules** and has expanded its work with Travellers, finding them more reliable than the average customer in repayment. The success of this lending system improved the organisation's sustainability.

#### Conclusions on successful employment projects

Successful employment initiatives go beyond normal inadequate activation programmes requiring an **efficient and experienced implementing agency, partnership with future employers and close cooperation with a range of stakeholders** including NGOs and labour offices. Both **private and public sector employers** can and should create training and job opportunities with political will and careful preparation.

Effective **outreach to encourage and assist employers** to hire Roma is important to counter discrimination. Many Roma and Travellers work outside of the formal labour market and have unacknowledged skills. **Flexible training programmes**, adapted to client needs, can complement these with additional tuition and **certify existing competences**, providing access to new job opportunities. Latent business potential can be realised through micro-credit schemes, operating on the basis of trust.

## 5.4. Health care services

#### Large-scale health studies

In 2006 the health status of Spanish Roma was mapped adopting a **mainstreaming approach by using the same methodology as for the general population** (see chapter 3).<sup>(150)</sup> This project was transferred successfully to seven other Member States where national surveys of Roma health were carried out in a 2007 EU-funded project as part of the Public Health Programme.<sup>(151)</sup> A corresponding all-Ireland study of Traveller health was also carried out in 2008 aimed at **discovering health needs** as identified by Travellers (see 4.2.4.). The findings from the study will provide a framework for policy development and practice in relation to Travellers.

#### Preventative health measures

Explicitly targeting Romani communities with preventative health measures has proved an important way of tackling health issues. In Slovenia, a 2004–05 project aimed at improving Roma diets. Other initiatives with

#### Slovenia: Preventative Health Measures

Improvement of Dietary Habits for the Protection and Strengthening of Health of Romani Population was carried out by the Institute of Education and Culture Črnomelj, in partnership with other adult education centres in southern Slovenia. This health project included 110 Romani families living in 28 Romani set-

tlements. A survey of Roma diets and health, workshops, lectures and other educational events were used to inform about and promote healthy food options. Aims were to teach Roma to produce healthy food and to develop a network of partners, helping to protect and improve their health. The project specifically targeted Romani women as they are usually responsible for preparing family meals. Funding in

the amount of 27 500 EUR came from the Ministry of Health under a co-financing scheme for programmes for the protection and improvement of health. The project was well received by Roma who actively participated. It is considered successful because of its clear goals and well-defined target group and the active participation of Roma; no formal evaluation was carried out to assess its impact.

<sup>(148)</sup> Professional training through non-formal education – a factor for economical and social realization of unemployed Roma See: <http://www.fnasat.asso.fr/programmerom/Fiche%20Romani%20Bath%20Foundation%20EN.doc>

<sup>(149)</sup> See: [http://comprese.bnpparibas.com/applis/ComPress/ComPress.nsf/viewAllPrelCodes/PVOI-5ERL68/\\$FILE/adie\\_gb.pdf](http://comprese.bnpparibas.com/applis/ComPress/ComPress.nsf/viewAllPrelCodes/PVOI-5ERL68/$FILE/adie_gb.pdf)

<sup>(150)</sup> Spanish Ministry of Health and Social Policy 2009. This study was carried out by FSG and funded by the Ministry of Health and Social Policy.

<sup>(151)</sup> Fundación Secretariado Gitano 2009.

national funding aimed to reduce and counteract the effects of harmful behaviour. These included an HIV/AIDS programme in Bulgaria<sup>(152)</sup> and a Drugs Initiative in Ireland.<sup>(153)</sup> These are **components of campaigns aimed at a broader target group but in which Roma and Traveller NGOs play an active part.**<sup>(154)</sup> Successful project development in Bulgaria is due to factors such as **ex-ante evaluation** of local needs and resources in order to select suitable districts and **competitive selection of NGOs** to implement the activities. Equally important was the **development of municipal networks of different services** for partnership and referral. Projects including a component of education, particularly where **Roma and Travellers educate their community or others about health issues, are likely to have a long-term sustainable impact** on efforts to improve cooperation at local level.

### Complex health projects

The establishment of a network of 33 **socio-medical centres** is acknowledged as the most successful practice for Roma in Greece.<sup>(155)</sup> These centres take an **integrated, multi-sector approach** by not limiting their activities to health care and arranging hospital appointments but also providing social welfare and educational advice. Wide-ranging support is offered by staff, including a Romani mediator.

The Socio-Medical Centres, when and where they function effectively, are considered to be a very successful practice. They are **multi-faceted, flexible and user-friendly**, providing daily assistance to Roma, often with a **focus on women and children**. This integrated, complex approach responds to the real problems of Romani communities in compact settlements and can be transferred elsewhere, bearing in mind local conditions in the new environment. The centres should have **closer links with mainstream services** and the **mediator's role should be strengthened.**<sup>(156)</sup> Doubts have also been expressed about their sustainability for although 75% co-funded by the ESF under the Third Community Support Framework (CSF), corresponding funding does not yet appear to have been secured for the Fourth as intended.<sup>(157)</sup> As elsewhere, **it is essential that available funding is used to the full.**

### Conclusions on successful health projects

Successful health projects have **begun with needs assessment**, at times using mainstream assessment methodologies allowing for maximum comparability and policy development. Romani health mediators **encourage interest in preventative health and facilitate access to the mainstream health care system. Non-exclusive targeting of Roma has increased acceptance** of health projects locally. Measures have

### Greece – Socio-Medical Centres

The Medical and Social Centre of the Municipality of Movri was created by the Municipality of Movri in October 2005 for a period of two years and then extended through June 2009. The Socio-Medical Centre, located in Sageika, provides high quality health care and social protection to the Roma in the surrounding area, about 160 families or 900 persons. This was a Regional Operational Project Western Greece 2000–06, one of the 24 Programmes within the 3rd Commu-

nity Support Framework (2000–06) for Greece and co-funded (75%) by the European Social Fund. Between October 2005 and June 2009, the total funding was 457 000 EUR. The aim of the Socio-Medical Centres is to provide fundamental health care, social and often legal assistance to Roma to help them integrate into Greek society. To do this, a mapping of the target group was conducted to register the needs of the population. Subsequently, information was given to the Roma about issues of public health (activities relating to health education) and about access to public health

services. Healthcare access was also facilitated by putting Roma in contact with different social and welfare programmes and encouraging them to take full advantage of these benefits. Furthermore, the centre provided assistance with procedural and legal problems with public services (issuing of identity cards, health and welfare booklets) and offered consultative services for the integration of the Romani families and in order to give them access to programmes of resettlement and social integration in housing, education and employment.

<sup>(152)</sup> See: [http://ec.europa.eu/health/ph\\_threats/com/aids/docs/ev\\_20090325\\_co08\\_en.pdf](http://ec.europa.eu/health/ph_threats/com/aids/docs/ev_20090325_co08_en.pdf)

<sup>(153)</sup> See: <http://www.paveepoint.ie/pdf/TSDI-SynopsisPaper.pdf>

<sup>(154)</sup> The former is a Ministry programme while the latter is funded through the National Drugs Strategy Team.

<sup>(155)</sup> The European Commission has posted a video of the centre at Movri in Western Greece on its website. See: <http://ec.europa.eu/social/main.jsp?catId=671&langId=en&videoSld=381&vI=en>

<sup>(156)</sup> See Guy (2009: 10, 47).

<sup>(157)</sup> ECRI (2009:27) and EURomanet at: <http://www.euromanet.eu/facts/gr/30520.html>

explicitly **targeted Romani women**, gaining their trust and ensuring practice is culturally relevant. Socio-medical centres were effective partly due to their **holistic approach and their welcoming atmosphere and focus on non-discrimination**.

## 5.5. Housing

### Provision of suitable accommodation for Travellers

Nomadism is in decline and many projects therefore now offer Travellers alternative forms of accommodation. In France **various schemes provide a flexible choice of options** such as large sites, small family sites, temporary camps or social housing, as in a Bas-Rhin project.<sup>(158)</sup> This project was successful because **Travellers chose their own housing solution**, making the transition to a more settled life at their own pace, and actively participating with a financial contribution or providing labour for house construction.<sup>(159)</sup> Houses are owned by a housing association and offered to Travellers at **low cost, long-term rentals**.<sup>(160)</sup> Provision of accommodation has been prioritised in Ireland with Traveller consultation on design but with little attention paid to developing good practice in allocation, management and maintenance leading to problems of sustainability.<sup>(161)</sup>

A large, purpose-built halting site was built in 2002 in Braunau/Inn (Austria) with the **agreement of all political parties** and has successfully lowered tensions between Roma and non-Roma. In Belgium two NGOs **mediate with municipalities to identify in advance a choice of temporary sites to reduce Traveller concentrations and defuse potential tensions**. Arrangements are made for a municipal contact person and adequate infrastructure.

### Re-housing encampment dwellers

More recent settlements on urban peripheries pose particular problems as authorities and local populations often see their inhabitants as illegitimate newcomers with no claim on resources. In Italy municipalities such

as Venice and Pisa took the lead in re-housing Sinti and Roma previously living in caravans or shacks in so-called 'nomad camps'. In the absence of a national policy these **bottom-up, municipally funded projects offer housing options** including purpose-built villages, integrated social housing or assisted private rentals. Sinti and Roma were extensively consulted in Venice and supported to move into social housing and a new housing area designed to meet the stated needs of the residents. In Pisa education and employment support also brought good results, as did a micro-credit scheme, and **Roma cooperated with a range of stakeholders** in every stage of the project. **Local politicians were involved to win consensus and negotiations were held with future neighbours to build trust**; funding for the project, however, ran out and the Pisa initiative has ended.<sup>(162)</sup> Political will was important in Venice where the mayor took a stand against hostile demonstrations.

### Legalisation of settlements and infrastructure improvements

Many Roma and Travellers live in unregulated, illegal conditions without security of tenure. In Slovenia, several municipalities regularised their settlements, one by **reclassifying and purchasing land for resale to Romani residents**.<sup>(163)</sup> This allowed infrastructure improvements.<sup>(164)</sup> Factors contributing to success were **municipal commitment, involvement of local stakeholders including dedicated NGOs and active Romani participation** through a Romani councillor.<sup>(165)</sup>

### A holistic approach to social housing

The problem of continuing segregation is widespread but initiatives in Spain have taken a **mainstreaming approach**. Romani inhabitants of shantytowns in Avilés were moved to purpose-built housing in a remote location for resocialising but it was soon recognised that this move only increased their exclusion. In a remarkable policy reversal **Romani families were assessed and matched to standard apartments** in the city and their **new neighbours prepared** for their arrival. **Objections were met with firm persuasion**. The municipality adopted a **holistic approach** to housing by offering Roma training, educational

<sup>(158)</sup> Actions for housing sedentarised nomads in the Department of Bas-Rhin, implemented by of the General Council of Bas-Rhin and AVA Housing and Nomadism; Holweg neighbourhood Forbach adapted housing project Adoma (which is a mixed public-private social housing entity).

<sup>(159)</sup> House construction is funded by a mix of public authorities, banks and charitable foundations. In some countries, e.g. Slovakia, this form of participation by beneficiaries is seen as problematic.

<sup>(160)</sup> This is to prevent the possibility of subsidised social housing being resold at a profit.

<sup>(161)</sup> In a pilot project a working group including Travellers developed a model based on Dublin Council's standard letting scheme. See: Pavée Point 2008b.

<sup>(162)</sup> Sconosciuto and Minghi (eds) 2007.

<sup>(163)</sup> Purchase of land for the purpose of legalisation of Romani settlement Kerinov grm, Krško Municipality. See: <http://www.krsko.si/novice.php?id=911>. Similar is Detailed spatial plan for Poganški vrh, Novo mesto Municipality. See: [http://www.novomesto.si/media/objave/priponke/2008/6/Sklep\\_o\\_javni\\_razgrnitvi\\_Poganski\\_vrh.pdf](http://www.novomesto.si/media/objave/priponke/2008/6/Sklep_o_javni_razgrnitvi_Poganski_vrh.pdf)

<sup>(164)</sup> Similar initiatives were implemented in Bulgaria and Slovakia.

<sup>(165)</sup> All municipalities in Slovenia with Romani populations now have a Roma councillor.

and health care support. <sup>(166)</sup> The *Housing Programme for Social Integration*, funded by the government of Navarre, has explicitly targeted Roma living in sub-standard living conditions among the beneficiaries to move to decent housing among the general population. As in Avilés, clients are offered a **comprehensive range of support**. <sup>(167)</sup>

### Conclusions on successful housing projects

Successful housing projects have **demonstrated flexibility and taken into account the different needs** of different individuals in identifying the right solution from a range of options. **Effective mediation and negotiation** with municipalities and non-Roma have reduced tensions and local resistance to the presence and project targeting Roma and Travellers. **Strong political and financial support by local politicians and authorities** has effectively countered local opposition. Successful projects have regularised the situation of informal settlement dwellers by purchasing the land for resale to Roma residents on the basis of **municipal will and consensus among stakeholders**. Residential segregation is being successfully countered in Spain by projects to progressively integrate Roma into standard housing with **political will, consensus, careful preparation and firm persuasion** to resist opposition.

## 5.6. Gender mainstreaming

Successful policies and projects exclusively addressing Romani women in the Member States are rare. As with non-discrimination, gender equality is a cross-cutting theme and the gender aspect of projects realised in Romani communities should not be underestimated. **Romani women play an important part in the overall structure of many projects and often may even be inferred as a lead target group**. The thematic areas of this study where Romani women are most prominent are in projects focused on employment and training and health care services. However women also have an important role in education projects, particularly at pre-school level, where involving mothers is crucial for Romani children's attendance and performance and the majority of Roma teaching assistants are female. <sup>(168)</sup>

<sup>(166)</sup> See: Guy and Fresno 2006.

<sup>(167)</sup> Running since 1999, the target group is the socially excluded but 40% of beneficiaries are Roma. For more information on this project see: [http://fra.europa.eu/fraWebsite/attachments/Roma-Housing-Case-Study-Spain\\_en.pdf](http://fra.europa.eu/fraWebsite/attachments/Roma-Housing-Case-Study-Spain_en.pdf)

<sup>(168)</sup> Further information about EU-supported projects targeting Romani women can be found at: <http://ec.europa.eu/social/main.jsp?catId=813&langId=en>

### Training for employment

Many employment projects recruit a significant share of Romani women in spite of difficulties arising from child-care of large families and traditional attitudes. This is true of *ACCEDER* and two Andalusian employment projects. <sup>(169)</sup> A majority of their clients are women and SUPLA S.L. – with 75% female clients – noted that a focus on women has great potential for sustainable impact because women take the lead in transforming deprived areas as the driving force in their families. Some initiatives are specifically targeted at Romani women such as an Italian dressmaking project and Belgian computer training for Traveller women but most have a mixed intake in which women are prominent. These include Portuguese vocational training in dressmaking, cooking and other artisan skills and an NGO EQUAL project in Prague with English classes and computer training for Romani women. <sup>(170)</sup> **Where successful, these projects have offered flexible programmes adapted to the women's needs, including in their timing, duration and accommodation of child care needs.**

### Women and health

In the field of health, a main role played by women is that of health mediator in various countries, such as the ESF-funded Roma NGO project for health education, mostly of Romani women, in the Czech Republic. <sup>(171)</sup> However they are also specifically targeted in projects involving reproductive health (Bulgaria), breast cancer screening (Hungary), HIV/AIDS prevention (Bulgaria) as well as nutrition (Slovenia). <sup>(172)</sup> Projects successfully impacting gender equality have **explicitly targeted Romani women within wider projects** and fostered their **input in project design**.

### Conclusions on successful gender equality projects

Very few Roma inclusion projects have exclusively targeted gender equality, though many wider projects have had important results in this regard. Success has resulted from the involvement of Romani women in project design. Many measures have focused on the capacity building of Romani women, offering flexible and adapted training programmes.

<sup>(169)</sup> See: <http://www.gitanos.org/english/Documents/Proyectos08.pdf>

<sup>(170)</sup> See: <http://www.slovo21.cz/en/index.php?id=equal>

<sup>(171)</sup> SASTIPEN - Reduction of Health Inequalities in the Roma community (2005-2006). See: <http://www.drom.cz/en>

<sup>(172)</sup> See: <http://www.ecip-bg.org/>, <http://www.romadecade.org/470>, and [http://ec.europa.eu/health/ph\\_threats/com/aids/docs/ev\\_20090325\\_co08\\_en.pdf](http://ec.europa.eu/health/ph_threats/com/aids/docs/ev_20090325_co08_en.pdf), respectively.



## 6. Lessons learned

The underlying purpose of this report on examples of good practice is to answer three concrete questions: “What works?”, “Why does it succeed?” and “How can it be transferred?” The answers are extremely complex. Perfect policies, programmes and projects for Roma, Traveller and Sinti inclusion could not be identified in this research, and there is a stark dearth of evaluation activity in this field. At the same time, elements of success could be seen in many measures across the research, pointing out important unifying factors to be taken into account in future government programming. **With due consideration to local conditions and adequate evaluation and documentation, these elements, ideas and practices can be transferred to other communities and countries.** Research for this study demonstrated the validity of the Common Basic Principles for Roma Inclusion, which should be taken into account in formulating initiatives to further Roma inclusion.

Successful policies, programmes and projects **must be rooted in fundamental rights and non-discrimination.** Policies and programmes must address diversity, tackling both the situation of Roma living in poverty *and* those Roma out of poverty who experience racism, discrimination and exclusion, with a focus on the individual – **different people have different problems which require different responses.** The inclusion of Roma is an important issue of human rights, but also a political issue, an economic issue, a factor of regional cohesion and is important to social solidarity.

**Strong political will** at national and local levels **to achieve Roma inclusion** is required for the success of policy, programming and projects in this area.

**Clear linkages must exist between policy, programmes and projects:** Learning from past programmes and projects have at times shaped subsequent policies and funding allocation. At the same time, many projects are specifically designed to fit within existing policy and programming structures. PHARE and other EU funded projects have provided seed funds for subsequent programmes funded through different sources. These types of linkages and learning are essential to the development of more successful measures for Roma inclusion.

**Integrated multi-sector policy approaches** are required to address the multiple exclusion factors of Roma. For example, policies, programmes and projects addressing multiple issues mean that unemployed Roma supported in accessing new, more expensive housing *and* work are less likely to face eviction due to unaffordable new housing and their children’s school outcomes benefit from a better home learning environment.

**Explicit but not exclusive targeting of policies, programmes and projects:** An explicit overall national policy for Roma inclusion has placed this issue onto the political agenda in numerous countries; such policy is warranted in all EU countries. The existence of national policies, dedicated funding and supported projects are an important expression of political intention, which should be carried forward through law, finances, effective partnerships across a broad range of stakeholders, reliable evaluation with particular regard to transferability, and appropriate sanctions for failure to implement. Governments and project implementers should use the policy, programme or project duration to seek to mainstream supported activities within the routine responsibilities and procedures of national ministries.

**The effective mainstreaming** of Roma concerns within broader measures is optimal as concerns overall results and wider society concern. Some level of targeted provision within mainstream policies is necessary. Due regard should be paid to the multiple disadvantages of particular groups of Roma, such as women, children, sexual minorities, migrants, people with disabilities, etc. Proper monitoring and assessment of the impact of mainstream measures requires disaggregated data collection.

**Effective coordination bodies** are necessary for successful integrated policy and programming approaches. Linkages between relevant ministries and among national, regional and local government must be established and measures to reduce resistance to Roma inclusion actions strengthened. Appropriate institutional structures and mechanisms must be put in place, and meaningful Roma participation at all levels increases the appropriateness and effectiveness of programming.

**Roma empowerment and effective participation:** Special attention should be paid to the direct representation of Roma in all sectors, with a focus on the representation of Romani women, youth, disabled and LGBT people. Romani human rights organisations should be supported as important policy contributors. Government measures to promote Roma inclusion must be complemented by grassroots Roma action, and specific sources of funding should be made available for Romani organisations to use as they see fit. Particularly important in this regard is the empowerment of Romani organisations to access funding and implement success measures while meeting technical and financial requirements.

**Legal duties to undertake positive action** can strengthen efforts to implement Roma inclusion policy. The Racial Equality Directive laid the foundation

for tackling the disadvantaged position of Roma and in some countries targeted, rights-based policies and positive action programmes have been formulated. Positive action should be an integral component of Roma inclusion policy across the EU and Member States and public administrations should set the example for this across the Union.

**Multiple-term policy, funding programme and projects:** Longer-term policies, programmes and projects targeting 10 and 20 year periods are needed for systemic change. These should be coupled with short- and medium-term action plans which enable visible success quickly and consistently in order to build confidence and sustainable engagement of all stakeholders.

**Multiple sources of funding:** Different sources of funding can play different roles and support different streams of intervention that are necessary for successful programmes and projects including innovative design, institutional change, long term perspectives, Roma empowerment, etc. Local ownership fosters local relevance for projects designed to solve problems in specific places. National or regional funding, coupled with an element of local financing, is an acknowledgement of all levels of responsibility for Roma inclusion and can foster mainstreaming of provision. Local government financing may need to be reviewed to ensure the availability of necessary resources.

Both EU and some Member State authorities are attaching **conditionality to the provision of funding** through various programmes to ensure that funding reaches marginalised populations. Conditionality can secure the earmarking of financing for Roma inclusion measures and overcome barriers caused by local resistance and low political will. Proper monitoring is essential. Conditionality also influences mainstream funding programmes to ensure that they reach marginalised groups such as Roma and promote participation and respect for the rights of these groups.

**Local government action: Roma inclusion cannot be exclusively a national level concern.** Several conditions must be in place to ensure that local authorities take up reform efforts prescribed in national policy, including: consultation and participation of local authorities in national policy making processes; direct partnership between national and local authorities through mentoring or other formal partnership systems, provision of training and skills development relevant to programme implementation; facilitating networking and sharing of practice and experience from other locations; fostering good relations with local civil society organisations; facilitating outreach with local non-Roma and, where relevant, including them as beneficiaries of programmes to promote a

community approach to inclusion; and adopting and enforcing sanctions where authorities demonstrate opposition to social inclusion goals.

**Availability of data** according to key factors including ethnicity and gender strengthens the development of effective policy, programmes and projects. It provides a baseline and enables the tailoring of measures to address the specific needs of the beneficiaries, facilitates effective monitoring, documentation and evaluation of targeted and mainstream measures and enables transferability of successful practice.

**Evaluation and dissemination of results:** Little evaluation is currently available about the impact of targeted or mainstream policies, programmes and projects for Roma inclusion. Ex-ante and ex-post evaluation assists relevance, accountability and transferability of ideas. Regular evaluation, with effective Roma participation, should be conducted and processes of learning should be developed and invested in to ensure the transferability of lessons learned and successes.

**Non-discrimination and gender equality mainstreaming:** Successful non-discrimination and gender equality actions focus on the grassroots level and foster a broad constituency which benefits from outcomes together with Roma. Such actions may explicitly target Romani women and be adapted to account for their specific circumstances to ensure their participation. Cooperation between public bodies, the private sector and NGOs is essential as is strong Roma participation. In parallel, mediation facilitates better communication between Roma, public authorities and local communities and improves access of Roma to mainstream public services.

**Inclusive quality education:** From pre-school onwards, successful education measures promote desegregation and improved educational outcomes through support for better understanding and relations in mainstream schools and building confidence of Roma and Travellers, increasing their motivation and reducing absenteeism. Successful measures to encourage Roma and Travellers leading up to and at university level include scholarship programmes, quota systems and mentoring support for students and families.

**Increasing employment:** Successful employment initiatives require an efficient and experienced implementing agency, partnership with future public and private employers and close co-operation with a range of stakeholders including NGOs and labour offices. Effective employer outreach to encourage and assist them in hiring Roma is important to counter discrimination. Flexible and adapted training programmes to certify competences can provide access to formal work opportunities. Effective micro-credit schemes can maximise business potential.

**Improving health:** Tailored to the needs of Roma, successful health projects are based on needs assessment and often use Romani health mediators to improve preventative health services and access to mainstream health services and insurance. Non-exclusive targeting has increased local acceptance of health projects. Holistic approaches, a welcoming atmosphere in health care service delivery settings based on equal treatment and non-discrimination are necessary to improve health.

**Adequate housing:** Accounting for the diverse needs of individuals, effective housing projects provide the right solution for individuals from a range of options. Strong political and financial support by local politicians and public representatives, and effective mediation and negotiation, can reduce local tensions and resistance to integration and improved housing conditions for Roma. Projects have improved housing conditions by regularising the situation of informal settlement dwellers or countering residential segregation.



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**Improving the tools for the social inclusion and non-discrimination of Roma in the EU – Report**

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Roma in Europe continue to suffer discrimination and exclusion, putting them at a high risk of poverty and unemployment. EU institutions and Member States have a joint responsibility to improve this, using all instruments at their disposal. Prepared by the European Roma Rights Centre and the Roma Education Fund, the Report on *Improving the tools for the social inclusion and non-discrimination of Roma in the EU* examines practices and actions in EU Member States which have contributed to Roma inclusion. An online summary (ISBN 978-92-79-17647-0) of the Report is also available. The Report describes the general political context before setting out conditions which favour the effective implementation of such practices. Funding options for Roma-related projects are analysed, drawing on examples from Member States, with a view to identifying key success factors. The Report then looks at project models which are demonstrably successful and transferable and concludes by outlining the lessons learned from this analysis.

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