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Opportunities for Roma Inclusion

Editorial note

Andrey Ivanov



Social inclusion of marginalized Roma has been increasingly on the policy agenda – supported by UNDP since 2002. This issue of *Development & Transition* on Roma continues our commitment to expanding partnerships. Individually, articles reflect distinct expertise; together, they weave the social inclusion and human rights perspectives into a comprehensive human development approach to Roma inclusion.

The opening article raises the question of how to define the ‘Roma universe’ and suggests that, even without knowing exact population figures, inclusion can be achieved by taking a territorial approach. Ioannis Dimitrakopoulos of the European Union’s Agency for Fundamental Rights suggests that Roma inclusion should integrate socio-economic development concerns with a fundamental rights framework. However, that is not easy, as Bernard Rorke of the Open Society Institute asserts. The focus on the social inclusion framework has coincided with a rise in anti-Roma prejudice. Katarina Mathernova, Joost de Laat, and Sandor Karacsony of the World Bank call for better monitoring and evaluation of Roma inclusion projects. ‘Poverty maps’ can be instrumental in that regard. National Roma Integration Strategies emerge as a key policy instrument for Roma inclusion in EU Member States. Zuzana Kumanová and Daniel Škobla share insights on how this document was elaborated in Slovakia. Christian Brüggemann and Jaroslav Kling complement the topic with a critical overview of the education-related indicators used by the National Roma Integration Strategies for Hungary, Romania and the Slovak Republic. Szilvia Pallaghy of the Roma Education Fund describes how Roma mothers support the education of their children.

Local involvement in the inclusion process is a precondition for success. Entela Lako from UNDP Albania demonstrates that the human rights-based and social inclusion approaches complement each other when people are truly involved. But Angela Kocze expresses concern that local communities often lose skilled individuals who pursue professional careers elsewhere, and that the people most capable of carrying out the ground-level work on Roma inclusion are often missing.

The infographics in the issue are based on a 2011 survey of Roma and non-Roma living in close proximity that UNDP carried out in cooperation with the World Bank and the European Union Agency for Fundamental Rights. We would like to thank the European Commission, Directorate General for Regional Policy, for supporting the survey and this publication.



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Making inclusion truly inclusive

Andrey Ivanov



Roma inclusion is increasingly on the political agenda both of governments and international institutions. In its communication of 5 April 2011¹ the European Commission (EC) requested Member States with sizeable Roma minorities to present National Roma Integration Strategies (NRIS) by December 2011. Most of the strategies were submitted – as were National Action Plans earlier, in the context of the Decade of Roma Inclusion² (running already for seven years). However, if the current round of initiatives is to meet its targets, fundamental change is needed. Adequately defining who the Roma are and what is meant by inclusion are important steps in that direction with both practical and policy significance.

Who are the 'Roma'?

'Roma' is not just a 'meta-group', an umbrella term encompassing different sub-groups. It is also a complex construct comprised of (and associated with) a myriad of diverse characteristics. Different sides involved (the groups in question, governments, international organizations) use the term as an intellectual shortcut ascribing to it different meaning. Problems with definition are one of the reasons why producing an exact number for the Roma population is not possible. Census data notoriously and significantly differ from experts' estimates. The Council of Europe's estimates of the Roma population provide 'minimum', 'average' and 'maximum' estimates and their ratio to the official census data is, respectively, 2.7, 4 and 5.³

Defining who the Roma are and what is meant by inclusion are important steps with both practical and policy significance.

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1 http://ec.europa.eu/justice/policies/discrimination/docs/com_2011_173_en.pdf

2 The Decade of Roma Inclusion is an initiative of national governments from the CEE and (initially) three international organizations – the Open Society Institute, the World Bank and UNDP – to reach, within a 10-year timeframe, (2005-2015) tangible improvement of the status of Roma in Europe. For more information: <http://www.romadecade.org/>.

3 www.coe.int/t/dg3/romatravellers/Source/documents/stats.xls.

This is a fundamental problem for both researchers and policy makers. Demographics are at the core of both sampling and 'sit' in the denominator of any indicator (unemployment rate, enrolment rate, poverty rate, mortality rate or any other rate). Another case when demographics are crucial would be that of planning and costing an intervention: it makes a difference whether we are targeting 100,000 or 400,000 people.

And here both researchers and policy makers face a peculiar set of circumstances: data are necessary but not available, and when data are available, they are not reliable. This means that different estimations of Roma numbers can be equally acceptable and justified using different sets of arguments. As a result, the opportunity for data misinterpretation is disturbingly broad. Depending on whether higher or lower estimates work better in the particular political context, different actors can select and use the most politically convenient data set.

One frequent source of discrepancy is the approach to identification – self-identification ("I am Roma") or external identification ('she or he is Roma'). The former produces lower estimates than the latter and the immediate question that arises when comparing the results of the two approaches is 'which is the correct figure?'

The answer is 'both', and 'neither', because of the fluidity of the term 'Roma'. This is why it is used in various official documents of the EC with one, almost standard, caveat appearing usually in a footnote. The April 2011 communication has a footnote defining Roma as an umbrella term which includes groups of people who have more or less similar cultural characteristics, such as Sinti, Travellers, Kalé, Gens du voyage, and so on, whether sedentary or not. A footnote from a 2009 document includes the Ashkali, adding the 'history of persistent marginalization' as one of the functional attributes.⁴ It also makes it explicit that the term 'Roma' is used in the context of a policy document dealing with issues of social exclusion and discrimination, and not with 'specific issues of cultural identity'.

The approach adopted by the EC seems to be a pragmatic response to current policy and communication challenges following the instinctive appeal of 'we can't precisely define them, but we all know who they are'. The definition is fluid, like the universe it is trying to define, leaving the unsolvable question of precise definitions open. This approach allows the inclusion of other groups sharing similar patterns of vulnerability and thus addresses explicitly the issue of social marginalization, but not exclusively of Roma. This also means that we do not need an exact definition or number of Roma in order to achieve tangible progress with regard to Roma inclusion. Instead of counting Roma, we need to identify where the excluded populations are, what specific patterns of exclusion they face and address the issue by applying a territorial focus. The Roma at risk of exclusion happen to live in depressed areas, so by targeting these areas we can achieve the policy priority, which is that of improving the lives of those people and including the excluded without stigmatizing all Roma as being deprived or excluded.

4 EU Platform for Roma Inclusion, MEMO/09/419. Brussels, 28 September 2009. <http://europa.eu/rapid/pressReleasesAction.do?reference=MEMO/09/419&format=HTML&aged=0&language=EN&guiLanguage=en>

The territorial focus of inclusion interventions also prevents potential community tensions, particularly when the population living in close proximity to Roma also faces high levels of deprivation. By addressing deprived areas where Roma are over-represented,

Roma are not the only group to benefit from targeted policies, thus boosting the support base of inclusion policies among non-Roma populations while at the same time broadly reaching its intended target, given that Roma are still over-represented among the beneficiaries.

The 'how' and 'what' of inclusion

Territorial focus is part of the 'how' of the process; not less important is the 'what': the substantive content of the process. The first element in that regard could be clear delineation of terminology: 'Assimilation', 'integration' and 'inclusion' all reflect different patterns of relations between a minority and the surrounding political and social systems. Assimilation entails inclusion into the system at the cost of total loss of traditional identity. Various attempts at assimilation have been made in the past and today we know that they simply do not work.

The distinction between 'integration' and 'inclusion' is more subtle. 'Integration' provides opportunities for minorities' involvement in majority structures while allowing them to retain elements of diverse identity. In that case the external system (dominated by the majority) accepts certain elements of diversity but this acceptance does not entail change in the system itself. 'Inclusion', on the other hand, entails a two-way process in which both the minority and the majority adjust.

Clarity of terminology is important because it has consequences on policy: the European Commission wants its Member States to adopt and implement National Roma Integration Strategies, although the overall process they are supposed to structure is that of inclusion. So, to what extent will the national structures implementing the strategies change and accommodate? Will the 'integration strategies' be inclusive, both in their philosophy of approach and in their openness to Roma participation in their implementation?

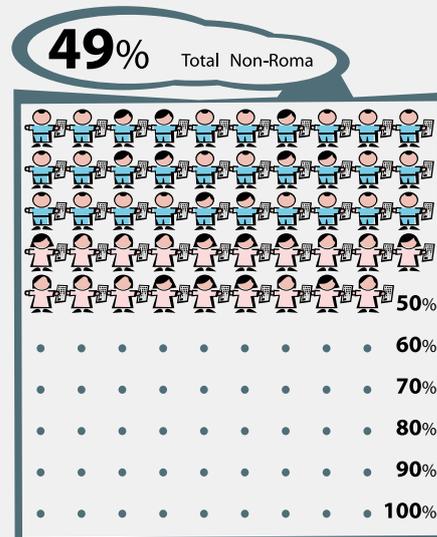
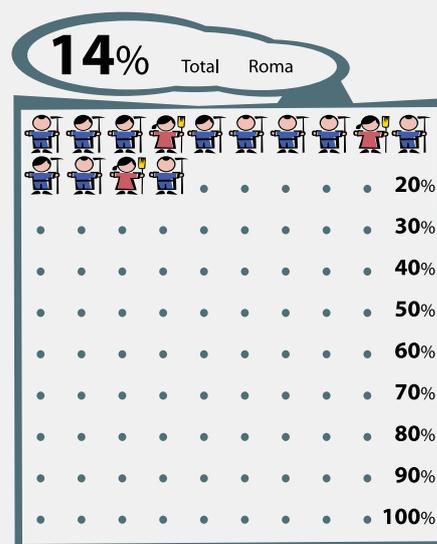
Roma participation is notoriously missing both at the level of defining the substance of programmes targeting Roma and at the level of their implementation. No survey or other attempt to articulate what 'inclusion' exactly means for those that are supposed to be included was undertaken prior to the launch of the Decade of Roma Inclusion. There is no doubt that the appalling barriers in human development opportunities, prejudice and discrimination are the issues to be addressed. But how are we to do this, and what are the acceptable trade-offs of inclusion? This is to denote not the financial parameters of the process but the inevitable trade-offs in terms of unique identity when it turns out that not all its elements are consistent with the systems of the mega-society.

On the process, participation at the level of implementation is important because it brings a number of additional benefits in terms of strengthened capacities and improved social capital. So far, the strategies lack local implementation structures. Unless the goals and targets of the strategies are decomposed into specific tasks and milestones with resources and explicit implementation plans identified, the strategies will be doomed to fail.

Conclusions

Defining the 'Roma universe' is a close to impossible task. It does not mean, though, that the term should not be used or that action for improving the lives of Roma is not

Infographic **Limited access to employment: Merely due to a lack of job skills?**



Employment rates of Roma in Croatia are dramatically lower than those of their non-Roma neighbours.

Source: UNDP/WB/EC regional Roma survey 2011.

Box

Infographics based on 2011 survey of Roma and non-Roma

As a founding member of the 'Decade of Roma Inclusion', UNDP has had a major role in collecting and analysing data on one of Europe's largest minorities. In 2011 it conducted a survey of Roma and non-Roma living in the same areas, in partnership with the European Commission, the World Bank, and the European Union Agency for Fundamental Rights. This issue of Development and Transition visually depicts data from that survey, in order to highlight key findings.

The survey was rigorous and comprehensive. It was conducted in a number of EU Member States¹, and in some non-EU Member States.² In each country, randomly selected samples of 750 Roma and 350 non-Roma households were interviewed. Two data collectors (one male and one female) visited each household. When possible, they were Roma. Otherwise, local NGOs assisted in gaining the trust of local communities, helping to ensure the validity of the results.

This survey complements another major data collection effort by UNDP in 2004. It was the first to capture the socio-economic status of Roma and non-Roma living in close proximity in countries that are participating in the Decade of Roma Inclusion.³ The data generated by this survey form the baseline for measuring progress towards 'Decade' goals.

More information about the 2011 survey will be available soon at <http://europeandcis.undp.org/poverty>.

1 Bulgaria, the Czech Republic, Hungary, Romania, Slovakia.

2 Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Montenegro, Republic of Moldova and Serbia.

3 They include: Albania, Bosnia and Herzegovina, Bulgaria, Croatia, the Czech Republic, Hungary, Former Yugoslav Republic of Macedonia, Montenegro, Romania, Serbia, Slovakia, Spain (the survey in 2004 did not cover Spain).

possible. It is possible through employing approaches that reflect the fluid nature of the term 'Roma' and addressing the policy priorities. Territorial focus is one such approach. A clear definition of the policy priorities and processes is no less important. Inclusive approaches with a territorial focus appear to provide a sustainable framework for the entire process. But inclusion also has clear trade-offs that need to be spelled out in an open dialogue. Such a dialogue could get the process of inclusion closer to a negotiated compromise acceptable for all sides involved.

The local level of implementation is strategically important, and still neglected. Complementing the strategies with local implementation structures would give them a chance and would make inclusion inclusive. Then it might finally work.

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The way forward for Roma¹ integration²



The end of the Cold War challenged the artificial division between civil and political rights on the one hand and economic, social and cultural rights on the other, paving the way for a comprehensive and integrated approach to poverty, social exclusion and discrimination. It took a while to get there, and it took even longer for Roma issues to find themselves included under these basic principles.

One important milestone in human rights history was the World Conference on Human rights in Vienna in 1993. It acknowledged the indivisibility and interdependence of all human rights, linking them — in resonance with Amartya Sen — to human dignity.³ A few years later, in 1998, Kofi Annan, then United Nations Secretary-General, situated the issue of human rights in the context of society's "obligation to respond to the inalienable rights of individuals."⁴

For quite some time, however, the issues of poverty and social exclusion were seen only as an attribute of the 'developing world' agenda. They were only put decisively on the European Union (EU) agenda when Central, Eastern and Southeast European countries with sizeable Roma populations applied for EU membership. Policy makers gradually started to realize that substantial segments of the populations in these countries are deprived of basic opportunities that prevent them from exercising their human rights, and that Roma form a significant part of those groups. This is why the (then) candidate

Many reports have documented that Roma are highly exposed to racism and discrimination. Will the situation change by the time this child grows up?

© Luiza Puiu/Chachipe Youth Photo Contest

1 EU policy documents commonly use the term 'Roma' to refer to a variety of groups of people who describe themselves as Roma, Gypsies, Travellers, Manouches, Ashkali, Sinti, etc. The use of the term Roma is in no way intended to downplay the great diversity within the many different Romani groups and related communities, nor is it intended to promote stereotypes.

2 According to the European Council 'integration' and 'inclusion' refer to measures for improving the situation of Roma in EU member states.

3 Vienna Declaration and Programme of Action, I, 25, available at <http://www2.ohchr.org/english/law/vienna.htm>

4 'Report Of The Secretary-General on the work of the organization', 1998, paragraph 174, <http://www.un.org/docs/SG/Report98/ch5.htm>.

countries embarked on a series of integration efforts, mainly supported through Phare⁵ funding, as the rights and living conditions of the Roma were incorporated into the EU's accession criteria. During the same period fundamental rights evolved further within the EU with the proclamation in 2000 of the Charter of Fundamental Rights, which became legally binding after December 2009 with the adoption of key anti-discrimination legislation and the creation in 2007 of the EU's own Agency for Fundamental Rights (FRA).

Despite efforts by states acceding to the EU to integrate their marginalized and excluded Roma populations, evidence of their deteriorating situation was mounting in reports by Council of Europe bodies, the Organization for Security and Co-operation in Europe, the Office for Democratic Institutions and Human Rights and the FRA's predecessor, the European Monitoring Centre on Racism and Xenophobia, as well as civil society organizations. However, their descriptions of the situation did little to facilitate the EU's and national 'development' efforts to improve the social and economic integration of Roma minorities. In addition, the lack of robust and ethnically disaggregated demographic and statistical data was hampering practical change.

Towards an integrated human development approach

A breakthrough came in 2003 with the publication of the UNDP's report 'Avoiding the Dependency Trap',⁶ which provided robust household survey data for five Central and South-Eastern EU member states showing that many Roma endure living conditions comparable to those of sub-Saharan Africa in terms of illiteracy, infant mortality and malnutrition. More importantly, however, the report argued for an integrated 'human development' approach,⁷ linking development opportunities to the realization of human rights. In 2004 UNDP conducted another comprehensive survey of the status of Roma and non-Roma living in close proximity in central and South-Eastern Europe prior to the launch of the Decade of Roma Inclusion (2005-2015),⁸ which allowed the construction of a baseline for the decade in order to measure its progress. International organizations' commitment to Roma inclusion was further reinforced in the World Bank (WB) report⁹ in 2005.

In 2008, responding to the need for similarly robust, reliable and comparative statistical data on human rights issues, the FRA presented its report 'Data in Focus Report 1: The Roma'¹⁰ based on findings of its European Minorities and Discrimination Survey (EU-MIDIS), the first ever EU-wide survey of immigrant and ethnic minority groups' experiences of discrimination, racist crime victimization, rights awareness and reporting of complaints. The report revealed a bleak picture and Roma emerged across the EU as the minority ethnic group most vulnerable to discrimination, as well as racist crime. On average, every second Roma respondent had experienced discrimination at least once in the previous 12 months; 66-92 percent of Roma did not report incidents of discrimination; on average, 86 percent could not name a single organization that could assist them with addressing discrimination; and 65-100 percent reported lack of confidence in law enforcement and justice structures. The report raised questions not only about fundamental rights protection, but also about the real impact of social policies in employment, housing, health care, social services and education.

5 See http://ec.europa.eu/enlargement/pdf/financial_assistance/phare/revised_minorities_thematic_raw_161204_en.pdf

6 See http://hdr.undp.org/en/reports/regional/europethecis/Avoiding_the_Dependency_Trap_EN.pdf

7 See <http://hdr.undp.org/en/humandev/origins/>

8 See www.romadecade.org

9 See http://siteresources.worldbank.org/EXTROMA/Resources/roma_in_expanding_europe.pdf

10 http://fra.europa.eu/fraWebsite/attachments/EU-MIDIS_ROMA_EN.pdf

A European strategy on Roma

The reports and data provided by the UNDP, the WB and the FRA provided valuable new evidence both about the socio-economic and the human rights situation of the Roma. They contributed to the efforts, particularly of the European Parliament,¹¹ for a European Strategy on the Roma to speed up national processes of Roma integration. Events in France in the summer of 2010¹² and the subsequent creation by the European Commission of its Roma Task Force¹³ in September 2010 contributed to maintaining the momentum. UNDP, the WB and FRA data are used in the 5 April 2011 Commission communication on an EU Framework for National Roma Integration Strategies up to 2020 to link the need to tackle poverty and exclusion, while protecting and promoting fundamental rights. Endorsing the communication, the European Council conclusions¹⁴ explicitly highlight the need to combine socio-economic and territorial aspects in accordance with a human rights perspective as the main basis for designing Roma inclusion policies.

In the light of the Council conclusions, national Roma integration strategies are now expected to develop actions improving the situation of Roma in employment, education, health and housing within a broader human rights framework to ensure the practical fulfilment of fundamental rights 'on the ground'¹⁵ by engaging¹⁶ directly with communities at local level,¹⁷ with Roma and non-Roma,¹⁸ building trust, developing social cohesion and combating prejudice and discrimination.¹⁹

Today the process of Roma inclusion has gained irreversible momentum and has to a large extent matured. Roma inclusion is increasingly seen as vital not just for the Roma, but also for the cohesion of European societies. The FRA, the Open Society Institute, Directorate General for Regional Policy of the European Commission, UNDP and the WB continue to support this process providing data and analysis, and testing replicable approaches to the practical aspects of the inclusion process. In 2011 they coordinated survey work across 11 EU member states and neighbouring European countries producing a unique body of robust data related both to the socio-economic status of households and the enjoyment of their rights. In the future, the FRA is expected to continue working closely with international organizations in fulfilling its tasks, as described in the Commission communication, by systematically collecting data and working with EU member states to develop effective monitoring tools.

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11 See <http://www.europarl.europa.eu/sides/getDoc.do?type=MOTION&reference=P6-RC-2008-0050&language=EN>

12 See <http://www.bbc.co.uk/news/world-europe-11027288>

13 See <http://europa.eu/rapid/pressReleasesAction.do?reference=IP/10/1097>

14 <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2011:258:FULL:EN:PDF>

15 Roma Inclusion: Common Basic Principle No.1 Constructive, pragmatic and non-discriminatory policies.

16 Roma Inclusion: Common Basic Principle No. 9 Involvement of civil society; Common Basic Principle No. 10 Active participation of the Roma.

17 Roma Inclusion: Common Basic Principle No.8 Involvement of regional and local authorities.

18 Roma Inclusion: Common Basic Principle No. 2 Explicit but not exclusive targeting.

19 Commission Communication, An EU Framework for National Roma Integration Strategies up to 2020, COM(2011) 173 final, Brussels, 5 April 2011, available at http://ec.europa.eu/justice/policies/discrimination/docs/com_2011_173_en.pdf

The ties that bind: common belonging and equal citizenship

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Bernard Rorke



Left unchecked and unchallenged, anti-Roma prejudice threatens to undo all the work on Roma inclusion.

© Miodrag Ignjatovic/Chachipe Youth Photo Contest

One key theme of UNDP's 2003 report, 'Avoiding the Dependency Trap', was that legal frameworks for rights protection are a necessary but insufficient precondition for sustainable integration, and that there must be complementarity with an approach that focuses more broadly on development opportunities for Roma.

The impact of this paradigm was reflected in the priorities of the Decade of Roma Inclusion in 2005, and more recently in the European Union (EU) Framework for National Roma Integration Strategies, but since then the complementarity has disappeared and emphasis appears to have shifted from issues of racism and discrimination to the EU's somewhat softer concept of social inclusion and societal cohesion.

Left unchecked and unchallenged, anti-Roma prejudice threatens to derail progress to the extent that it presents a fundamental threat to the entire Framework for National Roma Integration.

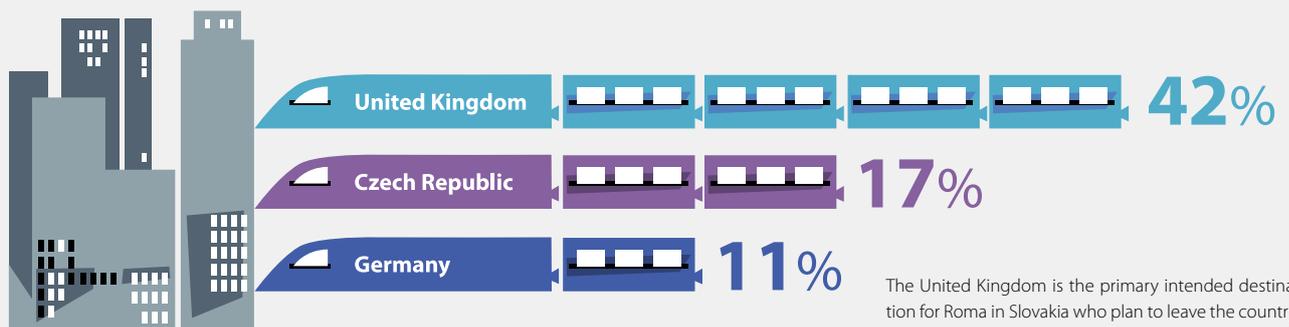
Integration versus assimilation

While the European Commission mulls over submissions by member states in response to the call for National Roma Integration Strategies (NRIS), there has been little discussion about what is meant by 'integration'. Assimilation of minority populations is deemed to be neither politically credible nor ethically sound, and a multitude of models of integration abound. When probed deeper some models of integration are barely distinguishable from assimilation. In France, for example, the Commission of Nationality argued that integration involves 'affirming the essential and indivisible values that found French society and determine its identity'.¹ In Germany, integration is taken to involve not 'mere adjustment' to German society but 'inner affirmation of its values' and 'internalization of common goods'.² Following the attacks on multiculturalism emanating from the mainstream right, and the electoral successes of far-right populist parties across democracies old and new, perceptions of integration are increasingly being driven by an assimilationist rationale. In many nations,

1 Bhikhu Parekh, 'British commitments', *Prospect*, London, Issue 114, September 2005.

2 *Ibid.*

Infographic **Nowhere to go but out: Many Roma see emigration as one survival option**



The United Kingdom is the primary intended destination for Roma in Slovakia who plan to leave the country.

Source: UNDP/WB/EC regional Roma survey 2011.

the notion of integration has become less hospitably pluralist than before with the onus being placed on the minorities to make the adjustments and accommodations deemed necessary for social cohesion. This shift in the political mainstream has been accompanied by increasingly virulent and frequently violent attacks on marginalized minorities by extremist groupings. And across the EU Roma populations are bearing the brunt of populist hostility.

Despite last year's unprecedented moves to promote social inclusion under the aegis of the framework, European Roma continued to be vilified and persecuted. Roma communities repeatedly came under siege from right-wing paramilitary groups and rioting neo-Nazi mobs. Public officials, mayors and far-right members of parliament continued to indulge in anti-Roma hate speech with seeming impunity. In Italy an anti-Roma pogrom took place in Vallette following a false claim by a 16-year-old girl that she had been sexually assaulted by 'Gypsies'. A furious mob of locals descended on the camp to set it ablaze. Although no one was reported injured the camp was destroyed.³ The Czech Republic also witnessed a rise in intolerance and hate speech. The use on national television of the term 'inadaptables' to refer to Romani people evolved into a heated dispute. The television channel responded that minorities should assimilate into the majority and that 'anyone who doesn't understand this is an inadaptable, irrespective of ethnic origin or skin colour'.⁴ What may be more astounding is that many consider the term 'inadaptable' to be a 'politically correct' way to refer to Roma.

Widespread anti-Roma discrimination

The 2009 EU Minorities and Discrimination Survey (EU-MIDIS) found that on average, across nine areas of everyday life, Roma were discriminated against because of their ethnic background more than all other groups surveyed, including Sub-Saharan Africans and North Africans.

The NRIS submitted need to be revised to take account of the recommendations contained in the EU's Civil Liberties, Justice and Home Affairs Committee report and endorsed by European Parliament resolution of 8 March 2011.⁵ The report insisted that social inclusion priorities must be linked to a clear set of objectives that include the protection of citizens against discrimination in all fields of life and the promotion of intercultural dialogue to combat racism and xenophobia. As UNDP stated more than a decade ago, 'Development opportunities are inexorably linked to human rights'⁶. If the framework is to 'make a differ-

3 Tom Kingston, 'Italian girl's rape claim sparks arson attack on Gypsy camp', *The Guardian*, London, 11 December 2011. <http://www.guardian.co.uk/world/2011/dec/11/italian-girl-rape-claim-gypsy>.

4 "Together to School" coalition protests the use of the term 'inadaptables' in Czech media', http://www.romea.cz/english/index.php?id=detail&detail=2007_3052.

5 Report on the EU Strategy on Roma Inclusion (2010/2276(INI)) Committee on Civil Liberties, Justice and Home Affairs, Rapporteur: Livia Jaroka, Rapporteur for opinion (*): Kinga Goncz, Committee on Employment and Social Affairs, Brussels, 2010, <http://www.europarl.europa.eu/oeil/file.jsp?id=5884532>.

6 Ivanov, A. et al. 'Avoiding the Dependency Trap'.

ence by 2020' to the lives of impoverished and excluded Roma communities, how can we best combat anti-Roma prejudice, and how can we uproot this type of racism across the EU? A first step would be to look beyond the specifics of Roma exclusion for lessons to be learned. In the United Kingdom, the racist murder of black teenager Stephen Lawrence in 1993 led to the MacPherson Report in 1999. The report prompted a nationwide debate that forced the British public to see more crude forms of racism in a wider context and to confront the complex nature of racism. The most important finding of the report was the prevalence of institutional racism in Britain, defined as:

'The collective failure of an organisation to provide an appropriate and professional service to people because of their colour, culture, or ethnic origin (...) in processes, attitudes and behaviour which amount to discrimination through unwitting prejudice, ignorance, thoughtlessness and racist stereotyping which disadvantage minority ethnic people.'⁷ This definition set a new benchmark for race relations in Britain. The report called on all institutions to examine their policies and practices and stated that there must be an unequivocal recognition of institutional racism and its nature before it can be addressed.⁸

When it comes to Roma inclusion and institutional racism, it is clear that many EU Member States remain in deep denial. Member States, old and new alike, need to confront the deeply embedded institutional racism that has undermined, and will continue to undermine, all efforts to promote Roma inclusion.

There is a need for some soul searching by European institutions and member states to heed MacPherson's insistence that 'it is incumbent on every institution to examine their policies and the outcomes of their policies and practices to guard against disadvantaging any section of our communities'. He warned that without recognition and action to eliminate such racism it can prevail as part of the ethos or culture of the organization. He described racism as a 'corrosive disease'.⁹

What do we mean by integration? As discussed earlier, some models of integration are indistinguishable from assimilation, and represent fundamentally flawed understandings of the relations between ethnic majority populations and minorities. Roma integration needs to be understood as a two way process, an open-ended sequence of negotiated adjustments between the majority and minorities. Thus, integration should not imply symmetry in the 'negotiated adjustments'. There is no symmetry when it comes to confronting structured and embedded institutional racism. Bhikhu Parekh suggests that rather than ask how minorities can be integrated, we should ask how they can become equal citizens bound to the rest of society by the ties of common belonging.¹⁰ If we understand integration in the terms defined by Roy Jenkins over 30 years ago, as 'not a flattening process of assimilation, but equal opportunity, accompanied by cultural diversity in an atmosphere of mutual tolerance', integration is best viewed as the means and not the end. The nature, forms, degrees and limits of integration should be negotiated and decided by their ability to serve the overall objective of fostering common belonging and dignity for all in the relations between Roma and non-Roma citizens.

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7 Sir William MacPherson of Cluny, 'The Stephen Lawrence Inquiry', Chapter 6. Racism, Section 6.34, Stationery Office, London, 24 February 1999 <http://www.archive.official-documents.co.uk/document/cm42/4262/sli-06.htm>.

8 Jenny Bourne, 'The life and times of institutional racism' *Race and Class*, Vol. 43 (2), 7-22, 2001, <http://rac.sagepub.com/content/43/2/7>. extract.

9 Op. cit.

10 Op. cit.

Towards better monitoring and evaluation



Monitoring and evaluation is critical for results on Roma inclusion

The April 2011 European Union (EU) Framework for National Roma Integration Strategies¹ calls upon EU member states to include strong monitoring and evaluation components. This was underscored during recent conferences on the topic organized by the governments of Slovakia and Bulgaria in partnership with the World Bank (WB), UNDP, the Open Society Foundation (OSF), the European Commission (EC), the Slovak Governance Institute, and the Poverty Action Lab Europe (J-PAL).² The conferences highlighted several well-established monitoring and evaluation tools, and there are encouraging international collaborative efforts to promote and use these tools to achieve results for Roma inclusion. In particular, the conferences distinguished four main areas for evaluation:

- Ensure good targeting of inclusion programmes by identifying the poorest communities.
- Identify the critical gaps in employment, education, housing, health, etc., between the poorest communities and the general population, and monitor progress in closing these gaps by institutionalizing the collection of comparable survey information.
- Devise Roma inclusion programmes focusing on achieving results in closing the most critical gaps by institutionalizing results frameworks and programme monitoring.

Identifying the poorest and most vulnerable communities is key for achieving results on Roma inclusion.

© Sandor Naske/Chachipe Youth Photo Contest

1 COM(2011) 173 Final: An EU Framework for National Roma Integration Strategies up to 2020, http://ec.europa.eu/justice/policies/discrimination/docs/com_2011_173_en.pdf.

2 Slovakia December 2011 Conference, <http://go.worldbank.org/YAA3HUQT40>; Bulgaria January 2012 Conference: <http://go.worldbank.org/H715FNC250>.

- Establish continuous learning and innovation, by institutionalizing evaluations and social policy experimentations to learn which approaches are most (cost-) effective to scale up.

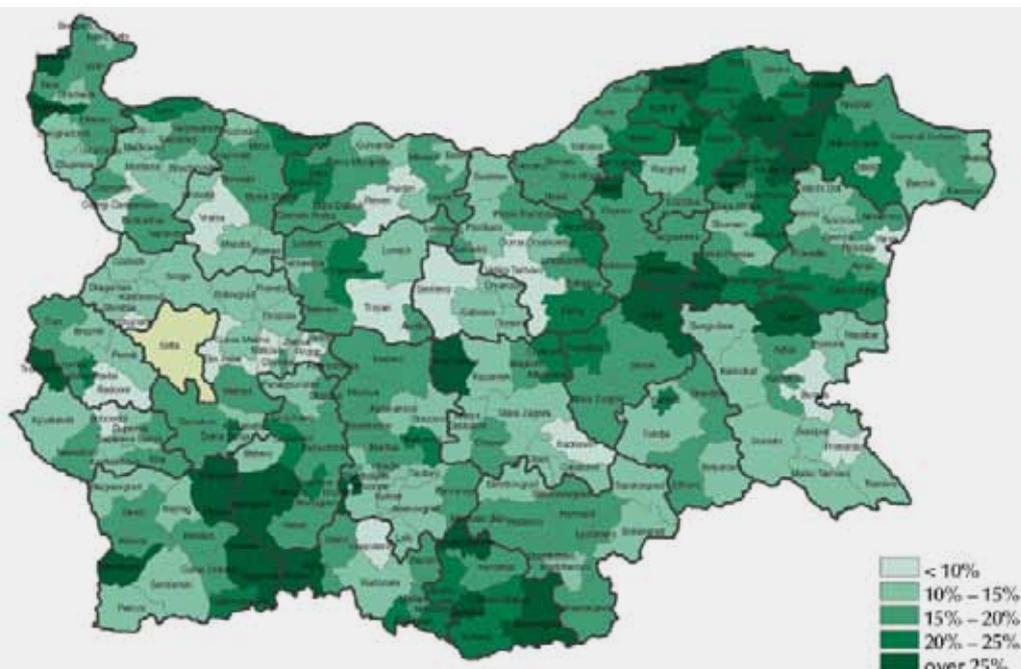
Ensure good targeting of inclusion programmes through poverty mapping

Key indicators of poverty are based on measures of income, such as the 'at-risk-of-poverty' indicator used in the EU, or measures of household expenditure. Some countries, such as Denmark, have centralized databases with detailed information on incomes for all residents. Many countries, however, do not have this information, either because income information is not sufficiently accurate due to the relatively large share of the informal economy, especially among the poorest, or because such a centralized database simply does not exist. National household surveys such as the EU Statistics on Income and Living Conditions (EU-SILC) collected annually in each of the member states by the national statistical institutes collect detailed income information but the sample sizes — several thousand households per country — are not large enough to accurately identify spatial pockets of poverty. National censuses, currently being implemented and analyzed throughout the EU, collect information on each household, but often lack sufficiently detailed income indicators necessary to calculate poverty rates.

Fortunately, identifying the poorest and most vulnerable communities can be achieved through 'small area estimations', or simply poverty mapping, whereby household surveys such as the EU-SILC are combined with information from the national censuses to estimate poverty rates at, for example, municipal level, and show these on spatial maps.

Map

The percentage of the population living under the poverty line -- the poverty headcount ratio -- in Bulgaria, by municipality



Source: National Statistical Institute, Bulgaria, 2006.

The WB, in partnership with statistical offices around the world, has produced small area poverty maps for more than 70 countries (see map of Bulgaria above). Throughout 2012-2013, the EC and the WB will seek to work with national statistical institutes to produce more such maps and provide an important tool to better target inclusion resources. The experience of the recent crisis map of the least developed microregions by the Government of Hungary and the Open Society Institute shows that such maps can be used to increase the allocation of EU funds towards the poorest regions, including poor and predominantly Roma communities.

Identify the gaps in human development outcomes and monitor progress in closing these by including extra households from the poorest communities when implementing the EU-SILC survey

In 2011, the EC/UNDP/WB and the EC/EU Agency for Fundamental Rights combined efforts to compile two large household surveys of Roma communities and of non-Roma living nearby in European countries with large Roma populations. Collecting detailed information on employment, education, housing, health, finance, migration, and rights, these rich data sources are already informing national Roma integration strategies in several countries and forming the basis of new analysis and policy advice in, for example, early childhood education and financial inclusion (WB reports forthcoming, 2012). While in the interim such efforts are critically important, the conferences also highlighted how the nationwide sample of the annual EU-SILC survey can be expanded, for example bi-annually, to include extra households from the marginalized communities identified through the poverty maps. This would have the advantage of using the same EU-SILC questionnaire and the same implementing agencies — the National Statistics Institutes — to simultaneously measure outcomes and monitor progress among both the poorest communities and the general population. As such, it would also allow governments to perform standardized monitoring of progress on inclusion using existing instruments for reporting.

Ensure programmes focus on achieving results in closing the most critical gaps

The draft guidance document 'Monitoring and Evaluation of European Cohesion Policy'³ highlights that it is often difficult to demonstrate the value of a policy because programmes frequently focus on spending rather than achieving well-defined results on outcomes, such as improving job prospects, keeping children in school and learning, etc. Fortunately, there are basic tools — results frameworks — which clearly articulate the results chains by summarizing how the project envisions that inputs (financial and human resources) will translate into specific activities that will in turn lead to specific — monitorable — outputs (e.g. number of unemployed who have received job training), which in turn will contribute to achieving the ultimate desired impacts (results). To institutionalize their use in Roma inclusion projects and programmes, governments may consider capacity building, requiring their use for funding proposals, and using crowd-sourcing innovations to support transparency and accountability of projects.⁴ For example, the WB is currently collaborating with the Slovak Government and UNDP to map European Social Fund projects using a mapping tool developed under the WB's Open Aid Partnership programme.⁵

3 DG Regional Policy. 'The Programming Period 2014-2020. Monitoring and Evaluation of European cohesion policy – European Regional Development Fund and Cohesion Fund – Concepts and Recommendations.'

4 For an example of such an application, visit the World Bank's 'Mapping for Results' portal at <http://maps.worldbank.org/>.

5 <http://wbi.worldbank.org/wbi/open-aid-partnership>.

Establish continuous learning and innovation

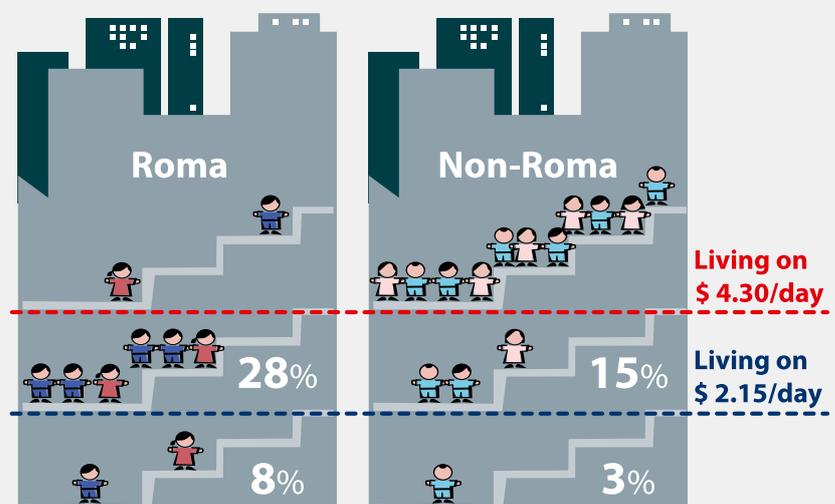
Often, there are many different policy options that seek to achieve similar policy outcomes. Social policy experimentations provide rigorous evidence on project impacts through randomized counterfactual impact evaluations. Promoted by the EU PROGRESS facility, and implemented around the globe by governments, civil society, and international organizations, these can identify the most cost-effective interventions and build public support around proven programmes for Roma inclusion. Additionally, seeking direct community level feedback on interventions can add critical local perspectives for social innovation. For example, as part of the monitoring and evaluation component of the ongoing European Parliament Roma Pilots, the Directorate General for Regional Policy has provided financing to the WB, UNDP, the Roma Education Fund, the Slovak Governance Institute, and Hungary's Kiut microfinance programme, to design and implement a local system of data collection whereby partner organizations — mainly small NGOs — collect beneficiary level outcome indicators and project feedback that is entered into an online tool for project monitoring accessible by project partners.

There are several practical monitoring and evaluation tools available and several pilot programmes are successfully implementing them. The use of these tools can be expanded and implemented more widely and systematically, often at relatively little additional cost, to achieve better results for Roma inclusion.

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Infographic

Entrenched hardship: Poverty among Roma is wider and deeper than among non-Roma



The share of people in Albania living on less than \$2.15 and \$4.30 per day (at purchasing power parity), two internationally comparable absolute poverty lines.

Source: UNDP/WB/EC regional Roma survey 2011.

A new approach to parental empowerment



Experiences during the early years of childhood have an extraordinary influence on lifelong development. A good start in the early years is the ideal way to promote positive developmental outcomes for children and mitigate the risks from poor or insufficient schooling, as recognised by a recent report from the World Bank (WB).¹

Interest in the effectiveness of Early Childhood Education and Care (ECEC) as a way of improving outcomes for children continues to grow as policymakers, politicians, and educators debate the best way to alleviate poverty and foster social inclusion in their societies. The European Union has identified and prioritized ECEC in its policies (such as the Preventing Social Exclusion through the Europe 2020 Strategy) as a fundamental way of achieving lasting results in Roma inclusion and is a major contributor, along with the Network of European Foundations For Innovative Cooperation (NEFIC), to the Roma Education Fund (REF) A Good Start project (AGS).

A Good Start (AGS)

Financed in part by the Directorate General for Regional Policy of the European Commission, AGS was developed by the REF to address major disparities in Roma access to ECEC services. The pilot project aims to minimize the effects of social determinants such as poverty in its target group. The pilot aims to increase access to early childhood education and care services for more than 4,000 Roma and non-Roma children from

The 'Good start' pilot project aims to increase access to early childhood education for more than 4,000 Roma and non-Roma.

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¹ Naudeau, S. et al., 'Investing in Young Children: An Early Childhood Development Guide for Policy Dialogue and Project Preparation,' Washington D.C., The World Bank, 2011.



birth to six years of age in 16 locations across Slovakia, Romania, the former Yugoslav Republic of Macedonia and Hungary. The project focuses explicitly, but not exclusively, on disadvantaged Roma children. The aim of the REF is to develop and support sustainable partnerships between governments and NGOs. Activities are tailored to the specific contexts and needs of the target populations in each locality.

The core approach of AGS is to sustainably support partners who are already working with its target groups, building upon their existing services and ensuring that comprehensive support is available. It focuses on enhancing children's physical, social, emotional, and cognitive development through activities related to early education, outreach parental education and health services.

Your Tale (Meséd)

One of the key activities being implemented in the six Hungarian AGS locations (one urban locality, Nyíregyháza, and five smaller rural localities in the Mátészalka micro-region) is the Your Tale programme run by the Unity in Diversity Foundation (UDF). The activities work towards achieving two project outcomes for Hungary: improving access to quality early education for disadvantaged Roma children and improving parenting practices among Roma.

During Your Tale, Roma and non-Roma mothers meet with a trained facilitator weekly for two-hour sessions. High-quality story books, particularly those that convey mes-

sages to children have been sourced for the project. The mothers take turns to read a story aloud, while the facilitator guides the reading and initiates discussion. The facilitator is able to both engage them with the text and model a teaching technique to be replicated with their children, and cultivates a supportive, caring and non-judgmental atmosphere in the group.

An integral aspect of Your Tale is that it focuses not just on children, but also on mothers. The activities are designed to indirectly support and empower women caregivers as well as directly provide the skills and knowledge to improve ESEC outcomes for young children. The programme is divided into three trimesters. In the first phase facilitators concentrate on developing mothers’ reading and comprehension skills. In the second phase the element of writing is added. In the third phase they develop their skills in handling the challenging situations facing them in their everyday lives, such as negotiating with kindergarten teachers, doctors, or employers. Facilitators also encourage women to express their feelings and struggles as parents, to share stories and cultural insights and other concerns. By developing friendships and support among group members, Your Tale aims to promote sustainable outcomes.

Your Tale in Hungary

Nyíregyháza, Nagydobos, Nagyecséd, Hodász, Nyírkáta, and Kántorjánosi all have Your Tale groups which have been running for nine months. Positive outcomes are evident, and some of the findings from a household survey, qualitative research, and the report of the UDF are described below.

Basic demographics

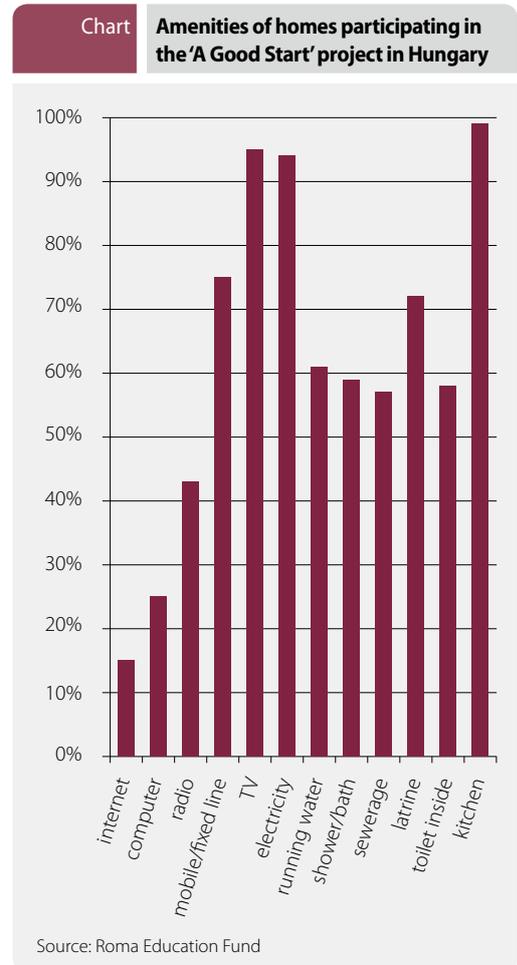
In Nyíregyháza 72 mothers, with 181 children, have attended 144 Your Tale sessions. In the Mátészalka microregion 100 mothers with 270 children have attended 288 sessions. Your Tale facilitators reported that the majority of those enrolled continue to come regularly each week.

Mothers in Your Tale groups in Nyíregyháza are aged between 17 and 45 with an average age of 28.47. They have between one and four children (an average of 1.81) from babies to seven years old. All the households in Nyíregyháza speak Hungarian, and just two Your Tale families also reported that they speak Romanes at home.

The chart summarizes access to household services for the Hungarian AGS beneficiary families.

Mothers’ education levels

Schooling was clearly a difficult chapter in the lives of the women. In Nyíregyháza just over 15 percent of mothers have not completed primary school, while just over 70 percent left formal education after primary school (with an additional 4.40 percent finishing special primary school). Only five women completed secondary education.



Box

Early childhood development as an investment in the future

At around 10 million, the Roma are the largest ethnic minority in Europe and suffer the highest levels of poverty and exclusion in the region. A Roma child is therefore at a disadvantage from the very beginning. The earliest years are absolutely critical for a child's emotional and mental development, and if this moment is lost, it is gone forever.

The current economic climate makes it more important than ever to invest limited resources wisely, in ways that support families and contribute to human and social capital. Early childhood development (ECD) is a unique entry point that can determine the future course of a child's life and help to break the cycle of exclusion and poverty, address human rights and ensure a strong foundation for the development of both individuals and society.

The United Nations Children's Fund (UNICEF) and its partners see ECD as the entry point for the social inclusion of Roma children. Two important recent initiatives in which UNICEF has been involved in several countries are the Roma Early Childhood Inclusion research project and the Roma Good Start Initiative.

UNICEF's strategic framework calls for a strong evidence-based and action-research approach to underpin its efforts to bring about systemic change and challenge the discrimination experienced by Roma children through working on improving policies, setting standards, ensuring accountabilities and empowering Roma communities (and Roma women in particular). Change starts with children and early childhood is the most influential period to lay the foundations for healthy physical, cognitive and social development. A focus on ECD – quality health care, parenting support, kindergarten and preschool education – and access to and completion of quality education will help to build up a generation of Roma children and young people who can grow into adults who have the chance to escape poverty.

UNICEF's strategy is to advocate for and support systemic policy change, costing effective and efficient programme interventions and evaluating and scaling up best current practices, rather than introducing more new schemes or reinforcing more pilot projects. The specific approaches aim to:

- *Contribute to systemic changes at national level in the design and delivery of ECD and basic education services.*
- *Share knowledge and exchange best practices to support evidence-based policies.*
- *Develop strategic partnerships to increase and sustain the attention and political commitment of local and national governments, development partners and regional forums.*
- *Combat racial discrimination and stereotyping.*
- *Support direct interventions with the parents of young children, and with future parents at the community level.*
- *Nurture equal partnership with Roma — the 'Nothing about us without us' principle, involving the Roma community in all phases of planning and programming.*
- *Address gender as a cross-cutting element — fighting for Roma women's human rights and empowerment.*

The relentless deprivation and marginalization of Roma children suggests that it will take time to overcome centuries of discrimination. UNICEF appreciates that its engagement with the Roma has to be for the long-haul, constantly evaluating what is being done, sharing what is learnt and adjusting strategies to be responsive to the needs and rights of Roma children, particularly the youngest.

- United Nations Children's Fund (UNICEF)

Attitudes about the value of education

An aim of Your Tale is to foster and support a culture of reading and emphasize the value of education among target families. The household survey data indicates that Your Tale households place a high value on preschool education with nearly 85 percent of families reporting that they believe children do better at school if they attend kindergarten or other educational programmes before they start primary school.

Parenting resources and practices

From the perspective of early childhood development, particular information and parenting skills can help children with their language and social development. Increasing their vocabulary during their early childhood sets the stage for successful schooling later, an indirect outcome of the programme.

Positive and supportive relationships for mothers

Your Tale aims to support and increase positive attitudes about the value of education in target communities. A positive experience can then lead to improved attitudes towards learning in target households, which benefits young children.

The groups also develop supportive relationships between the women who share struggles and successes as parents. One final effect is self-confidence.

Results and conclusions

Your Tale primarily engages Romani women, who in the majority of cases have not progressed beyond primary education in a positive learning experience. Women who have participated describe other positive impacts like the opportunity to develop supportive relationships with other members.

Attitudes about the value of education for children are relatively positive in the communities described here, and empowering women with the skills to actively support their children will continue to strengthen them. Women are using the skills learned in groups to facilitate their own children's learning using new parenting practices and the resources provided by the programme. As an indirect result, a team of Roma women (facilitators) were trained for ECEC, whose ability and expertise to teach parenting skills might also be used in the future.

Your Tale groups are an effective strategy for engaging and supporting Roma mothers to encourage the education of their children and a simple step in providing a good start that will affect children for the rest of their lives.

The programme has already inspired other NGOs, including two in Kenya that are adapting the Your Tale curriculum to their local circumstances.

Szilvia Pallaghy works as the project manager of the 'A Good Start' project with the Roma Education Fund.

The author would like to thank Dr. Mark Kavenagh, who wrote the case study of the Meséd (Your Tale) project.



Mothers reading aloud improve their ability to handle challenging situations in everyday life.

© Róbert Miskovics/Roma Education Fund

The Slovak Republic's Roma Integration Strategy

PAGE 22

Zuzana Kumanová and Daniel Škobla



The new Slovak strategy for Roma inclusion stresses the need to remove residential segregation of Roma communities.

© Daniel Škobla/UNDP

The process of European integration has encouraged a general interest in the protection of ethnic minorities and the struggle against social exclusion in Central and Eastern Europe. This was clearly reflected in the agenda of the Council of Europe and the Organization for Security and Co-operation in Europe (OSCE) in the 1990s. The importance given to the integration of ethnic minorities was also notable in the European Union (EU) agenda of the 2000s: 'political' criteria for EU accession were applied as an instrument to positively influence policies on minority issues in candidate states, and the Lisbon Strategy attributed significance to the social cohesion of both individual societies and the EU as a whole. While the European minority protection requirements have stimulated important legal and institutional changes in individual states over recent decades, this external pressure has been perceived by many as neither a genuine point of support for the inclusion of marginalized Roma nor a motivation for the political empowerment of Roma.

As a function of revitalized European aspirations for the protection of ethnic minorities, the European Platform for Roma Inclusion was set up in April 2009 to co-ordinate and develop policies for Roma integration and to stimulate exchanges among EU member states, international organizations and Roma civil society. The first meeting of the platform approved the 10 Common Basic Principles on Roma Inclusion as a tool for the design and implementation of actions. The role of the platform was recently enlarged and reinforced when European leaders (based on a proposal put forward by the European

Commission (EC) in April 2011) agreed on the EU-level Framework for National Roma Integration Strategies.

In response to this proposal, the Government of the Slovak Republic adopted the National Roma Integration Strategy (NRIS) of the Slovak Republic up to 2020, in January 2012. While the initial stimulus for the drafting of the strategy was external, its purpose became genuinely internalized by all relevant stakeholders in Slovakia. Preparation of the national strategy was driven by the idea of supporting Roma integration into society to the maximum extent possible. Given the complexity and ambivalence of the issues related to the Roma, the policy measures were aimed at supporting both the identity of the Roma people and the social inclusion of marginalized Roma communities — a segment of population stricken with extreme poverty.

The most important and innovative aspect of the NRIS is the fact that it was devised using a 'bottom up' approach involving representatives drawn from state administration, non-governmental organizations (NGOs) and local stakeholders. This participative process has the following aims: to build a shared understanding of the main problems; to develop an understanding of the main causes of these problems; and to develop a shared vision and methods for achieving this vision. While the Slovak Government's Office of the Plenipotentiary for Roma Communities was appointed as the body for the process of developing the NRIS, representatives of the self-governing regions with the highest concentration of marginalized Roma were consulted in the process of drafting the strategy. The office held several meetings with NGOs, with the Association of Towns and Villages of Slovakia (ZMOS) and with representatives of individual Roma communities. The process of NRIS development has been supported by UNDP, the World Bank (WB), and the Open Society Foundation (OSF).

As the EU Framework for NRIS called for synergies among the policies in four critical fields (education, employment, health and housing), the Slovak NRIS has drawn substantially from the identically structured revised National Action Plan of the Decade of Roma Inclusion 2005-2015 (adopted in August 2011). The revised action plan provided the basis for the NRIS and became an inherent part of it. This enabled the document to be more clearly focused on defining long-term objectives, provided that the medium-term objectives are met by 2015.

The NRIS comprises a theoretical framework, a socio-economic analysis, and a description of the monitoring and evaluation methodology. The main policy principles, promulgated by the NRIS, are as follows: de-stigmatization, integration and de-ghettoisation. These principles are binding and, according to the strategy, must be observed in the preparation of any legal acts and measures in the area of Roma policies. Besides these overarching principles, the NRIS also defines the rules for policy implementation: solidarity, legality, partnership, complexity, conceptuality, sustainability, equality, responsibility and accountability. The strategy also asks policy makers to take into account regional heterogeneity and intra-ethnic diversity while making their decisions.

In contrast to previous strategies or policy documents related to the Roma in Slovakia, individual policy areas in this document have sought to benchmark the current state (based on statistical indicators) and to define quantitative goals to be achieved by 2020. A precondition of progress measurement includes a regular monitoring mechanism: each year the NRIS requires a monitoring report to be prepared in which the individual governmental ministries evaluate measures and policies employed.

What are the four main policy areas formulated in the NRIS?

Education: access to schools with good-quality standard education should be provided for everyone, including pre-school, primary, secondary and higher education. Special emphasis should be placed on the elimination of ethnic segregation. While dropping out of education early needs to be prevented, attention should be also given to the facilitation of a smooth transfer for students from school to work. The document calls for the introduction of policies that will eliminate the grave disparities in the levels of education between the Roma and the majority populations.

Employment: access to labour opportunities needs to be improved, with special emphasis being placed on non-discriminatory access to the labour market. Active labour market policies and programmes, training for adults, and support for self-employment should also be implemented. The general objective is to decrease disparities in employment and unemployment rates between the Roma and the majority populations.

Health: the objective is to support access to public health care, including preventative health care and health education, and to decrease the disparities between the state of health of the Roma and the majority populations.

Housing: special emphasis is placed on access to public or municipal housing and the need to eliminate residential segregation. Financial resources from both the government and the European Regional Development Fund should be made available for this. The most important aim is to eliminate shacks and illegal dwellings and to improve the infrastructure of Roma neighbourhoods, thus decreasing the disparities between the Roma and the majority populations regarding access to drinking water, and to sewerage and energy networks.

Other key areas such as non-discrimination, financial inclusion and public awareness-raising were also covered. Financial inclusion means both the increase in financial literacy and access to regular banking, as well as reduction of households' debts and the elimination of 'usury' among the communities. The authors of the NRIS are fully aware of the negative public attitudes towards Roma and are determined to achieve positive change in order to render the policies effective.

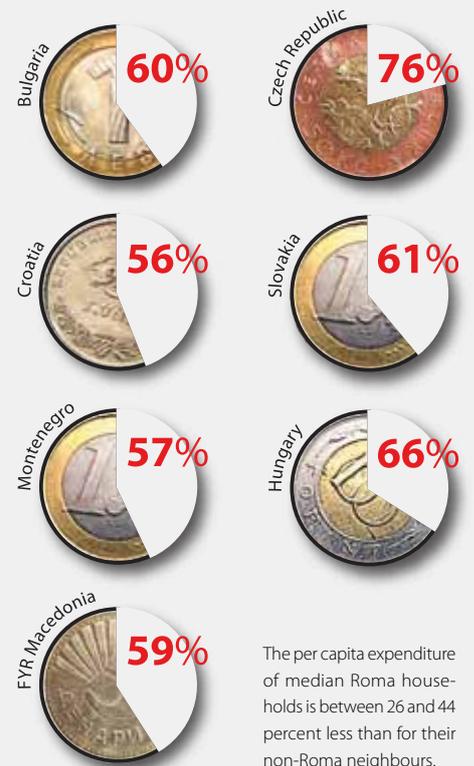
The chief strength of the NRIS lies in the fact that it is required by the EU. Among other things, this might mean that some of the financial resources for individual programmes will be covered directly by EU funds and thus mitigate pressure on the state budget. A requirement for reporting back to the European Community and monitoring of progress also creates an important accountability framework that was inconceivable in previous strategies and policy initiatives.

The authors of the NRIS also emphasized that it is an open document, to which new specific action plans can be added by way of government resolutions. At the same time, decision makers will have at their disposal quantitative data provided by the strategy. In this way, the strategy can be a kind of 'cookbook' prescribing the methods and methodologies for achieving common objectives. In general, the NRIS of the Slovak Republic can be considered a genuine opportunity for the improvement of the living conditions of the Roma. The country as a whole can benefit from equal opportunities, not just Roma, since the disadvantages of Roma exclusion are very high and are to the detriment of society as a whole.

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Infographic

**The other side of the coin:
Living on less**



Source: UNDP/WB/EC regional Roma survey 2011.

Measuring results? Education indicators in Roma integration strategies

PAGE 26

Christian Brüggemann and Jaroslav Kling



The European Commission calls on member states to “ensure that all Roma children complete at least primary school”.

© Jaroslav Kling/UNDP

In order to fight the exclusion and marginalization of Roma minorities the European Commission (EC) has recently called the member states to design National Roma Integration Strategies (NRIS) including a ‘robust monitoring mechanism to ensure concrete results.’¹ The integration strategies, which are currently under revision, are intended to cover goals based on ‘comparable and reliable indicators’ in four key areas: education, employment, health care and housing.² However, the EC does not define which characteristics an indicator needs to have in order to be ‘comparable and reliable’ nor does it give concrete examples of such indicators. Here we look at the NRIS submitted by Hungary, Romania and the Slovak Republic, with particular emphasis on their education initiatives, and show to what extent education indicators have the potential to contribute to monitoring and evaluating them.³

NRIS in the area of education

In its Framework for National Roma Integration Strategies up to 2020 the European Commission calls on member states to ‘ensure that all Roma children complete at least primary school’. Furthermore, the member states are expected to reduce the number of early school leavers, increase access to quality early childhood education and care, and encourage young Roma to participate in secondary and tertiary education.⁴

The strategies of Hungary, Romania and the Slovak Republic attempt to follow the EC’s goals for quantitative measurement. However, the monitoring and evaluation indicators

1 European Commission, ‘An EU Framework for National Roma Integration Strategies’, Communication from the European Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Brussels, 2011, p. 4.

2 Ibid., p. 4.

3 For a detailed review of the NRIS submitted by new EU member states see also Rorke, B. (Ed.), ‘Review of EU Framework National Roma Integration Strategies (NRIS)’, Open Society Institute, Budapest, 2012, http://www.romadecade.org/NRIS_review_2012, and several policy documents prepared by the Roma Education Fund, <http://www.romaeducationfund.hu/publications/policy-documents>.

4 European Commission, 2011, pp. 5-6.

presented have weaknesses which strongly limit their potential. The Hungarian strategy mentions few absolute target values apart from a list of educational indicators that lack contextualisation. The Romanian strategy defines a set of measurable indicators, but lacks benchmarks against which indicators might be compared. The Slovak strategy includes both target values and benchmarks, but some adjustments might increase the effectiveness of the proposed indicators.

Hungary

Under the headline 'Priorities' the Hungarian strategy notes few quantitative targets for education policies: '20,000 young Roma may obtain marketable vocational qualifications (...); 10,000 young Roma may attend courses offering final examinations;⁵ 5,000 talented Roma individuals may prepare for successful participation in higher education.'⁶ Any additional information concerning these desired target values is missing. The strategy does not mention how many Roma have already obtained vocational qualifications, passed final examinations or participated in higher education. Furthermore, it is not clear if those Roma who 'attend' final examinations and should be 'prepared' for higher education are also expected to pass examinations and enter higher education.

In addition, the Hungarian strategy lists three education goals, each goal linked to an indicator:⁷

- 'fostering early talent, early childhood education and care' should be measured by the competencies outlined in the OECD Programme for International Student Assessment (PISA) survey. Unfortunately, the PISA survey measures competencies in reading, mathematics and science of 15-year olds, without giving ethnically disaggregated data;
- 'improvement of access of Roma children and children living in extreme poverty to education' should be measured by 'the number of children not attending kindergarten due to shortage of capacity'. The term 'capacity' leaves room for speculation about 'how exactly the number for this indicator is to be defined';
- 'reduction of the school drop-out rate' is measured by the number of early school-leavers. By definition, this indicator is calculated using the Labour Force Survey results in a given country. Assuming that target values and benchmarks for this indicator conform with those of the Europe 2020 strategy,⁸ the measurement of the indicator seems viable. However it is uncertain whether the Labour Force Survey would provide the ethnically disaggregated data needed to calculate the share of early school-leavers among Roma youth.

Romania

The Romanian proposals should result in an increase in the number of teachers trained in inclusive education, an increase in the number of Roma attending pre-school or benefiting from support programmes, and in an increase in the number of Roma students registered in tertiary education programmes through special places.⁹ Unlike the Hungarian strategy the Romanian strategy includes relative target values but, does not mention any benchmarks against which the relative target values could be calculated. If benchmarks are to be defined only after data is collected, the credibility of the indicators must be put into question.

5 Final examinations' refers to certificates that enable students to enrol' in tertiary education programmes.

6 Government of Hungary, 'National Social Inclusion Strategy – Extreme poverty, child poverty, the Roma (2011-2020)', 2012, p. 79, http://ec.europa.eu/justice/discrimination/files/roma_hungary_strategy_en.pdf

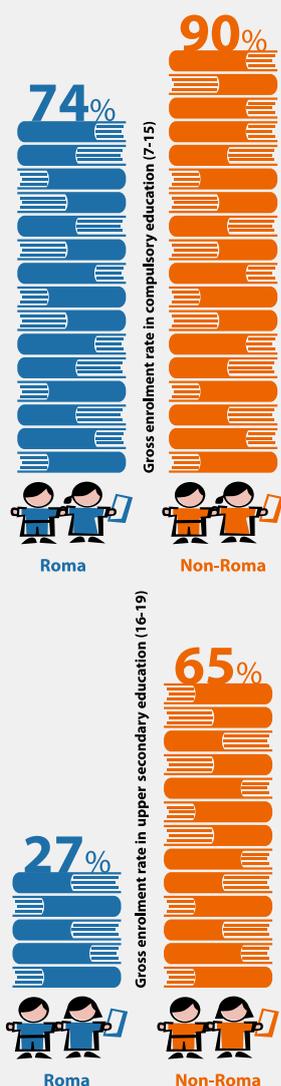
7 Ibid., p. 131.

8 See http://ec.europa.eu/europe2020/index_en.htm.

9 Government of Romania, 'Strategy of the Government of Romania for the inclusion of Romanian citizens belonging to the Roma minority', 2012, pp. 25-26, http://ec.europa.eu/justice/discrimination/files/roma_romania_strategy_en.pdf

Infographic

Barriers to learning: Secondary school enrolment is a major challenge for Roma



Gross enrolment rates of Roma and their non-Roma neighbours in compulsory education (ages 7-15) and in upper-secondary education (16-19) in the former Yugoslav Republic of Macedonia.

Source: UNDP/WB/EC regional Roma survey 2011.

One of the central goals of the Romanian strategy is to 'ensure equal, free and universal access (...) to quality education at all levels (...)'.¹⁰ However, the strategy only attempts to monitor participation in pre-school education and special places for university education. When it comes to measurement, participation in primary and secondary education is not taken into account.

The Slovak Republic

The Slovak strategy defines goals closely linked to indicators which include target values and (in most cases) benchmarks from Roma household surveys.¹¹ The strategy aims, among other things, to increase the number of Roma that reach lower secondary education (ISCED 2) to 100 percent. The strategy also gives benchmarks for the year 2010, indicating that 56 percent of Roma men and 63 percent of Roma women over the age of 15 and not enrolled in school have completed lower secondary education (ISCED 2).¹² By including Roma aged 15 and above as a target group, the indicator's potential to change over time remains weak. Those who have left full-time education (especially the elderly) seldom return to school to obtain higher school qualifications. Rates for completing schooling of those who have been out of school for a considerable time are unlikely to change and, therefore, the chance that significant improvement can be observed, even if the educational situation for the youngest age cohort improves, is rather low. Another problem is that excluding people who are enrolled in school from the calculation skews the indicator: if people who attend upper secondary or post-secondary education are not recorded as having completed lower secondary education, enrolment in upper secondary and/or post-secondary education will negatively influence the observed completion of lower secondary education.

Conclusions

The NRIS of Hungary, Romania and the Slovak Republic use different methods to judge the effectiveness of their education policies with regard to Roma. Our short paper suggests that the indicators used are limited in their potential to monitor and evaluate the countries' education strategies. The absence of clear links to an overall strategy and its goals, as well as the absence of benchmarks and target values for the indicators in the strategies might even result in confusion, misinterpretation and misuse of these indicators in the policy making process.

Even though education policies are increasingly evaluated using quantitative indicators, not everything that is measurable counts, and not everything that counts is measurable. This is especially true for policies targeting Roma: quantitative indicators capture only part of the complex and multidimensional processes of exclusion and inclusion.¹³ However, carefully designed indicators that avoid the shortcomings mentioned above could be vital in monitoring the status of Roma inclusion at different points in time and be extremely valuable in designing appropriate education policies.

¹⁰ Ibid., p. 14.

¹¹ Government of the Slovak Republic, 'Strategy of the Slovak Republic for Roma inclusion 2020; 2012, pp. 28-30, http://ec.europa.eu/justice/discrimination/files/roma_slovakia_strategy_en.pdf.

¹² Ibid., p. 29.

¹³ UNDP, 'Regional Human Development Report: Beyond Transition, Towards Inclusive Societies', Bratislava, 2011, p. 12.

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Roma inclusion: Who will do the work?

Angéla Kóczé



Before the European Union (EU) enlargement to include certain Central and Eastern European countries many presumed that the institutionalization of Roma political activism over the last two decades had created solid civil society structures to push forward the issue of Roma inclusion. A few years down the road we have to admit that we are not there yet. This is particularly depressing given the fact that resources, in the form of EU funds, are there but are simply not accessible, particularly in the most marginalized and segregated communities. What could be the reasons for this, and why does Roma civil society continue to suffer from serious financial, managerial and operational incapacity?

In order to respond to this question, it is worth exploring the evolution of Roma civil society in the decades of transition and how two fundamental concepts – that of human rights and that of human development – have gradually internalized and slowly converged. The degree to which both concepts have converged is associated with the strength (or weakness) of Roma civil society.

The Central and Eastern European context

Since the collapse of the Soviet Union and its satellite states European societies have experienced remarkable economic, political and social transformations. The restructuring

Will this young girl remain with her community? By offering high salaries, international NGOs attract the brightest Roma, but diminish the pool of local leaders.

© UNDP in Albania

of post-World War II welfare systems in Europe, the disintegration of Yugoslavia in the 1990s, the enlargement of the North Atlantic Treaty Organization (NATO) and the EU to include former socialist countries, and the growing economic inequalities and crisis brought about economic and political restructuring and an affirmation and consolidation of neoliberal policies in the greater Europe.¹

All these changes have had profound implications on the evolution of Roma civil society. Many researchers have recognized that one of the most visible by-products of this phenomenon has been the increasing social exclusion, pauperization, racial discrimination and territorial segregation of Romani citizens in Europe, and particularly in Central and Eastern European states.² Huub van Baar argues that since 1989 there has been a tangible emergence of new forms of European governance which includes the neoliberal restructuring of states, economies and civil societies, and the resurgence and reshaping of forms of nationalism and anti-Roma sentiments.³ The old structure did not provide any opportunities for Roma to participate in civil society and influence policies, but it did offer a secure workplace, a predictable life, and even some social mobility. The new structure offers some kind of minority recognition for Roma on the one hand, but on the other, the market-based economies which require highly-skilled workers, have cast out the poorly educated Roma.

As a response to the deteriorating socio-economic status of millions of Roma and to growing anti-Gypsism, discourses emerged on human rights, minority rights and later on equal opportunities.⁴ A new rights-based paradigm permeated Romani political activism putting emphasis on civil and political rights at the expense of economic and social rights.⁵ International non-governmental organisations (NGOs) offering high salaries attracted the brightest Roma from local associations, acting as a 'brain-drain' and further weakening grassroots initiatives. One of the failures of the donor communities was not to provide and support extensive capacity-building measures at local level. Instead, they concentrated on international advocacy and legal cases.

There has been criticism of the rights-based discourse that emphasizes the responsibilities of the policy-making elite, politicians, and donors. This type of democratization process enabled Romani political actors, as well as many other politically active groups and NGOs to use the international environment to advocate for their rights at the expense of action at local and national level. However, the reliance on international organizations and frameworks, on the one hand, introduced international standards but, on the other hand, reinforced the perception of Roma as 'alien' to the local community.

The United Nations (UN) and the World Bank (WB) also contributed to the convergence of the rights-based and human development-focused approaches. Both intergovernmental organizations have published reports on the situation of Roma in Europe: in 2003 the UNDP and the International Labour Organization (ILO) published a joint human development report with the title 'Avoiding the Dependency Trap'. A year later the WB published a book entitled *Roma in an Expanding Europe: Breaking the Poverty Cycle*. Both attempt to go beyond the hegemony of the rights-based discourse and highlight the persistent and entrenched poverty and dependence of Roma on various forms of state support, which creates obstacles to their social and economic integration. However, the UNDP report put

1 Sigona, N and Trehan, N., 'Contemporary Romani Politics in Europe: recognition, mobilization and participation', Palgrave, Macmillan, London, 2009, p.1.

2 Ladányi J. and Szelényi, I., *Patterns of Exclusion: Constructing Gypsy Ethnicity and the Making of an Underclass in Transitional Societies of Europe*, Columbia University Press, New York, 2006.

3 van Baar, H., *The European Roma: Minority Representation, Memory, and the Limits of Transnational Governmentality*, University of Amsterdam, Amsterdam, 2011.

4 Guy, W.W. *Between past and future: the Roma of Central and Eastern Europe*, Hertfordshire University Press, Hatfield, 2001, Kovats, M., 'The politics of Roma identity: between nationalism and destitution', OpenDemocracy.Net, http://www.opendemocracy.net/people-migration/europe/article_1399.jsp, 2003, Pogany, I., *The Roma Café: Human Rights and the Plight of the Romani People*, Pluto Press, London, 2004, Trehan, N., 'In the Name of the Roma? The Role of Private Foundations and NGOs', in: Guy, W. ed. *Between Past and Future: The Roma of Central and Eastern Europe*, University of Hertfordshire Press, Hatfield, 2001.

5 Bárány, Z., 'Romani electoral politics and behaviour', *Journal of Ethnopolitics and Minority Issues in Europe* (1), 2001, pp. 1-13.

a strong emphasis on the application of the human development paradigm. This was a new framework for Roma issues, which also included a focus on human rights not as a remedy for Roma issues, but linked to access to jobs and education.

Merging the approaches and losing the change makers

The Decade of Roma Inclusion 2005-2015 is a unique international initiative formulated by the most important non-governmental and inter-governmental organizations,⁶ and is an opportunity to act together to improve the situation of Roma. In 2012, as we enter the final phase of the Decade of Roma Inclusion, one of the major obstacles is that we have lost the local activists and experts who could carry out the real work on Roma inclusion and could make good use of the EU funds.

The burning question today is: where are those significant numbers of change makers that are needed for the fundamental task of Roma inclusion? They are definitely not at local level, which means that change so far is top-down (and not bottom-up). Another question is: who will do the ground-level job of Roma inclusion? The situation is changing now, but is Roma civil society ready to seize the opportunity?

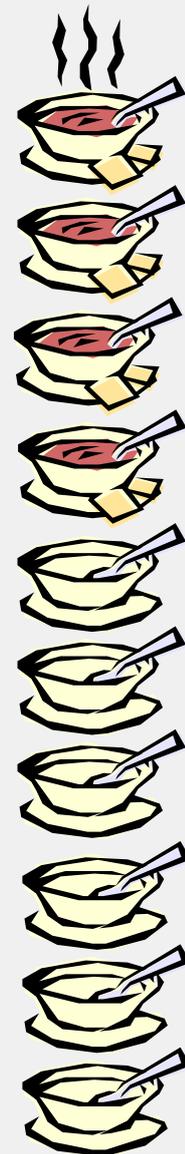
The outcomes of the last two decades for Roma civil society as well as for the donor community are mixed. Much has been achieved, but the foundations for serious problems with human capital have already been laid. Not enough has been invested in nurturing the new generation, particularly those who can remain in their local environment and implement social inclusion programmes. Although the Decade of Roma Inclusion has made an attempt to capacitate and empower young Roma to advocate for Roma rights, there is still work to be done to establish a critical mass at local level that would drive the communities out of exclusion, marginalization and dependency.

The tiny, fragile Roma elite will not make tangible changes without a solid base at local level. Supporting the emerging initiatives and helping them grow is a priority. This cannot be done through 'training' and 'workshops', as we have seen. It can only be done through real work, starting with small steps. Roma civil society and the international donor communities have a great opportunity and shared responsibility in that regard. If we act now, in 10 years' time no one will be able to say that 'there was no political will for Roma inclusion'.

Angéla Kóczé is a Research Fellow at the Hungarian Academy of Sciences.

Infographic

Hunger: still an issue for Roma



In Romania, 61 % of Roma surveyed had gone to bed hungry at least once in the month before the survey was conducted because they couldn't afford food.

Source: UNDP/WB/EC regional Roma survey 2011.

6 The Open Society Institute, the World Bank, the UNDP, the Council of Europe, the Council of Europe Development Bank, the Office for Democratic Institutions and Human Rights Contact Point for Roma and Sinti Issues, the European Roma Information Office, the European Roma and Travellers' Forum, and the European Roma Rights Centre.

The human rights-based approach and community involvement

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Entela Lako and Eno Ngjela



Roma in Tirana have actively participated in refurbishing water supply systems.

© UNDP in Albania

Roma and Egyptian communities in Albania live on the margins of poverty due to long-standing and two-fold social exclusion. The UNDP's 2006 report, *The Social Vulnerability of Roma in Albania*, shows that, in addition to prejudice and direct discrimination, Roma suffer low income, poor living conditions, and a lack of access to basic rights such as health care and public education, which has resulted in a poverty level among Roma four times higher than that of other parts of the population.

Since 2006 UNDP's involvement has grown to encompass many areas, recognizing the importance of placing Roma and Egyptian policy within the broad framework of social inclusion. The 2008-2010 United Nations Volunteers-UNDP-funded project 'Empowering the Vulnerable Communities in Albania' (EVC) was implemented in three regions with large Roma and Egyptian communities. The intervention addressed civil registration, infrastructure development, the training of community mediators in health, education and child protection, assistance with vocational training and networking and several activities raising awareness on social inclusion. Current UNDP activities under the 2010-

2013 Joint programme ‘Empowering Vulnerable Local Communities of Albania’ (EVLC,) funded by the United Nations Human Trust Fund for Human Security (UNTFHS) have expanded the geographical area of interventions, adopting a cross-sectoral approach in a comprehensive social inclusion framework.

Joint programme ‘Empowering the Vulnerable Local Communities of Albania’ (EVLC)

The three main objectives of the programme are:

- Supporting the participation of vulnerable communities in local decision making.
- Enabling vulnerable communities to access their rights and public services.
- Promoting policies and strengthening institutions for the social inclusion of vulnerable communities.

The programme has, for example, assisted the Albanian Government in setting up an Internet-based reporting and monitoring system to ensure timely, quality reporting on the country’s National Action Plan for Roma, as part of the Decade of Roma Inclusion (2005-2015).

Civil registration

UNDP has worked in collaboration with the United Nations Children’s Fund and the United Nations High Commissioner for Refugees to provide support to local authorities in resolving civil registration cases, reforming registration legislation and procedures, and training relevant authorities. Social and public services are now more accessible to vulnerable Roma and Egyptians, contributing to the improvement of their living conditions.

The programme was designed in an explicitly participatory manner, involving both governments (central and local) and community-level actors, which play an essential role in the identification of development needs and the promotion of civil registration. This ensured that cases were identified and referred for registration to relevant service providers. The close partnership between the local government and the local community created opportunities for discussion and raised awareness of social inclusion issues.

The ‘access to rights component’ of the programme also provides community needs assessment, showing baseline data, and helps the development of strategies to specifically target areas where interventions are most urgent with regard to Roma and Egyptian minorities’ access to education and employment, and social and public services such as health care. A major remaining challenge is the integration of the long-term unemployed in the labour market.

Social inclusion issues in the Albanian census in 2011

The lack of accurate statistics has been a major obstacle in the analysis of the social and economic situation of the Roma and Egyptian community, which hampers their access to basic rights and services and consequently their integration. Raised awareness of the situation of thousands of Roma families in Albania through an accurate population and housing census will provide a clear idea of the real situation in which the Roma live and should have many positive effects. An awareness-raising campaign among the

Table 1 Roma and Egyptian policy developments

2003	Government adopts National Strategy for Roma
2006	UNDP Report ‘The Social Vulnerability of Roma in Albania’
2006-2007	UNDP Capacity Building and Advocacy Projects
2008	Albania signs Decade of Roma Inclusion Declaration
2008-2010	UNDP-UNV EVC programme
2009	Government approves National Action Plan for Roma
2011	Census includes optional questions for the people to declare their ethnicity or ethno-linguistic group
2010-2013	UNDP-UNTFHS joint programme EVLC

Case 1 Roma community involved in upgrading water supply in Shkoze

The Shkoze area is in the outskirts of Tirana, and comprises approximately, 50 Roma households in an informal settlement which has little in the way of infrastructure. The Tirana municipality, the Ministry of Labour, Social Affairs and Equal Opportunities (MoLSAEO), with the help of a water company, co-ordinated the work of the Roma community in upgrading the water supply system in their neighbourhood. This has had a significant impact on the lives of the Roma in Shkoze.

Case 2 Roma community partnership with local government in Nishtulla

Initially the Roma community had little confidence and willingness to co-operate in any activities implemented by the programme. However, community-based organizations took the initiative to formally request the local government to collect garbage in Nishtulla. Now community members are involved in creating a healthier and cleaner environment in their neighbourhood, and are also fostering a partnership with the local government to bring about change.

Table 2 Completed co-financed infrastructure projects

Kamza, Tirana	Rehabilitation of communal sports facility
Fushe-Kruja, Durres	Rehabilitation of main road in Roma neighbourhood
Levan, Fier	Construction of a social centre (kindergarten, health clinic, community meeting room)
Driza/Qender, Fier	First phase in the construction of a sewage system

Roma encouraged their participation in the census. UNDP's dedicated census registration project addressed the specific problems of this community: the Roma's fear of giving their identity, a lack of accurate information on Roma settlements, and a lack of understanding due to language problems or illiteracy among Roma people. Members of the Roma community were trained and hired as enumerators and accompanied the enumerating team to facilitate access to the Roma communities.

In mid-2012 UNDP will prepare a thematic paper on Albanian Roma, based on the findings of the census, outlining their demographic features and socio-economic status.

Infrastructure development

Community mobilization assistance targeting Roma and Egyptians is most effective when accompanied by investment in public and social infrastructure for the direct benefit of these communities. In 2011 the programme addressed nine infrastructure priorities. Approximately 39 community mobilization activities were conducted and four major infrastructure projects were completed with co-financing from local governments and the joint programme. At least 20 further infrastructure projects are expected to be approved and implemented with the contribution of local authorities by 2013. All these projects involved both local governments and local Roma communities, which were not only beneficiaries but were also actively involved in decision making and project implementation. Aside from the immediate benefit of improving living conditions for the local Roma and Egyptian communities, the programme strengthened the ownership and partnerships between those involved and improved the awareness of the various issues related to social inclusion.

Conclusion

The experience suggests that the support offered to Roma and Egyptians should be based on a human rights-based approach and not be perceived as a 'charity operation'. The active participation of the vulnerable groups targeted is an essential part of the rights-based approach without which any intervention is unsustainable and may reinforce the dependency of the people it is supposed to help.

The understanding of Roma issues and social inclusion policies at local level remains low. Therefore the support provided by international organizations should continue to promote the spirit of dialogue with the vulnerable groups considering their needs in local decision making. This is the spirit of the new programme that UNDP Albania is currently finalizing with EU funding.

Entela Lako is Participation and Environment cluster manager and Eno Ngjela is team leader, with UNDP in Albania.

Box **Building the local capacities of Roma communities**

Over the past two decades, programmes for Roma have primarily emphasized human rights and political participation. As a consequence, Roma community leaders have gained little experience in development – either at the central or local levels. However, to achieve tangible results on Roma inclusion, a complex, area-based approach is needed that calls for the involvement of the target group. Launched in 1992, the EU LEADER Programme pioneered this approach. It became the mainstreaming rural development programme of the EU, and has been widely used in urban and non-EU development projects. However, it was not applied in the work on Roma inclusion at the local level.

In the last few years, UNDP has adapted the EU LEADER Programme for Roma inclusion and employed it through an area-based approach that has been successfully tested in the Cserehat region of Hungary. It used self-help groups, the Local Resource Centres for Social Development, and the related territorial development networks (explicitly but not exclusively Roma). As a result, cooperation between the Roma and non-Roma population has improved, the voice of disadvantaged Roma communities living in the area has become significantly stronger, and sustainable conditions for social innovation have been created in the local communities.

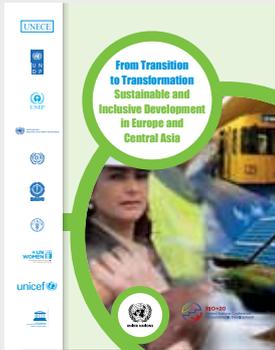
In this model, the empowerment process focuses on reinforcing the communication between the majority and minority populations through the mediation of conflicts, the establishment of development-oriented majority-minority partnerships, and the improvement of the development skills of the local Roma and majority leaders. These help to strengthen inclusive social dialogue, improve the quality of coexistence, and promote human rights and equal opportunities. The model can be used as a tool for setting up institutional networks for inclusion and a national observatory for social inclusion during implementation of the National Roma Integration Strategies (NRIS).

The resource centres were established through the UNDP programme in the villages of Abaúj, Edelény and Szalonna. Five other Roma communities have expressed interest in using this instrument. Similarly, the City of Pécs is currently considering using this model for its work with the Roma population. Hopefully this trend will continue, and area-based development approaches will become part of mainstream Roma inclusion.

Marta Marcziš, who works as an adviser on area-based and cross-border development for UNDP's Bratislava Regional Centre, designed the Cserehat programme and served as the programme's chief technical adviser.

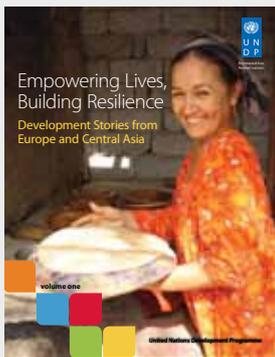


Publications



FROM TRANSITION TO TRANSFORMATION: SUSTAINABLE AND INCLUSIVE DEVELOPMENT IN EUROPE AND CENTRAL ASIA

This report examines the global policy changes required to ensure a sustainable future for people today and for generations to come. It calls for a transformation to integrated policy making, where social equity, economic growth and environmental protection are approached together.



EMPOWERING LIVES, BUILDING RESILIENCE: DEVELOPMENT STORIES FROM EUROPE AND CENTRAL ASIA

This publication features success stories from 16 countries where UNDP support has resulted in the development of institutional and human capacities. The stories demonstrate tangible and sustainable achievements substantiated by data and personal testimonies.



REPORT ON THE LIVING CONDITIONS OF ROMA HOUSEHOLDS IN SLOVAKIA 2010

This report is based on data collected in 2010 by the United Nations Development Programme and the Ministry of Labour, Social Affairs and Family Affairs of the Slovak Republic. It documents the persisting poverty and material deprivation of the Roma population living in Slovakia. Key areas, such as housing, health, education, the labour market, the income situation and material deprivation are covered. The report concludes that the social exclusion of Roma in Slovakia continues from generation to generation in a vicious cycle of deprivation.

Upcoming Events

Rio+20: The Future We Want — UN Conference on Sustainable Development

At the Rio+20 Conference, world leaders, along with thousands of participants from governments, the private sector, NGOs and other groups, will come together to discuss how we can reduce poverty, advance social equity and ensure environmental protection on an ever more crowded planet and shape the future we want. The conference will take place in Brazil from 20 to 22 June 2012 to mark the 20th anniversary of the 1992 United Nations Conference on Environment and Development (UNCED), in Rio de Janeiro, and the 10th anniversary of the 2002 World Summit on Sustainable Development (WSSD) in Johannesburg. To find out more please visit <http://www.uncsd2012.org/rio20/index.html>

Implementing the Aarhus Convention today: paving the way to a better environment and governance tomorrow

The aim of the workshop, which will take place from 22 to 23 May 2012 in Almaty, Kazakhstan, is to share best practices, identify and discuss challenges, and explore possible ways to enhance implementation of the Aarhus Convention in the Central Asian region. The meeting is a response to the call made by the Parties to the Aarhus Convention at the fourth session (Chisinau, 29 June to 1 July 2011), which identified the need for capacity building, expertise related to the procedural requirements for the convention's implementation, and the facilitation of access to justice. To find out more please visit <http://www.osce.org/astana/89576>

Climate Change: Security, Resilience and Diplomacy

The 16th Annual Chatham House Conference on climate change will take place on 15 and 16 October 2012. It will examine the key economic, social and geo-political security threats caused by climate change, and debate what national and international responses are required to manage these security challenges. To find out more please visit <http://www.chathamhouse.org/climatechange2012>

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