

DecadeWatch 2007

Roma Activists assess the
progress of the Decade of Roma
Inclusion 2005-2015

Sofia, 12 June 2007



DECADE
WATCH

What is DecadeWatch?

- A progress review of the Decade by Roma activists...
- ...assessing government action on Decade Action Plans, the institutional set-up for the Decade and the four priority areas...
- ...asking whether there are measures, programs and policies in place, not whether they work...
- ...and comparing country performance across all indicators.

Why DecadeWatch?

- Decade of Roma Inclusion is an unprecedented commitment of heads of government for action on Roma inclusion – an **accountability framework**
- However, currently there are **knowledge gaps** on the progress on Roma inclusion policies across countries:
 - no systematic tracking and comparative reporting across countries
- Roma participation: A **contribution by Roma activists** to make the Decade a success

Objectives

- **Create knowledge:** Update on what is actually happening
- **Assess progress:** Show the participating countries how they are doing and identify areas for cooperation and peer learning
- **Give Roma a voice:** Cross-country team of Roma researchers
- **Build capacity** on monitoring for Roma civil society groups
- **Raise the profile of the Decade** and give a new impetus

Methodology: focusing on government measures...



- Country-based interviews and document review
- Focus on government inputs and indicators of commitment – is the government doing anything in the areas highlighted in action plans?
- Outcome monitoring impossible for now, given absence of systematic and regular collection of nationally representative data disaggregated by ethnicity
- Reporting period 2005 and 2006, does not cover 2007

...covering critical inputs...

- DecadeWatch chooses indicators that measure critical inputs to making the Decade a success
 - Existence and quality of Decade Action Plans
 - Institutional arrangements
 - Measures in the 4 priority areas education, employment, health and housing as well as the cross-cutting issue of anti-discrimination

...that are assessed according to a simple score card...



Score	Broad Summary Definitions
0	No action by the government
1	Sporadic measures, initial steps taken, but not regular and systematic
2	Regular measures, but not systematic or amounting to a programmatic approach
3	Government program, advanced action, but not integrated policy
4	Integrated policy, setting the standard for government action and ownership

...which allows comparing...

- Scores explain the various degrees of government involvement in putting policies in place
- Vertical and horizontal comparison: Countries are compared to...
 - ...each other across each indicator, identifying best practice and facilitating peer exchange
 - ...a best practice outcome, as defined as an integrated policy, showing where countries should aim for

...and ranking country performance



- Scores are simply averaged across all indicators
- Scoring is not linear, with a wider spread at the lower end:
 - Difference between 0 and 1 marks the difference between no action and initial steps – essential in particular at the beginning of the Decade
 - Difference between 3 and 4 marks difference between program and integrated policy
 - 4 is not necessarily 4 times better than 1 – it sets the standard of what should be achieved

Research questions and indicators



- **Action Plans:** Do they exist and do they have baselines and targets? Are there priority action plans? Has there been any public reporting? Any effort to engage the municipal level?
- **Institutional set-up:** Is there a national Decade of Roma Inclusion coordinator in charge? Who is the coordinator and is there a support office? Is there a consultation mechanism with Roma civil society? What is the link to line ministries? Has there been representation at Decade International Steering Committee meetings?

Research questions and indicators



- **Modules on education, health, employment and housing**
 - Monitoring and Evaluation: Is there data and is it updated regularly and is it nationally representative?
 - Concrete Programs: Are there government measures, programs or policies and what is the degree of government ownership, e.g. financial backing?
- **Anti-discrimination: Is EU-compatible legislation in place?**

Overall Ranking: 4 groups...

Rank	Country	Score
1	Hungary	2.29
2	Bulgaria	1.84
3	Slovak Republic	1.82
4	Czech Republic	1.76
5	Romania	1.72
6	Croatia	1.70
7	Macedonia	1.37
8	Serbia	1.24
9	Montenegro	0.63

Unweighted scores

...with differences by depth of government involvement



- **HU:** most advanced, because it has developed a more systematic policy on Roma inclusion than any other country
- **BG, SK, RO, CZ, HR:** institutions and measures in place with government financing, but typically not systematic policies
- **MK, SB:** institutions in place, but little evidence so far of government financing measures – reliance on external financing
- **MN** remains in pre-Decade mode, with little systematic government action

Action Plans: in place in most countries, except HU and RO...

Rank	Country	Score
1	Czech Republic	2.30
2	Croatia	1.60
2	Macedonia	1.60
4	Slovak Republic	1.30
5	Serbia	1.20
6	Bulgaria	1.10
7	Hungary	0.60
7	Montenegro	0.60
9	Romania	0.00

...but there is little reporting...

- Most countries have action plans, some have short-term priority implementation plans with costing, but unclear whether they guide policy
- Little systematic public reporting on progress of Decade implementation, although some countries plan to publish a progress report
- Good practice:
 - **CZ:** annual priority plans backed up with financing and regular progress reporting
 - **MK:** 2005 operational plan
 - **SB:** development of local level action plans

...also due to data gaps

- Individual surveys and studies, typically externally financed, have identified the challenge of Roma inclusion
- Some countries collect administrative data on numbers of Roma served
- However, no systematic and regular collection of nationally representative data on Roma – no picture of the situation of the Roma population that is regularly updated and shows results
- **Governments will not be able to report on their Decade results in 2015**

Institutional arrangements: Advanced in most countries...

Rank	Country	Score
1	Hungary	3.13
2	Slovak Republic	2.94
3	Macedonia	2.88
4	Croatia	2.75
4	Czech Republic	2.75
6	Bulgaria	2.63
6	Romania	2.63
8	Serbia	1.25
9	Montenegro	0.50

...with coordination offices with considerable experience...



- Institutions and coordination mechanisms are in place
- Decade Coordinators with support offices, often staffed with Roma, which have accumulated considerable experience
- Efforts in some countries to involve municipalities
- Varying degrees of consultation and involvement of Roma civil society

...but uncertainties about real impact on line ministries



- Doubts on the extent of the coordination office's power to effect change across line ministries
- Few line ministries have special departments that deal with inclusion issues
- Good practice:
 - **HU:** close link of Decade coordination office to line ministries
 - **RO, SK:** Decade coordination office has regional branches that could help reach out to the local level
 - **MK:** Decade coordination body involving Roma civil society

Education: most advanced across all countries...

Rank	Country	Score
1	Hungary	3.80
2	Romania	2.40
3	Serbia	1.80
4	Bulgaria	1.60
4	Slovak Republic	1.60
6	Croatia	1.40
7	Montenegro	1.30
8	Czech Republic	1.00
9	Macedonia	0.80

...with HU showing the example for systematic policy



- Most countries have put, to varying degree, a range of measures in place, covering preschool, primary/secondary, vocational and higher education
- Key role of the Roma Education Fund
- Varying degree of acceptance and identification of school desegregation and little systemic action to overcome it
- Good practice:
 - **HU** has most advanced system of integrated policies in place but concerns about real impact

Employment: some measures in place, but short of a policy...

Rank	Country	Score
1	Hungary	3.00
2	Croatia	1.75
2	Serbia	1.75
2	Slovak Republic	1.75
5	Bulgaria	1.25
5	Czech Republic	1.25
5	Romania	1.25
8	Macedonia	0.75
8	Montenegro	0.75

...with doubts if mainstream programs work for Roma



- Most countries finance sporadic measures aimed at promoting access of Roma to the labor market, but not an integrated policy
- Often focus on public works programs that do not lead to stable employment
- Mainstream measures often without specific outreach and focus on delivery for Roma – in the absence of data it is difficult to measure whether they work => Can they work?
- Good practice:
 - **HU**: employment and training programs
 - **MK**: Roma employment data collection
 - **SB, SK**: self employment programs

Health: less advanced than education...



Rank	Country	Score
1	Romania	2.75
2	Bulgaria	1.50
3	Serbia	1.25
4	Hungary	1.00
4	Montenegro	1.00
4	Slovakia	1.00
7	Czech Republic	0.75
8	Croatia	0.50
8	Macedonia	0.50

...with over-reliance on sporadic measures, except RO



- Many, but not all, countries have health mediators to various degree of scaling up
- Some countries have access to health protection for uninsured
- Some experience of health education and outreach programs, e.g. vaccination activities often financed by Global Fund
- Good practice:
 - **RO**: systematic scaling up of health mediators and health awareness and outreach programs

Housing: most difficult priority area...



Rank	Country	Score
1	Hungary	1.75
2	Croatia	1.50
3	Bulgaria	1.25
3	Slovak Republic	1.25
5	Czech Republic	1.00
6	Romania	0.75
7	Macedonia	0.50
7	Montenegro	0.50
7	Serbia	0.50

...with least progress and differing approaches



- Most countries have made some investments in physical and communal infrastructure
- But to a certain degree differing philosophies: integration (e.g. HU) versus tolerating segregation (e.g. SK)
- Some measures towards legalization of settlements: physical mappings and initial legalization
- Good practice:
 - **HU:** Housing and Social Integration Program
 - **HR:** Mapping and legalization of settlements
 - **BG:** Housing program

Anti-Discrimination: progress varies...



Rank	Country	Score
1	Hungary	4.00
2	Bulgaria	3.50
2	Romania	3.50
4	Slovak Republic	2.00
5	Croatia	1.00
5	Czech Republic	1.00
5	Serbia	1.00
8	Macedonia	0.00
9	Montenegro	0.00

...according to whether EU Member State or not



- Progress in adopting EU-compatible anti-discrimination laws in line with progress on EU accession: new EU members typically more advanced than candidate countries
- Good practice:
 - **HU, BG, RO** anti-discrimination legislation

Summary

- **Action Plans** are typically in place but appear to serve little guiding function for government action
- **Monitoring/reporting:** Limited data means results reporting is impossible for now
- **Institutional arrangements:** Typically advanced, with substantial experience and with various degrees of Roma involvement, but sometimes weak links to decision-makers in line ministries

Summary

- **Policy areas:** Uneven progress across countries and priority areas
- Variation in how systematically governments address Decade implementation
- So far action often limited to individual and sporadic measures or externally (co-) financed projects and not yet systematic Government programs or policies
- Continuation of project approach, little evidence of moving to systematic policy change

Overall message

- **Notable achievements so far:** institutional arrangements and some measures are in place in all countries, sometimes even policies
- **Decade is THE national and EU-wide policy framework for Roma inclusion:** action-oriented, allowing sharing of experience and involving Roma
- **Next challenge:** make the step towards a more systematic and policy-based approach with concrete and monitorable actions and closer involvement of Roma

...and recommendations for the next 2 years...



- **Set outcome targets for 2015** and identify indicators in the four priority areas and develop data collection mechanisms
- **Move from projects to systemic policies:** build on successful pilots and sporadic measures and develop into systematic policies
- **Adopt 2-year operational plans** based on the DAPs and commit to concrete and monitorable action over the next 2 years
- **Strengthen the Decade coordination offices** and build on their experience

...and recommendations for the next 2 years



- **Integrate Roma in policy formulation and service delivery** to make mainstream programs work for Roma
- **Engage the municipal levels:** set incentives to promote Roma inclusion at the local level
- **Make use of EU** accession and integration, including through EU funds and available experience
- **Show political leadership for integration:** make the case that Roma inclusion is in the interest of society as a whole



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THANKS

DecadeWatch Team
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