

# ROMA INTEGRATION IN SLOVAKIA

*Analytics and Policy Advice, World Bank, 2012*

*SUMMARY OF FINDINGS AND RECOMMENDATIONS PRESENTED  
IN BRATISLAVA JUNE 13-15, 2012*



# World Bank work on inclusion of marginalized communities in Slovakia

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- ❑ Contracted by the Ministry of Labor, Social Affairs, and Family (2011)
- ❑ Assessment of the labor market gap and its economic and fiscal implications (“costs of exclusion”)
- ❑ Data analysis and policy advice in the areas of:
  - ❑ Education
  - ❑ Employment and Financial Inclusion
  - ❑ Housing
  - ❑ Health
- ❑ Recommendations on effective use of EU financial instruments to finance the integration policies in 2014-2020
- ❑ Technical advice and capacity building on Monitoring and Evaluation

# World Bank findings based on.....

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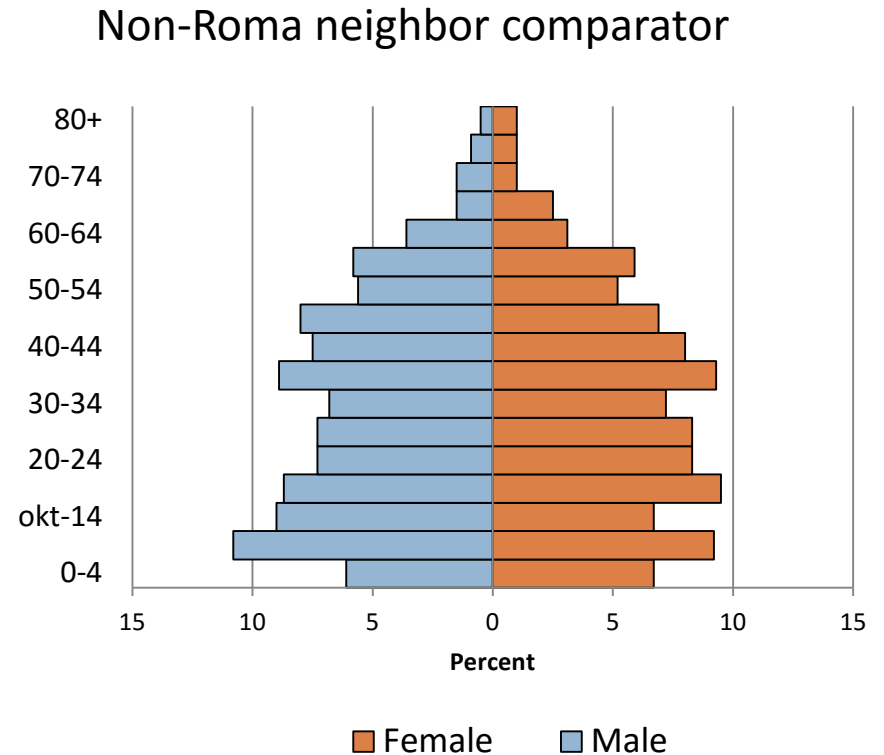
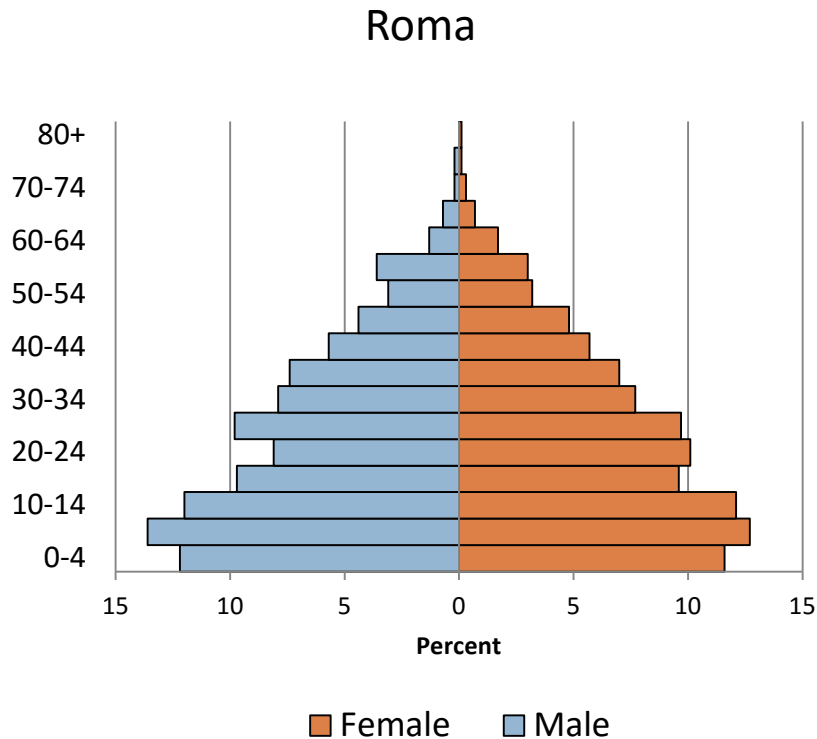
1. **UNDP/World Bank/EC regional Roma survey (2011)**
  - ▣ Sample: approx. 750 Roma and 350 non-Roma households from nearby communities
  - ▣ Selected from random sample of communities where Roma are more than national average
  - ▣ Largest survey effort to date on Roma
  - ▣ Slovakia: 756 Roma households (approx. 3500 individuals) **representative of approx. 83% of Roma population**; includes Roma households in Western (84), Central (161), and Eastern Slovakia (511)
2. EU-Survey on Income and Living Conditions, UNDP 2010 SK Roma survey, SK administrative data etc.
3. Discussions with government, civil society, and field visits to Eastern and Central Slovakia
4. Global experiences in addressing integration of marginalized communities

# Roma integration – especially in Slovakia - key priority for European Commission

- **EU Framework for National Roma Integration Strategies up to 2020** (adopted April 2011)
  - ▣ Based on **Europe 2020 strategy** of smart, sustainable and inclusive growth.
  - ▣ Stresses the need to: collect reliable data to measure results and plan structural funds to invest in Roma integration
  
- **New EU programming period 2014-2020**
  - ▣ “**ex-ante conditionalities**” and “**Partnership Agreements**”
  - ▣ **Country Specific Recommendations: Slovakia -- Roma inclusion**, especially in education and the labor market

## **KEY INDICATORS AND MACRO IMPLICATIONS**

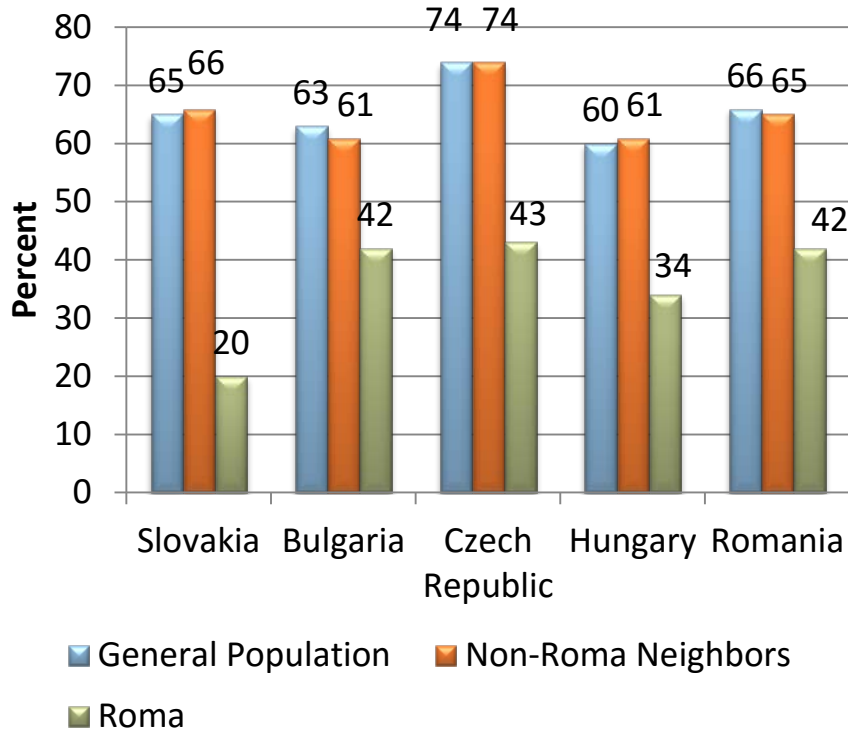
# Roma - Young and Growing population



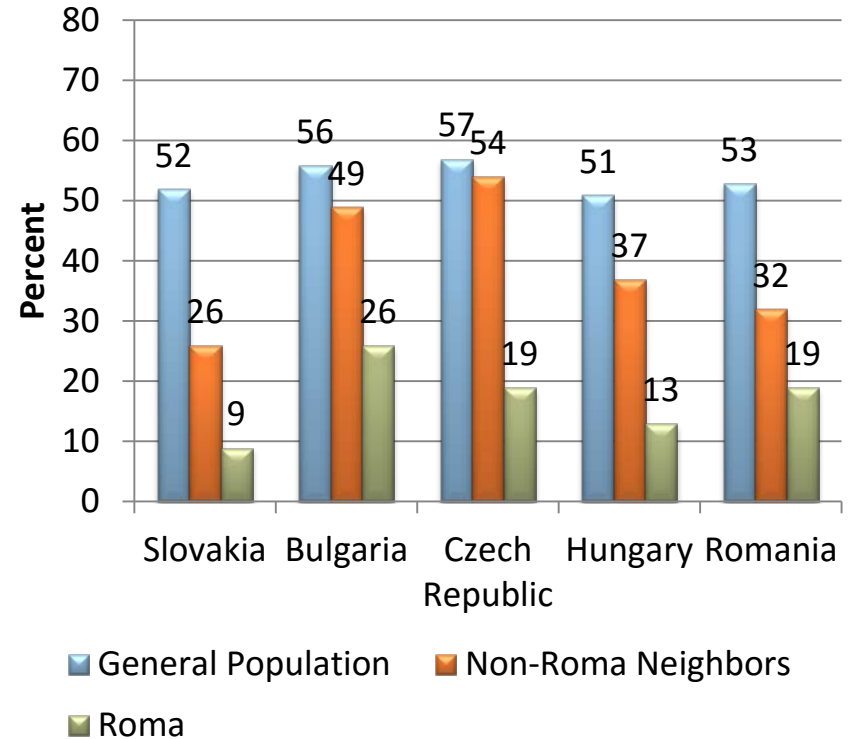
Slovakia National Roma Integration Strategy: 320,000 Roma

WB findings: Approximately 72,000 Roma households; Estimate growth rate of 1.7-1.8% annually - population will double by 2050.

# SK - Largest employment gap in the region



Men



Women

# Closing labor market gap is in national economic interest of Slovakia

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## **Economic Consequences of Labor Market Gap:**

- Per capita output of Euro 1,417 (est.) among Slovak Roma compared with Euro 12,661 (est.) general population – **productivity of poorest 25% versus richest 25% globally**
- At current levels, government revenues would be 3.1% higher – Euro 725 million annually – if employment conditions were the same
- At current levels, Slovak GDP would be 4.4% higher – if employment conditions were the same

## **In 2012, 13% new labor market entrants in Slovakia are Roma;**

- most low educated and few job chances:
- who will pay for pensions and social services in 2040?

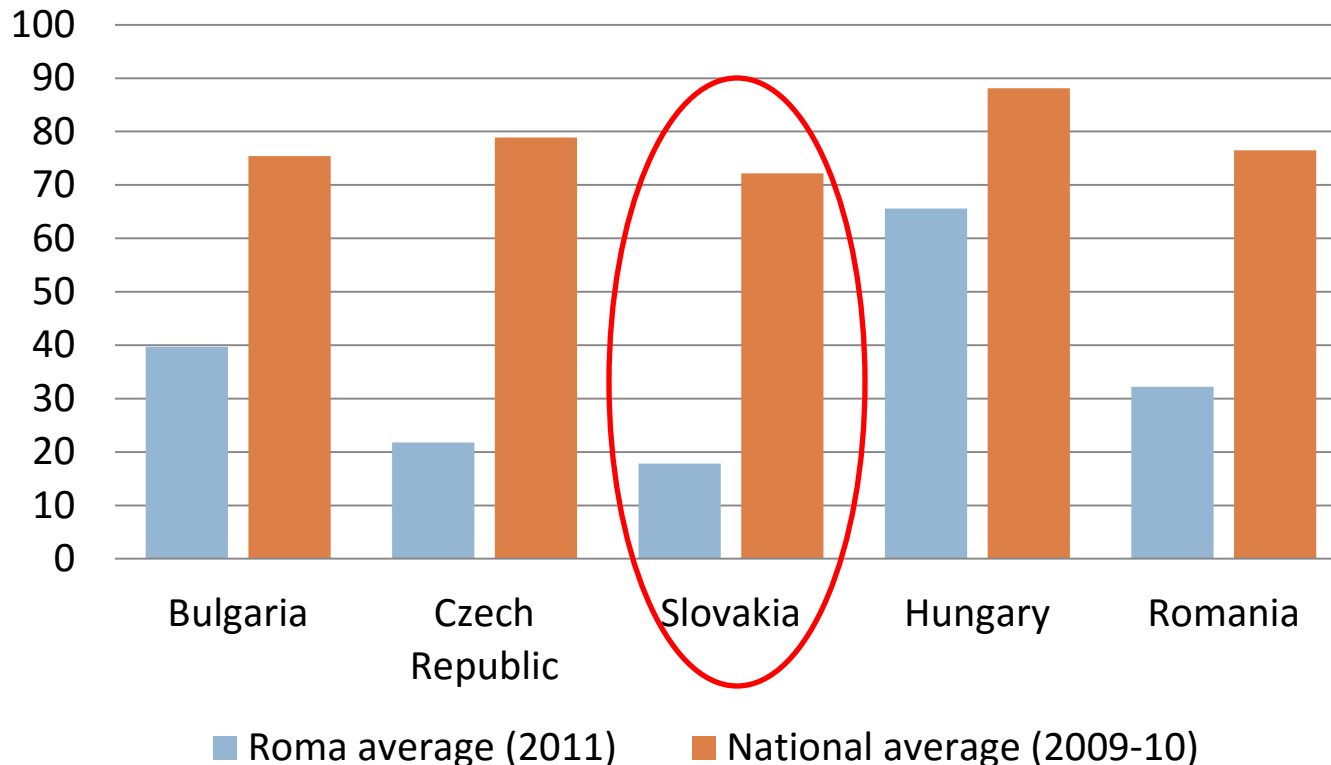
## **By 2050, Roma population in Slovakia will be twice as large**



# Inequalities start early

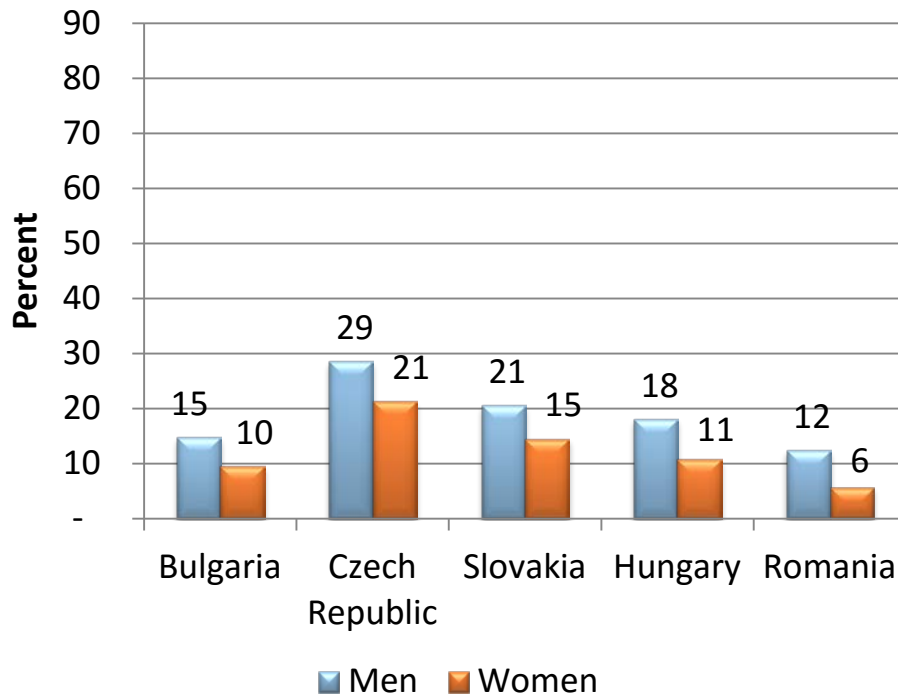
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## Pre-School Enrollment Rates

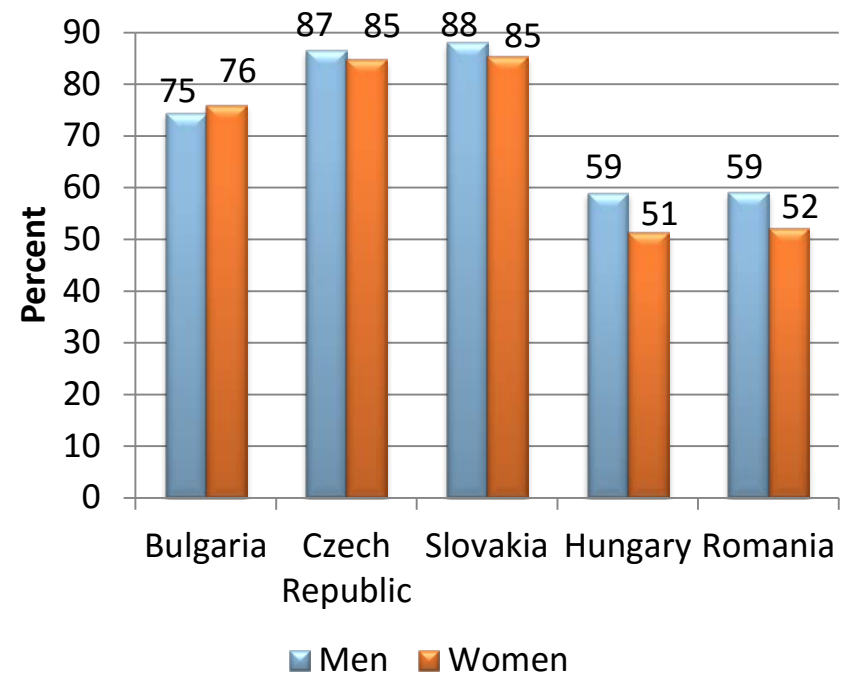


- **Enrollment among Roma children: very large gap**  
CZ and SK: 3-5 year olds; BG, HU, RO: 3-6 year olds

# Extremely low secondary education outcomes



Roma



Non-Roma living nearby

# Global evidence: INVEST EARLY in life

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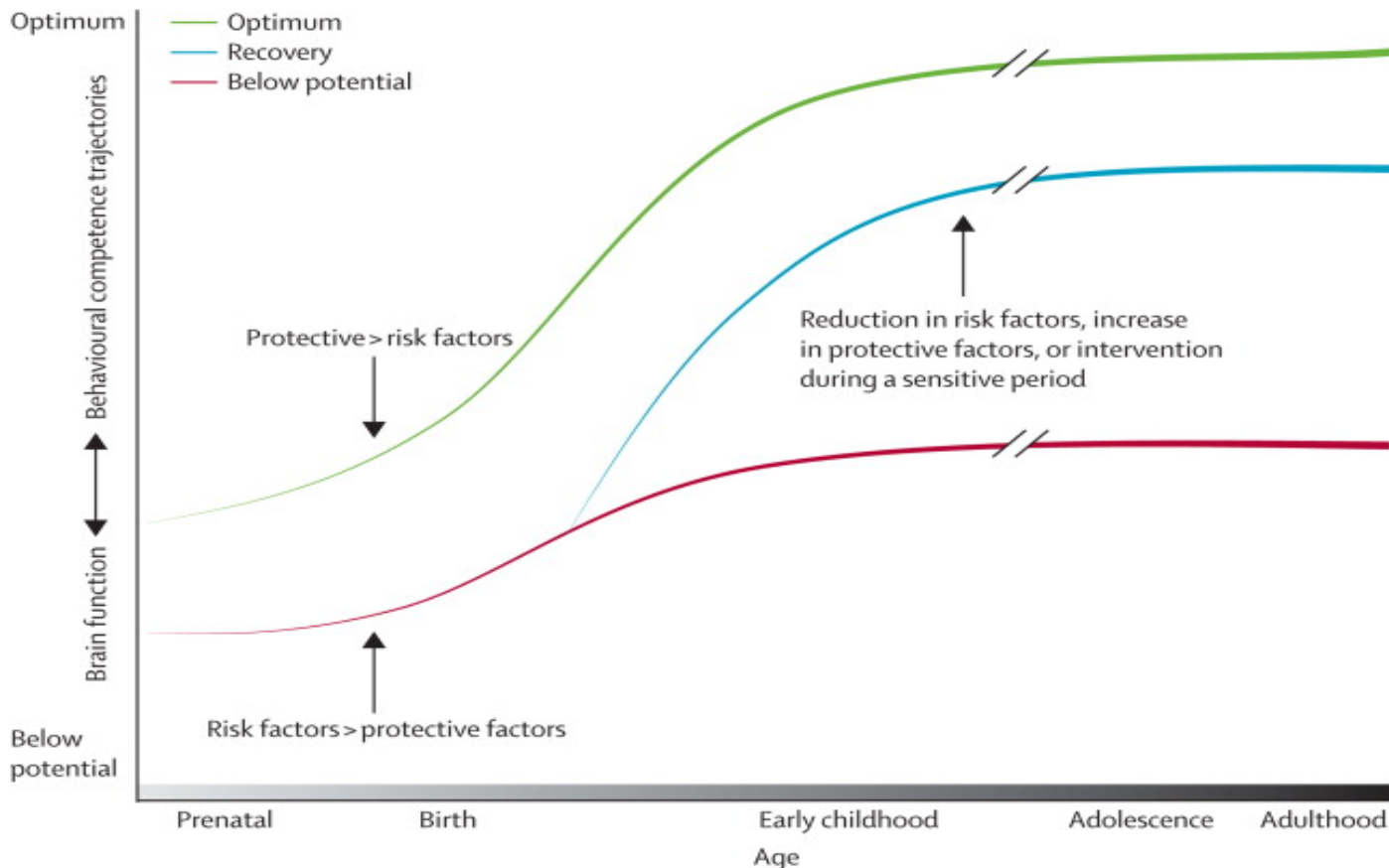
**Inequality in early childhood: risk and protective factors for early child development (2011)** Walker et al. The Lancet, [Volume 378, Issue 9799](#), Pages 1325 – 1338

- Inequalities in child development begin prenatally and in the first years of life
- The most effective and cost-efficient time to prevent inequalities is early in life before trajectories have been firmly established
- Action or lack of action will have lifetime consequences for adult functioning
- World Bank (2012) report “Closing the Early Learning Gap for Roma Children in Eastern Europe” findings are consistent with global evidence.

# Global evidence: INVEST EARLY in life

**Figure 2**

Differing trajectories of brain and behavioural development as a function of exposure to risk and protective factors. The cumulative effect is illustrated by the progressive strengthening (darker lines) of the trajectories over time.



Walker et al. The Lancet, [Volume 378, Issue 9799](#), Pages 1325 - 1338



# PROMOTING ROMA INTEGRATION IN SLOVAKIA

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## **POLICY RECOMMENDATIONS**

# Employment and Social Protection

## *Improve job search incentives*

- Combine more **conditionality** – to look for work, participate in apprenticeships etc. - with **continued partial coverage after finding employment** for a significant amount of time to aid in activating jobless Roma

## *Improve efficiency of job search – better matching of labor supply and demand*

- Intensive job counseling
- Support interview and job search (soft) skills
- **Develop a jobs platform**; Employment offices should partner with actors that know the local Roma communities (community workers, teachers, NGOs, churches)

# Employment and Social Protection

## *Improve skills*

- Introduce **Subsidized traineeships with companies**
  - ▣ **Integrate with initiatives in other public sectors**
  - ▣ Social housing construction, housing improvements, and (skilled) public works: **involve Roma directly**; Roma teaching assistants and mentors (pre-school, compulsory school), Roma health assistants: focus on new secondary graduates, **young Roma women especially**
- Build a system of **Second chance education** for the school dropouts
- Establish a **knowledge portal of “good practices”**, including of municipal activation activities
- Carry out **social policy experiments** with treatment and comparison groups (e.g. like Danish Employment Authority) to identify the best approaches

# Employment and Social Protection

***Continue to provide strong safety net support*** (e.g. benefit in material need), **but...**

- **Link benefits with measures that promote health and human capital investments, especially for children**
  - Providing **conditional subsidies** to promote maternal and child health, education completion (pre-school, secondary completion), and housing improvements
  - Require recipients of social benefit to participate in basic **financial literacy** training, basic training on home improvements, basic training on early childhood education and care, offered by mediators/social workers/NGOs
  - Build on international experiences such as the Chile Solidario program



# Education: early learning and care

## *Increase access to quality pre-school, moving towards age 3, and improve home parenting:*

- **Inform** parents on benefits of preschool and **reach out** to them (hire recent secondary graduate (Roma) as **teaching assistants**)
- **Construct pre-schools in selected** communities lacking access to pre-school nearby – use updated Roma Atlas (2013) to identify
- **Incentivize poor parents:** (continue to) provide subsidies to poor parents if children regularly attend preschool;
  - ▣ Address the current systemic error where the parental allowance for families with infants can push some of these families just above the subsistence minimum, making children of pre-school age ineligible for the subsidies in the current system
- **Strengthen home parenting** (with support of recent secondary (Roma) graduates)

# Education: basic education level

## ***Promote integrated regular primary schooling for all by:***

- **Investing in early childhood education**
  - ▣ Pre-school builds foundation for primary school and reduces special school enrolment
  
- **Supporting vulnerable pupils through teaching assistants and mentors**
  - ▣ These can be recent secondary Roma graduates (has been found cost-effective in other settings)
  
- **Providing educational support and opportunities outside regular school hours; after school and summer programs**
  - ▣ As a result of short schooling days, Slovakian children typically spend very little time in school, and this is to the detriment of disadvantaged children
  - ▣ Extended hours compensate for lack of out-of-school learning opportunities

# Education: basic education level

## *Promote integrated regular primary schooling for all*

- **Address very high placement in special education**
  - ▣ **Remove financial incentives** to municipalities to attract special school pupils
  - ▣ **Make parents better informed decision makers** on special education choice
  - ▣ **Staff should be redeployed and trained to provide special services in an integrated setting;** Training needed also for all school staff, the curriculum at the university should be modified
  - ▣ **Build more on international experience and expertise** – e.g. from the European Agency for the Development of Special Education

# Education: secondary education

## *Address very high early (secondary) school leaving*

- **Invest in early childhood education** – pre-school and home parenting build the foundation for later learning
- **Promote integrated regular primary schooling for all** – if pupils do well in primary, they can do well in secondary
- **Provide after school learning support** – Roma teaching assistants/mentors
- **Address early school leaving financial incentives** – instead of providing a labor activation allowance to unemployed youth without secondary education, provide a **bonus** to vulnerable youth completing secondary education; proven successful in other context (in Colombia also reduced early pregnancy)

# Housing: General

## *Target the poorest and most vulnerable*

- **Broaden the range of tools** (projects and programs) available to the government (i.e., current social housing and housing benefits do not reach the poorest)
- Build on world experience with **incremental approaches** to reach more households at lower costs
- **Partner with local governments**
- **Involve the communities** directly in their futures (community-driven approaches work best)
- **Support the communities day-to-day** (with community workers)
- **Set clear targets and monitor results**

# Housing: options for the poorest - upgrading in situ

*To reach more beneficiaries, upgrade existing settlements where feasible*

- **Facilitate legal inclusion** to reduce informality
  - ▣ TA / incentives for local government to regularize informal areas by including in city/village plans;
  - ▣ Increase households with secure tenure: Support for titling (purchase of land, registration) and formal rental/lease (registered leases, including for informal households in public stock, i.e., in Lunik IX)
- **Improve access to basic services** (water, sanitation, etc) – use existing programs where possible
- **Involve beneficiaries in infrastructure upgrading** --to build ownership and to create job opportunities and develop skills
- **Improve support for incremental housing improvements** (training for self-construction, energy efficiency improvements, micro-loan access)
- **Support families in managing their utility (and other) debts**

# Housing: options for the poorest - moving into better dwellings

*To reach families for whom upgrading is not an option*

- **Diversify housing access programs to provide more choice at lower cost per beneficiary**
  - **support incremental housing construction** with strong recipient participation
  - Create incentives to **use vacant housing** in integrated areas (rent or ownership);
  - **Expand the availability of private formal rentals** (would require revising legal framework/ incentives);
  - **Consider redesigning the housing allowance so it can be paid directly to landlord**
- **Involve beneficiary families** in their own housing futures and decisions;
- **Provide support to families** transitioning from poor communities to other types of housing and neighborhoods;

## Health: improve effective use of health system

### ***Strengthen Roma Health Mediator (RHM) programme***

- Scale up the RHM programs to reach ALL Roma settlements
- Evaluate the RHM programs for best results: where can the RHM programs be further strengthened? Example:
  - ▣ Effective, and efficient, use of existing health services
  - ▣ More targeted to children: counseling on early childhood development and child growth and nutrition
- Consider linking RHM with social protection benefit system
  - ▣ Example: vouchers to poor families to participate in pre- and post-natal check-ups, link to vaccination records, and counseling on early childhood development and nutrition



# Financial Literacy and Inclusion

## ***Building financial literacy among Roma has many benefits***

- ❑ Improve financial literacy through basic training
  - ❑ Link with social benefit system – e.g. require recipients of Benefit in Material Need to participate in training
- ❑ Improve access to financial services with a focus on access to savings and savings facilitation
  - ❑ Electronic government-to-citizen payments
  - ❑ Provide incentives for targeted savings; e.g. Saving for housing improvements, saving for secondary education
  - ❑ Link targeted savings with social benefit system

# Use monitoring and evaluation to improve targeting, learning, and program results

- Take advantage of the **Slovak poverty map** (regardless of ethnicity) being produced and the **Slovak map of Roma communities** to improve targeting of inclusion programs
- Bi-annually **expand the EU-SILC survey to include extra households from the poorest communities** in Slovakia. EU Structural Fund can cover the Euro 250k (est.)
- Ensure that the programs being financed have **results frameworks** in place that clearly define inputs, activities, outputs, and impacts
- Institutionalize program monitoring **and impact evaluation**, and build a ‘**municipal best practice**’ knowledge platform

Good news: financing for Roma inclusion available in next programming period (2014-2020)

## *Slovakia can use large financial support from the EU*

- In 2014-2020 period bigger emphasis on Roma inclusion
  - ▣ **thematic objectives** (MS can choose out of a menu of 11 objectives in line with the “Europe 2020” strategy), with Social Inclusion as a mandatory theme;
  - ▣ **ex-ante conditions** which will be the pre-requisite to EU funding;
  - ▣ **Partnership Agreements** between the Commission and the Member States
- Programming of ESF and ERDF together for Social Inclusion and Combatting Poverty

Good news: financing for Roma inclusion available in next programming period (2014-2020)

### ***Important to programme ESF and ERDF together***

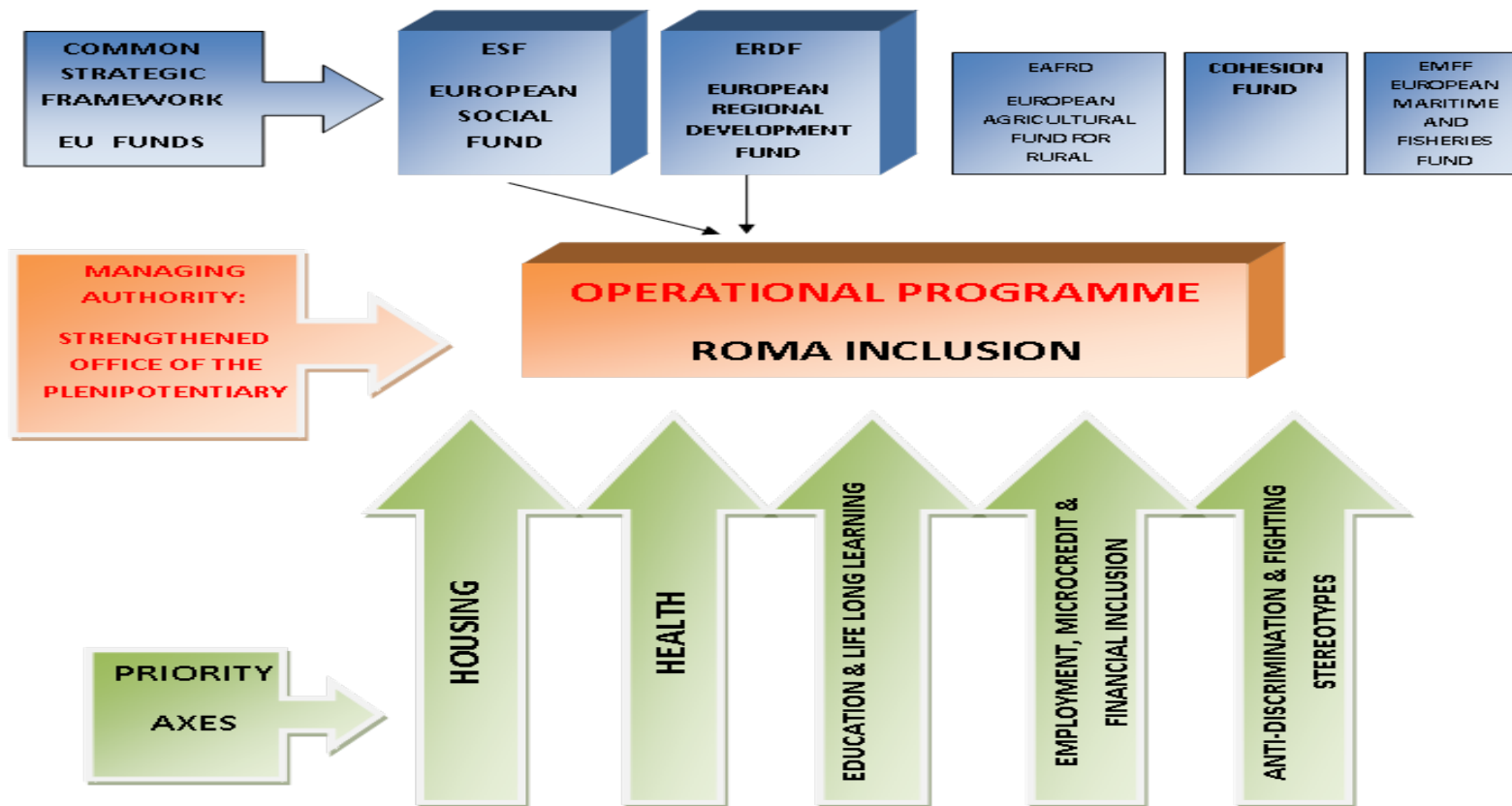
- Either at Operational Programme or Priority Axis level, ESF and ERDF investments ought to be combined
  - ▣ To allow integrated programming in same communities, linking hard and soft investments
  - ▣ To invest in cross sectoral policies
- One managing authority (intermediate body) in charge of overall programming and implementation
  - ▣ Linking body that pursues inclusion policies with managing structural funds for inclusion

Good news: financing for Roma inclusion available in next programming period (2014-2020)

## ***Efficient use of EU funds requires capacity***

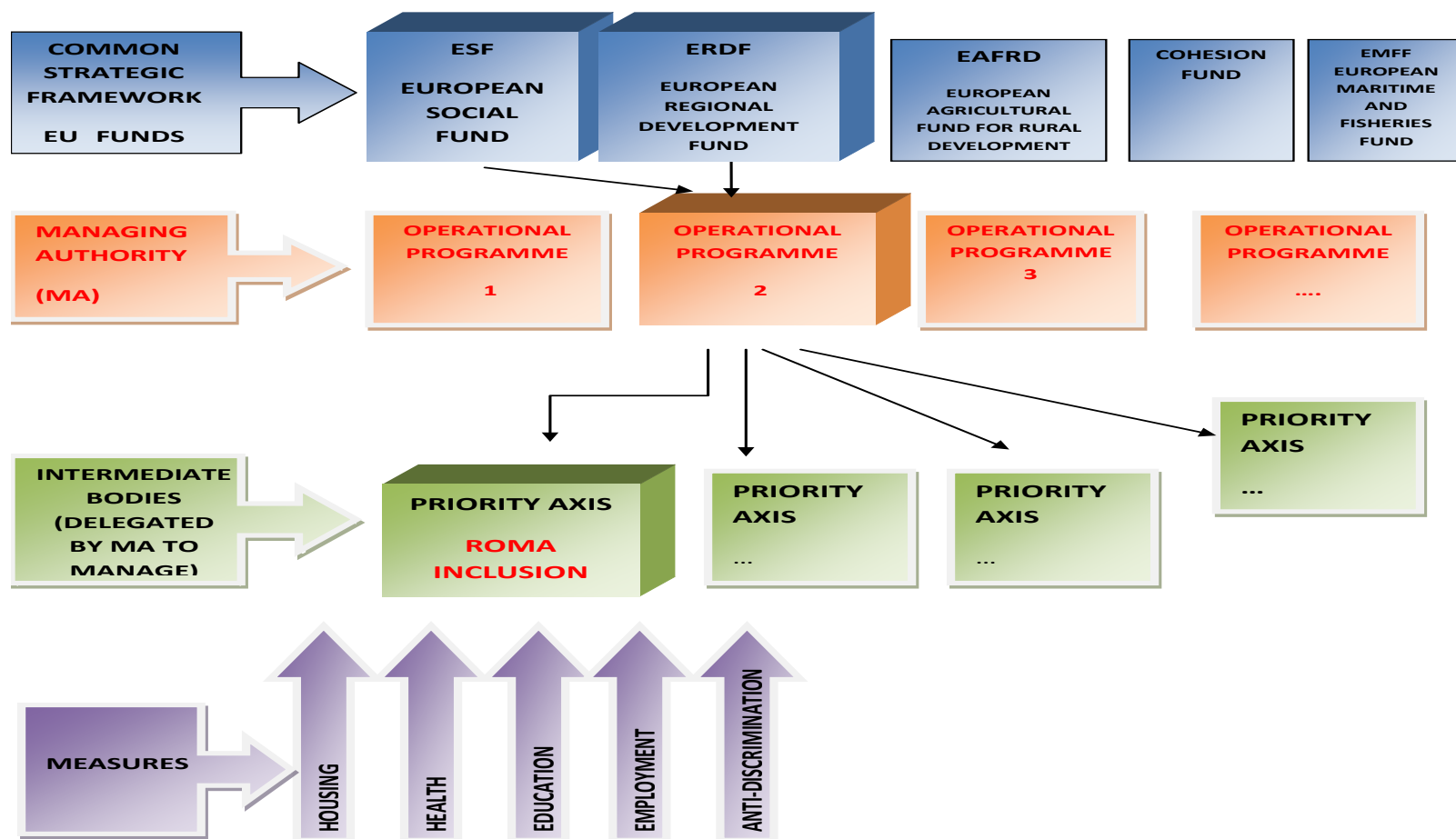
- Urgent need to strengthen capacity
  - ▣ To design and monitor inclusion policies across sectors and ministries
  - ▣ To develop programmes combining ESF/ERDF resources
  - ▣ To design projects at a local level
  - ▣ To implement projects on the ground
- Take advantage of large TA funds to invest in the above (4% of total SF allocation)

# Roma inclusion as a dedicated Operational Programme or.....



Picture No. 1 – Dedicated Operational Programme on Roma Inclusion

# ...Roma Inclusion as a Priority Axis in a broader Operational Programme



Picture No. 2. Roma Inclusion as a Priority Axis in a broader Operational Programme