

**Government of Romania  
National Agency for Roma**

**Government of Catalonia  
Directorate General for  
Community and Civic Affairs**

**POLICIES ON ROMA'S SOCIAL INCLUSION IN EUROPE:  
TOWARDS SUCCEEDING IN SOCIAL INTERVENTION – ROMAIN**

A quantitative analysis of 85 projects

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*My best wishes and regards:*

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*Motto:*

*“They generally are regarded as defying people who live beyond the usual conventions. They bear the mark of the mirage specific of people typically attracted by wild musical rhythm or people that are capable of giving up everything for their genuine freedom. Although they have shared the same space with the rest of the population of Roma, they have always been looked upon as if from a distance”.<sup>1</sup>*

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<sup>1</sup> Marian Chiriac *A necessary change of strategy – Report on the applying stage of the Romanian Government National Strategy for Improving the Condition of the Roma* in **The challenges of diversity – Public Policies regarding the national and religious minorities in Romania**, Cluj Napoca, EDRC Foundation, 2005, p 33  
See also at: [http://www.edrc.ro/docs/docs/Report%20on%20Roma%20Strategy\\_2004.pdf](http://www.edrc.ro/docs/docs/Report%20on%20Roma%20Strategy_2004.pdf)

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## Introduction

Often described in terms related to social and economic fields and, sometimes, in terms regarding their cultural or anthropological characteristic, the Roma (or the Gypsies) still remain a mystery for *the others*, for all peoples of Europe.

They are present in the other people mind as an exotic people and, sometimes, carrying with them different (negative) stigmata.

The Roma “are part of the transnational minorities that do not have a land of origin and who borrow from the cultures and the characteristics of the countries in which they live. Their collective conscience is different from that of other minorities, consisting in a distinct lifestyle and a feeling of belonging to informal groups, therefore the family, neighborly or professional relations are predominant”.<sup>2</sup>

Placed or found themselves, almost all the time, at the margins of history and of the societies they have been living in, the Roma have received for the last decades a special care and attention from the part on International Organisations, National Governments, Local Authorities and Non-Governmental Organisations. This attention paid to them can have multiple reasons starting from the social and economic problems the Roma are facing almost in all the European countries (problems on their healthcare conditions, on their educational level, on their poor housing conditions or regarding the high-rates of unemployment and, as a consequence, the lack of revenues, lack of identity documents, the multiple forms of discrimination) and, why not, ending with the dichotomy: social integration or/versus the struggle for preserving their cultural identity with all costs. This dichotomy conducted to a so called division for the possible approaching ways of the Roma issues: “the social integration school and the racial discrimination path of thought”- the first is mainly a socio-economic (integration) approach, while the second is mainly a cultural, advocacy, anti-discriminatory and human rights approach in tackling the complex Roma problematic<sup>3</sup>.

A lot of initiatives, from local, isolated projects to national or inter-national scaled programmes for Roma living Europe were designed, implemented, monitored and evaluated during the last 10-15 years. Our project, initiated by the Government of Catalonia along with his different partners from Spain, Finland, Belgium and Romania: **POLICIES ON ROMA’S SOCIAL INCLUSION IN EUROPE: TOWARDS SUCCEEDING IN SOCIAL INTERVENTION**, on brief ROMAin, is trying, among other things, to gather, analyse, interpret and to use<sup>4</sup> some of these initiatives, further on called best practices on Roma, for social and academic purposes.

This paper will offer a quantitative analysis of almost 100 projects and programmes on Roma on the basis of the information provided by nine partners of the ROMAin project: central and local governments, local authorities, international organisations, universities etc.

One should mention that, due to the very heterogeneous information we gathered under the form of different type of project and programmes<sup>5</sup>: from legislative initiatives to national strategies for Roma; from small projects to national programmes etc., it was very difficult to analyse on common criteria of evaluation the data and to give an interpretation. Thus, our endeavour is far from being exhaustive and it is conceived rather to give some guidelines about what has been done for Roma for the last 10-15 years and to offer some guidelines for the future...

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<sup>2</sup> Ibid

<sup>3</sup> See Dan Oprescu' article *Another Decade, Another Incursion* in **A wrong step into the right Direction: the national minorities in Romania 1990-2005**, University of Bucharest Univeristy Press, 2005, pp. 208-217

<sup>4</sup> A detailed and useful presentation of the ROMAin project and of its calendar under the form of fifteen replies to key-questions is presented in the Annex 1. The document was designed by the Catalan Government and it is a part of project documentation. (n.a.)

<sup>5</sup> Further on called *projects* (for Roma) or *best practices* (on Roma) (n.a.)

## A short background

### *Gypsies, Roma, Sinti - a short history and a background on terminology*

It is not only in the highly romanticized versions of popular lore that the "Gypsies" are shrouded in mystery; scientific accounts of their origins reflect some degree of uncertainty as well. It appears that the term "gypsy" is a corruption of "Egyptian," reflecting the widespread belief during the Middle Ages that these people were of Egyptian origin. It is most likely that they originated in northern India, in the Punjab region. Another interpretation claims that they acquired the name "gypsies" from their settlement in the Greek Peloponnesus near a village named "Gyppe"<sup>6</sup>. Zigeuner, the German word for Gypsy, derives from a Greek root meaning "untouchable".<sup>7</sup> The term of "Roma" has come to include both the Sinti and Roma groupings, though some, if not most, Roma prefer being known as "Gypsies." In our endeavour we will use the term of *Roma*<sup>8</sup> (from Romany language term Rom, meaning man) or *Roma people*.

The Sinti and Roma spoke dialects of a common language called Romany, based in Sanskrit, the classical language of India. Many Sinti and Roma traditionally worked as craftsmen, such as blacksmiths, cobblers, tinkers, horse dealers, and toolmakers. Others were performers such as musicians, circus animal trainers, and dancers. By the 1920s, there was also a small, lower-middle class of shopkeepers and some civil servants, such as Sinti employed in the German postal service. The numbers of truly nomadic Gypsies (the ancestors of the present so-called *travellers*) has been on decline since the early 1900s, although some of sedentary Gypsies often moved seasonally, depending on their occupations.

What is known about the Sinti and Roma is the fact that they entered Europe between the eighth and tenth centuries, after a series of migrations which brought them from northern India, through Persia, Asia Minor and Greece, Byzantine Empire, the Balkan and Slavic states, to German states (1400s). They covered all corners of today's Central and Western Europe by the end of the 16th century. The Roma typically travelled in patriarchal extended families, consisting of up to hundreds of people. Along the way, a large part of Roma converted to Christianity, while others embraced the Islam. Also, along the way, they acquired a wide range of stereotypes including "accomplices to the Crucifixion," thieves, practitioners of the magic arts, beggars, etc. By the late 16th century, there were already thousands or tens of thousands of Roma in Europe. Some historians have argued that in the 15th and 16th centuries, many Roma had recommendation letters from European kings — and even the Pope — and used these to enter European towns and cities of all sizes. In the mid-18th century, Hapsburg monarch Maria Theresa, Empress of Austria, attempted to assimilate the Roma by giving them less politically charged names—"new citizens" and "new peasants" among them—prohibiting nomadic movements and employment in their traditional professions, and not allowing Roma to speak their language or marry other Roma. The attempt failed, as Roma moved away in search of places where they would not be forced to give up their way of life.

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<sup>6</sup> See Burleigh, Michael and Wolfgang Wippermann. **The Racial State: Germany, 1933-1945**, New York: Cambridge, 1991: 331 n; It is noticeable the fact that some Roma claim of having possible Jewish or Persian origin (n.a)

<sup>7</sup> While the term *Zigeuner* or *Zingari* generally designates the Roma people from Germany and Italy, the term of *Gitanos* designates the Roma people living in Spain, Portugal and in Southern France, *Rom(a)nichal* designates the Roma from U.K. and Northern America and so on. (n.a.)

<sup>8</sup> The term of *Rom*, *Roma*, and *Romany* should not connected or confused with the country of Romania, or Rome the city. These names have separate, distinct etymological origins and are not related. However, it may be necessary to use *Gypsy* and *Gypsies* within our analysis or within a cultural or historical context we address in the present paper. *Romanichal*, *Gitanos*, *Kalé*, *Sinti*, *Manush*, and others do not use Roma when referring to themselves, but to others (*gadjo*). (n.a.)

During colonial times, some European countries dealt with the Roma by shipping them overseas, mainly to various Caribbean islands and the present-day United States. In the 1860s, Roma from Britain arrived in the US, but the largest wave of Roma arrived in the early 1900s. This ethnic minority is made up of distinct groups called “tribes”, “nations” or “cultural groups”. While in Germany and Western Europe the Sinti generally predominated, in Austria, in Western Europe, and the Balkans Roma were dominant. In the principalities of Moldavia and Walachia (parts of the present Romania), Gypsies were slaves bought and sold by monasteries and large estate holders (boyars) until the middle of nineteenth century, when, during the Romanian state’s creating process, they were emancipated.

Their itinerant lifestyles, non-conventional behaviours and mystical image brought them under governmental suspicion from the early Middle Ages on. They were fairly consistently defined as "stateless" wanderers, a threat to the moral order and a burden upon society. Rather, it seems clear that governments and officials—first in Western Europe, especially Spain, and then in Central and Eastern Europe—have, gone, over the centuries, to great lengths to portray the Roma as a foreign and anti-social people, without a culture of their own. The tendency to exclude and even to purge Gypsies grew steadily throughout the 20th century culminating with the Nazi German genocide of 200.000 to 500.000 gypsies (800.000 accordingly with other sources) in the Holocaust. The Roma call this attempt to exterminate them the *Porajmos*. Under Stalin's rule in Russia, Roma were also repressed and murdered. During the communist era, especially the Romanian and Hungarian governments tried to force the Roma to settle in major cities and adopt a "decent" communist way of life. Yet, life under communism was apparently and relatively tolerable for the Roma because they had access to housing, health care, employment etc. but these measures were designed to assimilate the Roma. However, under communism in Central and Eastern Europe, Roma were first seen as a social aberration, a relic of the “bourgeois” world that would eventually disappear. The Gypsies were shipped en masse to work in menial jobs on collective farms and in state enterprises.<sup>9</sup> As we can see both Maria Theresa and the communist regime’s ways of dealing with Roma issues could be circumscribed to the social integration school of thought, while the Nazi and Stalin “ways of solving the Gypsy problem” would have been raised the virulent opprobrium of the representative of the racial discrimination school.<sup>10</sup> The problems faced by Roma never ceased to exist (and replicate) in the history of mankind, only the nature of (or the perception over) the problems has changed...

### ***Roma in the present day Europe – demographic and socio-economic issues***

Roma, or "Gypsies," are Europe's largest minority. They live in nearly all of the countries in Europe and Central Asia. There are today about 12-15 million Roma worldwide. About 12 million Roma live in Europe. The greatest number live in Central Eastern Europe: Romania, Slovakia, Bulgaria, Hungary, and the former Yugoslavia (See the Annex 2 below). The official and estimative demographic figures are useful for us in the analysis of ROMA in best practices on Roma in Europe. Thus, most of the best practices came from countries (regions) with a large official and unofficial number of Roma inhabitants. (e.g. Spain, Romania etc.)

As a result of centuries of rejection many Roma and Travellers communities live today in very difficult conditions, often on the fringe of the societies, and their participation in public life is very limited. The Roma remain the most deprived ethnic group of Europe. Disproportionately affected by poverty and discriminated against in employment, education, health care, administrative and other services, they face considerable obstacles to the full enjoyment of human rights and fundamental freedoms.

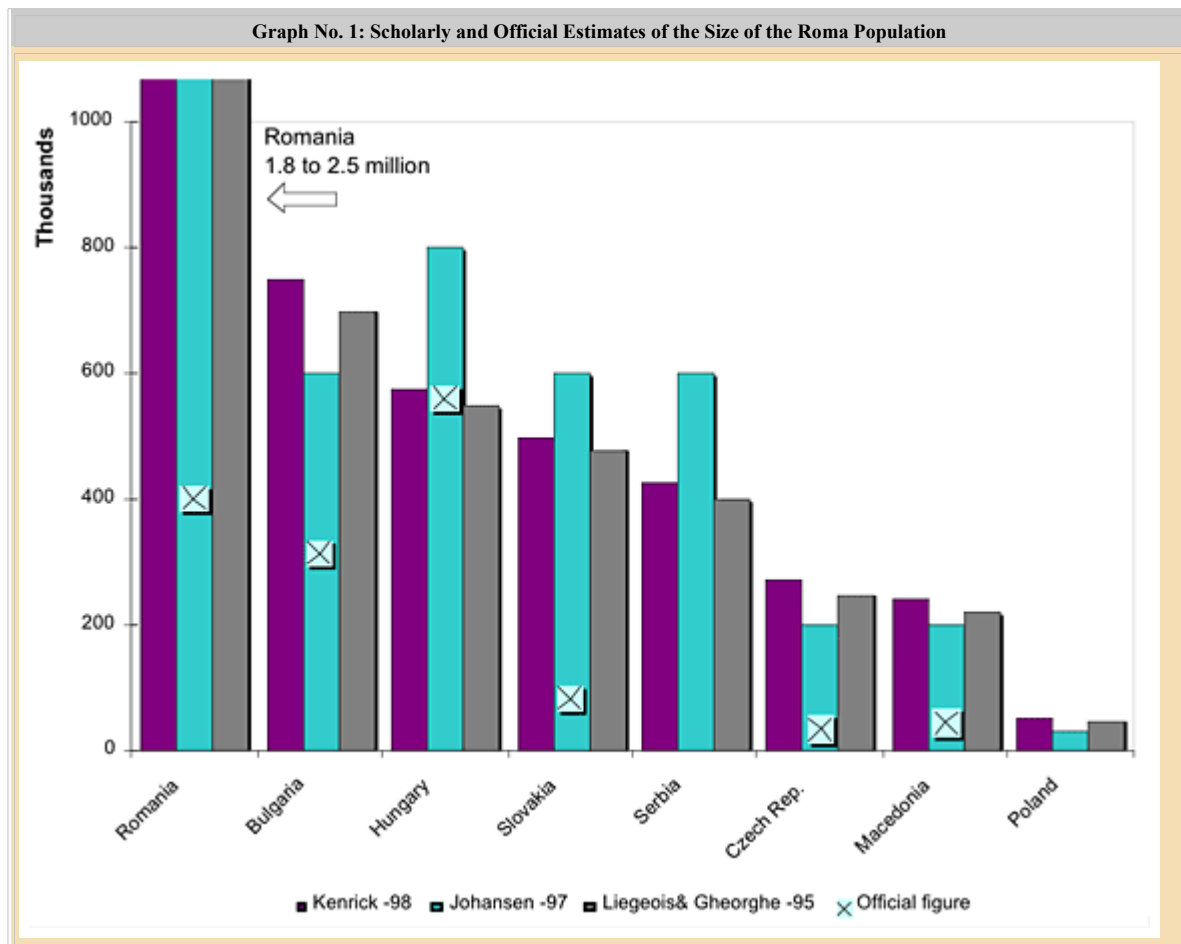
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<sup>9</sup> Alain Reyniers, **Gypsies: Trapped on the fringes of Europe**, see it on: [http://www.unesco.org/courier/2000\\_06/uk/ethique.htm](http://www.unesco.org/courier/2000_06/uk/ethique.htm)

<sup>10</sup> Dan Oprescu Zenda idem

The situation of Roma in Western Europe is considered by some reports not far better than the situation of Central and Eastern European Roma. Thus, accordingly to a recent report: “In certain respects, the Roma situation appears to have deteriorated in recent years, partly due to an increased climate of intolerance. A new wave of anti Roma-attitudes appears to be emerging in Western Europe, with media speculation about large scale immigration of Roma from Eastern Europe following the enlargement of the European Union. The treatment of Roma is today among the most pressing human rights issues facing Europe”.<sup>11</sup>

The Roma situation in Central and Eastern Europe has attracted relatively much attention in recent years, partly due to the enlargement process of the European Union, with less attention being directed at the Roma situation in Western Europe. While on the wealth fare situation of Roma in Western Europe it can debate on, the situation of Central and Eastern European Countries Roma is far more dramatic. Eastern Europe is home to between six and eight million Roma. Accurate population estimations are difficult because of infrequent data collection, the Roma's mobility, and the Roma's reluctance to register as "Roma" in censuses for fear of being stigmatized. Governments have typically underestimated the actual number of Roma in a given country. For instance, various scholars have all estimated Slovakia's Roma population at around 500.000 or more, but the government officially counted only 83.000 in 2000 (see also Graph No.1 bellow corroborated with the Annex 2).



Romania, with an estimated 1.8 million Roma, has the largest Roma population in terms of number, though they constitute about eight percent of the country's 22.9 million people. In Bulgaria, Hungary,

<sup>11</sup> International Helsinki Federation for Human Rights (IHF) - **The Situation of Roma in Selected Western European Countries**, Report to the OSCE Conference on Anti-Semitism and on other Forms of Intolerance, Cordoba, Spain, June 8-9, 2005 see it also on: <http://shc-campsite.mdlf.org/look/download/ihf-roma%2005.pdf>



Slovakia, and Serbia, each country's Roma population is estimated to be between 400,000 and 800,000.<sup>12</sup> See also the Annex 2 at the end of the document.

Almost all these problems can be summarised by two words: *poverty* and *discrimination*.

Roma are among the poorest social/ethnic groups in many of the Central and Eastern European Countries. In some cases the poverty rates for Roma are 10 times higher than of non-Roma. Nearly 80 percents of Roma in Romania were living in 2002 with less than 4.30\$ per day<sup>13</sup>. Even in Hungary, a young member of the EU, 40% of the Roma live beyond the poverty line. Most of the Roma tend to live in compacted communities which are often poor and/or isolated. Roma (communities) are poor having “a lower educational stock, a lower migration abroad experience, a more traditional orientation by speaking Romany and a larger household size”<sup>14</sup>. Many factors affect this poverty level; the lack of access to social services, the lack of identity documents for settlements (houses and land), the highest prevalence of Roma in the informal economic sector than in the formal one, the social and cultural factors, and at last but not least, the discrimination. Most of the Central and eastern European Roma continue to suffer from prejudice and discrimination. Despite some positive changes — recognition of minority status, establishment of political parties and cultural organizations, publication of books and newspapers in their language, national governments policies and policies, NGOs programmes — the Roma's problems in Eastern Europe have been particularly acute since the fall of communism.

This led to an increasing international attention paid to the Roma issues, not only for the socio-economic problems the Roma facing but also for those matters concerning the preservation and the respect of *human rights*. These developments have caught the attention of UNDP, the Council of Europe, of the EU (especially by the intermediate of the European Commission)<sup>15</sup>, of the OSCE but also of the international NGOs including the Open Society Institute or Save the Children. As a consequence these international actors intervened directly and/or indirectly, individual and/or in partnership with local public/private actors to improve the situation of the Roma in different European countries and regions. This intervention (especially from the part of the international organism: CoE and EU) was made sometimes by elaborating international documents (recommendations) on Roma (e.g. CoE Recommendation No. 4/2001 concerning the Education of Roma children or Recommendation 1557/2002 regarding the Judicial situation of Roma in Europe etc.). The other ways of national (public policies on Roma) and/or international intervention was the direct implication by the intermediate of financial support for national, regional or local scaled programmes and projects targeting exclusively or mainly Roma. “Programs and projects for Roma integration exist in several Western European countries, but they have not been successful in terms of content and, even less, in their implementation. Existing government policies have failed to address adequately discrimination against the Roma and to promote their social inclusion. It is of considerable concern that measures at the local level remain largely insufficient, irrespective of the wide body of state told about the Central and Eastern European countries programmes for Roma...

## **ROMAin project**

### ***Why a compendium of Best Practices on Roma – about ROMAin project***

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<sup>12</sup>Arno Tanner The Roma of Eastern Europe: Still Searching for Inclusion See it on:

<http://www.migrationinformation.org/Feature/display.cfm?id=308>

<sup>13</sup> Yale dataset, Revenga et al. 2002 in Roma in Dena Ringold, Mitchell A. Orenstein & Erika Wilkens' **Roma in an expanding Europe. *Breaking the poverty circle***, a World Bank Study, 2003 p.2

<sup>14</sup> Dumitru Sandu PhD **Roma Communities Social Mapp – Targeting by a Community Poverty Survey**, a National Agency for Roma and World Bank' study-survey, Bucharest, 2005 p. 12

<sup>15</sup> Roma issues were included among the political criteria for accession within the 1993 EU Summit of Copenhagen (n.a.)

The goal of the ROMAin project (see the annex 1) is to find a successful way, or path for a model of successful social intervention in the case of Roma people. This can be done (or at least tackled by reviewing some of the best (or good) practices on Roma mainly in terms of policies of inclusion (but not only) with this ethnic minority. We will centre our efforts on the search for experiences that have been successful in their application and social intervention, in order to extrapolate criteria of actuation and working methodologies capable of promoting the success of interventions involving Roma people in any area that has to do with political practice; health, education, employment, housing, social participation, antidiscrimination, gender, etc. We will also critic the shortcomings and the failures of the projects targeting Roma and, at the end of our quantitative analysis bellow, we will try to offer some solutions.

By doing that we want to help shape those policies that are framed with the intention of combating the exclusion of the Roma people in Europe because we believe that such policies must be based on successful results if they are to be effective. Our proposal is geared toward making commonly available the sum of policies and experiences that have been carried out with the Roma people in order to identify those that have proved beneficial and achieved good results, and derive from them common criteria of actuation to be followed in future interventions, allowing these to operate on the basis of good practices.

The importance of our proposal lays in the fact of bringing together, around the declared aim of achieving success in interventions with the Roma people, European Roma NGOs of international scope, a spectrum of local, regional and state authorities, and the universities. Only from a wide and integral perspective will be able to find joint solutions consensually acceptable to the Roma people for the overcoming of their social exclusion.

As a consequence this project coordinated by the Government of Catalonia - has a number of 10 international partners as follows:

1. Government of the Basque Country. Ministry of Welfare and Social Affairs.
2. Junta de Andalucía (Autonomous Government of Andalusia-SPAIN)
3. Barcelona City Council (SPAIN)
4. Mina's Consortium (Town of Sant Adrià del Besòs-SPAIN)
5. Town Council of El Prat de Llobregat (SPAIN)
6. Girona City Council (SPAIN)
7. Universitat de Barcelona (SPAIN)
8. National Agency for Roma. (ROMANIA)
9. European Roma Information Office (BELGIUM)
10. International Roma Women Network (FINLAND)

From these partners we have gathered a number of almost 100 examples of projects, programmes, on brief, best practices for Roma and we have tried to analyse them in the next section of this paper from a quantitative perspective but the list for new proposals and the ways of analyse them remains open...

### ***ROMAin best practices – a quantitative analysis of 85 projects***

The present analysis intends to provide some general information concerning the typology of the *Roma Best Practices* in Europe by a quantitative survey of 85 proposed projects. From the outset, we have to remark that the most obvious inconvenient of these analysis is the absence of the data

concerning the budgetary value of the most of the projects. This invalidates our possibility to compare and to correlate the relation between the amounts of the financial resources involved and the specific and the general types and natures of the projects or the profile of the project manager, including its geographic and social position. Moreover, the absence of the data concerning the evaluation of the projects (self- or external) in the most of the cases jeopardizes the quality of the analyses that are made by studying the present ROMAin projects, as the correlations between the types of projects and their percentage of success and those between the types of projects and the amount of the resources involved are not possible.

This analysis will contain the study of the projects as a whole and then using each of the following criteria of repartition: by country, by general type, by specific type, by the nature of their beneficiaries, by the type of their initiator and/or manager, by the area of their impact, by the timing of their results, by their general self-evaluation, and, finally, by the types of their financing and by their length in time.

## **1. Presentation of the projects by countries**

Among the 85 projects<sup>16</sup> for the Roma communities presented in the excel format document, 48 are from Spain. This recommends Spain as a model, but also invalidates to some extent the present analysis as the general conclusions will necessary depend of the features of the Spanish cases that dominate this block. Moreover, even the 48 Spanish examples are rather not representative for the Spanish way of dealing with the Roma related issues, as 30 of them concentrate on Catalonia and especially on a limited area surrounding its capital, Barcelona. Thus, the features of the Roma projects in Catalonia will heavily impact on the conclusions one can extract from the present analysis. From a general review of the document, these features are:

- a) a high degree of autonomy of the local and regional structures in dealing with the social issues;
- b) a full commitment of the regional and the local governments to contribute to the “solving” of the Roma related issues, including by offering some important financial support;
- c) an important presence of the Roma NGOs having a sizable capacity to administrate the programs and the projects, in close cooperation with the local and regional authorities;
- d) a high level of self-assuming the Roma identity, whereas, in other cases, especially in the Central and Eastern European countries, these identities are all to often hidden;
- e) a high degree of experience in accessing the various funds and loans of the national and European communities designed to serve to the improvement of the Roma conditions.

The 14 projects from the “other countries” are mostly heterogeneous in all respects. Five of them are made by the European Commission and are intended to reinforce the multiplication of the information concerning the Roma population. Among the 5 projects from the UK, 4 are designed to regularize the situation of the nomad Roma (called “Gypsies and Travellers” according to these projects) and benefit only from the national public and budgetary financing. The 5 Hungarian projects are rather associated to the efforts of the Roma Center in Budapest and deal mostly with social and cultural anti-discrimination. The 4 projects developed in Germany are rather social, whereas the same number of projects from Romania are rather general and constitute some frameworks for the public policies in the community development, healthcare, social and educational areas. The 4 projects from the Northern European countries – Sweden and Finland – are rather

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<sup>16</sup> We have selected 85 of 93 projects (best practices) because some of them were irrelevant or repeating (the same project in different years. But the list remains open and the current analysis can be updated anytime. (n.a.)

intended to insure the subsequent application of the strategies involved to some other areas where the Roma are “really in need”; thus, the Finnish and Swedish cases are more like some “laboratories” for testing the rate of success of the types of projects conducted and the opportunity of their application in other areas.

Three of the projects were prepared in Paris and they aim essentially to design general strategies for the improvement of the international conditions of the Roma population. These projects are organized and financed by the United Nations Development Program and by the World Bank. As in the case of the five projects of the European Commission, these projects are based on wide partnerships with various governmental and non-governmental organizations and benefit from a stable and not conditioned financing from the international community. The rest of the projects – one from each of the following countries: Columbia, Israel, Canada, Bulgaria, USA, Austria, and Macedonia – deal with specific and particular issues, such as the regularization of the transit of the Roma and housing issues.

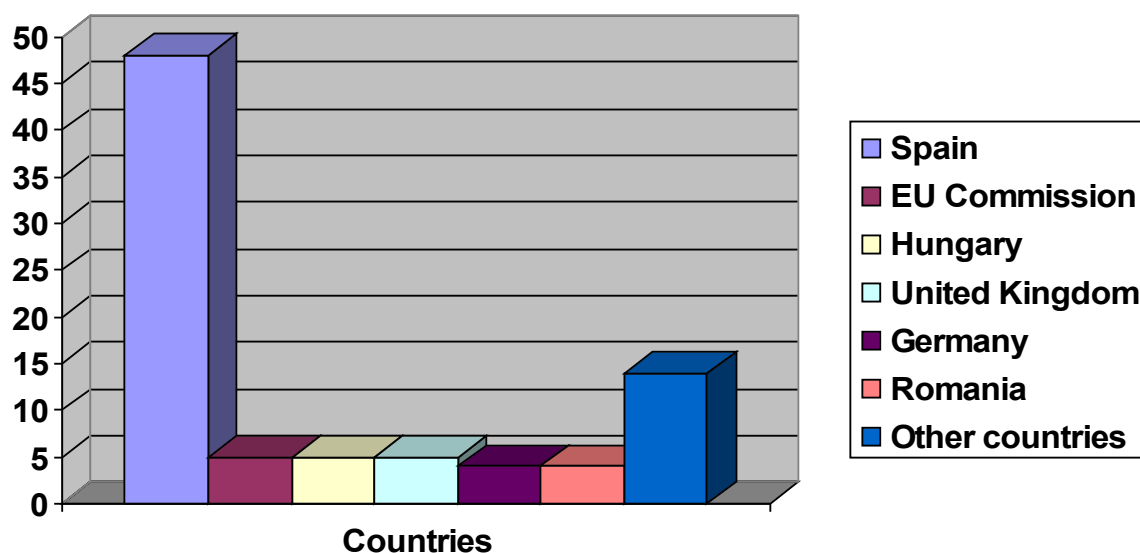


Figure No. 1. Representation of the projects by country

## 2. General and specific types of projects

As stated before, the 85 projects cover a vast range of themes and preoccupations. For the use of the current analysis, two kinds of classification can be made. According to the general types of the projects, one can identify three categories (see Fig. no. 2). The twenty-seven *social projects* cover different aspects of the social life of the Roma and have two main objectives: to support the social inclusion of the Roma population within the mainstream society (“general social programs”) and to limit the amount of discrimination within the labour market (“anti-discrimination social programs”). One of these projects deal with the various social problems of the Roma youth, whereas 4 of them concern the improvement of the social status of the Roma women. (Figure No. 2.1). These latter projects are managed by NGOs of the Roma women and intend to insure them a better insertion in the social field by equalizing their opportunities via affirmative action means.

The *cultural and/or educational projects* category includes 37 projects. Their only general and common characteristics of these projects are the overall aims of them – the promotion of the Roma culture within the mainstream society. Thus, the 11 anti-discrimination projects are meant to

reduce the amount of prejudices concerning the Roma population and to entail the presence of the Romany culture within the national societies. The Hungarian anti-discrimination projects, for instance, intend to sustain the efforts for equalizing the opportunities of the access to the cultural goods for the poor Roma communities. The general cultural-educational projects (10), dominated by the Spanish ones, put forward the acknowledgement of the cultural pillars of the Romany heritage and their valorisation within the public sphere. 13 projects deal with the changing of the Roma image by the public education. Six of them are rather favourable to the improvement of the Roma image within the elementary, medium and high-schools, whereas seven of them try to entail the presence of the Roma pupils and students in the educational institutions. The list is completed by the 3 gender cultural projects that support the elevation of the educational standards of the Roma women. The most of this range of projects benefit both of national and international financing. (See Figure No. 2.2)

The third category is formed by the *Civic and Political Projects*. The 21 projects under this category aim, in general, to improve the presence of the Roma ethnics individually or of the Roma community collectively within the general formal and informal decision-making structures of the national societies. The “general civic and/or political projects” are rather frame documents that search to establish the improvement of the legal and institutional provisions with respect to the rights of the Roma. One of them aims to contribute to the instauration of a general climate of tolerance towards the special situation of the Roma population; in fact, this is a program that benefits of the financing of the European Commission. The other 17 projects under this category deal with the following issues: anti-discrimination policies (by trying to draw the attention of the mainstream societies to the particular conditions of the Roma population and to insure better conditions for the participation of the Roma NGOs as an integrant part of the civil societies); judicial issues (four projects, two of them targeting the legislative deficiencies concerning the respect of the human rights in Europe and two of them concentrating on the improvement of the legal aspects of the day-to-day life of the Roma, such as the IDs, the papers certifying the properties of the Roma ethnics etc.); gender issues (one from Hungary and two from Catalonia; they aim at developing the degree of political and civic activism among the Roma women, especially by encouraging them to vote, to candidate for public offices, and to form NGOs on their own).

Finally, a fourth category includes *mixed project*, that are not dealing with any specific or general issues under the categories stated before, but try to establish long time policy-frameworks, including Constitutional and legislative revisions and governmental action plans. They are generally defined by the governmental offices, such as the National Agency for the Roma in Romania, long-time-oriented (on several years), and need further projects or sub-projects in order to be properly implemented.

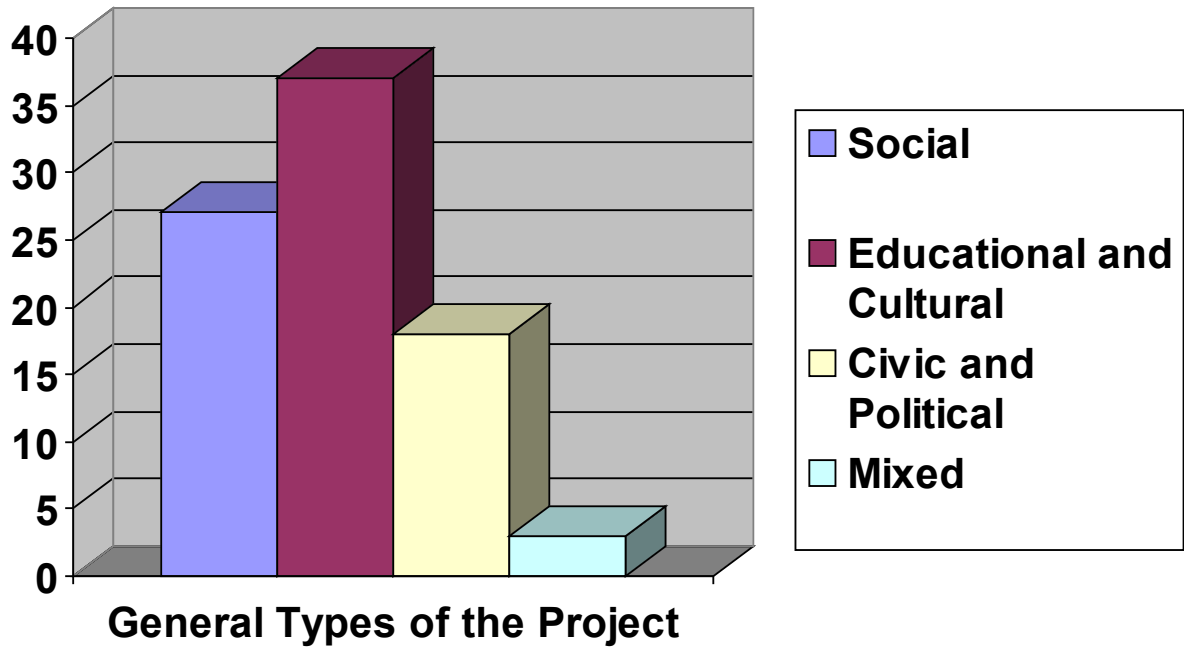


Figure No. 2. Representation of the projects by general types

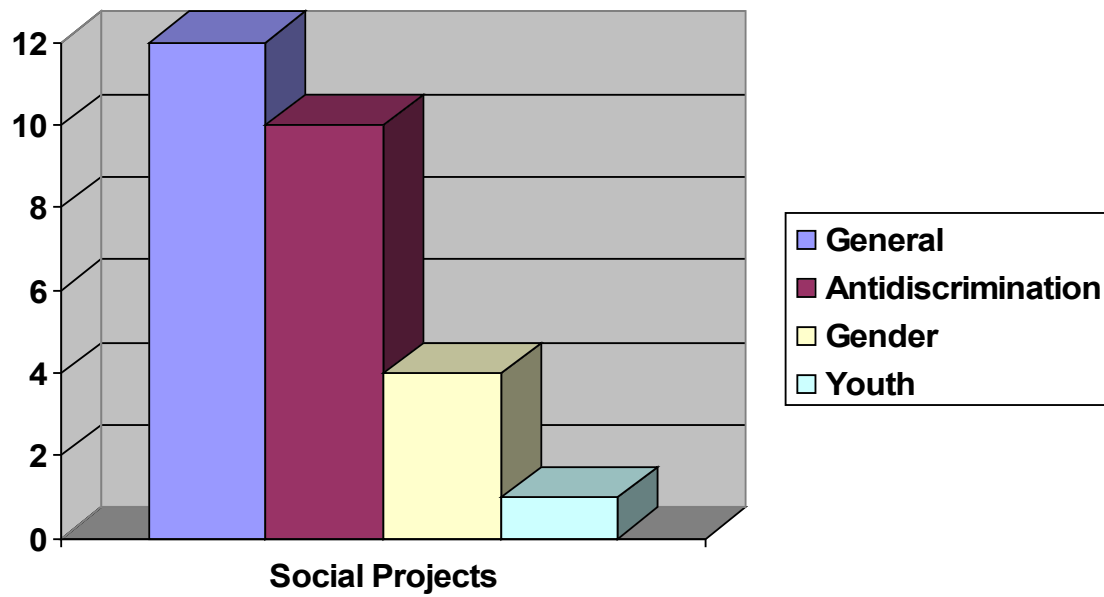


Figure No. 2.1 Representation of the Social Projects by specific types

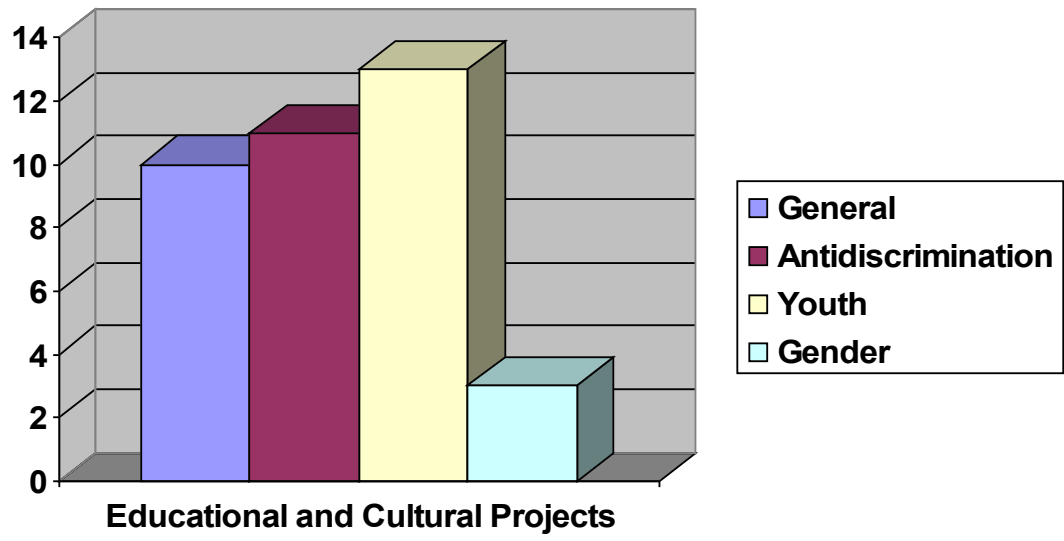


Figure No. 2.2 Representation of the Educational and Cultural Projects by specific types

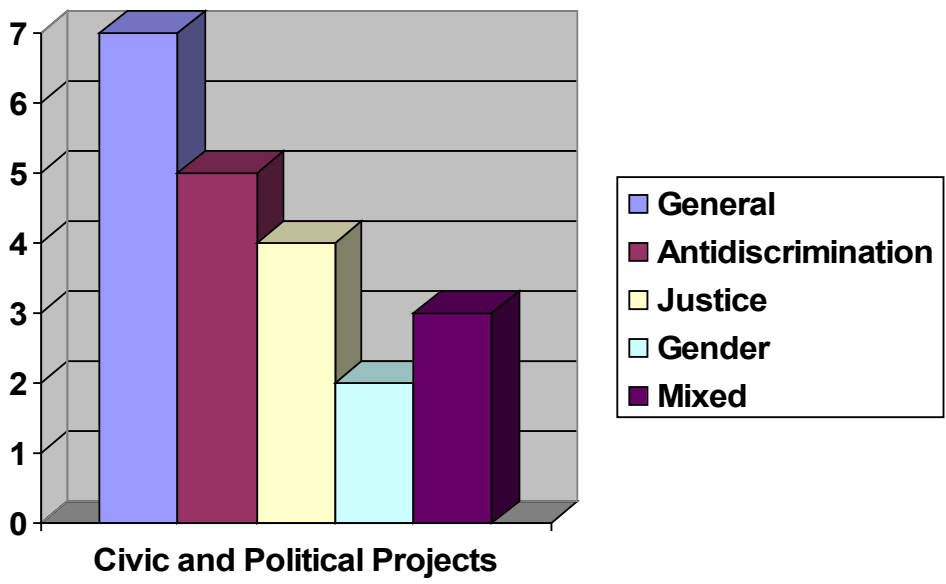


Figure No. 2.3. Representation of the Civic and Political Projects by specific types

### 3. The nature and the profile of the beneficiary groups of the projects

The third criterion taken into consideration is the nature of the profile of the beneficiary groups of the projects. This criterion is useful because it indicates the general trends and orientations of the target groups of these projects, as the particular situation of the Roma communities in Europe is one of extreme polarization between the elites and the masses but, paradoxically, also one of lack of solid modernized elites.

The analysis of the 85 projects puts forward the cleavage between the elite-oriented and the mass-oriented projects. More than 3/5 (52 projects from 85) are rather oriented towards the elites. Among these projects, 45 target essentially the elites of the Roma communities and concentrate especially on the formation and the consolidation of modern young elite layers that belong to the Roma communities. Only seven of these projects target the elites of the mainstream societies and aim at enhancing the multicultural education of these elites. All of these projects have an impact of a relatively reduced number of beneficiaries (generally, between 2 and 25) and are essentially educational.

The other 33 projects under this category are oriented towards the large mass layers of the Roma communities. If the first were generally educational, the latter are rather social and short time oriented (with two exceptions). They aim at improving by some direct measures the quality of the living standards of the poor Roma people. The number of the beneficiaries of these projects is rather high (up to 2000 persons), but the estimated positive results are lower than in the first case.

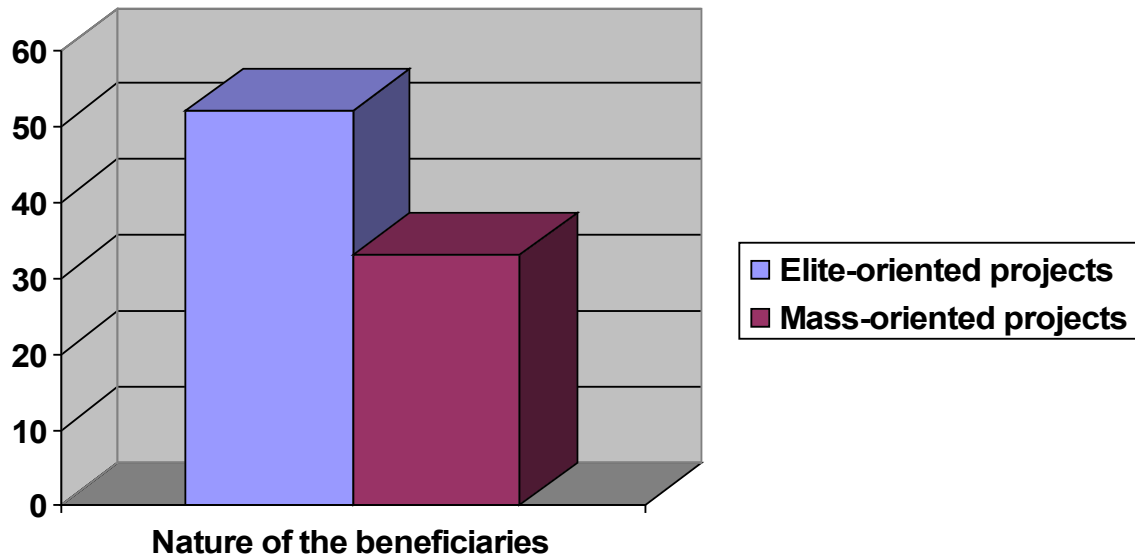


Figure No. 3. Representation of the Projects by the nature of the beneficiary groups



#### 4. The types of the organisations in charge with the projects

By using the following criterion, *the types of the organizations in charge with managing a project*, one may be able to conclude that, despite the progress made, the public sector remains predominant in this field, as nearly two thirds of the projects are initiated and conducted by the state institutions (see Figure No. 4). Half of all the 85 projects are conducted by some public structures that do not deal specifically with the Roma issues; this confirms the low level of specialization of the institutional structures and the low degree of capacity of the structures designed to deal specifically with the Roma issues to access funding for the deployment of their projects.

Among the 11 projects managed by the institutional structures specialized in dealing the Roma issues, 4 are meant to contribute to the design of the general action plans that would fortunately succeed in enforcing some efficient and specific measures for the Roma, whereas the other 7 concern directly specific activities. Generally, the projects operated by the Roma specialized agencies and offices seem better targeted and more efficiently conducted than the rest of the projects within the public sub-category.

This is not the case with the projects designed by the NGOs. As a general rule, these 34 projects seem to encounter major lacks in their planning and, especially, in their financing. The organizational issues are more pregnant in the case of the Roma NGOs than in the case of the other private organizations. The 20 projects established by the Roma NGOs deal with particular issues and seem to be far from being effective, if one analyses the ray of their action and the number of their beneficiaries. The other projects, conducted by various structures of the civil society, are better oriented as for the chosen target groups. Among the latter, the overview shows that there is a direct relation between the dimensions of the NGO and the self-estimated rate of success in achieving the proposed goals. The overall private organizations that have been conducting projects for the Roma are generally foundations (22/34) and associations (10/34). The list is completed by a holding of trade companies and a congregation of churches.

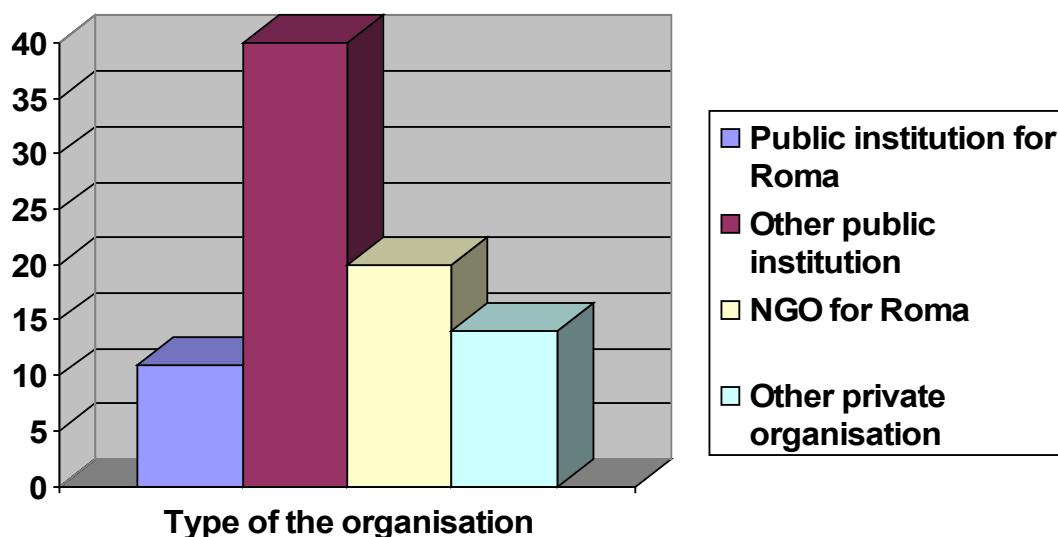


Figure no. 4. Representation of the projects according to the type of organizations in charge

## 5. The impact of the projects

The fifth general criterion is the impact area of the projects. The 85 projects are stratified on a scale that follows the proximity rule: 42 of them target local and regional beneficiaries, 27 of them try to cover national areas, whereas 16 try to impact on a continental level (in Europe). The most of the local and regional projects address particular issues, whereas the national projects try to establish frameworks of long-time policies. The European projects are generally issued either by the European Commission or the international NGOs and intend to propose general principles for the problems encountered by the Roma communities that may have a continental *envergure*. This latter category is quasi-dominated by the projects that intend to enhance a general climate of tolerance by such means as the information campaigns.

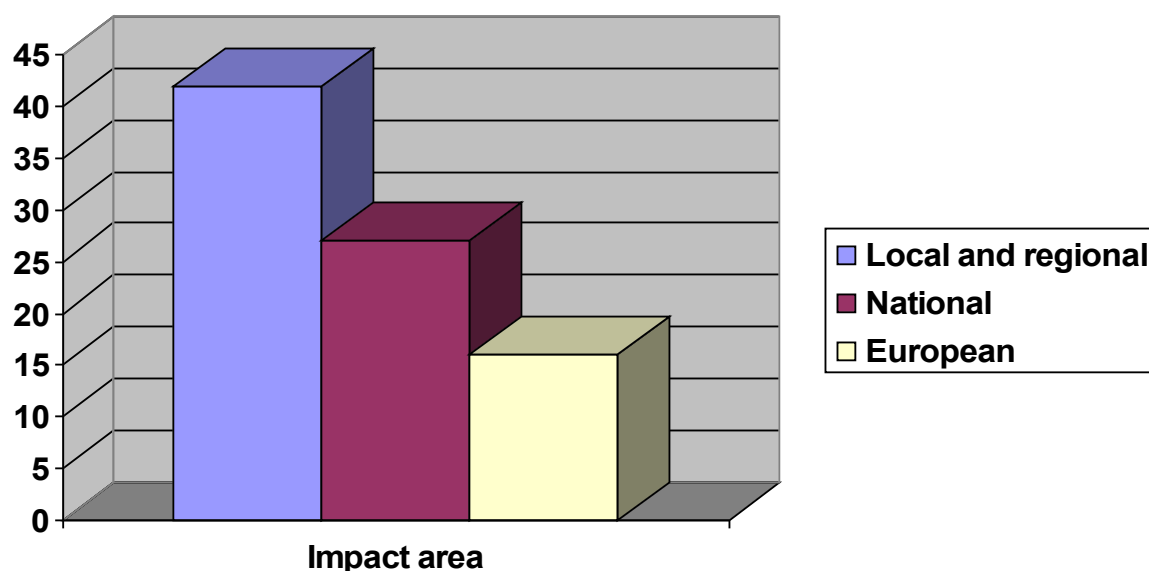


Figure No. 5. Representation of the projects according to the area of their impact

## 6. The timing of the projects' results

According to the timings of the results, there is a clear differentiation between, on one hand, the projects that have immediate and direct results, and, on the other, the projects that are expected to give positive results only in a period longer than six months. The first category gathers 36 projects that are generally meant to solve rather stringent social problems, such as housing and paper regularization. The second category gathers two sub-categories.

The 41 information/dissemination projects try generally to draw the attention of the European citizens towards the special problems the Roma communities are confronted with and to make the public opinions of the mainstream societies sensitive towards the situation of the Roma people. The cultural/educational projects (according to the second criterion, see Fig. no. 2.2) compose this sub-category. The second sub-category is that of the networking project (only 5); within this sub-category, the projects are meant to contribute to the formation and/or the development of the specific

associative structures of the Roma by financing them or by relating them to the anti-discrimination or multicultural networks of NGOs.

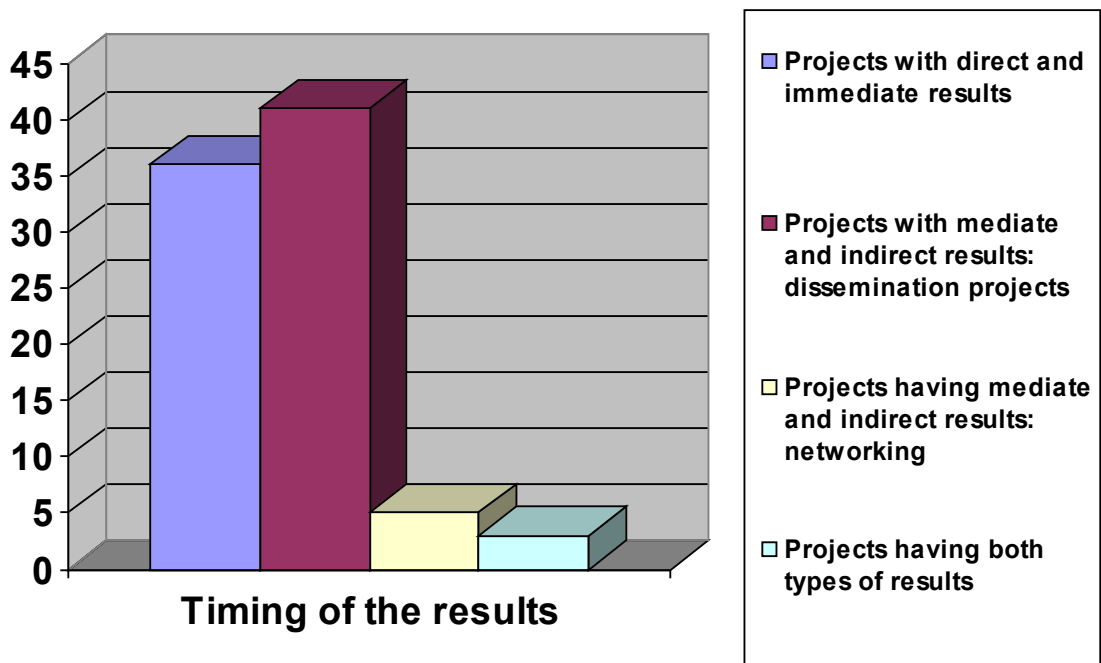


Figure No. 6. Representation of the projects according to their celerity

## 7. General evaluation of the projects

Virtually all the projects presented here do consider themselves as being successful or even very successful. There is no possibility to test the honesty of the self-evaluation as I do not have the means to control them. On the other hand, the high rate of non-evaluations (39/85) shows that at least some of the project managers do hesitate in being optimistic with respect to their degree of goals' achievement. The 11 projects assessed as being successful to a medium degree are rather social projects from the poor regions (e.g. Macedonia) wherein the capacity of direct evaluation is higher than in the cases of the information campaigns. In this last category (civic and cultural projects), the rate of self-estimated success nears 100 % and must be considered with a higher reticence. The general non-evaluation shows that there is still not enough experience in dealing with the projects; the Roma NGOs, as managers of these projects, are for themselves champions within this sub-category, as the rate of non-response is 90 %. A higher degree of responsibility would thus be necessary in order to stimulate the rationalization of the resources and to increase the quality of the projects.

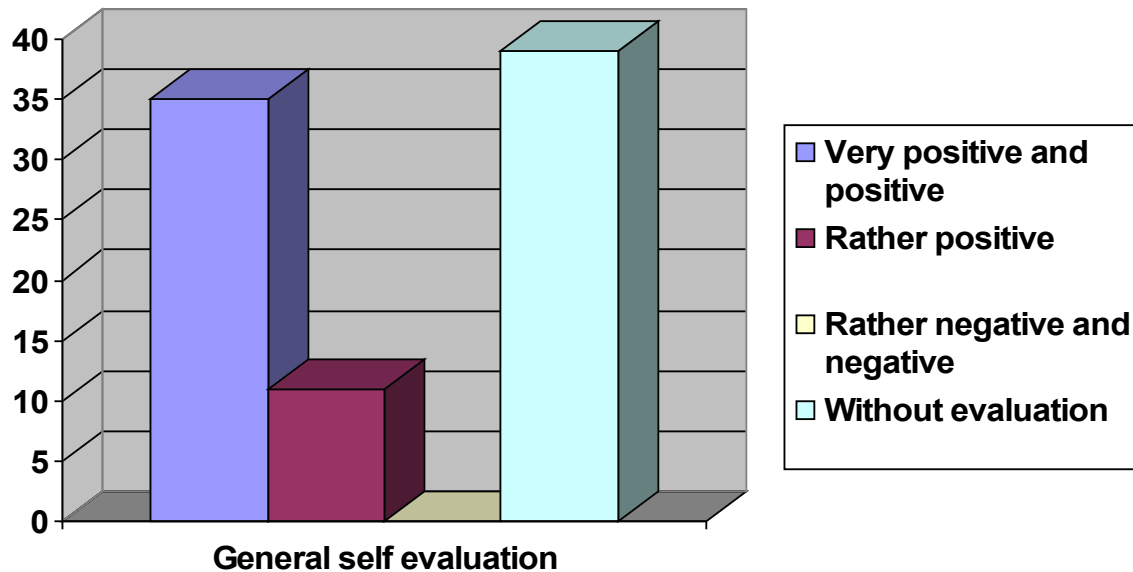


Figure No. 7. Representation of the projects according to their general self-evaluation

## 8. The periods of projects' application

According to the periods of their application, the 85 ROMAin best practices may be divided into four general categories: the projects that last less than six months (22), the ones that last between six months and one year (17), the projects lasting between one and three years (26) and the projects that last more than three years (20). If the classical limit of the three years for the long time projects is respected, the fact that more than a quarter of the projects are prepared to last less than six months shows that the access to resources in order to build long time projects is still very problematic. At the same time, nearly 10 out of 20 very long time projects are cyclical (e.g. a Spanish project in which an annual alimony is given to the poor people in the period of the Christmas holidays); they are not really projects in the strict and technical sense – they are not financed as a consequence of a proper application and, at least in one case, there is no even a written form of the project (!) (see Fig. no. 8)

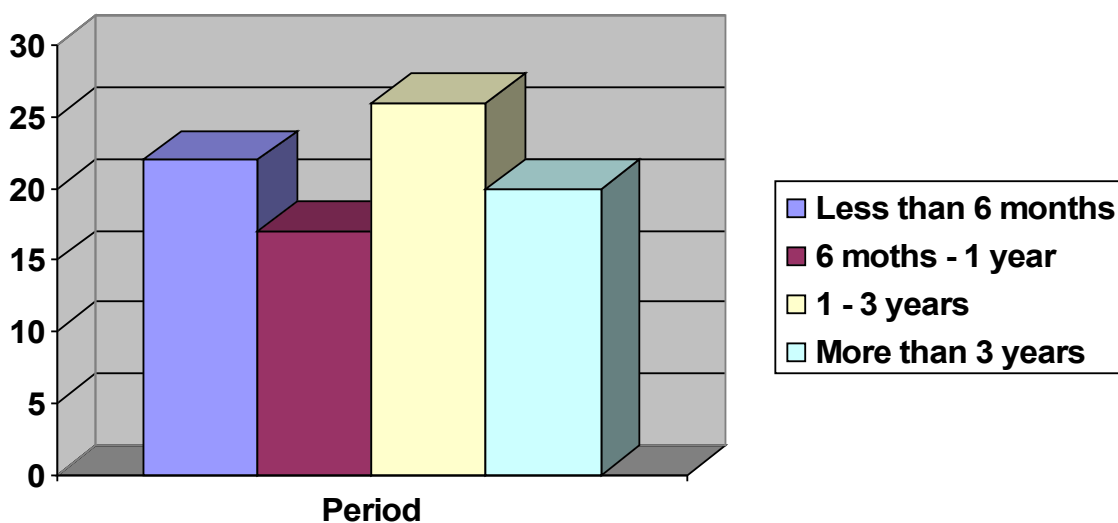


Figure No 8. Representation of the projects according to their lengths in time

## 9. The distribution of the projects according to their financing sources

The final criterion is the *distribution of the projects according to their sources of financing*. As Figure No. 9 shows, the dominant type of financing is the national public one, as an important part of the projects are conducted by the public institutions that benefit from national budgetary funding. The second category is formed by the public international financial providers, such as the World Bank, the European Union, the European Reconstruction and Development Bank (27 of the all the projects).

Only 6 of the projects are based on private financing. Three of them benefit from international private donors, such as the Open Society Foundation or the Rockefeller Trust. 9 of the projects combine the national and the international financings. Among these last 9, three have impressive budgets (more than 100.000 \$) and are conducted in partnerships of several NGOs and public stakeholders. The rest are made by NGOs that benefit from modest sources of financing, such as foundations and commercial companies.

Generally, as I have remarked in the previous section, few of the projects are financed according to the specific regulations for financing, such as the enforcement of some strict conditions with respect to the profile of the applicants and the nature of the application itself. The tendency one can observe is that the Roma NGOs do benefit from a laxer regime of regulation when they apply especially for the international and the mixed funds than the rest of the NGOs. The same observation may be made with respect to the large and vocal NGOs, as compared to the newly created ones.

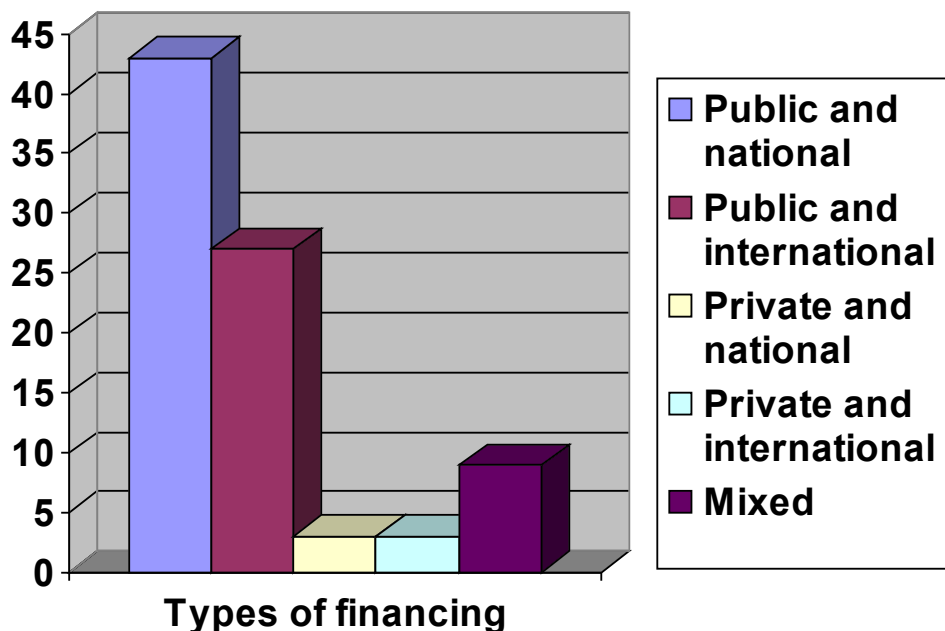


Figure No. 9. Representation of the projects according to their source of financing

## Conclusions

The present analysis aimed to contribute to the quantitative understanding of the typology of the *ROMAin Best Practices* by evaluating 85 projects in a comparative manner. As the most of them were from Spain and especially from Barcelona, there is no doubt that this analysis highlights a reality that corresponds better to the particular Spanish case and to the similar other cases. So, instead of drawing some conclusions from this analysis, it is more helpful to list the main weak points of these projects:

- i) The most of the projects are badly designed and, in an effort to show an impressive amount of good will towards the sensitive situation of the Roma communities, use various discursive strategies and fail to concentrate on specific but essential issues. *It will be advisable to limit the objectives and to aim at obtaining specific results, following some clear paths.*
- ii) In organizing the strategy of fund raising, the project applicant must be aware of the opportunities that the projects offer to the virtual contributor and must present them in a clear and direct way. *Most of the projects presented here failed to obtain the intended results because they did not make the profit of the contributor (stakeholder) obvious for the latter.*
- iii) *In dealing with the particular issues concerning the Roma communities, the applicants must consider only the problems related to a specific area.* The Spanish and especially the Catalan projects are, in this respect, very useful models.
- iv) *In dealing with the general frames of policies, the applicants must be aware of the high degree of complexity and interdisciplinary of the respective areas and try to co-opt specialized NGOs or institutions in order to cope with these requirements.*
- v) While in the Romanian case we can talk about a National Strategy for Roma with public and/or private projects circumscribed to sectorial programmes, in the rest of national cases, the projects are individually approached in an isolated, non-coordinated manner. Also in the Romanian case it is very clear the partnership between the central and local *public authorities, on the one hand, and the Roma and their NGOs, on the other hand. The Romanian approach could be an example for a strategic and systematic approach of Roma issues.*

The present endeavour is only a just another step forward towards a larger theoretical approach of dealing with the Roma problems. In order to be successful it has to put into practice, the theoretical achievements, towards a reliable, useful and general applicable pattern of social intervention for Roma people.

# Annex No. 1. Original Presentation and methodology of the ROMain project

POLICIES ON ROMA'S SOCIAL INCLUSION IN EUROPE: TOWARDS SUCCEEDING IN SOCIAL INTERVENTION  
POLÍTICAS DE INCLUSIÓN CON EL PUEBLO GITANO EN EUROPA: HACIA EL ÉXITO EN LA INTERVENCIÓN SOCIAL

## ROMain

*Direcció General d'Actuacions Comunitàries i Cíviques  
Departament de Benestar i Família  
Generalitat de Catalunya*

### **1) What is the issue(s) your partnership will be addressing: what are its main features and why is it an urgent or priority issue in terms of eradicating poverty and social exclusion?**

Our project proposal is oriented toward increasing the degree of social inclusion of the Roma people through the review of good practices in terms of policies of inclusion with this ethnic minority, the most numerically important in the new Europe.

We will centre our efforts on the search for experiences that have been successful in their application and social intervention, in order to extrapolate criteria of actuation and working methodologies capable of promoting the success of interventions involving Roma people in any area that has to do with political practice; health, education, employment, housing, social participation, gender, etc.

We have chosen the Roma people as our target group for several reasons. The first is because our department has worked with the Roma community in a very specific way for many years. The second is because within the last year we have initiated a new line of work in transnational European cooperation projects concerning the Roma people. The third, and not least important, is because the Roma people continues to lose out to a great extent in terms of human, civic and social rights in the expanded Europe, as the most extensively researched studies show.

This minority is found all over Europe, with a marked concentration of its population in the centre and east, although the Roma people are also present in significant numbers in the countries of the west and north. As a people, there is a high level of internal heterogeneity between Roma, and considerable differences between the Roma communities of different countries, and even within the same country. However, this high level of diversity is accompanied in the most profoundly generalized way by high indices of social exclusion and poverty. According to the World Bank, Roma are much more likely to be poor and to suffer social exclusion, by the fact of being Roma, than the majority society.

The inequality of the Roma people is a constant that is evident in every area of private and public life; that is to say, their inequality manifests itself in the fields of employment, education, socio-economic status, housing, health, social and political participation and gender. At the same time this inequality and its different manifestations in themselves constitute barriers that impede the equitable social inclusion of Roma people in the whole range of social fields, so that inequality is itself a barrier to their social inclusion and to overcoming the exclusion they experience.

The construction of the new Europe is grounded in values that promote the overcoming of social inequalities and social cohesion in general. We have here a great contradiction, in that there is a genuinely European minority, the Roma people, of whom the great majority lacks those and rights and values that the construction of Europe aims to promote.

It is for this reason that we want to help shape those policies that are framed with the intention of combating the exclusion of the Roma people in Europe, because we believe that such policies must be based on successful results if they are to be effective. Our proposal is geared toward making commonly available the sum of policies and experiences that have been carried out with the Roma people in order to identify those that have proved beneficial and achieved good results, and derive from them common criteria of actuation to be followed in future interventions, allowing these to operate on the basis of good practices.

The importance of our proposal lies in the fact of bringing together, around the declared aim of achieving success in interventions with the Roma people, European Roma NGOs of international scope, a spectrum of local, regional and state authorities, and the universities. Only from a wide and integral perspective will be able to find joint solutions consensually acceptable to the Roma people for the overcoming of their social exclusion.

**2) *How will the project you are proposing contribute to policy development and in particular to advancing the Open Method of Coordination and the National Action Plans against poverty and social exclusion?***

We believe that the results we hope to achieve will contribute important new elements to the National Action Plans because they will derive from a specific vision based on the variants ‘social inclusion’ and ‘Roma people’. At present the cross-cutting characteristic of these NAPs does not reach the Roma people as a whole, because the inequality we noted above impedes the equal access of Roma people to the basic social services and to the network of social resources. As a number of studies have argued, what is needed are specific actions with specific objectives with and for the Roma people, in addition to actions oriented toward the majority society, in order for the Roma people to be included in these policies or actions. If we address the Roma people only as one part of the whole range of communities designated as marginalized or socially disadvantaged groups, we are not taking into account the specific historic inequality suffered by the Roma people, and in doing so we fail to perceive that this inequality and the discrimination they suffer serve in turn to restrict their access to the resources or benefits that derive from actions directed at the wider range of socially disadvantaged groups. There is a need for specific actions, and for a positive action approach of the kind adopted with other groups such as women or people with disability. The results obtained in the transverse application of these criteria orient our actions to seek similar results with respect to the Roma people.

**3) What are the objectives of your proposal and why have you selected them?**

Principal objectives

1. To promote the social inclusion of the Roma people in Europe on the basis of successful experiences
2. To innovate through transnational cooperation in the design and application of policies of social inclusion

Specific objectives

1. To seek, to analyse and to propagate policies with the Roma people at the European level (European policies and interventions on the part of the different authorities)
2. To identify successful experiences with the Roma people and appropriate methodologies for intervention in multicultural societies (from the academic and social spheres)
3. To share experiences and debate policies of inclusion with the Roma people from different sections of society
4. To make known the results, products and working processes
5. To evaluate and follow up all of the various phases, activities and results, incorporating new elements where necessary

We believe that one way of achieving success in social interventions to promote the inclusion of the Roma people is to have an overview of what has been done at different levels (tiers of government, policies, NGOs), and to analyse what has served to increase the inclusion of the Roma people and what could be improved. Our approach is configured on the basis of the successful experiences in the creation of criteria of quality and good practice in policies of inclusion with the Roma people. The objectives outlined above reflect this ultimate goal of effectively reducing the social exclusion of the Roma people in Europe through the putting into practice of criteria of quality and good practices based on the success of the intervention. These good practices need to be



taken into account, both in the design and in the application and evaluation of the actions, experiences and policies.

**4) How will your proposal take stock of and add to existing knowledge and work \* on the issue you have selected?**

(\* Including the activities carried out under the Community action programme to combat social exclusion and the work done during the first TEP in particular)

This TEP aims to promote transnational exchanges on learning and good practice. This is an innovative proposal since it is the first such initiative for transnational exchange projects to be launched in the context of the expanded Europe, and at the same time takes in candidate countries (Romania and Bulgaria) and the EFTA/EEA.

In the previous TEP ventures presented by the European Commission (specifically in 2003 and 2002) the projects selected were primarily centred on policies for mitigating situations of social exclusion especially in areas of immigration and among ethnic minorities, giving a greater priority to actions combating poverty in the local area.

Continuing in this line, we believe that the project we are presenting is also innovative in its proposal to tackle these problems from a specialized perspective, considering the population Roma as a minority whose characteristic entitles it to be considered a specific action area in which the various social agents should intervene by establishing collective strategies of social intervention.

**5) How will you ensure that there is a real transfer of knowledge and best practices between the eligible countries as a result of your project?**

We intend to give priority to potentiating the involvement of all the agents on the basis of their direct and active participation in the organization and realization of the different activities.

The aim of the project is precisely to transfer real knowledge and better practice. Direct involvement and the assumption of responsibilities in the most important activities (meetings, conferences) generate identification with those activities and their objectives, and with their results. In this way the different partners will take on a considerable measure of responsibility, bearing in mind the range of different agents involved, including different tiers of local, regional and national government. We believe that the actions and policies they carry out in the future will take into account the results obtained in the project. This will enhance the quality of actions and activities and the success of policies designed to overcome the social exclusion of the Roma people. In view of this, the creation of a European network on inclusion with and for the Roma people assumes special importance in providing a broad path of participation open to other agents who can in turn benefit from the results of the project and add to and enrich these.

The fact of having three international meetings in two years, as well as a four-day thematic workshop and, finally, two conferences, one in Spain and the other in Brussels, serves to ensure a close relationship and constant collaboration between the different organizations in the consortium and the effective diffusion of the work being done and its conclusions. This collaboration will go beyond the working relationship established through the drafting of reports and the analysis, review, etc. of these, in that there will be real joint working, both at the virtual level and in the sharing of physical work spaces. We intend that each partner will lead some concrete aspect during the different phases of the project, and we believe that this will give great cohesion to the consortium, with very positive repercussions on the depth of the feedback, the working environment and in the quality of the results.

**6) What working methods will you use, what will be the concrete outputs <sup>17</sup> from your work and how will you disseminate the results?**

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<sup>17</sup> Concrete outputs = reports, publications, websites, seminars for example.

Concrete outputs = reports, publications, websites and seminars, for example.

The work methodology of the project we are presenting will be implemented through the creation of work teams and an advisory group with members of the various participating countries, thus ensuring solidarity and the active participation of the agents involved in attaining the objectives outlined in the project. Considered from this perspective, the methodology we will adopt in the realization of the project will be a communicative and participative methodology that potentiates the right to equality on the basis of the differences between individuals. In this way the potentiation of intercultural dialogue in the pursuit of common objectives becomes a tool that makes for a fuller development and a greater reliability of the results obtained.

The first phase of the project is based on the gathering and analysis of as much information as possible in relation to European policies that have been applied with the Roma people. This initial analysis will serve to identify those experiences that have proved successful and to consolidate a mechanism of actuation that facilitates the exchange of experiences and debate on the themes addressed. The results obtained during the working process will be disseminated and evaluated to ensure a successful outcome to the intervention.

The products obtained in the putting into practice of the project are related below:

- Work calendar
- Signing of contracts and agreements
- Minutes of the meeting and points agreed
- A compilation of public authority interventions and policies
- Report on successful experiences in Europe with the Roma people: criteria
- Project website
- Implementation of the virtual forum
- Report on methodologies and social intervention with the Roma people
- Minutes of the meeting and points agreed [Interim report]
- Report on the conclusions of the thematic workshop
- On-line database
- Presentation of the draft of the guide to good practices in policies of inclusion with the Roma people in Europe.
- Publication of the guide to good practices in policies of inclusion with the Roma people in Europe.
- Minutes of the meeting and points agreed
- Final report of the project

The results obtained will be transversely disseminated throughout the working process, and will become especially significant in the final phase of the project.

The mechanisms used for publicising the project will be:

- Reports, minutes and points agreed
- Website
- Virtual Forum
- On-line database
- Publication of a guide to good practices

We believe it is very important to devote a major effort to the publicising of the project, since the success of the intervention requires the maximum possible diffusion in order for the objectives of the project to be attained.

## **8) Who will be involved in the project? (Partner organisations and other actors)**

*NB: You must make sure that each partner organisation completes and signs Part II of the Application Form, and enclose a letter of commitment stating their co-funding in cash as appropriate.*

*Please fill in also the details regarding each partner in the appropriate fields in Part I of the application form.*

The organizations taking part in the process of realization of the project are:

1. Government of the Basque Country. Ministry of Welfare and Social Affairs.
2. Junta de Andalucía (Autonomous Government of Andalusia-SPAIN)
3. Barcelona City Council (SPAIN)
4. Mina's Consortium (Town of Sant Adrià del Besòs-SPAIN)
5. Town Council of El Prat de Llobregat (SPAIN)
6. Girona City Council (SPAIN)
7. Universitat de Barcelona (SPAIN)
8. National Agency for Roma. (ROMANIA)
9. European Roma Information Office (BELGIUM)
10. International Roma Women Network (FINLAND)

In addition, in the first international meeting we will propose the creation of an Advisory Committee for the project, the members of which will include respected representatives of Roma proposed by the partners, in order to ensure the active participation of the Roma people in various ways in the different phases of the project, providing advice and assessment.

The other line of participation and collaboration will be established through the creation of the international network in the second phase, which will also bring into the project people, groups, associations and other organizations that have something of interest to contribute in relation to Roma and their social inclusion. The setting up of the virtual forum and the project website are seen as fundamental tools within the structured international network.

For foreign problems for us, in the last moment a public organization of the Czech Republic could not have taken part like partner in the project. We have its participation foreseen equally in the implementation of the project, since are interested in counting with this country for the attainment of the raised aims lenses and the awaited results.

### **9) Why have you selected the countries and partners involved, and what will they contribute to achieving your objectives?**

The following countries will take part in the project:

Spain  
Romania  
Belgium  
Finland

Here at the DGACC we have prioritized the involvement of countries that were already members of the EU before expansion, together with others that are new members or are in the process of joining in the short term, such as Romania, for example. We value very positively the participation of countries that are at very different stages of European development, and see this as a factor capable of enriching the project we are presenting and contributing to its progress and that of European construction, social cohesion and solidarity between countries.

Briefly summarized below are some of the motives that prompted us to select the partners listed above:

1. Government of the Basque Country. Ministry of Welfare and Social Affairs. (Spain)  
This body has recently passed a Global Programme for Roma with a nationwide scope and it usually carries out a wide range of participative work with Roma. This represents a major political commitment, a wealth of specific experience with Roma at a transverse level. Moreover, the coordination and sharing of practices are means of enriching the different proposals deriving from the Programme.

## 2. Junta de Andalucía (Autonomous Government of Andalusia-Spain)

This body has very extensive experience of working with Roma. Andalusia was the first of Spain's Autonomous Communities to draw up an Integrated Plan for its territory. Andalusia is also the Autonomous Community with most Roma in the Spanish state, approximately 50% of the total. It is essential to draw on previous experiences in order to take full advantage of good results and perceive ways of improving actions on the basis of the success achieved. The Junta de Andalucía has multicultural teams working on its programmes.

The Junta de Andalucía is also a partner in European projects such as for the Equal Programme.

## 3. Barcelona City Council (Spain)

This body set up the Municipal Council of the Roma, and is the first City Council to have in its municipal structure a participative body for and with Roma in which all of the city's Roma associations take part and in which Roma have full parity. Barcelona City Council has been actively involved in a number of projects at the European level in relation to social inclusion, and also pursues a specific line of working with Roma. A video entitled *Roma of Barcelona Today* has been released and positively distributed via the Municipal Council of Roma.

## 4. Mina's Consortium (Town of Sant Adrià del Besòs-Spain)

The neighbourhood of La Mina, in the town of Sant Adrià del Besòs, is the municipal district with most Roma in Catalonia. Specifically we propose to work with the Consortium of La Mina, a body set up to promote the social and urbanistic transformation of the district, one of those hardest hit by social exclusion and poverty. The Consortium coordinates all of the social agents and tiers of government that are trying to combat social exclusion in the district, and there are specific lines of work with Roma, as well as Roma groups and professional people working in the Consortium. The Consortium also has experience of involvement in European projects, and it is formed by three public administrations which works in this territorial area and has civil responsibilities; Provincial Council of de Barcelona, the Generalitat of Catalonia and Town Council of Sant Adrià.

## 5. Town Council of El Prat de Llobregat (Spain)

El Prat de Llobregat has a sizable Roma, and the Town Council carries out actions to facilitate the social inclusion of Roma. It also runs an integral and coordinated Social Transformation Plan, because there are areas with a concentration of high levels of poverty and social exclusion.

## 6. Girona City Council (Spain)

This is another local authority that has areas with a high concentration of Roma, poverty and social exclusion, where actions are being carried out to combat social exclusion in a coordinated manner, and also with a specific focus on Roma. Girona also has a Community Transformation Plan and a number of previous experiences of work that has proved successful in the interventions that have derived from them.

## 7. University of Barcelona (Spain)

The CREA research centre at the University of Barcelona works in various areas of investigation oriented toward overcoming different forms of social inequality. One of these research areas is Roma, through in CEG (Centre for Roma Studies), in which Roma play a part in the actual organization. Among the projects deriving from this line of research are those dealing with inclusive education and education in multicultural societies, educational success among cultural and ethnic minorities, Roma women, and employment.

## 8. National Agency for Roma (Romania)

Romania is the country with the largest Roma population in Europe. Romania also has a wide-ranging experience of concrete work with the Roma people in areas such as health, education, language, housing, etc. and is one of the few countries implementing measures of positive action with Roma. This being so, the fact of having the direct involvement of a Romanian government agency that is specifically concerned with the affairs of Roma is a major positive contribution to our project. This entity is an organisation of the Government of Romania, a autonomous body which execute some different programs and projects with the mainstreaming society and with Roma.

#### 9. European Roma Information Office (Belgium)

ERIO has been founded in 2003 with the aim to establish and maintain a Roma presence in Brussels. ERIO aims to contribute to the political and public discussions surrounding Roma by providing factual and in-depth information in order to counteract discrimination and exclusion which the Roma communities have been suffering from centuries and to contribute to their equal representation and participation in political decision-making. ERIO seeks to convince the EU institutions of the need to prioritize equitable development opportunities for the Roma in all the current and futures EU member states, and especially in those states with large Roma communities.

ERIO is concentrating its efforts on the following areas: desegregation and anti-discrimination policies in schools, citizenship and housing rights. But also we are working to provide our expertise on other subjects which are of particular interest to the Roma communities and mediate contacts with organizations working at the grass roots level. Indeed, ERIO also acts as a contact point and liaison office for its member organisations in Brussels. It seeks to spread and enhance the contacts and exchange between Roma organizations and the community of European political decision- makers in order to achieve a fair and equal participation of the Roma in the new Europe.

#### 10. International Roma Women Network

IRWN was launched on World Roma Day (April 8) 2003, bringing Roma Women from 18 European countries together to lobby governments for the rights of Roma women and increase the visibility of Roma culture. IRWN is the first group to bring together Roma women's groups from both Eastern and Western Europe, and includes Roma, Sinti, Gypsies and Travellers.

The network communicates throughout e-mail and has successfully mobilized to protest the injustice suffered by Roma populations throughout Europe. Their first action was to present a unified position at the May 2003 Ministerial conference on Roma women's health, where they submitted an open letter condemning forced sterilization policies reported in the Slovak Republic. IRWN is now a founding member of the Forum for Roma at the Council of Europe, created in December of 2003.

The network continues to advocate for Roma rights through awareness campaigns and protests throughout Europe. With over 120 e-mail subscribers, it informs its members of opportunities and resources available to the Roma community worldwide.

#### **10) To what extent does your partnership involve an appropriate mix of relevant stakeholders (e.g. public, private, NGO) and a good mix of eligible countries?**

The bodies involved in setting up the project include a range of social agents, mainly from the public sphere, though we also have two NGOs and representatives the academic world and research, as well as the different tiers of government: local, regional and local.

The project is committed to ensuring the involvement of countries that were already members of the EU before expansion, together with others that are new members or waiting to join the EU in the near future, such as Romania. The participation of Romania in the partnership, as the country with the largest Roma population in Europe, is especially valuable.

Regarding to Czech Republic, we will be in contact with NGO's and we will carry out a compilation of the information to obtain data about this country, fulfilling with all foreseen aims regarding to the mixture of countries.

#### **11) How will your partnership ensure the participation of people experiencing poverty and social exclusion?**

One of the priority objectives the project has set itself is to ensure the presence of sections of the population that suffer situations of poverty and social exclusion in every phase of its realization. At the same time, European policies and the actions that derive from them have an increasingly clear emphasis on the participation, in every phase of their design, realization and evaluation, of the groups toward which those actions are directed. In our case this is concretised in the direct and full participation of Roma in every aspect of the project and the various phases envisaged.

As regards the transnational association created for the realization of the project, the work team responsible for coordinating the project (the coordinating body) is multicultural, and we can guarantee the presence of men and women of Roma and non-Roma origin in the drawing up and implementation of the project.

As for the other partners, we can also ensure the presence and participation of Roma of different educational levels, walks of life and gender, either on the actual project team (in coordination, support and technical and advisory roles) or through the participation of Roma people in the different bodies that will be created for the purposes of the project: the Advisory Committee (100% Roma, with gender parity), and the International Network of Social Inclusion with the Roma People, in which we envisage the participation both of formal groups (Roma associations, foundations, study centres and institutions) and of informal groups and individuals.

This network will be of great importance in that it will permit the participation of Roma people from different countries and zones, regardless of whether or not they have economic resources, because the project will make full use of modern communications and information technologies, because there is potential access to such IT resources in various facilities located in districts or areas where Roma people live. This will require the coordination of our transnational association with these facilities and services in order to facilitate the participation of Roma people in the project. The resulting network will be fundamental for the development and evolution of the project and its contents, which will be especially important in the diffusion phase and in the finalization of the project. The dynamic organization of this network will be the task of the transnational association and, more specifically, of the two Europe-wide non-governmental organizations, ERIO and IRWN, which are underwriting the project. In this way they will contribute not only their experience, but also Roma networks, the contribution of the component of network organization of the Roma people themselves, and their leading role as Roma organizations with a significant presence throughout Europe.

We will place a special emphasis on those contributions that come from Roma women, given that the triple discrimination they suffer (in being women, Roma, and having no academic qualifications) makes them even more liable to suffer poverty and social exclusion. Similarly, preferential treatment will be given to the participation of Roma women, and above all of women from environments where social exclusion is reproduced. The IRWN will have a key role here, as the primary representative of the Roma women's movement in Europe.

## **12) How will you ensure a balanced participation of men and women in the work of your partnership?**

The whole set-up of the project posits the parity participation of men and women. We propose to attract the active participation of women, who will constitute at least 60% of the total number of people taking part in the project. The work teams envisaged at present already have more women than men. We are conscious, of course, that this does not in itself ensure that participation will be equitable from the point of view of gender, and for this reason we have chosen to focus on gender as a key factor, together with education, employment, housing, health and social participation, both in the policies that we will study and in those we hope to influence. Gender will be central to defining the specific lines of development of the various project activities, as a priority in the struggle against exclusion. As noted above, the principal reason for this is the triple exclusion suffered by Roma women.

The proposal as outlined thus aims to ensure a balanced participation of men and women, and to focus on the gender factor by way of the following structured work instruments:

Advisory Committee

Work teams

International Network on Inclusion of the Roma People

Special consideration of Roma woman

Participation of the IRWN, a Europe-wide NGO that works with women at different levels and includes Roma women from most European countries.

We propose the diversity of gender as a transverse variant in all the actions and activities envisaged in the project.

**13) What degree of support and active involvement does your proposal have from the national, regional or local authorities of the eligible countries concerned?**

It is essential to have the maximum involvement of the different tiers of national, regional and local government in order to achieve the objectives that the project has set itself. The project will be oriented from day one to potentiating networking and arriving at consensus on actions, lines of work and activities.

Spain, as the country with the largest Roma population in the west of Europe, will lead the project. A variety of initiatives have been put forward from this country with respect to Roma people, but no previous initiative has ever enjoyed this level of institutional support from the different tiers of government: we have the involvement of the Autonomous Governments of three very clearly differentiated regions, two of which are home to 75% of Spain's Roma population. In Spain, the State has devolved to these Autonomous Governments many major competencies, including education, employment, housing, social services, etc. The State has also delegated to these Autonomous Governments the responsibility for National Action Plans in their territories.

The project also has the involvement of four municipal councils, one of which is Barcelona, the largest city in Catalonia (north-eastern Spain), and home to around 75% of Catalonia's Roma population. Also involved are two town councils on the edge of Barcelona's metropolitan periphery that have core concentrations of Roma population within their boundaries. These towns are in many ways the product of the internal migratory movements of the 1970s that convulsed the lives of so many people in Spain, among them many Roma, and shaped the current socio-urbanistic situation, with its high indices of social exclusion. The project also has another municipal council outside of the metropolitan area, in a different province, and while this has a smaller population, it also presents some of the features outlined above.

With regard to transnationality, a key priority has been to bring in other public authorities that also have experience specific work with the Roma people. This experience is concretised at three levels: as a member of the EU since before the expansion we have our own country, Spain; the Czech Republic as a recent member country, and Romania as a country awaiting future inclusion in the EU. In this way we have sought to bring together a range of viewpoints, experiences and evaluations of the different processes involved in the National Action Plans.

In our proposal we ensure the intervention of the different tiers of public authority through the participation of our chosen partners, as well as including other agents (NGOs and University) to complement and enrich this vision.

**14) What is your and your partner organisations' experience and track record of working on the issue proposed and on managing transnational exchange projects?**

All of the partner organizations collaborating in the project have experience of participating in transnational European exchange projects, or in concrete actions. In fact there is a range of experience in different programmes, including Leonardo, Socrates, EQUAL and the Fight Against Exclusion Programme, as well as experience in a large number of national projects and programmes. We have also involved the people responsible for running the National Action Plans at regional and national level.

It should be borne in mind that the public authorities have extensive management experience, together with some resources and previous projects that embody experiences that will greatly enrich both the exchange and the final products. It is also important to emphasize the fact that because the funding ceases at a certain moment does not mean that the project ends there: the diffusion of its results and products will continue, feeding in to our dynamics in the interventions we make in all our public authorities or institutions, as a tool and a resource to be offered at the external level.

**15) How do you propose to evaluate the effectiveness and efficiency of your action?**

Here at the DGACC we will carry out the proposed evaluation of the effectiveness and efficacy of the action through the following activities:

- Data withdrawal through:
  1. Writing of minutes and reports
  2. Creation of the project website
  3. Virtual Forum
  4. On-line database
  5. Conferences
  6. Guide to good practices
  7. Intermediate report
  8. Final report
- Meetings for the follow-up and evaluation of the different proposals and agreements that emerge during the implementation of the project.
- Continuity of the actions through a systematic periodic evaluation at the conclusion of the project.
  - The International Network on Policies of Inclusion with the Roma People and the project's Advisory Committee will have an especially relevant role in the different levels of evaluation, in that they will be constituted as advisors during the different phases, as well as providing knowledge and criteria that will contribute added quality to the project.
  - We consider that the effectiveness of the project will be measured in terms of the degree of involvement and participation of Roma people, and that the efficacy will be in direct proportion to the level of performance of the work teams on the various levels.



<i>GENERAL OBJECTIVES</i>	<i>SPECIFIC OBJECTIVES</i>	ACTIVITIES	OUTPUTS	<i>STAGE</i>	ORGANIZATION IN CHARGE	TEMP. (1-24)
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ion of policies of social inclusion by means of transnational cooperation 1. To Promote social inclusion of Roma in Europe, starting from successful practices.

1. To look for, identify, analyse and disseminate policies on Roma at European level. (European policies and policies from different administrations)	1. Planning and preparation of the project.	Schedule. Signing of agreements.	0	DGACC	09/2005
	2. 1 <sup>st</sup> International meeting: a. Creation of the advisory committee. b. Sharing tasks and activities c. Proposal of work methodology	Minutes of the meeting and agreements.	1	DGACC CATALONIA	10/2005 - 11/2005
				ROMANIA	11/2005 to 12/2005
	3. Looking for good practices on social intervention with Roma in Europe. 4. Compiling policies and practices on Roma at European level.	Compilation of interventions and policies from administrations.	1	ERIO BELGIUM	12/2005 to 02/2006
	5. Analysis of all the information.	Report on successful practices with Roma in Europe: criteria			
6. Creation of an international network on policies of social inclusion with Roma. <b>Aim:</b> to get to the maximum number of agents from different sectors that have to do with the design, the successful application and the evaluation of policies on Roma in Europe. <b>Functions:</b> to act as a stable group for debating, reflecting on, and working on policies on Roma's social inclusion in Europe. <b>Activities:</b> creation of a network for information and exchange. That is, a virtual forum that will allow us to monitor the results and outputs of the project, and to collaborate in future ones.	-Web Site of the project -Beginning of a virtual forum: an useful working tool to obtain and disseminate information and also, to get feedback.	2	ERIO BELGIUM IRWN FINLAND	12/2005 to 04/2006 until the end of the project	
2. To identify successful practices on Roma and proper methodologies for social intervention in multicultural societies. (neither European policies nor intervention of administrations)	7. Compiling practices and methodologies of work	Report on methodologies and social intervention with Roma.		IRWN FINLAND	03/2006 to 05/2006
	8. Analysis of methodologies			CREA SPAIN	04/2006 to 06/2006
	9. 2 <sup>nd</sup> International meeting - Definition of contents and priorities	Minutes of the meeting and	3	DGACC CATALONIA	07/2006

		14. 3 <sup>rd</sup> International meeting (final project): -global evaluation -monitoring proposals -new projects depending on the achieved results.	Minutes of the meeting and agreements. Draft of the project's final report.	6	DGACC SPAIN (BRUSSELS)	07/2007
	5. To evaluate and to monitor the activities and outputs and the different stages of the project.	15. Evaluation and monitoring	Project's final report	Cros-cutting	DGACC	09/2007

## Annex No. 2. The number of Roma people in CoE countries: official figures and estimations

### The Roma population from the members states of the Council of Europe

Document drafted within the Seminar Roma in the context of European policies: "The Plan of Action regarding the improvement of the Roma and Sinti situation in the OSCE space" Bucharest, 12-13 of February 2004  
Crown Plaza Hotel

CoE Countries	Data accordingly with the Official Census	Answer to questionnaire <sup>1</sup>		European Roma Rights Center <sup>2</sup>	Minority Rights Groups <sup>3</sup>	Council of Europe GT-ROMS 2003 <sup>4</sup>	
		Official Number	Estimation	Official Number	Estimation	Official Number	Estimation
Albania				1.261	90-100.000		-
Andorra		0	0	-	-	0	-
Armenia							
Austria		-	20.000-	95	20.000-25.000		

			25.000				
Azerbaijan							
Belgium		-	25.000-30.000	-	10.000-15.000		
Belarus							
Bosnia-Herzegovina						8864 (1991)	20.000-50.000
Bulgaria				313.396	700.000-800.00		
Croatia		6.964	20.000-30.000	6.695	30.000-40.000	9463 (2001)	Over 30.000
Cyprus				-	500-1.000	-	1.500
Czech Republic		32.903		33.489	250.000-300.000	At least 11.000	150.000-200.000
Denmark			1.750	-	1.500-2.000	-	1.000-10.000
Estonia				-	1.000-1.500	542 (2002)	
Finland		-	10.000	10.000	7.000-9.000	-	10.000
France				-	280.000-340.000		-
Germany		-	70.000	50.000-70.000	100.000-130.000	-	70.000
Georgia				-	-		
Greece		-	80.000-150.000	150.000-300.000	100.00-200.000		
Hungary		142.683	400.000-800.000	143.000	550.000-600.000	190.000 (2001)	600.000
Island		0	0	-	-	0	-
Republic of Ireland				10.891	22.000-28.000	24.000 (travellers-2002)	2.000-2500 Roma

							30.000-36.000 travellers
Italy				130.000	90.000-100.000		
Latvia				7.955	2.000-3.500	-	8.000
Liechtenstein				-	-		
Lithuania				-	3.000-4.000	2.570 (2001)	-
Luxemburg				-	100-150	0	
Malta	0	0		-	-		
Moldavia				-	20.000-25.000	11.571 (1989)	-
Netherland			5.000-6000	20.000	35.000-40.000		
Norway		-	2.000-3.000 (travellers +300-400 Roma)	350	500-1000		2.000-3000 (travellers+300-400 Roma)
Poland		-	25.000-30.000	25.000-30.000	50.000-60.000		20.000
Portugal				40.000	40.000-50.000		
Romania	409.700	1.500.000-2.000.000		409.700	1.800.000-2.500.000	535.140 (2002)	1.200.000-2.200.000
Russian Federation				152.939	220.000-400.00		
San Marino				-	-		
Serbia & Montenegro							

Slovakia		75.802	420.000-500.000	83.988	480.000-520.000	89.930 (2001)	370.000-400.000
Slovenia		6.500-7.000	-	2.293	8.000-10.000	3.246	7.000-10.000
Spain				325.000-400.000	700.000-800.000	-	600.000-650.000
Sweden		-	40.000-50.000	20.000	15.000-20.000	-	40.000-50.000
Switzerland		-	35.000	-	30.000-35.000	-	35.000 sedentary Yenish 32.000 half- nomads
Macedonia		43.407		44.000	220.000-260.000	42.407 (1994)	-
Turkey				-	300.000-500.000		
Ukraine		47.917		47.914	50.000-60.000	47.600 (2001)	
United Kingdom		-	300.000	90.000	90.000-120.000		

1. Document No. 9367 – Report on “The legal situation of Roma in Europe” of the Committee for Human Rights and judicial Issues - on its basis the Parliamentary Assembly of the council of Europe adopted the Recommendation 1557/2002;
2. The Document No. 9367 - on “The legal situation of Roma in Europe” of the Committee for Human Rights and judicial Issues - on its basis the Parliamentary Assembly of the council of Europe adopted the Recommendation 1557/2002 quoting from the Official Numbers presented by the National Governments;
3. The Document No. 9367 - on “The legal situation of Roma in Europe” of the Committee for Human Rights and judicial Issues - on its basis the Parliamentary Assembly of the council of Europe adopted the Recommendation 1557/2002 quoting from Gheorghe, Nicolae and Liegois, Jean Pierre: Roma/Tsiganes, London, Minority Rights Group, 1995;

4. The Council of Europe GT-ROMS 2003, Preliminary analysis of the answers to the questionnaires regarding the participation of the Roma/Travellers and of the similar groups to the decision making process (draft document)

Source: OSCE/ODIHE/CPRSI & Roma CRISS