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Sorin Cace

**PUBLIC POLICIES FOR ROMA.
EVOLUTION AND PERSPECTIVES**

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PREFACE

The work of Maria Ionescu and Sorin Cace is in line with one of the fundamental programmes run by the Institute for Research on Quality of Life and it also represents a big step forward.

Public institutions and especially the National Agency for Roma set out to design, implement, monitor and evaluate public policies that have an impact on the Roma.

Ever since 1992, being aware that the social and economic situation of Roma population was very serious – product of a long negative history – experts in public policies have launched research programmes on the social and economic situation and have explored the directions for support actions. Empirical research started in 1992 and continued to be a constant preoccupation whether it was about sectoral research or about a huge research initiative such as the one in 1998. Competence has been accumulated, at least we would like to think so and public policies researchers have become an intellectual and moral resource.

It is time to move forward. Support strategies have been developed, global and sectoral as well as a large number of action programmes. We become more and more aware that the evaluation of our efforts is essential. Without such an evaluation our efforts may lack efficiency and be wasteful.

The book, „Public Policies for Roma. Evolutions and Perspectives” is an important event. The effort of its authors to review what has been done is appreciable and it is time for us to learn from our failures from our successes in order to make the collective efforts become more effective.

Cătălin ZAMFIR

LIST OF ABBREVIATIONS

APSID – Anti-Poverty and Social Inclusion Commission
CCFD – Catholic Committee against Famine and for Development
CESEI- Centre for European Studies on Ethnic Issues
CMixt – Mixed Committee for Monitoring and implementation
CNM- Council for National Minorities
COCEN – European Council Working Group on Roma Issues
COE – Council of Europe
COR – County Office for the Roma
DIR- Department for Interethnic Relations
DPNM- Department for the Protection of National Minorities
EC – European Commission
EU – European Union
EUMAP – European Union’s Monitoring and Advocacy Programme
FCPNM – Framework Convention for the Protection of National Minorities
FDSC- Foundation for the Development of Civil Society
GD – Government Decision
ICNM – Inter-ministerial Committee for National Minorities
IRQL – Institute for Research on Quality of Life
ISNMI- Institute for the Study of National Minority Issues
ISR- Inter-ministerial Sub-commission for the Roma
JIM – Joint Inclusion Memorandum
MC – Ministry of Culture
MCC – Ministry of Culture and Cults
MCR – Ministerial Commission for the Roma
MEC- Ministry of Education and Research
MEd – Ministry of Education

MEI – Ministry of European Integration
MH – Ministry of Healthcare
MHF – Ministry of Healthcare and Family
MI – Ministry of the Interior
MLSS – Ministry of Labor and Social Solidarity
MLSSF – Ministry of Labor, Social Solidarity and Family
MMT- Metro Media Transilvania
MPA – Ministry of Public Administration
MPF – Ministry of Public Finances
MPI- Ministry of Public Information
NAR – National Agency for the Roma
NGO – Non-governmental organization
NLA – National Labor Agency
NOR – National Office for the Roma
NOSIR – National Office for the Social Integration of the Roma
NSI – National Statistics Institute
ORI- Office for Roma Issues
OSCE- Organization for Security and Cooperation in Europe
OSF – Open Society Foundation
OSI – Open Society Institute
PIU – Project Implementation Unit
RAWG – Roma Associations’ Working Group
RCRC – Resource Center for Roma Communities
REF – Roma Education Fund
RFSD – Romanian Fund for Social Development
SGG – General Secretariat of the Government
UNDP – United Nations’ Development Program
UNO – United Nations’ Organization

INTRODUCTION

Public policies are in fact a series of interconnected decisions regarding the setting of achievable objectives, the means and resources allotted to them within different contexts. Public policies are designed to respond to the various needs which may occur in a society in such a way that the discrepancies in a certain field are reduced.

Public policies for Roma have been on the increase, especially for the last 4 years since the representatives of Roma communities took responsibilities regarding the rights and the living conditions for Roma. On the other hand, the national and international institutions have managed to include Roma issues on the political agenda.

This study is intended as a descriptive and analytical enterprise to highlight the relevant actors in designing, institutionalizing and implementing the policies for Roma in Romania.

Chapter 1 presents a series of socio- economic data regarding the Roma population living in Romania, observing their dynamic evolution during 1990-2005.

Chapter 2 presents in an aggregated and synthetic manner the way in which public policies for Roma have been developed for the last 15 years. Evolutions and trends in public policies for Roma are described and analyzed taking into consideration the role of public institutions at the central and local level, the civil society, and the international institutions.

Chapter 3 presents a series of programs for improving the Roma situation in the next years.

In chapter 4 the similarities and complementarities of public policies for Roma are presented. This type of evaluation is intended to produce a series of recommendations to synchronize interventions and make them more efficient and better focused on the identified needs.

Chapter 5 deals with a particular case of supporting the Roma communities in Romania. The Open Society Foundation

The general Bibliography presents the sources used in for the present study

CHAPTER 1: THE SITUATION OF THE ROMA POPULATION IN ROMANIA¹

1.1 General indicators of the Roma communities

A. The size of the Roma population

The January 1992 Census recorded 409,723 Romanian citizens that identified themselves as Roma/Gypsy; in the 2002 Census their number was of 535,140, which shows a substantial growth. However, in the early 1990's, Roma organizations estimated that the number of the Roma ethnics was of 2,500,000 - 3,000,000, but neither of these figures has been proven by a scientific methodology of approximation.

In 1992, several methods were used simultaneously in a research on the social-economic conditions of the Roma population, and thus the size of the population was estimated to be approximately of 1 million (E. Zamfir, C. Zamfir, coord., 1993). The IRQL research carried out in 1988 (C. Zamfir and M. Preda, coord., 2002), which is highly credible from the statistical point of view, estimates the number of the Roma in Romania at 1,515,000, i.e. 6.9% of the population.

Table 1.1.

The dimension of Roma population living in Romania

Method /Year	January 1992	1993	1998	2002	1990's
Census (official self-identification)	410,000			535,000	
Self-identification (representative studies)			Approx. 960,000		
Hetero-identification		Approx.	1,515,000		

¹ La realizarea acestui capitol a mai contribuit Marian Preda.

Method /Year	January 1992	1993	1998	2002	1990's
(representative studies)		1,000,000			
Estimates of the leaders (no statistical arguments)					2,500,000 – 3,000,000

Source: Population Census of 1992 and 2002.

Estimates: IRQL The structure of the population by ethnicity in the 2002 Census, as compared to the data of the previous Census, is presented in the table below.

Table 1.2

Population by ethnicity – the Censuses of 2002 and 1992

Ethnic group	2002 %	1992 %	2002 in % as compared to 1992
TOTAL	100.0	100.0	95.8
Romanians	89.5	89.5	95.1
Hungarians	6.6	7.1	88.3
Roma (Gypsies)	2.5	1.8	133.4
Others	1.4	1.6	

Source: INS/

The persons that identified themselves as *Roma/Gypsies* in 2002, and who were with one third more numerous than in the previous Census, represent 2.5% of the total population, indicating a growth as compared to 1992, when they represented only 1.8% of the total population. This growth is recorded both in the urban areas (from 1.3% in 1992 to 1.8% in 2002), and in rural areas (from 2.3% in 1992, to 3.2% in 2002).

A significant percentage of the Roma/Gypsies out of the total population is recorded in the counties of Mure^o (7.0%), Călăra^oi (5.6%), Bihor (5.0%), Dolj (4.3%), Sibiu (4.2%) and Arad (3.9%). In Bucharest, this ethnic group only represents 1.4% of the population, and the absolute number of people of this ethnicity grew by 2,100 persons.

As compared to the 1992 Census, the percentage of people that declared themselves of Roma ethnicity grew in all counties; in some counties, this growth is over two thirds (Bihor – from 3.4% in 1992 to 5.0% in 2002, in Dolj – from 2.4% in 1992 to 4.3% in 2002, etc.).

As concerns the population by ethnicity, it should be noted that in the 2002 Census, the distribution of the various ethnic groups by the 8 regions of development was not balanced, i.e. the structure of the population by ethnic groups in each region is different from the figures at the country level. Thus, the percentage of various ethnic groups out of the total number of the population varies from one development region to another.

Table 1.3

Structure of the population by ethnicity, by regions of development in the 1992 and 2002 Censuses

Region	Percentage of ethnic groups out of the total population (%)							
	Total	Roma-nians	Hun-garians	Roma/Gyp-sies	Ger-mans	Ukrai-nians	Rus-sian-Lipo-vans	Other s
1992								
ROMANIA	100.0	89.5	7.1	1.8	0.5	0.3	0.2	0.6
North-East	100.0	98.4	0.2	0.7	0.1	0.3	0.2	0.1
South-East	100.0	95.8	0.1	1.1	-	0.1	1.0	1.9
South	100.0	97.8	0.1	2.0	-	-	-	0.1
South-West	100.0	98.3	0.1	1.5	-	-	-	0.1
West	100.0	84.4	7.8	2.0	2.4	0.6	-	2.8
North-West	100.0	74.1	20.9	2.5	0.8	1.3	-	0.4
Center	100.0	64.6	30.8	3.3	1.3	-	-	0.1
Bucharest	100.0	97.5	0.4	1.4	0.2	-	0.1	0.4
2002								
ROMANIA	100.0	89.5	6.6	2.5	0.3	0.3	0.2	0.6
North-East	100.0	97.9	0.2	1.2	0.1	0.3	0.2	0.2
South-East	100.0	95.2	0.1	1.7	-	0.1	0.9	2.0
South	100.0	96.9	0.1	2.9	-	-	-	0.1
South-West	100.0	97.2	0.1	2.5	-	-	-	0.2
West	100.0	86.2	6.7	2.5	1.4	0.7	-	2.5
North-West	100.0	75.0	19.3	3.5	0.4	1.3	-	0.5

Center	100.0	65.3	30.0	4.0	0.6	-	-	0.1
Bucharest	100.0	96.8	0.3	1.7	0.1	-	0.1	1.0

Source: NSI.

B. Demographic structure of the Roma population

The Roma population is very young, with higher values of mortality and fertility than the rest of the population. In 1998, approximately one third of the Roma population was represented by children (0-14 years), and old people made up cca 5%, while the average age of the Roma was approximately 24 years. Due to the dropping fertility recorded in the Roma population, too, the percentage held by children in the Roma population is going down.

We are presenting below some remarks on the demography of the Roma population.

- In 1998, 39.4% of the couples in the sample were recorded in the category of „married without papers”.
- The percentage of marriages without documents is higher in the younger age groups; while in the 45-49 year age group this is 20%, in the 15-19 year age group this figure goes up to 83%. Marriage without official proof of it is more frequent in the rural areas, in the case of those people that live only among Roma families and have little education.
- The Roma women’s average age when they first marry is very low: 35% of the married women started their life in the couple before 16 years of age, 31% when they were 17-18, 26% between 19 and 22 years, and only 8% of them after 22 years. The percentage of women who marry first before reaching 20 years is growing: 70% of the women of the 25-29 year age group married before they turned 20, while 84% of the women of the 20-24 year age group married before they turned 20. The percentage of women married before they were 18 is rising from 44.6% (in the 25-29 year age group) to 52.1% (in the 20-24 year age group).
- There are two dominant models of families and households in the Roma communities: 56% of the households are mono-

nucleus families, while 44% of the Roma households include other people in addition to the nucleus family.

- Of the Roma people aged 60 and over, 91.3% share the household with someone else, and only 8.7% live alone (for comparison, in the entire population of the country, 26.3% of the people over 60 years live on their own).

The number of children a Roma woman gives birth to in her life is going down.

- For Roma women of fertile age (15-44 years), the average number of children they give birth to during their life, as recorded at the 1992 census, was 2.35 children per woman.
- In the 1998 study, for the same age group, there was an average number of 1.93 children/woman (and respectively 2.08 children/woman if we count only the women in the households where the respondents identified themselves as Roma).
- A comparison between the generations of 25-29 years and 20-24 years points out an increase in the percentage of women who first gave birth to a child before the age of 18, from 30.6% to 37.1% (as well as an increase in the percentage of women that first married before they were 18, from 44.6% to 52.1%).
- In Roma families there are significant differences between the average number of children in a family (3.19) and the number of children that is considered ideal for a family (2.24). So each family is – on the average – more numerous with ,almost' one child (0.95) than what they consider to be ideal. These differences can usually be explained by the failure to use contraceptive methods.
- The differences in the use of contraceptives between the total female population and the Roma female population are dramatic: only 13.7 % (in 1998) of the Roma women of fertile age (15-44 years) use contraceptives, while in the total population, the percentage of the women that use contraceptives is four times higher (57.3 %) in 1993.

- As concerns the reason for not using contraceptives, a significant percentage (23.2%) of the Roma women between 15 and 44 years state they do not know about contraceptive methods – but most of them are tributary to old traditions of having a large family.

C. The evolution of living standards and poverty within the Roma ethnic group

Transition has caused a general collapse of the standards of living and major social costs. The Roma ethnic group seems, however, to have paid higher social costs than the majority of the population, especially in the area of severe poverty.

Table 1.4

Evolution of GDP in Romania 1989 – 2003

	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
Annual variation of GDP (% of the previous year)	-5.8	-5.6	-12.9	-8.8	1.5	3.9	7.1	3.9	-6.1	-4.8	-1.2	2.1	5.7	5.0	4.9
Real GDP (1989= 100)	100	94.4	82.2	75.0	76.1	79.1	84.8	88.1	82.8	78.8	77.9	79.6	84.1	88.3	92.6

Source: NSI.

The discrepancy between the rate of severe poverty recorded in the Roma population and that recorded for the total population is much more important than that recorded in the rate of poverty.

Table 1.5

Rate of poverty by ethnicity (2001)

	Rate of severe poverty	Rate of poverty
Romanians	9.3	24.4
Hungarians	6.4	19.9
Roma	52.2	75.1
Germans	1.8	7.4
Others	11.3	31.7

Source: APSIC calculations (2003) based on data from NSI for the year 2001.

A proof of the poverty of the Roma population is the much bigger impact that the *Roll and Milk* program has had on them (as compared to the average population and the other ethnic groups).

D. The impact of the Roll and Milk program by ethnicity

The introduction, in 2002, of the Roll and Milk program (a free snack / meal a day) for the pupils in the 1st-4th grades has had definite positive results; the program was very welcomed by the pupils' parents and by the entire population, and it *contributed to an increased school participation, especially in the poor areas and in the Roma communities.*

The data of the *Public Opinion Barometer*, carried out in October 2002 by OSF and MMT, showed that 83.6% of the respondents thought such a measure was necessary, while 80% considered that this measure should be extended to the 5th-8th graders too. Although this type of support is more welcomed by the poor families, the vast majority of the population (80%) consider that it should be granted for all children (as it is happening at present, in fact), and not only to those children that live in poor families. When the survey was carried out, the evolution of the program was positive: 92.2% of the interviewees who had to support children in the primary grades stated that they received the roll and milk on a daily basis. The usefulness of this type of support is undoubted, as it affects positively a large part of the schoolchildren, especially the Roma children, and children in the rural areas:

Table 1.6

„... for your child, the roll and milk ...” (%) *

	Quintiles of income					Ethnicity			Environment		Total
	Q1	Q2	Q3	Q4	Q5	Roma	Romanian	Hungarian	Urban	Rural	
Are absolutely necessary, as you cannot give them food	38.6	7.4	4.3	3.8	0.0	60.0	12.7	9.1	9.2	19.9	14.9

	Quintiles of income					Ethnicity			Environment		Total
	Q1	Q2	Q3	Q4	Q5	Roma	Romanian	Hungarian	Urban	Rural	
to take to school											
Are welcome on those days when you cannot give them any food to take to school	45.5	29.6	39.1	42.3	12.9	26.7	35.8	40.9	31.2	39.1	35.4
Are just supplementary food that they like	15.9	48.1	45.7	42.3	58.1	13.3	40.8	36.4	44.0	35.4	39.4
Have no value	0.0	14.8	10.9	11.5	29.0	0.0	10.8	13.6	15.6	5.6	10.3

Source: *Public Opinion Barometer – October 2002, done by MMT with support from OSF.*

Access to social allowance (currently minimum granted income) is a source of relieving poverty to which many poor Roma resort.

Table 1.7

The situation of social benefits allowance in the Roma population in 1998

Think they are not entitled to receive the social allowance	21%
Think they are entitled to receive the social allowance	75%
Have not answered the question	4%
Have applied to	47%
Have not applied to because they wouldn't get anything anyway	14%
Think they are entitled to it but have not applied to	28%
Their applications have not been taken into consideration (inadequate)	5%
Do not have the necessary documents	9%
Application has been rejected	17%

Application submitted but have not received the result	5%
Application has been approved	25%

Source: IRQL Database „Roma 1998”.

A severe source of poverty and social exclusion of the Roma is represented by their dwelling conditions,, which causes them many problems.

Table 1.8

Situation of housing in the Roma population (1998)

Dwelling conditions	Percentage	Percentage	Percentage
Courtyard house rented	6.5%		Total with rent 16.5%
Rented apartment	10%	Total in flat: 21%	
Own an apartment	11%		Total legal ownership 61%
Own a house (the family) and hold ownership papers for the land	50%	Total in house 77.5%	
House built illegally (without having the papers to prove ownership of the land)	21%		Total illegal ownership 21%
Have not answered the question	1.5%		

Source: IRQL Database „Roma 1998”.

At present, in Romania, to rent a place is, generally speaking, a disadvantage (because of the cost of rent and the uncertainty whether you can keep the contract or whether the owner will terminate it).

Out of the Roma population, 16.5 % dwell in a rented home, this means that they are exposed to a high risk of being left without a home.

There is an even more serious situation for those 21% of the Roma people who live in houses for which they do not hold ownership documents, houses that were built or (in rarer cases) occupied illegally. In addition to the legal aspects brought up by this situation, the risk of

social exclusion is extremely high, as practically hundreds of thousands of people are in danger of losing their house if the law were enforced to its letter (we are talking about tens of thousands of Roma households).

The issue of ownership of the houses and apartments must be solved rapidly or else the current situation will encourage the perpetuation of this model of dwelling for the younger families that are in a similar situation.

1.2. Dynamics of the involvement of social actors in Roma issues for the period of 1990-2005

The history of the last 15 years has revealed a series of modifications in the status of national minorities in Romania. As a tendency, we find that the concern about Roma population has shifted from an understanding of their conditions of living, of their cultural specificity, of their relations with the majority and with authorities and public institutions, from modest local projects and research projects to a more structured approach at the macro-social level. Public policies for Roma are among the new things made possible by the changing of the regime in 1989. We can speak about *three distinct periods in the evolution of public policies for the Roma* in the Romanian society.

The first period lasted from 1990 to 1995, and it could be called „the period of unstructured search”. In this interval, the policies and programs had an exploratory approach to understand the mechanisms that could lead to a coherent social intervention. Some studies were conducted, expressing the concern of the academic community regarding the polarization of social and economic status between large segments of the Roma population and the majority population, as well as the negative perspectives of maintaining the *status quo*.¹ A series of concrete intervention programs were also initiated, following the same purpose to explore the possible actions for social intervention.

¹ The most important study was carried out in 1992 by the University of Bucharest and IRQL, the Romanian Academy, and it resulted in the publication of the book *Țiganiii între ignorare și îngrijorare [The Gypsies between Ignorance and Concern]* coordinated by Elena Zamfir and Cătălin Zamfir, published by Editura Alternative in 1993

Roma leaders tried to set in motion a mechanism that could contribute to the recognition of the ethnic group as a pole of interest for the social-economic and political structures in Romania. As it happened, the attraction was political, in a first phase. The political structures to defend the interest of the Roma communities were set up. Progress was obvious in:

- The recognition of the Roma ethnic group in the public discourse, as well as in official documents and policies;
- Political representation provided for in the Election Bill;
- The emergence of Roma activists who were prepared to take on the responsibility of speaking on behalf of the ethnic group in different issues (politics, culture, education).

In this period the first Roma non-governmental organizations emerged, but their activities were sporadic and focused on small urgent problems.

The second period started in 1996 and lasted until 2001, when the „Strategy for the Improvement of Roma Situation in Romania” was issued. This can be called the period of „understanding responsibilities”, both by the public institutions and by the civil society. In this period, knowledge of and intervention in the Roma situation increased significantly, leading to the aggregation of interest for immediate solutions. A series of factors contributed to this evolution:

- reports of the EU Commission that demanded solutions for the Roma situation, including this issue on the list of the political criteria of accession;
- maturation of the civil society and especially of the Roma civil society;
- setting-up and development of Government structures that are explicitly responsible for the Roma issue;
- involvement of international institutions in funding projects for the Roma communities in Romania.

In the 2000 Report on the progress Romania made toward accession to the EU it was mentioned that the Roma are still generally discriminated in the entire Romanian society, and the Government did

not get involved in solving the problems. The progress recorded in this field was insignificant. In fact, the delay in the elaboration of the strategy was the major negative aspect mentioned in the report.

The Roma non-governmental sector developed with difficulty and it was little articulated. While in the early 1990's the number of Roma NGOs was very small, it grew a lot by this period, reaching almost 100 in the year 2000. A leap in the growth of the Roma civil society took place in 1998-1999, when OSF contributed more or less directly to setting up over 15 non-governmental organizations which had real potential for development. This also led to the improved quality of the Roma movement, which was now better consolidated, more pragmatic and more powerful.

The major governmental institution that held responsibility for the minority issues was, until the end of 2000, DPNM. Through its activities, NOR, which operated within DPNM contributed to the elaboration of the national strategy for the protection of the Roma, funded by the EU through the PHARE program.

All these factors had a contribution to understanding what was happening with the Roma in Romania. In fact, this period also saw the rise of dialog based on arguments in the Romanian society.

The third period started with the elaboration and the institutionalization of the National Strategy for the Improvement of Roma Situation in Romania, in April 2001, and it has been characterized by taking on responsibility. The Strategy was a legitimate answer of the Romanian Government and its partners (especially Roma organizations) to a difficult situation that was growing more and more difficult. Mediated by international institutions (EU, COE, agencies of the UNO), this strategy promotes at the national and local levels a series of measures to respond to both the general issues, and the specific issues of various sectors. The sectors addressed in the Strategy are: *public administration, housing, social security, healthcare, economy, justice and public order, child protection, education, culture and cults, communication and civic participation.*

CHAPTER 2: DESIGNING AND IMPLEMENTING PUBLIC POLICIES FOR ROMA DURING 1996-2005 ¹

2.1. Public policies for the improvement of Roma situation in 1996-2000

2.1.1. *The legal and institutional framework in 1996-2000*

Historically, the situation of the Roma has been an issue of interest for various parties involved, both in Romania and abroad: the scientific world, the Romanian political establishment, the governmental, inter-governmental and non-governmental sectors.

As concerns the public policies for the Roma in Romania, before 1996 and in the period from 1996 to 2000, the Government approached the Roma issues in the general context of policies for national minorities, recognized by the *Romanian Constitution*, the legislation in force, as well as by international treaties and conventions that Romania was a signatory of.

Several international documents were ratified to protect the rights of the national minorities, including the *International Pact Regarding Civic and Political Rights*, the *Framework Convention for the Protection of National Minorities*, the *UNO Declaration Regarding the Rights of People Belonging to National Minorities*, and *Recommendations 1201 and 1203 of the Council of Europe*.

¹ To this chapter we should also mention the contribution of Gelu Duminičă, Florin Moisă și Marian Preda.

As a member state of OSCE, Romania committed itself to the provisions of the Final Act of Helsinki (1975), and also it signed bilateral treaties with Hungary (1996) and Ukraine (1997), which contain distinct article regarding the protection of persons belonging to the national minorities. Both treaties stipulate that the Contracting Parties are asked to apply the rules and standards of the *Framework Convention for the Protection of National Minorities* and of *Recommendation 1201*.

Until 1997, the institution that represented the national minorities in Romania was CNM, established in April 1993, whose role was to ensure relations with the legally established organizations of persons belonging to national minorities.

CNM included representatives of the specialized central public administration, as well as representatives of the organizations of national minorities in Romania which were legally established at the time of the general elections on 27 September 1992.

The competence of CNM included managing legal, administrative and financial issues regarding exercising the national minorities' rights to preserve, develop and express their ethnic, cultural, linguistic and religious identity.

CNM was allocated annually, through the state budget, funds to provide for the activities of civic organizations of the national minorities, broken down into the following categories: press, office costs, social/cultural actions and later book publishing and equipment.

From 1995, CNM received from the state budget funds for projects and programs within the *European Campaign Against Racism, Xenophobia, Anti-Semitism and Intolerance*, also implemented by the non-political organizations of citizens belonging to national minorities.

Other general policies that involved the Roma minority were:

- granting funds for publications in the languages of national minorities, because of the limited number of speakers of those languages, an action which the Ministry of Culture started in 1990;
- granting subsidies for CESEI, which operates as an institute of the Romanian Academy;

-
- declaring December 18 the Day of National Minorities in Romania, beginning with December 1998;
 - establishing ISNMI as a legal public institution subordinated to the Government and coordinated by DPNM, with headquarters in Cluj-Napoca.

As concerns education, according to the 1995 Law of Education, „learning the official language of the state is compulsory for all Romanian citizens; education at all levels is done in Romanian and education can also be done in the mother tongue of national minorities and in foreign languages. “

Another chapter of the Law dedicated to the education of minority children contains provisions that grant the production of manuals for minorities, the study of history and traditions of the minorities in the first grades of lower secondary school and the proportionate representation of the teaching staff belonging to national minorities in the management structures of the school.

In 1996, the Ministry of Education developed a set of instructions that regulates education in the languages of the minorities in primary and vocational/secondary schools. The instructions state that „the study of mother tongue starts at the first level of primary school”, upon the written request of the students’ parents or tutors. In the 1st-4th grade, there are four hours a week allocated for the study of mother tongue, and in secondary school, vocational and upper secondary schools, this type of education will be allocated three hours a week.

The general social-political context in Romania, the preparations to join NATO and the EU, allowed for the reorientation of policies for various categories of the population that were badly affected by the transition to market economy, including the Roma minority. In this context, starting with 1997, the Romanian Government paid more attention to the right of national minorities to express themselves, to their organization, but especially to the development and implementation of policies for national minorities in general, and the Roma minority in special.

The first measure was to set up DPNM, in January 1997, within the working apparatus of the Government, subordinated to the Prime

Minister, and headed by a Delegated Minister for national minorities to work closely with the Prime Minister.

As concerns the collaboration between DPNM and CNM, the latter recommended and approved the draft laws and other legal documents which affected the rights and responsibilities of persons belonging to national minorities, issued by DPNM, it founded the financial assistance provided by the Government through DPNM to civic organizations of the national minorities, and supported DPNM in carrying out its specific tasks.

Within this department, according to the establishment document in January 1997, NOSIR was also set up with the aim to maintain and establish relations with organizations of the Roma, to solve their specific problems and contribute to their social integration.

In September 1997, through the amendment of the initial setting up document of DPNM, the institution that represented the interests of the Roma was called the National Office for Roma, a name which was kept until 2003, when MPI renamed it the Office for Roma Issues¹.

In 14 March 1997, by an Order of the Minister of DPNM, the first territorial offices were set up in the cities of Cluj-Napoca, Suceava and Constanța, including delegated representatives with territorial jurisdiction.

- a) The Cluj territorial office – authority in the counties of Satu Mare, Bihor, Sălaj, Bistrița-Năsăud, Cluj, Mureș, Harghita, Covasna, Brașov, Sibiu, Alba, Hunedoara, Timiș, Arad.
- b) The Suceava territorial office – authority in the counties of Maramureș, Suceava, Botoșani, Neamț, Bacău, Vaslui, Vrancea.
- c) The Constanța territorial office – authority in the counties of Galați, Brăila, Ialomița, Călărași, Tulcea, Constanța.

Later, in 1998, the Arad territorial office was established, with authority in the counties of Caraș-Severin, Timiș, Arad, Hunedoara,

¹ In 2005, by Law 7/2005, the Office was changed into the National Agency for Roma, a specialised legal body of the central public administration, subordinated to the Government.

Bihor, and in 1999, the Turnu Severin office was set up, with authority in the counties of Mehedinți, Dolj, Gorj, Vâlcea and Olt.

Although governmental offices were established, with clear responsibilities as concerns the national minorities and especially the Roma minority, the human and financial resources were scarce, which led to criticism from both the Roma non-governmental organizations, and the international institutions.

In the 2000 annual report of the EC (Report of the European Commission regarding the progress made by Romania toward accession, 2000), it is mentioned that NOR has extremely limited human resources and a minimal budget, even if the Accession Partnership of 1999 specified that financial support should be ensured for Roma programs as a short term priority. The Office had to be consolidated in order to carry out its mission, and this was pointed out as a domain that needed further work.

The only financial resources that DPNM managed in the period when it operated as an institution for national minorities were those allocated from the state budget, namely:

- funds for projects and programs within the European Campaign Against Racism, Xenophobia, Intolerance, worth 274 billion ROL, which could be claimed by the eligible non-political organizations of the national minorities;
- the counterparty fund.

The Regional Report on Human Development (Andrey Ivanov, 2002) produced by UNDP states that the issues approached in the projects of the Roma organizations that aimed at securing human rights were conceived mainly from the perspective of development, due to the „survival agendas” of the Roma communities. Emphasis is laid on education for the Roma, on employment, while less attention was being paid to the legal and political constructs, to the establishment of institutions to represent the Roma, or to television channels.

As we have already mentioned, until 2000, the financial resources for projects aiming at the improvement of the Roma situation, for building the organizational capacities of Roma NGOs and of

governmental organizations (of DPNM) were scarce, although the interest of western countries for the national minorities, and especially for the Roma minority, was high.

The interest of western countries for the Roma minority had at least two aspects:

- on the one hand, there was concern about the frequent interethnic conflicts in the period from 1990 to 1996 and their outcomes, including the police abuses in the Roma communities, reported to the international institutions by the Romanian and foreign Roma non-governmental organizations;
- on the other hand, there was the social-political context, defined by Romania's pre-accession preparations to join the EU, which also include measures for the improvement of the Roma situation in Romania.

In most COE and EU documents (*COCEN, Agenda 2000*), one of the suggestions is the inclusion of the Roma issue on the agenda of national institutions/authorities, which through measures aimed to increase trust and to develop a framework for dialog with the representatives of the Roma, would consolidate their institutional capacities and identify solutions for the social integration of the Roma minority.

The Accession partnership of 1999 emphasized the consolidation of dialog between the Romanian Government and the Roma community, in order to design and implement a strategy aimed at the improvement of the social and economic situation of the Roma, and at providing adequate financial support for the programs whose target groups are national minorities.

As a result of numerous references to the social-economic situation of the Roma, as well as the need to improve it, in the context of preparations for accession, the Roma issue was included both as a political criterion for Romania's accession to the EU, and as a *priority* in the Government Program for the period from 1998 to 2000, which implied total agreement with Romania's pre-accession strategy to the EU and the adoption of the European legislation in the field of minority rights.

The government program for 1996-2000 provided explicitly for the establishment of an Inter-ministerial Committee to deal with the Roma issues in Romania and with the allocation of financial resources to support the organizations of the national minorities, to be claimed based on projects and programs.

DPNM was set up in 1997, and NOR was organized within this structure. By a Government Decision in August 1998, by DPNM, the government set up ICNM, a consultative body made up of a representative of each ministry, representatives of the specialist commissions of the Senate, the Deputy's Chamber, of the Presidency, of the Legislative Council, as well as other institutions such as: the Romanian Academy, research institutes concerned with interethnic relations and non-governmental organizations. Also, it was stipulated that sub-commissions for specific issues of the national minorities can operate within the Inter-ministerial Commission, as well as the fact that the expenses incurred by the organization and functioning of the Inter-ministerial Committee would be supported from the state budget, allocated to DPNM in the budget of the Government Secretariat General.

In 1998, DPNM implemented a PHARE¹ project worth 2 billion Euros, which had two immediate objectives:

- a) a) accomplishment of the Government strategy to improve the situation of the Roma in Romania, until 2000, based on the Government White Book, produced by sector plans and programs for each ministry;
- b) allocation of funds for the development of partnership projects to test the policies and approaches of the program.

In order to create an efficient framework for discussions between the government and the Roma NGOs, at the beginning of 1999, representatives of 80 Roma non-governmental organizations met in Mangalia and Sibiu, in reunions attended also by representatives of DPNM, the EU and other public institutions.

¹ *Terms of Reference of the PHARE 1998 Program.*

The result of the two reunions was setting up the RAWG, made up of 16 NGOs, which had the role to negotiate with the Government and especially with the Inter-ministerial Commission the terms of reference for the PHARE 1998 program and the development of the National Strategy for the Roma.

The manner of work proposed by DPNM to RAWG was to set up within the Inter-ministerial Committee a sub-commission for Roma Issues (ISR), a mixed forum made up of governmental and independent Roma experts, appointed by RAWG.

At its turn, in 1999, RAWG, in order to strengthen their formal collaboration with DPNM, whose objective was to develop the national strategy for the Roma, financially supported through the PHARE project, proposed and signed a collaboration protocol with the governmental department.

At the end of 2000, DPNM proposed in the last Government assembly, the adoption of a memorandum regarding the „Strategic Framework for the Improvement of the Roma Situation”, adopted by the Government on 7 December 2000, but not passed at that date.

Even if the relationship between the Committee and ISR was not very good, even if there have been criticisms by the leaders and non-governmental organizations of the Roma about the time required to develop the sector action plans, for the first time in the history of developing policies for the Roma in Romania, the Roma were invited by the Government to take responsibility for and contribute to the improvement of their situation.

After the 2000 elections, the issue of national minorities in general, and of the Roma minority in special decreased in importance due to the fact that the institutions that represented the Roma were restructured, their role was modified, and their institutional hierarchy was changed. DPNM was discontinued, and the issue of national minorities was taken over by DIR, and institution that was under the MPI. The Roma minority was represented by a national office – NOR – which operates within DIR. But neither of the two institutions was represented by a state secretary, a position that would have ensured participation in the Government decision-making processes.

APADOR-CH and other Romanian organizations that militate for the rights of minorities (OSF, Pro Europe League) took a stand in the issue of the Government diminished interest for national minorities, but their efforts were not responded to, not even by the Roma leaders and non-governmental organizations.

CNM was re-established under the coordination of the MPI, with the aim of ensuring relations with legally established organizations of the citizens belonging to national minorities; CNM included 3 representatives of these organizations, represented in the Parliament of Romania.

While in 1993, CNM was a consultative body of the Romanian Government, with competence in issues pertaining to legislation, administration and finances, after the 2000 elections its role diminished, due to the competencies of the members and the composition of the group. In its effort to interact to liaise with the legally established organizations of the citizens belonging to the national minorities, the major aim of CNM was only to allocate money from the state budget and only for the organizations that were represented in the Parliament of Romania.

2.1.2 *Affirmative actions*

A fundamental affirmative action, stipulated in the Constitution of Romania, is representation in Parliament of the organizations of citizens belonging to the national minorities, who can participate in elections and who will obtain a seat *ex officio* if they gain a number of votes stipulated in the Election Law, even if they do not obtain enough votes to pass the electoral threshold of representation.

The first institutional affirmative action for the Roma ethnic group was implemented by the Ministry of Education, consisting of ensuring special places in higher education for the Roma candidates (1992), which aimed at educating an elite that would later take on to manage the issues that the minority is confronted with. In 2000, the Ministry of Education adopted a regulation aiming at the facilitation of the Roma candidates' admission to high schools, vocational schools, and schools of arts and craft. The methodology for the Roma students that compete for these

seats stipulates that the candidates should obtain a recommendation from a civic, political or cultural Roma organization.

In addition, starting from 1996, the Roma non-governmental organizations formed a working group to collaborate with the MEd to introduce school mediators for the primary schools in the regions where the main language the children speak was Romani or Hungarian. The measure was partially implemented in 2004, in a PHARE 2002 program of the Ministry of Education.

An important democratic institution with attributions in the protection of citizens' rights and freedom against illegal or abusive interventions of the public authorities, is the office of the People's Attorney, set up in March 1997. Initially, this institution included a department for minorities, cults and media, assigned to work on issues that are specific for national minorities, but in August 1999 this office was discontinued because of the lack of complaints.

2.1.3. Political representation of the Roma in Romania

The Roma consider that they are still underrepresented in the political and decision-making spheres. From the perspective of political representation, according to the Constitution, the Roma are represented in the Parliament. Even if in the 1990 and 1992 election campaign there were 5 Roma organizations, until 2004 representation was ensured by the *Partida Romilor* [Roma Party] which has an annual allocation from the state budget to promote political pluralism granted by the Constitution.

Table 2.1

Political parties of the Roma in the election campaigns (1990-2004)

Name	Year	1990	1992	1996	2000	2004
		Votes	Votes	Votes	Votes	Votes
Centrul Creștin al Romilor din România [Christian Center of Roma in Romania]	Deputies' Chamber	0	0	0	12,171	0
	Senate	0	0	0	2,045	0
Comunitatea Etniei Romilor din România [Community of Roma Ethnics in Romania]	Deputies' Chamber	0	0	5,227	0	0
	Senate	0	0	6,073	0	0
Partida Romilor [Roma Party]	Deputies' Chamber	0	52,704	82,195	71,786	56,076
	Senate	0	41,338	80,622	0	0
Partidul Alianța Democrată a Romilor din România [Democratic Alliance of Roma in Romania Party]	Deputies' Chamber	21,847	0	0	0	0
	Senate	0	258	0	0	0
Partidul Democrat Creștin al Romilor din România [Christian Democrat Party of Roma in Romania]	Deputies' Chamber	7,939	0	0	0	0
Partidul Țiganilor din România [Gypsy Party of Romania]	Deputies' Chamber	16,865	9,949	0	0	0
	Senate	5,565	10,993	0	0	0
Uniunea Democratică a Romilor din România [Democratic Union of the Roma in Romania]	Deputies' Chamber	29,162	0	0	0	0
	Senate	19,847	0	0	0	0

Name	Year	1990	1992	1996	2000	2004
		Votes	Votes	Votes	Votes	Votes
Uniunea Generală a Romilor din România [General Union of the Roma in Romania]	Deputies' Chamber	0	22,071	0	0	0
	Senate	0	19,504	0	0	0
Uniunea Romilor [Roma Union]	Deputies' Chamber	0	0	71,020	0	0
	Senate	0	0	72,648	0	0
Uniunea Romilor județul Constanța [Constanta County Roma Union]	Deputies' Chamber	0	0	640	0	0
	Senate	0	0	763	0	0
Uniunea Liberă Democratică a Romilor din România [Liberal Democratic Union of the Roma in Romania]	Deputies' Chamber	0	31,384	0	0	0
	Senate	2,505	18,624	0	0	0
Alianța pentru Unitatea Romilor [Alliance for the Unity of the Roma]	Deputies' Chamber			0	0	15,041
	Senate			0	0	19,109
TOTAL	Deputies' Chamber	75,813	116,108	159,082	83,957	71,117
	Senate	27,917	90,717	79,484	2,045	19,041

Source: Faculty of Political Sciences Bucharest.

As mentioned above, the Government supports the development of organizations of the national minorities allocating subsidies annually from the state budget, based on the dispositions issued yearly regarding funding of the activities of political parties and of electoral campaigns.

The law stipulates financial allocations for the development of the (central and local) organizations' infrastructure, of their human resources, publication of books, manuals and other types of publications, cultural and scientific activities, symposia, and meetings of the members in the country and abroad.

2.1.4. The non-governmental sector

The development process of the Roma non-governmental sector, including the political structures of representation, started in 1990. While at the beginning the number of NGOs was very small, it increased significantly reaching almost 100 organizations in 2000, and approximately 200 organizations in 2004. The leap in quality of the nongovernmental sector took place in 1998-2000, when the Open Society Foundation, through a program that aimed to encourage the associative movements of the Roma, contributed to setting up over 20 NGOs, with potential for development. This situation was possible because the grants were mainly for setting up nongovernmental organizations.

Although initially some of these organizations were mutually interested also by the fact that they would receive non-reimbursable funds from international institutions and organizations, however, the role of the sector in identifying solutions for the improvement of the living conditions of the Roma minority, with a special focus on compensation measures for the Roma children's education, was increasingly important.

Only a few Roma NGOs chose to concentrate on human rights issues, such as access to justice, prevention of conflict and violence against the Roma, and legal consultancy. Other Roma organizations aim at bringing about changes in social life, strengthening the capacities of Roma communities, applying a variety of projects that pursue the improvement of civil, social and cultural rights of the Roma.

However, many of the Roma NGOs lacked, and still lack the human resources, the financial resources and self-sustainability, while their capacity of absorption remains extremely low in the competition for governmental and international funds.

Of the agencies that acted for the emancipation of the Roma, before 2000, these nongovernmental organizations were the more active and not the governmental agencies, which is why before that year, only small, grassroots initiatives were implemented, whereas the global problem remained mostly unresolved.

The identification of donors interested in funding the development of Roma NGOs, their projects, especially those aiming at

improving school education for the Roma children, strengthening the capacities of Roma communities, and the organizational infrastructure has always been a difficult process.

Nevertheless, the major supporters of the emergence and consolidation of Roma NGOs were not Romanian institutions / organizations, but the foreign ones (which credited, first, with trust, and secondly with funds, the efforts made by these organizations):

- *The Open Society Foundation* allocated approximately 680,000 USD for Roma programs for a period of two years (1998 – 2000), with the aim to identify and prevent various forms of discrimination against the Roma, to reduce the differences between the Roma and the non-Roma, and to ensure equal chances to resources. All these programs were implemented by NGOs;

- *The Matra Program of the Dutch Ministry of Foreign Affairs* allocated through the Spolu International Foundation (Holland) funds amounting to approximately 300,000 USD for community development in Roma communities and in communities where the Roma people live;

- *The European Union*, until 2000, supported the improvement of the Roma situation mainly in the form of direct assistance through the PHARE Democracy, LIEN, Partener, Europa and Civil Society Development programs, managed by FDSC, the Program for the Development of Social Services (SESAM) and healthcare programs.

2.2. Public policies for the improvement of the Roma situation in 2001-2005

2.2.1. The political and social context of the development of the Government Strategy for the Improvement of the Roma Situation

After 1990, the EC started discussions about the expansion of EU to include other Central and Eastern-European countries. In 1993, at the Copenhagen conference, they signed the *European Agreement* which established the association between Romania, on the one hand, and the European Communities and their member states on the other hand,

ratified in Romania by Law 20/1993, entering into force on 1 February 1995.

In June 1995, Romania submitted its application for accession to the EU, and the first *Partnership for Romania's Accession* was designed in 1998, later updated in 1999 and 2002, depending on the progress Romania made on its way to accession. The Partnership for Accession 2003 was revised in the light of the findings in the Progress Report of 2002 and the Roadmaps for Romania and Bulgaria.

The Partnership for Accession 1999 emphasized the consolidation of dialog between the Romanian Government and the Roma community, in order to develop and implement a strategy aiming to improve the social and economic situation of the Roma and to provide adequate financial support for the minority programs.

The Partnership for Accession 1999 also emphasized the need for continuous implementation of the strategy for the improvement of the social and economic situation of the Roma, and the implementation of measures to combat discrimination, including within the public administration, creation of jobs and increased access to education.

As a result of numerous references to the social-economic situation of the Roma, as well as the need to improve it, in the context of preparations for accession, the Roma issue was included both as a political criterion for Romania's accession to the EU, and as a *priority* in the Government Program for the period from 1998 to 2000, which implied total agreement with Romania's pre-accession strategy to the EU and the adoption of the European legislation in the field of minority rights.

The government program also provided explicitly for the establishment of an Inter-ministerial Committee to deal with the Roma issues in Romania, and the allocation of financial resources for programs and projects that support the organization of national minorities.

As concerns the progress in the implementation of the strategy for the improvement of the Roma situation, as stipulated in the terms of reference for the PHARE 1998 Program, this was extremely slow and marked by controversy, which was why MPI asked NOR, a subordinate

office, to develop a governmental strategy for the improvement of the Roma situation.

In the government program for 2001-2004, the government included elements that referred to the Roma population (Elaboration of a national strategy and specific programs to ensure the substantial improvement of the Roma situation).

In April 2001, MPI presented to the Government the final document that was adopted under the name *The Romanian Government Strategy for the Improvement of the Roma Situation* (the Strategy, henceforth in this text), an event that was saluted by the Romanian and international institutions.

In the preamble of the Government Decision, it is specified that the Strategy was adopted „starting from the Romanian Government wish to improve the situation of the national minorities in conformity with the provisions of the Constitution of Romania and demonstrated in the voluntary adherence to the international instruments of the Council of Europe, such as the Framework Convention for the Protection of National Minorities, Resolution ECRI no. 3, Recommendation 1203 of the Parliamentary Assembly of the Council of Europe, the UNO Convention for the Elimination of All Forms of Racial Discrimination, as well as other international documents.”

The adoption of the Government Strategy to improve the situation of the Roma was appreciated in the 2001 *EC Country Report regarding Romania's Progress to Accession*, in which it is stated that one of the major initiatives of the Government as concerns the Roma was the adoption of the Strategy, which meant fulfilling one of the political criteria set in the accession partnership in 1999.

From the time the National strategy was adopted and to the middle of 2003, MIP, through NOR, was responsible for its implementation, in its position as the executive body of the Mixed Committee for Monitoring and Implementation of the Government Strategy, and the only institution that in 2003 wrote a monitoring report on the stage of implementation of the Strategy.

Starting in June 2003, after the discontinuation of MPI, the responsibility for the implementation of the strategy was transferred to the SGG and ORI (ex NOR) as the executive body of the CMixt.

The governmental reshuffling in March 2004 affected the position of ORI in the hierarchy of governmental institutions and minimized the role of this institution, which has the objective the fulfillment of the political criterion of Romania's accession to the EU, namely the improvement of the Roma situation.

As a result, in June 2004 ORI was taken over from SGG and included into the structure of DIR, after which at the end of 2004 the Roma issue became the object of the activity of the NAR.

Attempting a brief analysis of the context in which the first public policy for the Roma was designed (the Government Strategy), one can find the positive and specific nature of the measure, evident by the involvement of the members of the Roma community in the process of elaboration and implementation at the central and local levels.

In the elaboration phase of the Strategy, the involvement and accountability was mainly at the central level, with the establishment of the ISR, whose objective was to develop the sectors of intervention included in the Government Strategy for the improvement of the Roma situation. After the adoption of the Strategy, involvement and accountability of the members of the Roma community members were foreseen in the implementation scheme of the strategy, both at the central and at the local levels..

- a) At the central level, CMixt, including 16 state secretaries of the ministries that signed the Government strategy and active organizations of the Roma, is in charge of organizing, planning, coordinating and supervising the execution of the activities in the General Plan of Measures. The Ministerial Commissions for the Roma, set up in the 16 ministries, include experts of the ministries and Roma experts delegated by the Roma communities. These commissions are subordinated to Cmixt and bear responsibility for the organization, planning, coordination and control of the execution of the General Plan

of Measures for the sector of which the respective ministry is in charge.

- b) At the local level, CORs, organized in the Prefectures, made up of three people, one of whom belongs to the Roma minority, are in charge of the organization, planning, coordination and control of the execution of activities carried out at the county level for the achievement of the objectives and tasks of the General Plan of Measures. Also, in the mayoralities, the governmental strategy provided for hiring local experts for the Roma as the main mediators between the public authorities and the Roma communities, persons who are in charge of identifying the problems and elaborating action plans, and projects for the improvement of the Roma situation. The local experts are subordinated both to CORs, and to the mayor's office.

The National Council for Combating Discrimination, set up in August 2002, is a democratic body that protects the fundamental human rights and freedom, operating by a legislation that is aligned to the European standards. It has solved cases of discrimination against the Roma and it has a sector strategy for combating discrimination against members of this ethnic group. An important role is held by the *Romani Criss* organization, which works alongside the NCCD to solve cases of discrimination.

2.2.2. The Process of Implementation of the Government Strategy for the Improvement of Roma Situation

Institutional development of the structures to implement the strategy

The Government Strategy for the Improvement of the Roma Situation was received with interest by the Romanian and international institutions and by the Roma associations in Romania. The consensus was given by the methodology chosen by the Government through the inclusion of the Roma representatives in the process of elaboration, monitoring and evaluation of the Strategy.

Although important from both the political point of view and the social one, the Government Strategy was not accompanied by a methodology concerning the implementation, which would lay down in a unitary manner the way for achieving the objectives set in the General Plan of Measures. Instead of a coherent methodology, the strategy provided a scheme of implementation that presupposes, in addition to setting up institutions/ commissions and hiring human resources belonging to the Roma minority, terms and responsibilities for various parties involved in the General Plan of Measures.

The responsibility for setting up **Cmixt** laid with the MPI, through NOR, in its position of technical secretariat of the Committee. The task of establishing **MCRs** was with each ministry which has responsibilities in the achievement of the Government Strategy, while the task to set up COR was for MPA.

As concerns the setting up and the *activity of the CMixt*, the MPI report⁴⁵ of April 2003 informed about its establishment through the Order of the Minister of Public Information in 2000, including state secretaries of the ministries responsible for the application of the strategy and activists, Roma experts and members of the Roma organizations.

Referring to the activity of CMixt, the same report mentions that the agenda for 2001 focused on:

- Evaluation of the stage of constituting the structures to implement the Government Strategy;
- Evaluation of collaboration between the local administration, non-governmental organizations and Roma leaders and activists at the local level;
- Evaluation of the costs of implementing the Strategy and the financial contribution of each ministry;
- Evaluation of the efficiency of the non-governmental projects financed from PHARE funds;

⁴ *Report on the progress recorded in the implementation of the Government Strategy for the Improvement of the Roma Situation*

- Preparation and evaluation of the training programs for the staff hired in the scheme of implementation of the Government strategy;
- Approval of the organizational regulations and the job description for the staff of CORs.

In 2002, the activity of CMixt focused on:

- Cooperation of CORs with non-governmental organizations that implement projects in Roma communities;
- Identification of the dysfunctions in the application of the Strategy at the local and central levels and monitoring the deadline of overdue measures in the implementation of the Strategy;
- Migration of the Roma to western countries and the draft of the Emergency ordinance regarding measures for the social reinsertion of persons that returned to the country as a result of the application of readmission agreements;
- „Declaration of Sibiu about the international migration of the Roma and combating trafficking with human beings”, a document that was presented by the Roma organizations and later sent to the Parliament of Romania, the Ministry of Home Affairs of France, and the Romanian Ministry of the Interior.

For the first half of 2003, the agenda of the CMixt meetings included:

- evaluation of the General Plan of Measures of the strategy;
- identification of financial solutions for the achievement of the General Plan of Measures;
- priorities and recommendations for the institutions that signed the Strategy and the local authorities;
- organization of training courses, seminars and work meetings with members of COR to increase the efficiency of the Strategy.

As for the *activity of MCRs*, the same report of MPI issued in 2003 mentioned that 16 ministerial commissions were set up, of which 15 in

ministries, and one in the National Agency for Child Protection and Adoptions, headed by state secretaries who sit on the Cmxt, and which include 3-4 members of whom one belongs to the Roma minorities, delegated by an NGO which is a partner in the implementation, monitoring and evaluation of the Strategy.

There was no initiative to monitor the activity of these commissions, with well defined indicators, even if their role has been to design and implement sector strategies regarding the improvement of the Roma situation, but due to the fact that the same report mentions the constant and efficient preoccupation of the commissions within the MER, MHF, MLSS and MI, we deduce that only four of them are genuinely functional, perhaps because they harbour some representatives.

The setting up and the activity of CORs were provided for in an Order of the Ministry of Public Administration, establishing the regulations of organization and functioning of CORs. According to the regulation and the job descriptions, CORs are set up within the Prefectures, they include three persons, one of whom is a member of the Roma community, and their responsibilities include: identification of and suggesting solutions for the improvement of the Roma situation to the Prefect and the MCR within the MPA; devise a monthly agenda including activities that will be carried out at the county level to achieve the objectives of the Government Strategy.

Mobilization of the Roma communities to achieve the objectives of the Government Strategy, the initiation of partnerships between the members of the Roma communities and the local authority for the achievement of the programs meant to support the improvement of the Roma situation are the roles of the CORs established by the MPA.

Relying on the Order of the MPA, the Prefectures issued an Order for setting up CORs, but as concerns CORs responsibilities, there are fundamental differences between the Order of the MPA and the Order issued by the prefects.

In the MPA's Order, identification of problems, finding solutions and devising a monthly working agenda of activities to achieve the Government Strategy are the major attributions developed after a correct

and achievable managerial cycle, but in the Orders issued by the Prefects, even if the provisions of the Government Strategy are respected, there are specific tasks for the personnel of the entire department and not for one person (usually the Roma expert within the COR); also, there is no mention of the amounts that are necessary for carrying out the specified tasks and managing them.

For hiring the COR personnel, MPA preferred to consult with only one organization that represents the Roma in Parliament, excluding in this way the other nongovernmental Roma organizations. As a result, the 2001 Progress Report of the EC on Romania's accession mentioned, referring to the Roma human resources involved in the architecture of the Government Strategy, that *„there are concerns about the fact that the responsibilities of the local offices for Roma at the county level are unclear and that the recruitment of staff was based on various criteria, other than technical ones.”* (Report of the European Commission on Romania's progress toward accession, 2001).

As concerns setting up the structures for the implementation of the Government Strategy and their coordination by Cmixt, the 2004 EC Report (Report of the European Commission on Romania's progress toward accession, 2004) finds that there has been limited progress, while ORI, the technical secretary of Cmixt, does not have the capacity to initiate and coordinate actions in the benefit of the Roma within the various ministries involved. *„The implementation of the Strategy for the Improvement of the Roma Situation, adopted in 2001, continued in education, healthcare, employment and in relations with the police. Although positive, there is a risk that these efforts are isolated and unsustainable if coordination at the national and local levels is low. There has been limited progress as concerns the functioning of the Mixed Committee for the Implementation and Monitoring of the Strategy for the Improvement of the Roma Situation. At the local level, the working groups including representatives of public institutions (School Inspectorates, Directions of Public Healthcare, the Police, the County Labor Agencies) were set up in almost all counties. However, the Office for Roma Issues does not have the capacity to initiate and coordinate actions for the benefit of the Roma within the various ministries involved.”*

The major task of the CORs was to set up the **Mixed Working Groups** including generally representatives of the nongovernmental

organizations and the decentralized institutions, which have the role to support the activities of the CORs to develop **County Action Plans**, starting from the General Plan of Measures of the Strategy.

It is yet to be seen whether the Roma experts are capable of devising County Action Plans and of arguing for their usefulness, because in reality, according to the Law of Public Administration, the County Action Plans are included in the indicative annual program of economic and social development of the county, a program that is annually devised by the representatives of the decentralized institutions/services, discussed and acknowledged in the Consultative Commission, then built into the state budget and after approval, communicated to the decentralized public services and to the local and county public administration.

Consequently, without the expertise and the involvement of the Roma experts, without the involvement of the Prefects, and without the employment of the legal and managerial techniques that are in place in the local public administration, it is difficult to evaluate the implementation of the Strategy at the local level, as it is difficult to allocate funds for the implementation of the measures in the General Plan of Measures.

In this context, the actions and activities carried out by the CORs were those that did not require funds. Examples: participation in the Census, various information campaigns, cultural events, seminars, audiences, teleconferences, conflict resolution, testing the needs, signing partnership agreements with decentralized institutions and non-governmental organizations to implement projects at the local level, and to a much less extent involvement of the expert and of the Mixed Working Group in the elaboration and implementation of projects funded within the Strategy, with funds from various donors, including from the state budget.

In addition, another scheme of implementation of the Strategy is made up by the **Local experts for Roma in the town halls**, who represent the main mediators between the local public authorities and the Roma communities. Their major responsibility is to identify at the local level the needs of the Roma population, then design projects for

interventions in the domains established in the general plan of Measures of the Strategy.

The representative Roma organizations and the CORs have constantly asked the mayors to set up the position of local Roma expert within the town hall, but the mayors' reticence is justified by the lack of funds for salaries and the impossibility to widen the personnel scheme of the town hall for reasons that this structure is largely covered by persons appointed to this task as an addition to their old tasks, or by volunteers.

From June 2003 and until the end of 2004, the activity of MPI, the institution that is in charge of the strategy, was transferred to SGG or ORI. ORI took over the tasks concerning the Roma minority, but it does not have a legal personality.

In July 2003, DIR was set up as a structure organized within the working apparatus of the Government, without legal personality, in the suborder of the Prime Minister and under the coordination of the minister in charge of SGG, who took over the responsibilities for national minorities from the old MPI.

At the beginning of 2004, the Government reorganized the central public administration, and, as a result, DIR took over ORI from the SGG, including the Implementation Unit of the PHARE program no. RO/2002-586.01.02 „Support for the Strategy for the improvement of the Roma situation”.

In November 2004, the Government adopted the Emergency Ordinance no. 78/2004 regarding the setting up of a National Agency for the Roma and the Government Decision no. 1703/2004 regulating the organization and functioning of the **National Agency for the Roma**. On 2 February 2005, the emergency ordinance was adopted by Parliament under the form of Law no. 7/2005.

The governmental reshuffling started in the middle of 2003, as well as the political changes resulting from the 2004 general elections, have had a direct impact on the position of the institution that represents the interests of the Roma in the hierarchy of Romanian institutions, and implicitly on the evolutions in the implementation of the Government Strategy.

The establishment of DIR, headed by a State Secretary who also became the chair of CMixt, in addition to all the other roles that are specific for the position, would have been a good solution if the Government had decided based on the need to implement the provisions in the Strategy for the Improvement of the Roma Situation. In practice, however, the State secretary of DIR proceeded to take decisions concerning the Roma issues only based on consultations with the leaders of the Roma political formations excluding the other nongovernmental organizations of the Roma, which have experience in the fields addressed by the Government Strategy. This attitude has raised criticisms of the Government in the 2004 Country Report. *„As it has been pointed out in last year’s report, the fact that the Government relies on the Roma Party for the implementation and monitoring of the strategy is a reason for concern, because it leads to the effective exclusion of other Roma organizations.”*

In addition, the fact that the role of ORI was taken over by an incompletely organized structure without legal personality (without human resources, economic and legal departments), without a regulation of organization and functioning, and without job description for the staff, demonstrated a diminished interest and support of the government for the implementation of the Strategy, and led to delays in the decision-making process, as well as lack of transparency in decision-making.

Another effect that was felt at the general level was the physical and moral separation of SGG from ORI, and the political transfer of responsibilities for the integration of the Roma, a political criterion for accession, from the state institutions to the Roma minority, a group defined by internal controversies, lacking human, financial and logistic resources, as well as the levers of coordination of public policies for the Roma.

The 2003 Country Report (Report of the European Commission regarding the progress made by Romania toward accession, 2003) referred to these aspects, stating that *„progress in other fields covered by the Strategy for the Roma was limited due to the lack of clear policies and limited funds. In the governmental reorganization, responsibility for the Roma issues was transferred to the Government Secretariat General. Probably this transfer*

will confer a more political character to the Roma issues – although the organizational changes delayed the allocations from the state budget for the implementation of the Roma strategy. The fact that the Government relies on the Roma Party to implement and monitor the Strategy is a reason for concern, as this has led to the exclusion of other Roma organizations“.

Conclusions

1) The governmental reshuffling and other changes within it have had a direct impact on the specialized institution to represent the interests of the Roma in Romania, which was interpreted both nationally and internationally as a sign of instability of the institution and low interest of the Government for the improvement of the Roma situation.

2) The frequent changes to the status of the institution caused a slow-down in the implementation of Roma policies, which was pointed out and commented upon in Romania and abroad, in various reports, including of the EC.

3) The frequent changes of staff that represent the institution and the interests of the Roma nationally and internationally reduced the speed of meeting this political criterion of Romania's accession to the EU.

4) Preferential collaboration with one organization of the Roma and implicitly the exclusion of other organizations that are active in the social field, a fact that was pointed out in the EC's 2003 and 2004 Country Reports, are reflected in the lack of progress in the implementation of the Strategy and concentration of efforts for attracting new external funds, without increasing the institution's administrative and managerial capacity.

2.2.3. Monitoring and evaluation mechanisms for the implementation of the Strategy

The Government commitment to the minorities in general and to the Roma minority in special has been monitored and evaluated by Romanian and international institutions and organizations. Monitoring and evaluating each stage of implementation of the strategy represented

a permanent tasks of the central and local authorities and institutions, as well as of the Roma NGOs.

Central monitoring and evaluation consists in the organization of biannual meetings of the national Roma leaders with the Prime Minister (initially, these were facilitated by MPI). Reporting on the progress of the implementation of the Strategy, stipulated in the General Plan of Measures of the strategy, is done centrally and it is the task of Cmixt, which must publish an evaluation report annually, as well as the leaders of the Roma organizations, who must prepare monitoring and evaluation reports, which has not happened regularly in neither case.

Locally, evaluation and monitoring includes organizing monthly meetings of the mayors with the leaders of the Roma communities to identify and solve problems in conformity with the provisions of the Strategy. Also, the prefects should have prepared biannual reports for MPA on the stages of implementation of the Strategy.

Consequently, the first report on the progress of implementation of the strategy was included in the chapter about national minorities in the *Monitoring report of the Process of Romania's Accession to the EU*, prepared by EUMAP/OSI, published at the end of 2002. The EUMAP report contains a series of recommendations for the Government to speed up the implementation of the Roma Strategy.

In the first half of 2003 in Brussels, the World Bank, the Open Society Institute and the European Commission organized a conference of the Roma issues in an enlarged Europe, where they invited delegates of the civil society and of the institutions in charge of the implementation of the Strategy, institutions that were in an advanced process of reform (MHF, MLSSF, MCC).

Since as concerns Romania the discussions were going to be around the evolution in the implementation of the Strategy, the MPI prepared and published the first report, in two languages, concerning the progress made in the implementation of the Strategy. We are not going to discuss the realism of the quantitative evaluation included in the report (achievement of 65% of the Strategy goals) but it must be said that it was and still is the only source of information produced by the Government on the progress in the implementation of the strategy.

In 2003, UNDP and MPI organized a seminar on the Strategy for the Improvement of the Roma Situation, which was attended by leaders of the non-governmental organizations and of the institutions with responsibilities in the implementation of the Strategy, an event where recommendations for the improvement of the activities included in the sectors of the Strategy were made.

In addition, RCRC, with the support of OSI, produced, in 2004, a monitoring report on the local implementation of the Strategy in five counties: Brăila, Cluj, Dolj, Iași and Timiș.

In addition to the public reports on the monitoring and evaluation of the Strategy, NAR sends to MEI periodical reports on meeting the political criterion of „continued support for the Government Strategy for the Improvement of the Roma Situation”.

As concerns the evolutions in the institutional development of the implementing structures of the Strategy, their administrative capacities, including of NAR, as executive secretary of the Strategy, the Delegation of the European Commission in Bucharest contracted independent experts of the EU who, by the end of 2005, will produce a report on the stage of implementation of the Strategy, accompanied by recommendations for the Government, as the manager of the Roma issues and funds allocated for the Roma in Romania.

The same evaluation is useful for the preparation of the future programs of the European Commission, destined for the achievement of the political criteria of Romania’s accession to the EU (Multiannual PHARE programming 2004-2006), or the post-accession programs (Structural funds), whose development is NAR’s task (also, NAR must prepare to manage them).

2.2.4. The role of scientific community in supporting the programs and public policies for the Roma

After 1989, the Romanian academic community played an important role in describing, with specific scientific instruments, the dimensions and the diversity of the social issues that the Roma ethnics are confronted with, as well as in evaluating and formulating recommendations for the public policies in the field. The academic

community included research institutes, the universities, independent experts who had the experience of various programs of donor institutions or who were part of the teams that implemented public policies for the Roma. The Roma issues also preoccupied the scientific world in Roma before 1989; in addition to the presence of the Roma in literature, in the works of famous Romanian inter-war writers, the sociological school of Bucharest published studies about the Roma issues, out of which the best known works were produced by Ion Chelcea⁵. In the communist period, in general, the social problems were largely ignored, hidden under „the ideological carpet” of the party, and, with them, essential domains of academic research such as psychology, sociology and anthropology were also concealed.

After 1989, the academic community was the source that sent out the first „signals of alarm” about the severe social problems inherited from the past by the Roma ethnics, and they also made recommendations for social policies and structured programs to address the issues. Broadly, we may say that the forms in which the specialists in the academic spheres contributed to the development of public policies for the Roma were the following:

1) *Elaboration studies and research (some of which are representative at the national level, other studies about local communities, or county and regional analyses), monographs, etc.*

We should point out here the fundamental research on representative samples at the national level carried out by IRQL in 1992 and 1998, and published in 1993 and 2002 respectively⁶, or the quantitative regional studies in the counties of Cluj and Buzău, etc. In addition, we should mention the dozens of qualitative studies (generally, case studies done by Romanian specialists in Roma

⁵ Ion Chelcea published „*Țigani din România – monografie etnografică*” [Gypsies in Romania – an ethnographic monograph] (1944) and „*Rudarii – o enigmă etnografică*” [Rudars – an ethnographic enigma] (1939)

⁶ *Țigani: între ignorare și îngrijorare* [Gypsies between Ignorance and Concern] – coord. C. Zamfir, E. Zamfir, Editura Alternative, București, 1993; *Romii din România* [Roma in Romania] – coord. C. Zamfir, M. Preda, Editura Expert, București, 2002

communities of various types: rural, urban, poor, rich, traditional, non-traditional), published in specialist journals or research reports (Annex 1 includes the most important studies carried out in the last 15 years). Practically, in the academic world there have emerged some centers of expertise with groups of renown specialists: IRQL, the Faculties of Sociology and Social Assistance of Bucharest and Cluj, CESPE.

Experts in Roma ethnicity also had an important contribution to the list of specialized publications; in addition to the works published by the two ‚classical‘ sociologists of Roma ethnicity, Gheorghe Nicolae and Vasile Burtea, young professionals trained after 1989 contributed with significant studies or research reports, too.

Although focused especially on the issues of Romani language and culture, and less on social issues, we must point out the contribution of the renown specialist Gheorghe Sarău and his younger collaborators.

Vasile Ionescu, a Romanian and international Roma activist has had an important role in the assertion of the Roma’s ethnic identity and in the promotion of cultural programs.

2) *Elaboration of indicators and methodologies for monitoring, evaluation and intervention.*

Practically, the elaboration of projects, their monitoring and evaluation would not have been consistent without the sets of indicators developed by various specialists. The Roma issue was predominantly present in the areas of poverty and especially in social exclusion; various specialists in the academic world formulated different sets of indicators for the domains of their study (indicators connected especially to life quality and life standards).

3) *Elaboration of proposals, recommendations and strategies that underpinned the intervention programs.*

The most significant strategies that refer to the Roma ethnic group (*Strategy for the Improvement of the Roma Situation – GD 430/2001, National Anti-Poverty Plan and Promotion of Social Inclusion* which has a chapter on the Roma, *Joint Inclusion Memorandum, National Strategy for Employment*, etc.) were made in collaboration by the Roma leaders and various specialists; the results of the studies, and the indicators were an essential

reference system for establishing the mentioned priorities, objectives and strategic aims. Naturally, the Roma leaders did not always accept the scientific points of view (especially the political leaders, who sometimes have unscientific and unjustified approaches), but, luckily, these points of view could not be completely ignored.

If we want to analyze the significant proposals made by specialists, and which underpinned concrete social policies, we should highlight at least the proposal to issue identity cards for the Roma, to introduce free meals in schools as an incentive for children to go to school, and to solve the issue of illegal housing.

4) *Highly trained and qualified human resources to deal with Roma issues (many persons belonging to the ethnic group) and to understand the real dimensions of the problems that the Roma are confronted with, in order to approach the issues with objective scientific instruments rather than ideological ones, pragmatically rather than emotionally.*

From the beginning of the 90's, some faculties, including the Faculty of Sociology and Social Assistance of the University of Bucharest, offered annually special places for the representatives of the Roma ethnics, based on the principle of positive discrimination and affirmative action. The example of the social assistance department was followed by other faculties and lately (starting with 2001), by high schools. As a result, in addition to the few Roma specialists that existed before 1989, there emerged a pool of Roma specialists in social assistance, sociology, and law, who along with Romanian specialists, substantially raised the quality of human resources involved in programs for the Roma whether working for the civil society or public institutions, or international organizations.

The contribution of the academic world to this process is in full progress, and the training of specialists from the Roma ethnic group has now moved on to their completion of master's and doctoral degree programs, because the pool of university undergraduates is already numerous.

At the same time, through research programs and projects, as well as thanks to the interest of leading specialists that guided the students' work in this direction, the Roma issue has become the topic of

graduation papers, final papers in master's and PhD programs for several students, not only the Roma.

Through the contribution of the academic world, there has emerged a significant universe of knowledge and research initiatives that would need financial support for funding periodic institutionalized researches such as the *Barometer of Roma Issues*, which periodically (2 or 4 years) should provide representative scientific, highly credible data about the evolution of the Roma issues, and for the evaluation of the impact of strategies and programs for the Roma.

CHAPTER 3: PUBLIC POLICIES PERSPECTIVES FOR THE IMPROVEMENT OF ROMA SITUATION¹

In this chapter, we will present the major initiatives that can contribute to the improvement of the Roma situation in Romania.

3.1. The Romanian Government Strategy for the Improvement of Roma Situation

The major public policy document in the field is *the Romanian Government Strategy for the Improvement of the Roma Situation*⁷: it is the first governmental initiative that has a comprehensive approach to the problems of the Roma minority.

The development of this Strategy is doubtlessly the result of collaboration between the governmental structures and the non-governmental sector of the Roma, with important assistance provided by the international institutions, especially the EU.

Included in the Chapter of political criteria for accession, the Strategy is one of the commitments made by Romania in the negotiation process, taken over in the pragmatic documents of preparation for the process of accession. Thus, the *Accession Partnership 2001* states that „adequate financial support and administrative capacities should be provided for the implementation of the Government Strategy for the improvement of the Roma situation” and the *National program for the adoption of the Community Acquis* includes as a short term priority the improvement of the social-economic situation of the Roma communities

¹ To this chapter we should mention the contribution of Florin Moisă.

⁷ Decision of the Government 430/April/2001, 25 April 2001, published in the *Monitorul Oficial [Official Gazette]* no. 252, 16 May 2001.

through the implementation of the *General Plan of Measures* of the strategy, and for the medium term, emphasizes the need for the improvement of the social-economic situation of the Roma in Romania through the implementation in the Roma communities of social, educational and healthcare programs and projects.

The basic elements of intervention for the improvement of the Roma situation are:

- Sector approach in partnership of the options/priorities of the Roma, through their inclusion, funding and replication in the development cycle of public policies and programs of state institutions, central/county/local institutions, depending on the specificity of the communities, in view of reviving social solidarity and harmonizing the public space with the European standards.
- Initiation of specific formative-normative alternatives which blend the identity trade-marks with values of modernity, the traditional occupations with the opportunities for qualifying human resources, including through the revival of itinerant trades and crafts of the Roma, adjusted to the modern market, and the development of a circuit of exchange.
- Establishment of public institutions of training and identity representation, community development, as a network of information, dialog, consultancy, expertise, assistance, monitoring, prevention and fight against discrimination of the Roma, with a view to establish communication and cooperation with the local and central institutions, for the direct active participation of the Roma in the decision-making process, and for the empowerment of the community to improve the living conditions of its members.

The Romanian Government Strategy for the Improvement of the Roma Situation was adopted through a Decision of the Government. The text of the Strategy presents in detail a number of *guiding principles*:

- The principle of seeking consensus, which the strategy defines as the „joint effort of the Government and of the representative organizations of the Roma community”;

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- The principle of social usefulness, which requires measures that respond to the specific needs of the Roma communities;
 - The principle of „sectorial distribution“, through which the various bodies are given responsibilities in agreement with their sectors or spheres of competence;
 - The principle of decentralization, according to which specific responsibilities are attributed to the local public institutions;
 - The principle of identity differentiation, which stipulates the existence of measures to ensure the Roma the right to affirm and protect their distinct identity as a minority;
 - The principle of equality, which states that the measures aimed at protection the Roma ethnics should not disadvantage other groups (The Government Strategy for the Improvement of the Roma Situation, Chapter I, 2001).

As concerns the priority domains of action, the Strategy lays down 10 directions of action: *community development and public administration; housing; social security; healthcare, justice and public order; child protection; education; culture and cults; communication and civic participation* (The Government Strategy for the Improvement of the Roma Situation, Chapter VII, 2001).

The government's strategy combines the two perspectives on the Roma issues, that of discrimination and that of poverty. This is evident in the definition of the specific elements of each line of action, as well as of the General Plan of Measures, where there are aspects related to combating discrimination and poverty.

3.2. National Anti-Poverty and Social Inclusion Plan (NAPinc)

The turn of the millennium brought a series of legal measures meant to strengthen the role of social policies. Thus, the following laws were issued: Law no. 416/2001 regarding the minimum guaranteed income (entered into force on 1 January 2002), Law no. 705/2001 regarding the national system of social assistance (also entered into force

on 1 January 2002), Law no. 116/2002 regarding prevention and combating of social marginalization, etc.

An outstandingly important moment was the setting-up, in April 2001, of the Governmental Anti-Poverty and Promotion of Social Inclusion Commission, which developed the NAPinc, approved by the GD no. 829/2002. This complex documents is a „program of social construction for a European society”, a common goal of the entire continent, and it is based on a series of *principles*, some of which are: *social solidarity, activation, accountability, social economy, social support as an instrument of social inclusion, partnership/participation, etc.*

NAPinc includes a whole chapter (Chapter 14) on reduction of poverty and of social exclusion of the Roma. The program pursues to strengthen the participation of Roma communities in the economic, social, educational and political life of the Romanian society, and improvement of their access to healthcare services. Like in the National strategy for the Improvement of the Roma Situation, the philosophy underlying NAPinc stipulates active involvement and accountability of the members of the Roma communities as a basic element of the social intervention.

3.3. The 2005 Plan of Priority Measures for European integration

Another programming document of public policies is the 2005 Plan of Priority Measures for European Integration of the MEI. This document contains a few elements of public policy for the improvement of the Roma situation. These elements are included in the Strategy, too, but their implementation is much delayed.

In this document, too, one can notice the two perspectives, namely combating discrimination and combating poverty. The central point is most often facilitation of access to professional qualifications and employment. These elements can be found in Annex 2.

3.4. Joint Memorandum for Social Inclusion

The Joint Memorandum for Social Inclusion contains a number of reference points to the situation of the Roma. In essence, this document addresses the issue of social inequality and poverty, and to a lesser extent the issue of discrimination.

Participation of the Roma on the labor market is addressed in relation to the considerable lack of professional qualifications, often combined with discriminatory practices, which are important barriers to the employment of the Roma. In the groups identified as most exposed to poverty, the Roma are mentioned as belonging to the group with extremely high levels of poverty. In this context, it is stated that the Strategy was not supported enough with resources to allow for the effective implementation of the planned measures.

Difficult access of the Roma to the healthcare services is obvious, as most of them are not enlisted to a family doctor, especially in the rural areas.

The education for Roma children is a field that has known continuous progress, efforts leading to higher enrolment in schools, especially in secondary and tertiary education. Functional illiteracy remains a problem (as over a third of the Roma are in this situation), as does dropping out of school before completion of compulsory education. In addition to the high rate of non-attendance, there is an important polarization in the quality of educational provision. As a result of residential segregation, the schools where Roma children learn together with other poor children, have a low quality teaching staff and bad conditions for learning.

In housing, overcrowding is a severe problem for the Roma population. In the often improvised or illegally occupied houses owned or rented by the Roma, the number of people per household and per room is twice bigger than the country average. Access to modern facilities and equipment remains very often a dream for the members of the Roma communities.

The Roma are considered to be part of the groups with a high risk of poverty, exclusion and marginalization, as a result of a chronic difference in development, doubled by the persistence of discriminatory

attitudes. The Roma communities are confronted with multiple shortages that perpetuate and further worsen their situation: lack of housing, extremely poor condition of living, bad state of health, low education, lack of qualifications and experience on the labor market. Getting out of the vicious circle of poverty cannot be achieved without the implementation of coherent policies.

The Memorandum sets forth some key challenges for the improvement of the Roma people's living conditions:

- *“Emergence of economic opportunities and creation of employment;*
- *Improvement of access to all levels of education, completed by access to the lowest level of education for the young generation;*
- *Identification of allocation of agricultural land in the rural areas and of land for construction of traditional or modern housing;*
- *Complete access to primary healthcare services;*
- *Determined fight against any form of discrimination of the Roma in all sectors (employment, access to public services etc.) and promotion of a collectively supportive attitude.”*

The Memorandum identifies the *difficulties* in the implementation of the national and local strategies and programs for the improvement of the Roma populations' life conditions:

- *“Limited available financial resources;*
- *The institutions and the necessary competencies for such a program of improvement of the Roma population's social-economic life are still in an emerging state”.*

The priorities of action that the memorandum identifies are similar to those in the Strategy and in the other mentioned documents, namely: solving the issue of identity cards, ensuring extended participation in education, stimulation of employment, access to social assistance and healthcare services, development of community infrastructure, access to modern housing, development of local partnerships and of awareness raising campaigns that aim to rehabilitate the self-image and the public image of the Roma population, to combat

all forms of discrimination of the Roma and promote a collective supportive attitude.

3.5. The Decade of Roma Inclusion

This initiative was adopted in 2004, for the period 2005-2015, by eight Central and Eastern European countries with the support of the international community, and it represents the first collaborative effort of this scope dedicated to the improvement of the Roma situation. The Decade is, in fact, a political decision of the countries of the region to reduce the economic and human development disparities, and to break the vicious circle of poverty. It is expected that at the European level there will be coordination and transparency in the policies for the Roma. Each of the participating countries has developed or is in the process of developing national plans of action, with clearly defined objectives and benchmarks.

The decade is supported internationally by institutions such as the Open Society Institute, the World Bank, the European Commission, the United Nations Development Program, the Organization for Security and Cooperation in Europe, the Council of Europe, and the European Council's Development Bank.

The essential stated value of the Decade is represented by the participation of the Roma. The representatives of the Roma and of non-governmental organizations must participate in all phases of the program development, including as members of the Steering Committee.

The domains that were chosen for the Decade are: *education, healthcare, employment and housing*. Also, there are themes that transcend all the major domains, such as *poverty, discrimination and gender issues*.

In the field of *education*, the following were defined as priorities:

- Ensuring access of the Roma to compulsory education;
- Improvement of the quality of education;
- Implementation of integration and desegregation programs;
- Extended access to pre-school education;

- Improved access to post-secondary education and adult education.

In *the field of employment*, the priorities that were identified are:

- Improved opportunities through education and vocational training;
- Extended participation in the labor market through active measures;
- Improved information about the labor market;
- Reform of the employment services.

In *healthcare*, the priorities are:

- Ensuring access to healthcare services;
- Improvement of the databases containing information on the Roma people's state of health;
- Increased inclusion of the Roma in the healthcare services;
- Improvement of the state of health in vulnerable communities.

Housing has the following priorities:

- Addressing discrimination in access to housing;
- Improvement of living conditions in the Roma communities;
- Extended access to housing.

3.6. Roma Education Fund

REF is a structure that will contribute to the elimination of the existing gap between the education of Roma and non-Roma people and to ensuring equal access to quality education, including desegregation of the educational systems. REF operates from 2005, with funding of approximately 30 million USD, most of it donated by George Soros, one of the initiators of this fund.

The fund will operate in the following *directions*:

- support ideas, projects and programs that lead to the improvement of school success of the Roma, in the context of the Roma Inclusion Decade;
- interprets „education” in the widest terms, including formal and vocational education, for children and adults;
- operates as a grant-making agency, not as an implementing agency;
- makes funds available and seeks funds;
- operates in a balanced manner as concerns the beneficiary countries;
- supports the activities that respect and include the will of the Roma people;
- establishes a simple and rapid grant-making system;
- serves as a forum of advocacy;
- centralizes the relevant information in the field.

As one can notice, the two international initiatives are somewhat complementary, education being considered a central pillar of the improvement of the Roma situation, with sustainable, long-term impact. Even if the major goal of the Decade is to break the vicious circle of poverty, the measures and themes that transcend the main domains of action, i.e. anti-discrimination and women’s participation, will strike a balance between the two perspectives, of poverty and combating discrimination.

In fact, only through the complementary approach can progress be granted, with the essential ingredient of direct participation of the members of the Roma community. For the time being, the public policies for the improvement of the Roma situation have not met with success in ensuring the Roma people’s participation. It is necessary to become aware of this element at all levels of decision-making and implementation of public policies for the Roma, from the simple clerks to the highest public servants. For this, support for the Roma civil society is absolutely necessary.

3.7. Millennium Development Goals

191 countries signed in New York, in 2000, the „Millennium Declaration of the United Nations: human development – an objective of primordial importance“. This document reiterates the commitment of the international community to the fundamental values of humankind – liberty, equality, solidarity, tolerance, respect for nature and shared responsibilities – and emphasizes the importance of resolving severe problems connected to the affirmation of peace, respect for human rights, ensuring sustainable development and protection of the environment.

From the Millennium Declaration result the *Millennium Development Goals* (MDG), which define in a concise manner the targets to be achieved by 2015:

- Eradicate extreme poverty and famine;
- Achieve universal access to primary education;
- Promote gender equality and enable women;
- Reduce child mortality;
- Improve maternal health;
- combat HIV/AIDS, malaria and other diseases;
- ensure the sustainability of the environment;
- create global partnerships for development.

In this context, protecting minorities and improving their living conditions are important elements.

CHAPTER 4. THE DIVERSITY OF ROMA-TARGETED PUBLIC POLICIES AND OF SOCIAL ACTORS; THEIR COMPLEMENTARITY

4.1. General framework for the enforcement of public policies

The situation of the Roma has represented and will continue to represent a matter of interest for various social actors, both domestic and external: the scientific milieu, the Romanian political environment, the governmental, inter-governmental and non-governmental sectors. On the other hand, what also matters is the overall social and political context of Romania: Romania's NATO accession and its future accession to the European Union allowed for a reorientation of policies towards various population segments which have been hard hit by the transition towards a market economy; the Roma population is one of these segments.

In this context, since 1997 the Romanian Government has paid increasing attention to the national minorities' right to express themselves and to the creation of a framework for the elaboration and enforcement of policies targeted at national minorities in general and at the Roma minority in particular. (See graph 1.)

1997 saw the establishment of the Department for the Protection of National Minorities, headed by a Delegated Minister to the Prime Minister of Romania. This department included the National Office for the Roma, as an institution representing Roma interests and problems.

A year later, in 1998, the Department for the Protection of National Minorities established an Inter-ministerial Subcommittee for the Roma (ISR), made up of institution representatives and Roma representatives,

brought together under the name of Roma Associations' Working Group (RAWG, Romanian GLAR). The purpose of establishing the Inter-ministerial Subcommittee for the Roma was to prepare the White Paper for PHARE program RO 980301 "Improving the Condition of the Roma in Romania".

The results of the 2000 elections had a direct effect on the Roma representative institution, the National Office for the Roma, which was involved in the preparation of the White Paper. The Department for the Protection of National Minorities was dissolved, and its tasks were taken over by the Ministry of Public Information. The White Paper became a memorandum on the "Strategic Framework for Improving the Condition of the Roma", adopted by the Government on 7 December 2000.

Up to mid-2005, the role and the position of the National Office for the Roma in the hierarchy of institutions changed. At the end of 2004, the staff and responsibilities of the Office were transferred to the National Agency for Roma, established under Law 7/2005.

4.2. The complementarities of public policies for the Roma

At the end of 2004, the National Agency for Roma (NAR) was established as a specialized body of central public administration, whose main task was to co-ordinate public policies for the Roma.

In order to avoid any overlapping of tasks related to the implementation of public policies for the Roma, and especially in order to direct the work of the newly-established institution, we started out from the idea of complementary public policies for Roma and we have analyzed the policies that were designed, the policy objectives, the duration of their implementation and the agencies responsible for enforcing public policies for the Roma. The results of this analysis point to a confirmation of the assumption that all the Roma-targeted public policies elaborated between 2001 and 2005, both nationally and internationally, are complementary.

We analyzed the complementarities of public policies targeting the Roma starting with the Government Strategy for Improving the Condition of the Roma, the first mission statement undertaken as a definite commitment by the Romanian Government, drafted with the involvement and consent of Roma organisations / experts in Romania. We analysed the wording of these policies, the similarities and the differences between the four public policies, and we found that similarities prove the focusing of efforts on certain key-areas that are common to the public policies under analysis, while the differences between policies help ensure complementarity with previously developed public policies; we called these differences *elements of novelty*.

The Government Strategy for Improving the Condition of the Roma (the Government Strategy, due for implementation between 2001 and 2010)

Brief overview of the policy

The Government Strategy is a political commitment undertaken by the Romanian Government as part of the negotiation process regarding Romania's EU accession, in keeping with the 2001 Accession Partnership.

Pursuant to numerous references to the social and economic status of the Roma and to the necessity for its improvement, against the background of accession preparations, the Roma issue has become one of the political criteria for accession, and putting this criterion into practice became a matter for state institutions, which have to act in partnership with the organizations of this minority.

In early 2001 the executive proposed the debate and adoption of a comprehensive document based on the 2000 Strategic Framework, of the 2000 Agenda and of other national and international acts providing for measures meant to improve the condition of the Roma.

Governmental Decision H.G. 430 / 2001 on the Government Strategy for Improving the Condition of the Roma spans 10 years and includes a Mater Plan of medium-term measures, covering 10 major sector areas.

According to the principle of sector-based division and decentralized execution, the Government Strategy provides for an organization, co-ordination and control structure, as well as specific tasks for the institutions, public authorities, and non-governmental organizations involved in the implementation of the Master Plan of Measures.

The aim of the Strategy is to enhance Roma participation in the economic, social, educational, cultural and political life of society, by their involvement in sector-based community development and assistance programs.

The duration of the implementation of the Strategy is 10 years (2001 – 2010) and involves a medium-term Plan of Measures (2001-2005).

Areas of action

The sectors covered by the Strategy are the following: administration and community development, housing, social security, health, economic, justice and public order, children's welfare, education, culture and religious affairs, communication and civic involvement.

Since 2002, the implementation of the Strategy focused more intensely on five areas: education, health, employment, housing, administration and community development. The fight against discrimination and poverty is also included as one of the underlying objectives of the Strategy.

The implementing agency is the Romanian Government, through the National Agency for Roma, which acts as the executive body of the Joint Committee for the Implementation and Monitoring of the Strategy.

The National Plan for Fighting Poverty and Promoting Social Inclusion (the Anti-Poverty Plan, due for implementation between 2002 and 2012)

Brief overview of the policy

Right after the Government Strategy was adopted, between 2001 and 2004 there was a shift in the focus of social policies, both in Romania

and in the European Union: stress shifted from a unilateral approach to the fight against poverty towards a wider process of social inclusion and development. This new orientation led to the establishment in 2001 of the *Committee for Fighting Poverty and Promoting Social Inclusion* (Romanian CASPIS), approved through a 2002 governmental decision. The main tool for co-ordinating social inclusion policies was the *National Plan for Fighting Poverty and Promoting Social Inclusion* (the Anti-Poverty Plan), passed under Governmental Decision H.G. 829 / 2002.

The Anti-Poverty Plan was conceived according to the model provided by the European Council of 2000 for national plans of the Member States; it puts forth a set of principles underlying anti-poverty policies, a set of strategic objectives on the medium and long term (2002-2012), and a series of short-term objectives, for the 2002-2004 (remainder of the) term of office.

In order to measure social inclusion from the perspective of Romania's EU accession and of the review of the Anti-Poverty Plan scheduled for 2007, CASPIS started the process of preparing a methodology for computing the social inclusion indicators shared by EU Member States and those that are specific to Romania.

The Anti-Poverty Plan was approved by the Government in 2002; an entire chapter (Chapter 14) is dedicated to decreasing the poverty and social exclusion affecting the Roma. The plan aims to strengthen the involvement of Roma communities in the economic, social, educational, and political life of Romanian society, and to improve their access to healthcare. As in the case of the Government Strategy, the philosophy of the Anti-Poverty Plan is based on the activation and accountability of Roma community members.

The Anti-Poverty Plan proposed a series of principles which to constitute the basis for an anti-poverty policy, a set of short-term strategic objectives (2002-2004), and a distinct set of medium/long-term objectives (2002-2012).

The scope of the Anti-Poverty Plan (Chapter 14, on Roma)

In order to improve the condition of the Roma population, the Anti-Poverty Plan provides for 8 strategic objectives. One priority in approaching these objectives is to settle the status of ID papers and title

to housing and ownership, followed by measures in the fields of education, healthcare, economy, housing (land for building sites and agricultural land). Rehabilitating the collective self-image and the public image of the Roma population, fighting all forms of discrimination against the Roma, and promoting a supportive collective attitude are cross-sector fields of action.

The duration of implementation of the Anti-Poverty Plan is 2002-2012.

The implementing agency. The national co-coordinator for the Anti-Poverty Plan is CASPIS, and the National Agency for Roma is in charge of implementing and/or coordinating measures contained in the plan.

The Joint Inclusion Memorandum (JIM, due for implementation between 2005 – 2010)

Brief overview of the policy

The fight against social exclusion and poverty is a new approach to poverty, combining joint objectives and national action plans with an action plan of the European Commission meant to encourage co-operation in this field.

JIM outlines the strategic lines and the major objectives for which measures are to be designed within the National Plan for Fighting Poverty and Promoting Social Inclusion, due for a review in the context of Romania's EU accession.

According to the Accession Partnership, the Romanian Government and the EU Directorate General for Employment and Social Affairs prepared the Joint Social Inclusion Memorandum, which prepares Romania's full post-accession participation in the open method for coordinating social inclusion.

This document outlines the main challenges to the approach of poverty and social exclusion and presents the main measures taken by Romania on the basis of the agreement in order to start transposing the joint objectives of the European Union into national policies; it also identifies the main methods to be used for the future monitoring and review of the policy.

The participation model is integrated in the process of elaborating and implementing policies, plans, and strategies for action; the very preparation of the Anti-Poverty Plan is founded on extensive social dialogue with various public institutions, management and labour, non-governmental associations and organisations.

In order to implement JIM objectives, the European Commission and Romania agreed that investment in the administrative capacity of national, regional and local authorities constitutes a priority. Also, it is important that dialogue and co-operation should be improved between public structures, as well as between public structures and the civil society, social partners, and NGOs.

Progress in the implementation of these policies will be evaluated in the context of the EU process of social inclusion, whose goal is to have a significant impact on the eradication of poverty in Europe by 2010.

As far as the Roma are concerned, JIM provisions refer to completing the implementation of the Government Strategy for Improving the Condition of the Roma, in particular to the elimination of problems such as the lack of identity papers, support to professional training and employment, education, healthcare, infrastructure and housing development programs, all meant to contribute to the social inclusion of Roma ethnics and to continue the fight against discrimination.

The overall aim of the JIM is the sustained promotion of a cohesive and inclusive society, and increasing the well-being of the population while rapidly reducing the serious issues of extreme poverty and social exclusion generated by the crises of the last decades.

The goal of the JIM is to promote social inclusion and to fight poverty so as to achieve the Lisbon objectives.

The duration of implementation is 2005 – 2010.

The scope of the JIM

JIM will mainly contribute to the following:

- capacity-building for government institutions;

- improving the living conditions of the Roma, by developing economic opportunities and providing employment;
- improving access to all levels of education and providing the younger generations with access to the minimal level of education;
- identifying and granting agricultural land to the inhabitants of rural areas; providing land for traditional or modern housing;
- providing full access to primary healthcare.

The implementing agency. The Ministry of Labour, Social Solidarity and Family acts as national co-ordinator for the JIM, and the National Agency for Roma is in charge of implementing those measures in the JIM whose main focus is the Roma population.

On 20 June 2005, the European Commission and the Romanian Government signed the Joint Social Inclusion Memorandum, whose goal is to prepare Romania for participation in the European Social Inclusion Strategy.

The Decade of Roma Inclusion (the Decade, due for implementation between 2005 – 2015)

Brief overview of the policy

The Decade is primarily conceived of as an international political commitment undertaken by the governments of nine states in the region¹. In 2003, Romania joined eight other Central and Eastern-European countries in the international initiative known as the *2005-2015 Decade of Roma Inclusion*, initiated by the respective presidents of the World Bank and Open Society Institute – New York, James Wolferson and George Soros.

After 2004, the year when the national plans for the Decade were drafted, the nine governments reasserted their commitment and

¹ *The countries participating in the Decade are the following: Romania, Bulgaria, Hungary, the Czech Republic, Slovakia, Serbia, Montenegro, Macedonia (FYROM) and Croatia. Other states wishing to join the process are welcome.*

undertook to promote active policies for the social inclusion of the Roma, focusing on four priority areas: education, healthcare, employment and housing, based on the underlying concept of fighting poverty, discrimination, and gender inequality.

The official start of the Decade was given in the presence of the international partners¹ who are members of the International Steering Committee (ISC) of the Decade, along with the delegations of the 9 participating countries.

The aim of the Decade is to significantly reduce the social and economic gaps separating the Roma population from other citizens (over a 10-year period).

The scope of the Decade

Its fields of action are the following: education, healthcare, employment and housing, based on the underlying principles of fighting poverty, discrimination, and gender inequality.

The implementing agency of the Decade is Romanian Government National Agency for Roma, whose President is the National Co-ordinator for the Decade.

During the previous meeting of the International Steering Committee, the Romanian delegation reasserted its commitment to ensure the Presidency of the Decade and its international secretariat for the period between July 2005 and July 2006.

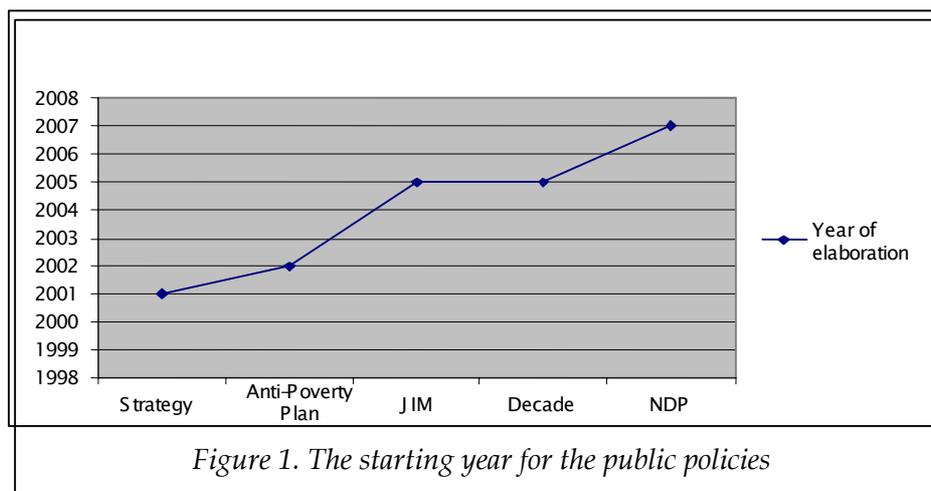
Since the major objective of the Decade is to render operational the concept of Roma social inclusion, the representatives of the Romanian Presidency and Government believe that emphasis in the implementation of the Decade should be laid on the inclusion of young Roma in the decision-making structures of central and local public administration.

¹ *The World Bank, Open Society Institute, EBRD, UNDP, OSCE-ODIHR, Roma Education Fund –REF. The European Commission initially participated as an observer; discussions are under way with regard to an increased EC involvement and the coordination of EU social policies and the efforts undertaken as part of the Roma Decade.*

Apart from the joint activities of member states, while acting as president of the Decade the Romanian Government, through the National Agency for the Roma, has two other priorities: to organise two meetings of the International Steering Committee of the Decade and to organise three topical meetings: a) mainstreaming complemented by targeting; b) information and communication: the role of the media; c) best practices in member states.

Conclusions

Since 2001, the Roma have constituted the target of several public policies designed at the national level by specialized institutions and proposed at the international level by the European Commission; these policies have been prepared with support from the government, as the executive agency of an accession country expected to become a Member State.



According to their year of elaboration, generally the duration of implementation of these policies is ten years (e.g., the Government Strategy and the Anti-Poverty Plan), accompanied by Action Plans spanning a government term of office (4 years).

In all of these cases, the results of enforcing national policies such as the Government Strategy and the Anti-Poverty Plan lead towards the

objectives of future European policies designed and implemented according to national particularities, such as the JIM, the Decade, the National Development Plan. The last one actually proposes a structuring of intervention function of which policies can be developed, i.e. a coherent approach to the post-accession funds known as structural funds (see figure 4.2).

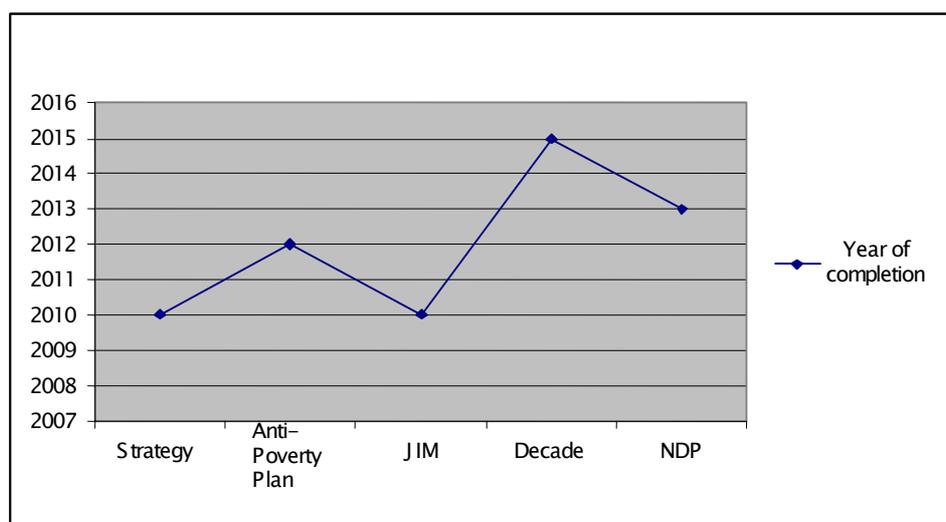


Figure 4.2. The year of ending the public policies

4.3. Language complementarities in Roma-targeted public policies

Function of the wording due to the general knowledge of specialists and in particular due to national and international institutional jargon, the goals of Roma-targeted public policies are the following: improving the condition of the Roma (the Government Strategy), reducing poverty and social exclusion (the Anti-Poverty Plan), the sustained promotion of a cohesive and inclusive society (JIM), and promoting active policies for the social inclusion of the Roma (the Decade).

Consequently, since 2005, function of an evaluation of the progress made in the implementation of the Government Strategy, of

Chapter 14 of the Anti-Poverty Plan, and of the EU context of the inclusion process, Roma-targeted policies have been elaborated in the same terms - i.e., the social inclusion of Roma, whose impact is to eradicate poverty in Europe.

Therefore, the future orientation of Roma-targeted policies developed in Romania is natural, since it matches existing constructions and the evaluations of the implementation of the Strategy, the Anti-Poverty Plan, the JIM and the Decade; the Decade is all the more concerned as it proposes a philosophy which, apart from an extended duration of implementation, entails a political commitment undertaken at international level by the governments concerned, as well as support and lobby from international institutions, organisations, and donors.

Not last, the Decade promotes a new approach, as it proposes that Roma issues be included in public policies so as to complement the estimated target-group of direct beneficiaries (mainstreaming and targeting).

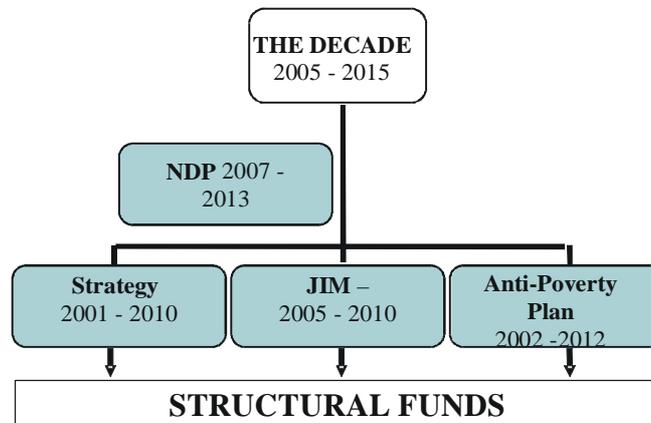


Figure 4.3

4.4. Complementarities of objectives and results throughout the implementation of Roma-targeted public policies

The objectives of the Decade are to promote social inclusion in four sector areas: education, healthcare, employment and housing, based on the principles of fighting discrimination, poverty, and gender inequality.

The objectives of the Government Strategy¹ are to make central and local public authorities accountable for the enforcement of concrete measures for improving the condition of the Roma in five sector areas: community development and public administration, education, healthcare, employment and housing, training of Roma human resources and including Roma human resources in decision-making processes; all of these should be based on the principles of antidiscrimination and gender mainstreaming.

The 8 objectives of the Anti-Poverty Plan will contribute to the improvement of Roma living conditions. The main challenges are in the areas of healthcare, education, economic status, housing, land and house ownership, civil status (identity papers). Solutions will be founded on the principles of fighting discrimination, rehabilitating the self-image of the Roma, and on-going training for Roma human resources.

The Joint Inclusion Memorandum (JIM), signed on 20 June 2005, states that it is a priority to complete the implementation of the Government Strategy; in particular, it is a priority to solve all the cases of persons lacking identity papers, to provide training and employment programs, as well as programs of healthcare, education and infrastructure

¹ As I mentioned above, starting with 2002 the implementation of the strategy was limited to five activity domains: education, health, employment, housing, administration and community development as approached by the National Agency for Roma through PHARE programs 1998, 2000, 2002.

The education domain was approached exclusively by the Ministry of Education and Research. The multi-annual programming 2004-2006, introduced, alongside with the sectorial approach of the same domains, another domain: the problem of legal identity.

Combating discrimination is the main task of the National Council for Combating Discrimination.

development, promoting the inclusion of the Roma community and continuing the fight against discrimination.

The year and context of elaboration of these public policies coincides with Romania's accession preparations; this is also important, since policies such as the Government Strategy, the Anti-Poverty Plan, and the JIM reflect the will of the Romanian government and of other Eastern-European countries, while the Decade also involves the willingness and commitment of international and inter-governmental institutions and organizations.

One primary conclusion related to the implementation pattern of Roma-targeted public policies is the "main current" started by European policies, followed by lobby from the Romanian Government and from national, international and inter-governmental institutions; this has led to the development of policies elaborated, implemented, monitored, and evaluated by recourse to Roma expertise.

Although the Government Strategy provides for action in 10 sector areas, since 2002 emphasis was confined to 5 areas: education, healthcare, employment, housing, administration and community development. Fighting discrimination has mainly been the task of the National Council for Fighting Discrimination, established through the Government Strategy.

The innovations included in the Anti-Poverty Plan are an addition to the activities proposed for the 5 sector areas of the Government Strategy. A case in point is education: in the context of increasing school attendance, the Plan refers to *pre-school education* and the *prevention of school drop-out and failure*; another example is the chapter on employment, which provides for massive support to secondary education, mainly vocational, but also comprehensive, leading to higher education and consequently better employment.

Other objectives of the Anti-Poverty Plan (other novelties which had remained unaddressed by the measures contained in the Government Strategy) which have a major importance in the implementation of public policies for the Roma are the following: settling the legal status of houses/land for which there are no ownership documents, rehabilitating the collective self-image and the public image of the Roma population.

What is of particular importance is the set of joint social inclusion indicators developed for EU countries and the specific indicators developed for Romania by CASPIS; these indicators can be applied in the evaluation of all public policies for the Roma.

The objectives of the JIM are complementary with the Government Strategy in that the JIM contains provisions on strengthening the capacity of governmental institutions and on tackling major issues to be presented in detail below. Whereas the Government Strategy provided for implementation structures within ministries (the central level), prefectures and municipalities (the local level), with Roma expertise made available in prefectures and municipalities, the Joint Inclusion Memorandum proposes that their capacity should be further strengthened, in order to enable them to deal with major issues such as: the development of economic opportunities and the creation of jobs, education, full access to healthcare services, and, in the long run, support to the future preparation of Programming Documents for accessing Structural Funds.

The novelty of the JIM is the series of measures concerning the identification and granting of agricultural land to the Roma in rural areas, as well as land for the construction of traditional or modern housing.

Through the priorities reasserted during the meetings of the International Steering Committee and the Terms of Reference, the Decade stresses the need to strengthen institutional capacity and the capacity of Roma NGOs; it proposes that Roma youth should be included in the decision-making structures of central and local public administration. Therefore, one of the novelties of the Decade is the introduction of Roma expertise in the structures of central public administration, which had not been covered through the Government Strategy, JIM, or the Anti-Poverty Plan.

On the other hand, against the same background of strengthening the capacity of government institutions, the Decade also deals with strengthening the capacity of the National Agency for Roma, the specialized body of central public administration, established under Law 7/2005, and of the PHARE Program Implementation Unit, which is responsible for the elaboration, implementation and monitoring of PHARE programs based on the Government Strategy.

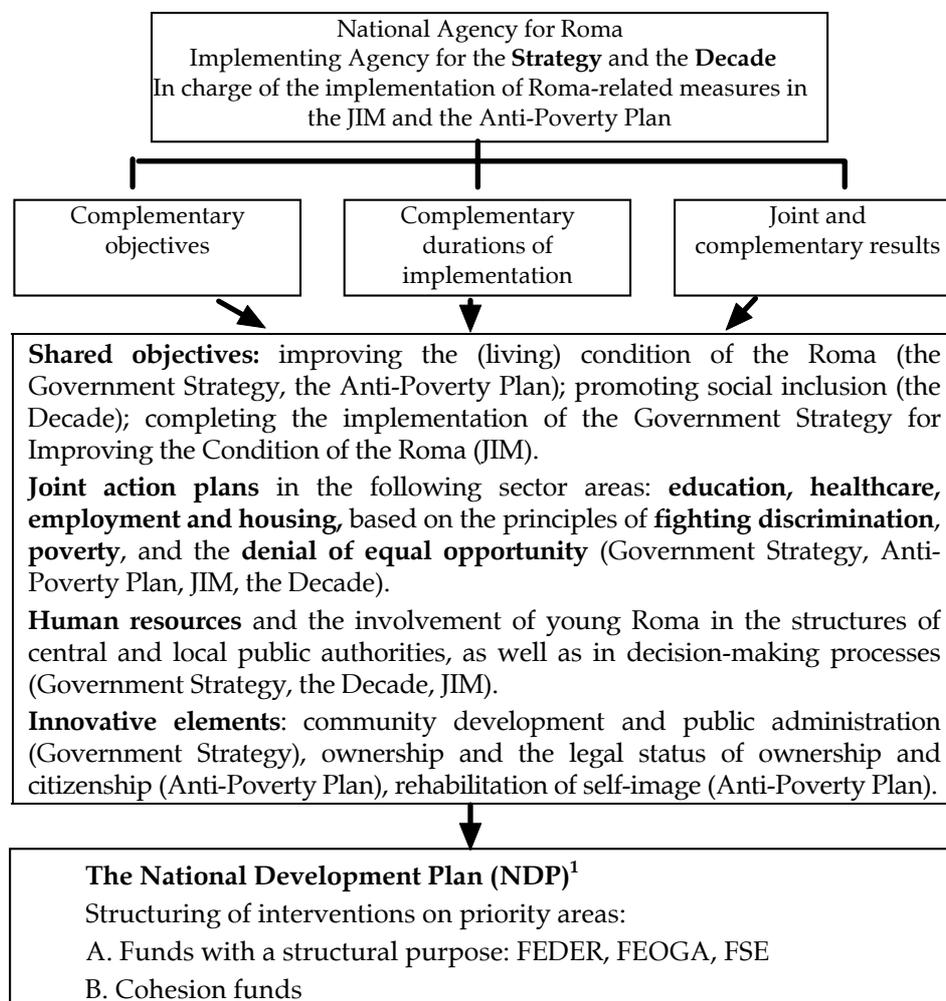


Figure 4.4.

¹ *Governmental Decision H.G. 1323/2002 on the joint elaboration of the National Development Plan* provides the legal basis for the establishment and development of inter-institutional relations and of partnership structures at national and regional level; it also specifies clearly the role of ministries, of Regional Development Agencies (RDAs), and of other institutions involved in the elaboration of NDP.

According to the above decision, the Ministry of Public Finance became the main actor in charge of the multi-annual financial programming of the development priorities established in the NDP; this is to ensure a better coordination between the planning of the NDP and the planning of multi-annual budgets.

We may conclude that the Anti-Poverty Plan tackles major issues faced by the Roma minority, and its innovative elements ensure the actions included in the sector areas of the Government Strategy are complementary. The policy lines intended to create a more inclusive and cohesive society, as well as the innovative elements contained in the JIM, are complementary to the Anti-Poverty Plan and the Government Strategy; in the long run, they support the preparation of future programming documents related to the Structural Funds (NDP).

Therefore, the philosophy of implementing the Decade in Romania should take into account the “main trend”, i.e. the action programs of the European Commission, and to ensure they are complementary to the JIM, the Anti-Poverty Plan, and the Government Strategy; it should prepare institutions and Roma representative structures for the elaboration of National Development Plans, and it should prepare the main beneficiaries, i.e. the Roma minority, to apply for and enforce Structural Funds.

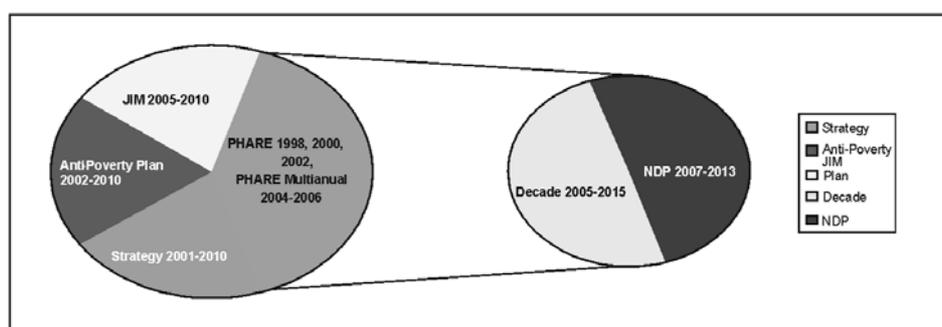


Figure 4.5. Complementarities in the implementation of public policies targeting Roma

What is meant by strengthening the capacity of governmental institutions?

Human Resources

As mentioned before, the Government Strategy provides both for an implementation structure, and for measures meant to strengthen

institutional capacity, such as the inclusion of Roma in decision-making processes. Therefore, the Government Strategy aims first of all to train and promote an intellectual and economic Roma elite, whose role is to act as a facilitator of social integration and mainstreaming measures.

The Government Strategy laid stress on strengthening the institutional capacity of the newly-established local structures (County Offices for the Roma within Prefectures, Roma experts within municipalities) whose role was to ensure a coherent approach to the Strategy by mid-2005; however, the low institutional capacity of the National Agency for Roma has frequently been criticised in European Commission reports on the progress made by Romania towards accession.

The JIM takes over the idea of strengthening institutional capacity by proposing a new model: the active involvement of Roma in social and economic life, by strengthening partnerships between public institutions and Roma representative groups¹.

Therefore, the Decade priority of including Roma youth in the structures of central and local public administration are more than complementary with the provisions of the Government Strategy and the JIM concerning the strengthening of institutional capacity in government institutions in order to tackle the major issues defined by the Government Strategy, the Anti-Poverty Plan, JIM and the Decade.

In conclusion, the first document that provides for an implementation structure for public policies that may be shared by all the policies concerning the Roma in Romania is the Government Strategy; however, in practice these provisions are not covered by Roma expertise at the level of central public administration, and the hiring of Roma experts within municipalities remains a problem for local administrations.

The Decade approach, which envisages the inclusion of Roma youth in public administration structures, both central and local, should focus at least on the inclusion of Roma youth in line ministries in charge of the

¹ *Members of the local structures (about 500 persons) working as experts within County Offices for the Roma, local experts, health mediators, NGO representatives, were trained through the PHARE 2002 program of the National Agency for the Roma, the institutional building component.*

implementation of Strategy chapters, of the Anti-Poverty Plan, of JIM and the Decade, specifically the Ministry of Education, the Ministry of Labour, Social Solidarity and Family, the Ministry of Administration and Internal Affairs, the Ministry of Transport, Construction and Tourism, the Ministry of Health, the National Council for Fighting Discrimination, the Agency for Equal Opportunities, the Ministry of Justice.

The co-ordination of Roma-targeted public policies also requires the strengthening of the National Agency's capacity in general and of the PIU in particular, so as to enable these two institutions to better manage future EU-funded programs.

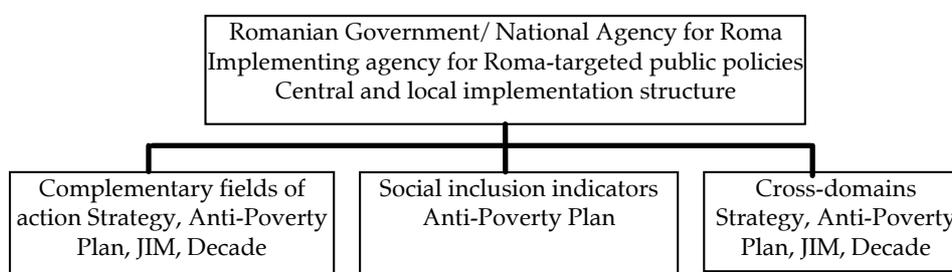


Figure 4.6

4.5. Public policy costs / contributions

The financial support earmarked for the Master Plan of Measures of the Government Strategy was ensured mainly by the European Commission, through pre-accession programs, while the Romanian Government contributed the required co-financing.

Amounts allocated by the European Union for Romania

PHARE 1998, a program whose value was 2 MEUR, was completed between 2001 and 2004.

A new fund, *Civil Society Development*, amounting to 1 MEUR, was contracted in 2000.

A new PHARE program, amounting to 6 MEUR, was prepared in 2002 on the basis of the Plan of Measures included in the Government Strategy.

1. PHARE RO 9803.01, whose total value was of 2 MEUR, consisted of a training component (1.1 MEUR) and a grant scheme (900 000 EUR), made available for projects developed in partnership by local public authorities and Roma community representatives (2000 – 2002).

40 out of 334 project proposals were awarded contracts; 11 projects were proposed by Roma NGOs, 12 were proposed by other NGOs, 13 by municipalities, and 5 by other public institutions. The funded projects covered all of the 10 sector areas defined by the Government Strategy.

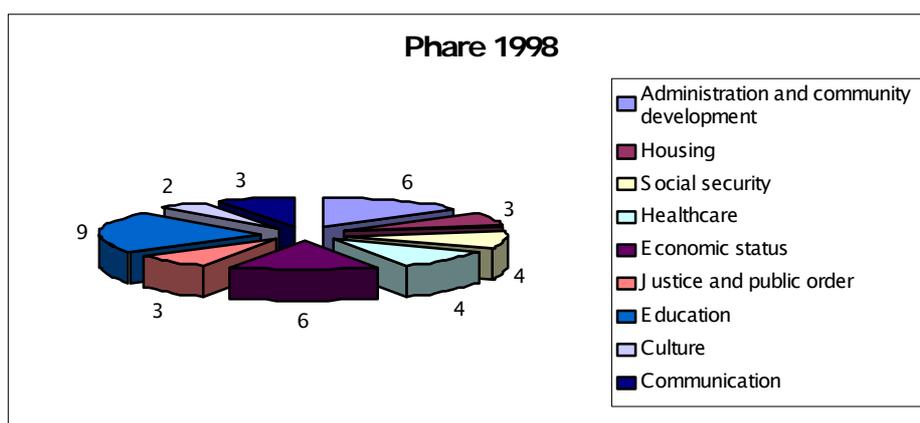


Figure 4.7

2. PHARE RO 0004.02.02

February 2002 saw the kick-start of the second PHARE fund, RO 0004.02.02, "Civil Society Development 2000", including a 1 MEUR grant scheme for "Improving Roma Condition"; 300 applications for funding were received. Contracts were awarded to 36 projects in the following fields: public administration and community development, education, health, social security, communication and civic involvement. The projects were implemented in 2002-2003.

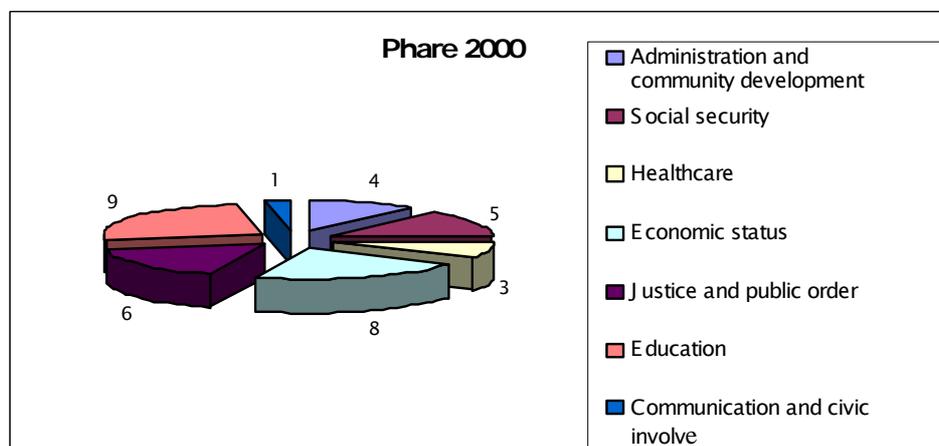


Figure 4.8

3. PHARE RO 2002/000-586.01.02, "Support to the National Strategy for Improving Roma Condition", has a total value of 7.6 MEUR, out of which 6 MEUR provided by the European Commission and 1.6 MEUR contributed by the Romanian Government.

The program aims to strengthen the participation of Roma communities in the economic, social, educational and political life of Romanian society and to improve Roma access to healthcare. 531 applications were submitted to the PHARE 2002 grant scheme, amounting to 4 322 740 EUR. 65 project proposals were funded, as follows: 34 projects in the field of professional training and income-generating activities (1 482 908 EUR); 14 projects in the field of infrastructure and social housing (2 189 834 EUR); 17 projects in the field of healthcare (647 196 EUR).

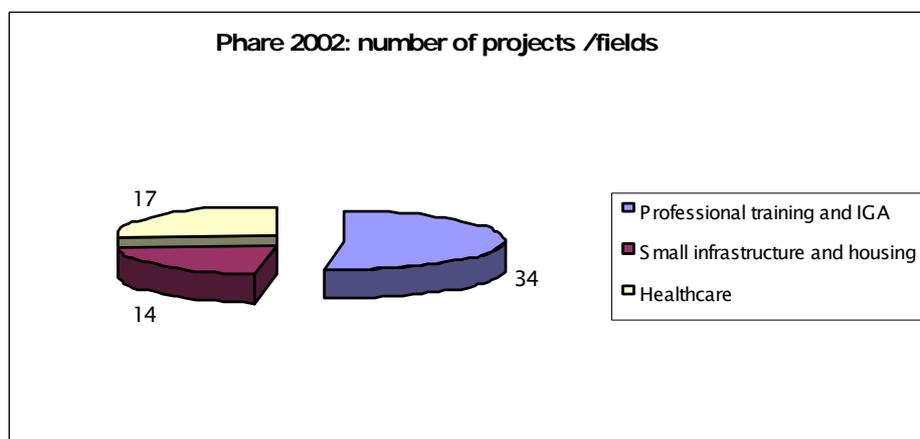


Figure 4.9

4. PHARE 2004-2006 Multiannual Program

In December 2004, the European Commission and the Romanian Government signed the Financing Memorandum on the PHARE 2004-2006 Multiannual Program, which includes the political criteria – minorities – as a subprogram, with a financial allocation of 44 160 000 Euro (35 MEUR contributed by the European Commission and 9.16 MEUR contributed by the Romanian Government).

Six priorities have been identified for this program: identity papers for the Roma, public awareness and information programs related to Roma issues, developing the institutional capacity of the National Agency for Roma and the local structures involved in the implementation and monitoring of the Government Strategy, community development, education and healthcare.

The first sector fiche of the Multiannual Programming, approved in December 2004, earmarks an amount of 8.5 MEUR for two projects:

- institutional development of the implementation structure of H.G.430/2001, amounting to 4.5 MEUR,
- developing the institutional capacity and improving the educational environment in certain schools, amounting to 4 MEUR.

5. PHARE in the field of education

As far as education is concerned, EU funds allocated to the Ministry of Education and Research were used in order to support the educational process of children, Roma children included.

- PHARE RO 01.04.02, “Access to education for disadvantaged groups, with focus on the Roma”, started out in 2002 with a total value of 8 330. 000 EUR, out of which 7 MEUR contributed by the Commission and 1 330 000 EUR contributed by the Government.
- PHARE RO2003/005-551.01.02 “Access to education for disadvantaged groups”, with a total amount of 13 310 000 EUR, out of which 11 000 000 EUR contributed by the European Commission and 2 310 000 Euro contributed by the Romanian Government.
- The 4-MEUR Sector Fiche of the Multiannual Programming approved in December 2004 provides for the development of the institutional capacity and improvement of the educational environment in certain schools.

The Government contribution to the Multiannual Programming (9.16 MEUR, according to estimates) will be managed simultaneously and will cover the same components of the programs.

State budget amounts earmarked for the Strategy

1. The Romanian Government preparations for signing the Financing Memorandum of December 2002 meant compliance with certain conditions laid down in PHARE 2002; failure to comply with them would probably have led to delays in signing the Memorandum.

As a consequence, the Romanian Government financial contribution to PHARE 2002, amounting to 1.6 MEUR (56 billion ROL) was included in and approved under the 2003 state budget.

In the same year, this amount was made available for projects selected according to a methodology devised by the National Agency for the Roma, in the framework of the program entitled “Partnership for

Roma Support - 2003". 97 applications for funding were received and examined; the applicants (local public authorities, in partnership with NGOs and/or local initiative groups) proposed activities in the same fields as those of PHARE 2002 (healthcare, small infrastructure, house rehabilitation, income-generating activities, vocational training). 27 projects were funded and covered the following fields: 8 house rehabilitation projects, 11 projects for the building or rehabilitation of small infrastructure, 2 projects for the purchase and cultivation of arable land, 4 income-generating projects, 1 human resource training project, and 1 project for promoting the image of the Roma.

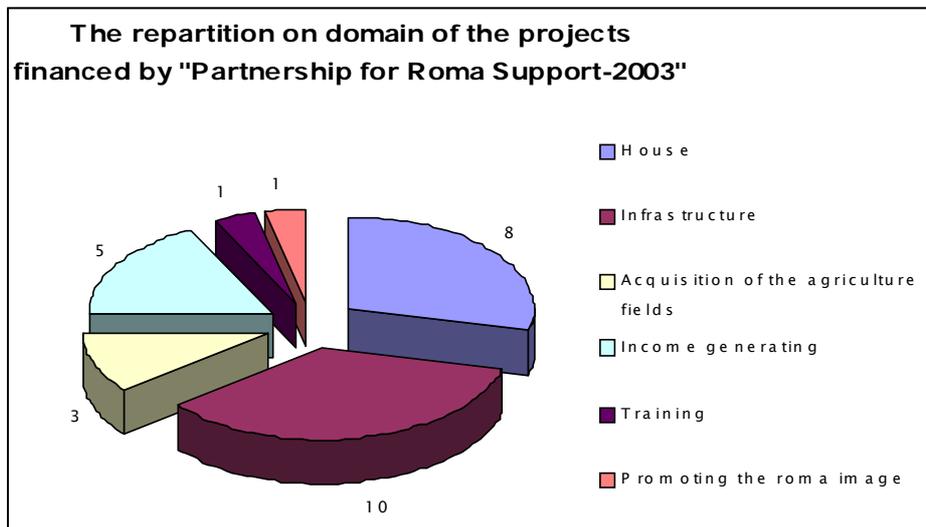


Figure 4.10

2. The 2004 budgetary allocation provided an amount of 64 billion ROL for "Activities of implementing and monitoring the Strategy for Improving the Condition of the Roma - 2004". In September 2004, the Government signed a Memorandum on the cofinancing and management of the abovementioned program by the Secretariat General of the Government, the Department for Inter-Ethnic Relations, and UNDP.

The objective of the Memorandum was to co-finance and manage the program entitled "**Activities of implementing and monitoring the Strategy for Improving the Condition of the Roma - 2004**", to which UNDP contributed an amount of 4 080 000 000 ROL (120 000 USD).

220 projects were submitted by local public authorities in partnership with initiative groups and/or Roma NGOs. The examination and selection committee identified 83 eligible projects, out of which 17 received funding, as follows:

- 9 **local infrastructure** projects (connection to the electricity supply network (4), tarmacking roads (4), establishing a community cultural centre (1));
- 4 projects in the field of **income-generating activities** (blacksmith workshops, wickerwork, small-size animal farm)
- 1 project in the field of **healthcare** (establishing a healthcare facility), and
- 3 **school rehabilitation** projects in Roma communities.

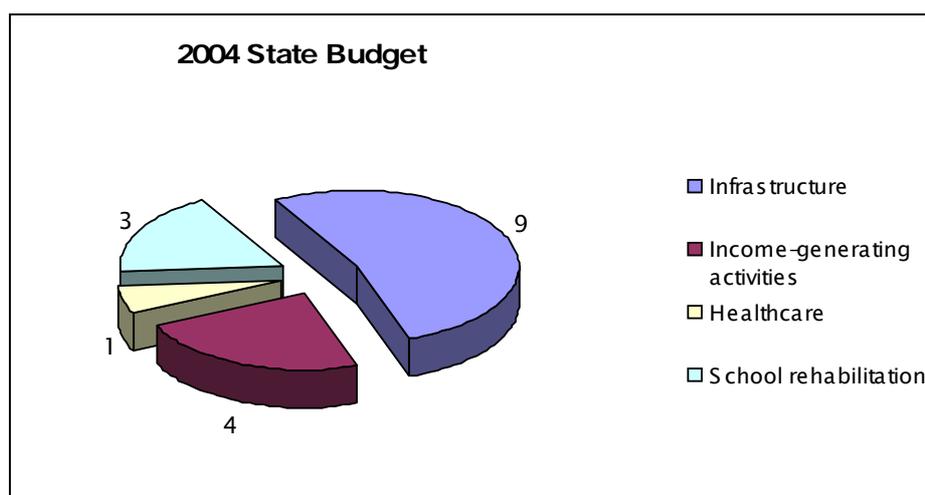


Figure 4.11

Conclusion

- By mid-2005, with the exception of Ministry of Education programs, an amount of 9 MEUR was allocated by the European Commission for the 10 sector areas of the Strategy, out of which 2.4 MEUR were used for institutional building and 6.6 MEUR represented grant schemes. 141 projects were funded through the grant schemes.

- Out of the state budget amounts, 120 billion ROL were used in the implementation of 44 projects.
- The total amount allocated to the Strategy is 12.2 MEUR.
- The total number of implemented projects is 185.

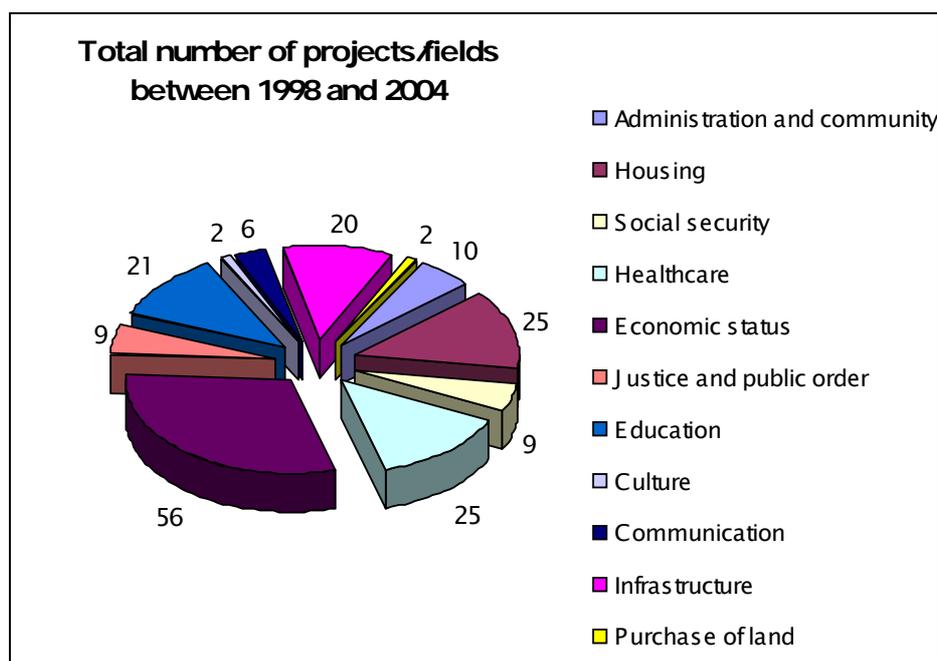


Table 4.12. Total number of projects / fields between 1998 and 2004

Allocation of financial resources according to the objectives defined in public policies for the Roma

Up to 2005, the financial resources allocated for the Government Strategy focused on the following sector areas: vocational training, employment, healthcare, housing, small infrastructure, income-generating activities.

The same areas will receive support through the Multiannual Programming; in addition, new areas will be considered, such as: identity papers, information and public awareness campaigns concerning the

rights and duties of Roma citizens, capacity development for the National Agency for Roma and the local structures involved in the implementation and monitoring of the Strategy. All of these areas are common to public policies for the Roma.

Nevertheless, even if these Roma-targeted measures are funded through PHARE and cofinanced by the Romanian Government, they require a long-term approach likely to lead towards a cohesive and inclusive society, complemented by a rapid decrease of the severe problems of social exclusion and extreme poverty generated by the crises of the last decades (as stated in the JIM).

Therefore, EC funding and state budget funding for future programs and policies could focus on the same areas, which so far have been insufficiently addressed; the social and economic gaps separating the Roma from the general population have not yet been reduced, although this is one of the Decade objectives.

It is equally important to invest in the administrative capacity of national, regional, and local authorities, to enable them to tackle major issues such as: the development of economic opportunities and the creation of jobs; education; full access to healthcare; (long-term) support in the preparation of future programming documents for access to Structural Funds (proposed by JIM).

The integrated model set forth in the JIM and the Decade, as well as involvement in the process of elaborating and implementing policies, plans, and action strategies, on the basis of an all-encompassing social dialogue, could ensure the orientation of active policies for the social inclusion of the Roma towards common areas of domestic and international public policies.

4.6. Proposal to the implementation of public policies for Roma population living in Romania

1. Human Resources

At the central level:

1. Increasing the institutional capacity of NAR;

2. Employing Roma human resources in the line Ministries responsible with the implementation/ coordination of the public policies for Roma;
3. Permanent dialog with all the nongovernmental Roma Organizations, setting up the working groups close to NAR and line Ministries

At the local level:

1. Setting up the County Roma Offices in Prefecture and increasing their capacity in order to be prepared for approaching the major problems defined in the Strategy of the Government, National Action Plan Anti poverty and Social Inclusion, JIM, and Decade of Roma Inclusion.;
2. Setting up the Regional Offices of NAR.
3. Coordination between the Roma County Offices and the Regional Offices of NAR.
4. Employing Roma representatives in the City halls.
5. Setting up at the county level Social Inclusion Centers. In these Centers, the Roma human resources could act in order the public policies to be implemented at the local level.

CHAPTER 5. THE OPEN SOCIETY FOUNDATION IN ROMANIA, THE PROMOTER OF THE PUBLIC POLICIES FOR ROMA

5.1. Open Society Foundation and the Roma programs

The Open Society Foundation Romania, hereinafter OSF Romania, is a non-governmental non-political and non-profit (non-commercial) organization, established in 1997, being in fact a continuator of the Soros Foundation for an Open Society, established in 1990.

In accordance with its main strategy, the main objective of its activities are the achievement, in Romania, of an open and pluralist society founded on a stable and functional democracy, with transparent institutions which are meant to serve the individual.

By the programs financed in Romania, the OSF wishes to support the achievement of reform in four essential fields: public administration, law, health and education. In addition to these there is a program for interethnic relationships for which the Roma organization-initiated projects are eligible. To a greater or lesser extent, all these priority fields also include financial support for the Roma communities.

Finding that there is need for a program that would mainly focus on the Roma communities, the OSF has been developing a new direction in this field since 1997. Ever since 1998 this program become exclusively dedicated to the Roma civil society and communities.

In 1997, OSF. initiated a comprehensive program with a USD 500,000 budget, focused on the following domains:

- Study-based testing and identification of needs and priorities
- Education

- Health
- Roma history and culture
- Publications

The greatest part of the funds allocated during 1999 (USD 386,000) were grants towards Roma and non-Roma beneficiaries.

The funding was developed through the OSF branches.

Box 5.1

Projects funded in 1997

- Assistance for the underprivileged Roma communities
- School development in the Roma communities
- Improving inter-ethnic relations with the support of the media
- Stimulating the employment of Roma within the local public administration systems
- Preparing Roma candidates for the admissions exams for university
- Mini-lab PC
- Intercultural education and teaching
- The Calderash Roma – between traditions and modernity
- Restitution and research activities in Roma community related fields
- Publishing of the volume "Stories of the Gypsies' by Viorica Hubar
- Elaboration of a collection regarding the language and the literature of the Roma in Romania, by publishing 7 volumes with the Kriterion Publishing House
- Professional, social and economical counseling for the trade unions of the Roma
- The Bureau for legal protection of the Roma minority
- Cultural interferences – communication via the arts
- Program for educating the Roma children
- The Cultural and Educational center for the Roma in the Strand neighborhood
- Album on the Roma in Moldova
- Extracurricular activities aimed at improving school attendance in the Roma communities

- Identification of employment opportunities for the underprivileged Roma families
- Weekly show of the Roma on the local Radio Station in Târgu-Mureş
- "What are the Roma and what they are not?" contest and festival
- Day center for the Roma students
- PARTIUM – Improving the relations between the Hugarian and Roma ethnics in the village of Eliseni
- Intensive tutoring for a group of Roma students
- Bilingual math textbook for the 1st graders (Romanian –Romaes and Hungarian - Romaes)
- Education of the children in the village of Praid
- The Roma International festival
- The Resource Center for Social Intervention
- Program for educational and social support

In 1998 the funding plan was restructured to the effect that it addressed specific issues, identified as priorities in the past, part of the funding being allocated through the Cluj branch of the OSF.

Thus, the following funding lines have been developed:

1. Step by step in the Roma communities – Bucharest - 8,182 USD
2. School development in the Roma communities – 55,451 USD
3. Counseling for the Roma students – Bucharest –65,500 USD
4. Scholarships for the Roma students – Iaşi - 14,459 USD
5. Legal assistance in the Roma communities –Bucharest
6. Regional Roma program- Bucharest - 9,773 USD
7. New initiatives for the Roma people – Iaşi- 26,069 USD
8. Mass-media for the improvement of the interethnic relationships – Timișoara – 6,323 USD
9. Roma fund – Bucharest - 82,684 USD
10. Improvement of the local administration's behavior in relation to the Roma communities / Equal chances

11. Primary medical assistance in the Roma communities
12. Support for the non-governmental Roma organizations – Cluj - 68,686 USD
13. Vocational training for the Roma people – Cluj - 35,752 USD

The projects financed in relation to the last two domains, will be described in detail herein below:

A. SUPPORT FOR THE NON-GOVERNMENTAL ROMA ORGANIZATIONS

Box 5.2.

Description of the program

The program “**Support for the non-governmental Roma organizations**” was meant to increase the capacity of the Roma communities and non-governmental organizations to initiate and coordinate projects designed to meet the specific needs of the Roma communities. The year 1998 was dedicated to the identification of the main Roma non-governmental organizations and their support in the realization of draft projects and in the achievement of such projects.

During the same year, we supported the establishment of new Roma NGOs to address the specific issues of the Roma communities.

The financed projects covered a wide range of domains: community development, legal education and representation of the Roma; organization of music and folklore shows, support for the institutionalized children, summer camps for Roma students, contraceptive education in the Roma communities, establishment of an association for the Roma students in Cluj Napoca, establishment of a Roma foundation in Dej, a caravan of the human rights; etc.

Box 5.3

Funded projects in 1998

- Community development of the Pata Rât, Cluj Napoca Roma community.
- A center for assistance and legal counseling for the Roma people
- Cultural center for the Roma children, Timișoara

- Musical and folklore show “Tu Basha, Te Me Tekelau”
- Permanent courses by mail – Romanian language
- The caravan of the human rights
- Steps towards the world – summer camp for the Roma children
- Support for the institutionalized children
- Setting up of the Romano Suno – Roma Students’ Association in Cluj Napoca
- Satra
- Tip Top –Mini Top show for the Roma children
- Program on Social and educational assistance – ABC;
- Setting up of the Ramses foundation in Dej
- Celebration of the 70 years anniversary since the creation of the Nicolae Bălcescu school
- Setting up of the Romani foundation, Iași

B. VOCATIONAL TRAINING FOR THE ROMA PEOPLE

Box 5.4

Description of the program

On the Romanian job market during the last years the position of the Roma people was difficult enough, due to compound of factors, and the reduced level of professional training, economic regress and discriminating practices thereof. In the competition with modern technologies, the Roma traditional crafts lose their capacity to supply a high standard of life, above the minimum subsistence level.

In Romania access to formal training is conditional upon the graduation of the compulsory level of schooling – 8 grades. Very frequently, in the Roma communities children abandon school in the 5th or 6th grade. Statistics show that the position of the girls is more difficult, as the majority of them abandon school during the first years. To contribute to the finding of a solution for such problems, we conceived and applied on a large scale the program “Vocational training for the Roma”. The objectives contemplated were: vocational training for the youth which did not manage to reach a sufficient education, orientation towards professions which are relevant for the Roma people, intensive training of the young Roma for professions which would facilitate their access to the job market, basic entrepreneurial and legal education..

A number of 8 projects, as proposed by different non-governmental organizations, have been financed.

Box 5.5**Projects financed**

- Training of members of the Roma ethnic group
- Together in business
- Integration of the Roma people in the association Umanconstruct
- Improvement of the education in schools by means of extracurricular activities
- Integration in schools of the underprivileged children
- Vocational training of Roma people
- Help us to learn a profession

In 1999 the lines of funding initiated in 1998 were continued. Their structure, for all the OSF - financed projects is presented in the table herein below.

Table 5.1**Programs designed for the Roma communities**

Program	Mega Project	Total Costs
Roma program	-	306,650\$
Step - by - Step for Roma	Education	42,000\$
Vocational training. Support for the Roma teachers. Publishing of books about Roma.	Education	100,000\$
Improvement of the local authorities' behavior in relation to the Roma communities/ Equal chances	Administration	261,040\$
Primary medical assistance in the Roma communities	Health	30,000\$
Protection of human rights and legal education	Legislation	46,000\$
Total		\$785,690

For the Roma programs we shall be depending on two funding lines: support of the Roma organizations and new initiatives.

A. SUPPORT FOR THE ROMA ORGANIZATIONS

Box 5.6

General objectives

- Development of the Roma communities and organizations to initiate and to coordinate projects addressing to their need.
- Finding a solution for problems characteristic to the Roma communities.

Short and medium-term objectives

- Identification of the Roma NGOs and their support in realization of projects;
- Assistance for the Roma NGOs in the realization of the financed projects;
- Support for the establishment of new Roma NGOs, to address the specific problems of the Roma communities
- Facilitating the exchange of practical experience between the Roma NGOs and the cooperation between the same;
- Multiplication of the successful projects and spreading of the information.

Expected results

- A greater number of Roma NGOs, from different geographical locations to receive funding for the realization of their projects – approximately 20
- A better information regarding the development of the project – creation of a communication network between the Roma NGOs.
- A greater number of successfully finalized projects.

B. NEW INITIATIVES

Box 5.7

Objectives

- This program is trying to address certain newly appeared needs and to initiate a new approach of the Roma problems

Expected results

- The identification of new ideas, alternatives and approaches for the Roma communities
- Facilitating the introduction of new feasible practices
- Multiplication of the successful projects and spreading the information

Box 5.8**Projects financed within the two programs**

- Becoming more efficient – English language courses for Roma students
- Amen gilabas sukhar – show for the Roma children
- Educational support – a project for the Roma communities in Pata-Rât și Iris, Jud. Cluj
- Vocational training and adjustment courses for the young Roma
- Counseling and education of the Roma people
- First school – alphabetization
- Program for the education of the Roma students
- Project management courses for the representatives of the Roma minority
- An educational project
- Information center for the Roma in Luduș area
- Caravan of human rights and fight against racism
- Implication of the women in the improvement of the Roma families' quality of life
- Roma ABC – Arithmetic – ABC
- Romani language courses
- Vocational training for the young Roma people
- The future – simple or complicated
- The cultural and educative center for the Roma children
- Contact group for the Roma families
- Courses for the young Roma people
- Resources center for the Roma NGOs
- Community information and support center
- The program for educational and social integration of the underprivileged children
- Training courses for the Roma people

5.2. The results and the effects of the funds for Roma. Evaluation

Since 1997, the Foundation for an Open Society has fulfilled programs exclusively addressing the Roma communities.

For objective reasons, i.e. the spreading of the projects on almost the entire territory of the country, the difficulties in the permanent monitoring of the projects, the necessity for the judicious allocation and utilization of the resources, the management of OSF Cluj Napoca considered there is a need to better knowing the results of these projects. Considering the above, OSF Cluj Napoca initiated a complex evaluation project, to supply all the necessary information regarding the level of achievement of the projects and their level of performance.

The main purpose of the evaluation was the realization of a diagnosis of the projects financed during 1997 through 1999, in order to assess the new directions in the development of the Roma programs.

Objectives:

- To identify the strengths and weaknesses;
- To highlight the difficulties in the achievement of the projects;
- To identify strategic partners of the OSF in the achievement of the projects;
- To evaluate the potential for development of each of the future project initiators;
- To assess the viability potential of the projects;
- To evaluate the impact upon the community and target group;
- To adjust of this model to the actual needs of the non-governmental sector in Romania, mostly to the groups of specific organizations;

- To develop public policies for the Roma communities

Methods

The **analysis of the contents** of the projects, intermediary monitoring reports contracts and their appendices. For the greater projects, a research has been performed regarding the current situation of the respective domain in Romania, with a special attention to:

- the current issues in the domain;
- approach strategies devised by various players (NGOs, administration);
- the role and impact of the NGOs in the domain;
- level of covering of the needs in the communities;

Data collection

The method employed was that of **case study**, which allowed both a qualitative and a quantitative analysis. The targets of the analysis were:

- the implementing organization;
- the direct beneficiaries;
- the indirect beneficiaries;
- non-beneficiaries (persons and institution which did not benefit from the services offered under the project)

Elaboration of the final report and recommendations a comparative analysis highlighted:

- quality, quantity, accessibility and adequate character of the services offered;
- partnership in the fulfillment of the projects;
- level of satisfaction of the clients;
- level of geographical covering of each service;

- impact and image of the organization in the community;
- viability and potential for extension;
- Replicative character opportunities;
- Types of social policies implemented.

Table 5.2

Qualitative impact. Aspects followed-up during evaluation

Relevance	Whether financing addresses the strong, or weak, points of the Roma communities in Romania
Compliance	Whether the funded projects comply with the funding conditions set forth in the guide and the purposes of the component
Pertinence	Whether the objectives are adequate to the needs in different moments.
Adequacy of procedures	Whether the operational guide and practices are adequate
Suitability	If the services are offered at the suitable moments
Coherence	Whether the items of the programs are articulate
Impact (results and effects)	The program's positive and negative effects Analysis of impact upon individuals, groups and communities
Visibility	Visibility of the OSF co-financed projects
Durability	How long do the results last?
Effectiveness	Whether the project fulfills, qualitatively and quantitatively, its objectives. Expected results – obtained results.
Efficiency	Were the best results obtained by means of the activities, means and resources? Could the results be improved? Is a quantitative reduction of activities possible without affecting the quality of the services? A comparison of the goods and services obtained with the resources involved in the program.
Potential for replication	Whether the projects contribute to an institutional development capable of generating other, similar, projects

Viability	Can the project continue and under what circumstances
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Founders for the Roma programs. The place of OSF among the financiers for the Roma communities

It is to be said from the beginning that the identification of the financiers for the Roma programs is difficult enough, due to the lack of synchronicity in their activities. Therefore, we only list such financiers in order to establish the position of OSF among them. The following enumeration is not exhaustive and neither is its purpose to list them in the order of importance:

- The European Community through its programs: Democracy, Partner and Europe
- The European Union program managed by the OSF;
- The Foundation for an Open Society Romania
- Roma Participation Program - Budapest
- The German churches;
- The Dutch Foundations;
- The Embassy of Japan in Bucharest;
- Her Royal British Majesty's Embassy in Bucharest
- The Association of the Ecumenic Churches of Romania - AID Rom
- The Ministry of Youth and Sports, the Department for estimation and Strategy for the Development of the Activities of the Youth;
- The Permanent Mission of the World Bank in Romania;
- The Council of Europe;

The financing for the period 1990-2000 by two of the most powerful financiers

The European Union - EURO 2,661,350 (EU support for Roma communities in Central and Eastern Europe - December 1999)

- Phare Lien - EURO 262,900
- Phare Democracy EURO 328,780
- FDSC- EURO 69,670
- Phare Program – A strategy for the improvement of the Roma people situation - EURO 2,000,000 (a program not yet initiated).

The Open Society Foundation - approximately USD 2,000,000

As one can see, the OSF allocated for the Roma communities an amount three times higher than the one allocated by the European Union.

General look over the implementation of the Roma programs financed by OSF

The programs for the Roma communities, financed by the OSF, have known after 1990 an interesting dynamics, covering a wide range of types, from the soft kind of initiatives (dispersed projects not envisaging a structural impact), progressively centering on hard actions (coherent projects with a systemic impact).

If before 1998 a precise focus on certain domains did not exist, starting then and further to certain modifications in the structure of the OSF programs, the OSF financed programs become better directed..

Such reorientation had at least two beneficial effects:

- the outlining of a coherent financing policy for the programs directed towards the Roma communities;

- the engendering of a competition in which Roma people were enticed in such a manner as to consciously accept that something is being done for them and that they themselves may, in their turn, achieve coherent and efficient programs.

In as much as the first effect is concerned, we may say that such change led to a better understanding of the actual and concrete needs of the Roma communities.

Speaking in financial terms, the OSF allocated during the period 1997 through 1999 an amount of approximately USD 2,000.000 for programs addressed to the Roma communities.

Tabel 5.3

OSF allocations to the Roma programs

The year	The amount
1997	USD 386,000
1998	USD 409,611
1999	USD 785,690

The 1997 and 1998 public administration and health programs, amounting to USD 400,000 were not included. It is clear that the allocations progressively increased each year, to reach a USD 785,690 amount in 1999.

The quality of the projects submitted also improved concurrently with the increase in number of the projects so that the rate of approved projects (as a relationship between the number of projects approved and the number of projects financed) reached a percentage of $\frac{1}{4}$ in 1999, as compared to the $\frac{1}{2}$ in 1997.

The geographical covering by the projects

The following description and analysis is focused on 33 projects financed in 1997 in all the branches, and, respectively, the 21 and 22 projects financed in 1998 and 1999 by the Cluj branch of OSF.

Table 5.4

Geographical distribution of the projects

The county	Number of projects 1997	Number of projects 1998	Number of projects 1999
Bucharest	14	3	6
Oradea	1	0	0
Cluj	3	6	8
Harghita	1	0	0
Mureş	2	2	1
Sibiu	1	1	0
Iaşi	2	1	1
Timiş	3	2	1
Hunedoara	0	3	3
Caraş Severin	0	1	0
Bistriţa	0	1	0
Sălaj	0	1	0
Bacău	0	0	2
A geographical area larger than a county	6	0	0
TOTAL	33	21	22

Best represented are the counties from Transylvania where the number of active NGOs is the highest. Only one third of the counties of Romania benefited of OSF financing.

Types of organizations

Regarding the type of beneficiary organizations it becomes clear that the most projects were fulfilled by the NGOs..

Table 5.5

Types of organizations beneficiaries of grants

Type of organization	Number of projects
NGOs	71
Schools	1

Research centers	1
Publishing houses	3
TOTAL	76

In very few cases were the recipient institutions others than NGOs. One was a research center (ICCV) which ran a project at a national level, by the creation of a social observatory for the Roma, a school which ran an educational project and three publishing houses which published documents with Roma contents. It is found that the principal target, the development of the associative sector, has been fulfilled.

Quality of the financed organizations

Expertise and human resources are limited on a local level. A higher potential exists in the great cities (Bucharest, Timișoara, Cluj, Iași, Bacău etc.) and in the more developed organizations, and the investments in specialist training, other opportunities and access to information were higher than in the rest of the country. In spite of all these, a significant progress has been found in some smaller towns as: Dej, Hunedoara, Deva, Luduș, Caransebeș.

In spite of the progress recorded in relation to the greater number of projects an acute lack of capacity for the generation of projects and accessing of the funds is still being experienced.

The organizations' strategies and the management of the projects is deficient. Essential elements like: separation of the decision making levels (strategic and executive) organizational charts, job descriptions and the policy regarding conflict of interest are missing. Missing also is the long and medium term strategic planning.

Where partnerships exist, they have either been formed but are too formalized and not always functional, or they are informal and casual. Partnerships between organizations have been initiated circumstantially. Generally, one of the partners is involved in the achievement of the project's objectives more than the others.

The beneficiaries of the projects are highly miscellaneous (local NGOs, authorities, mass media, and natural persons). As the monitoring

and self-evaluation methods have not yet been developed, the number of beneficiaries is difficult to be accurately computed.

The service covering is relatively good. However, there still are a lot of blank spots, both in relation to the territory and in relation to the services offered under the projects.

The relationship between the social players, at a local level, is different from a county to another, but it is getting stronger. Project development had an important role in the development of a joint interest of a great number of social players. The strengthening of partnerships is meant to be an important factor in the continuation of the projects.

Few project coordinators and partners have a fair idea regarding the continuation of the projects. This is, mainly, due to the need for a medium and long-term strategy, as well as to the fact that people do not understand the priorities of the European integration process.

Types of projects

Given the diversity of the financed projects the types of projects are difficult to assess by cumulated criteria. Therefore, individual criteria will be used for grouping the projects.

According to the target domain, we distinguish the following types of projects: training for employment in the public administration, preparatory courses for admission to the university, school and pre-school education, instruction in different domains, research, publications, human rights defense, festivals, culture, improvement of the interethnic relationships, community development, learning and preservation of Romani language, development of resources centers.

According to the category of beneficiaries, projects were run for: artists, researchers, children, pupils, families (members of), public officers (public administration), journalists, unemployed, students, youth.

Analysis of the relevance, efficiency and effectiveness

The evaluation of the relevance, efficiency and effectiveness of the projects was done based on interviews with the local project coordinators and the beneficiaries of the projects. The specific evaluation criteria were:

- Relevance of the objectives as compared to the needs of the NGOs
- Types of activities of the NGOs and their relevance
- Efficiency of the projects run in comparison with their objectives
- The efficiency of the projects is difficult to assess due to multiple factors like:
 - Lack of consistent information in all and every NGO;
 - The drafting of very general objectives, very difficult to quantify;
 - Lack of results-registration systems;
 - Underdevelopment of the internal monitoring and evaluation systems.

Relevance of the program in comparison with the Roma NGOs needs

The general objective of the grant making program was:

- to improve the capacity of the Roma NGOs to initiate and coordinate projects addressed to the specific needs of the Roma communities;

The specific objectives were:

- to support the establishment of new Roma NGOs to take care of the specific problems of the local communities
- to provide vocational training for the youth who did not complete their education;
- to orientation towards professions specific to the Roma people;
- to provide intensive training of the young Roma for professions which would allow them access to the job market;
- to provide basic entrepreneurial and legal education;

-
- to cover the needs and initiation of new approach of the Roma issues;

The program's objectives were generous enough and covered a wide range of actions by which such objectives could be fulfilled.

When asked of the support of OSF (during the individual interviews with the program coordinators), the beneficiary organizations stated that it contributed to:

- the facilitating of the involvement into the economic and social development of their own communities;
- the strengthening of the local and regional partnerships;
- supplying of new information and technical consulting;
- acquiring of new abilities.

Related to the objectives of the beneficiary organizations the most frequent were:

- education and training;
- supplying of information, consulting and services to the members or the entire community;
- lobbying for and representation of the members' interests;
- development of the community.

The Roma communities in Romania are, still, in a period when they are searching for solutions for development.

The OSF program for the Roma communities represent, from this point of view, an initiative which tries to cover a gap in the infrastructure of the central and local administration, i.e. those poles of the administration able to mobilize the resources, both at a macro-social level as well as at the communities (local) level. From this point of view, the relevance of the OSFs share of the financing is maximum.

The share of the financing is addressed to the projects which prove then necessity of coherent services on a local level, and supports the initiatives capable to cover fields of activity and services with a strong resources mobilizing character.

Relevance of the projects run

Considering that the Roma civil society has not yet reached a medium level of consolidation and professionalism, and that the needs of the Roma communities are only partially covered, any type of project becomes relevant. There are, though, a series of directions which should become priorities in the future projects:

- intensive training of human resources;
- development of functional communications channels;
- elaboration of strategic directions for development of the non-governmental Roma sector.

Efficiency and effectiveness of the projects at a local level

The best part of the financing and the projects themselves is that they contribute to the creation of a network capable to develop in accordance with the new OSF conception regarding the Roma communities.

Efficiency in implementation of the projects depends upon the type of organization financed, (their domain of activity and power) as well as upon the environment in which they develop.

Regarding the organizations financed, there are two important factors:

1. the level of professionalism (experience in management, in drafting proposals and reports)
2. the capacity to move – the ability to mobilize citizens, to attract volunteers, and to have impact upon the public.

The interviews with the beneficiaries pointed out that the impact of the projects is fairly high in relation to gaining experience, stimulation of civic attitude and behavior. The development of networks is an important characteristic of the Roma projects. From this standpoint, the OSF financed projects represent a network, but such network is not yet completely coherent. Such networks mostly act upon a local level, and more rarely at a national level. Very few organizations are active in the

reform movement aimed at the organization of local and national meetings or in coalitions aiming at legislative improvement. This is the reason why transfer of knowledge and specialization should be intensified in order to create a stronger link between the organizations and to create poles of competence. The visibility of the projects refers to the number of persons who are aware of the projects and of their impact upon mass-media, administration, government and citizens.

There are differences between one project and another. But in general, their visibility is good.

The seminars, conferences and training session give the programs a good visibility as they are always published.

Impact and sustainability

Objectives and indicators

The principal objective was to establish the effects of the programs and their durability.

We followed –up:

- The way in which the underprivileged communities' access to the resources of the civil society was improved;
- The way in which communication paths and cooperation was created between the public institutions and the Roma communities;
- What abilities have been acquired;
- The way tolerance has increased and the cultural diversity was encouraged;
- How were partnerships created and if they still exist

Evaluation has been realized in accordance with the following factors:

- Institutional development;
- New knowledge and development of new abilities
- New services and creation of networks;

- Sustainability and partnerships

Institutional development

Institutional development is a long-run process with a number of variables of impact upon the beneficiaries and the target group.

Table 5.6

Institutional increase

Type of institutional strengthening	Presence/Impact
Creation of new organizations	Great
New management and creation of decision-making structures	Medium
Increase of the members of the organization from the start of the projects	Medium
A good promotion of the organization	Medium

By its financing program the OSF contributed to the establishment of 5 new organizations:

- The association of Calderash Roma of Sintesti
- Romani Foundation Iași
- The organization of the Roma students - Cluj
- The Foundation for the Social Development of the Ramses Roma from Dej
- The association Șatra Astra – Bucharest

It also supported other 30 organizations in their management of the projects.

New knowledge and development of abilities

In this domain, the OSF-financed projects contributed to:

- Increase of the capacity to draft projects and look for financiers
- Training of human resources from outside the organization

- Appearance of innovative projects
- Finding of new strategies for the creation of local partnerships
- Adaptation to unforeseen situations
- Increase of the capacity to organize seminars and meetings
- Increase of the capacity to elaborate information supports and to promote the organizations

New services and the creation of networks

The greatest part of the projects run contributed to the creation of new services.

Among the most notable achievements we can specify:

- Training in public administration of a number of 140 young Roma people, under the project initiated by the Alliance for the Unity of the Roma People
- Training of social and community mediators from among the ethnic group;
- Preparation of young Roma for admission to university;
- Computer courses and English language courses for the young Roma;
- Creation of favorable conditions for the increase of the access of Roma children to education;
- Reintegration in schools of the Roma children;
- Intercultural education;
- Creation of a resources center for the Roma NGOs;
- Legal counseling;
- Vocational training in professions required on the market and employment;
- Community development programs;

As regards the impact, merited results have been obtained which contributed to the creation of mini-networks of intervention, concentrating and focalized on the Roma communities.

Sustainability and partnership

The continuation of the projects is in fact the actual purpose of a financing program and the beneficiaries themselves. We must say that, as the products and effects of certain projects may be visible but they do not last, that is they do not produce the long-term results which provide safety to the organizations implementing them and the communities in which such organizations operate. The experience of the finalized projects point out the fact that where there were formal partnerships the implemented projects were longer lasting.

Which are the reasons for the establishment of partnerships?

At least three factor which contribute to the establishment of partnerships were specified during the interviews:

1. Common interests in the identification of the problems and the finding of solutions for such problems;
2. The relevant experience of those who associate with the NGOs;
3. The expertise of one or the other of the partners.

What is the Roma NGOs response to the necessity of creation of partnerships?

According to the type of projects ruin, a conclusion has been reached regarding the necessity of a larger institutional support from the government. It is the case of educational projects where partnerships with the representatives of the schools and the school districts are created.. It is also the case of the vocational training projects where the presence of partners is mandatory.

There are also projects without partnerships being created, but these are focalized on the finding of solutions for punctual problems.

Specific and general conclusions

- The relevance of the projects is at a maximum - due to the fact that the needs of the Roma communities are numerous.
- The program supported, generally, good projects. The projects improved during 1998 and 1999.
- The applicants drafted, generally good projects. A qualitative and quantitative improvement is assessable, even if in certain regards (objectives, activities, budget) there still exist a series of deficiencies.
- Expertise and human resources are limited on a local level. A higher potential exists in the great cities (Bucharest, Timișoara, Cluj, Iași, Bacău etc.) and the greater organizations where the investments in specialist training, the opportunities and access to information were higher than in the rest of the country. In spite of all these, a significant progress has been found in some smaller towns as: Dej, Hunedoara, Deva, Luduș, Caransebeș.
- In spite of the progress registered regarding the increase in the number of projects, it is still remarkable the acute lack of capacity for projects generation and accessing the funds of different financiers.
- The strategies of the organizations and the management of the projects is still deficient. Essential elements like: separation of the decision making levels (strategic and executive) organizational charts, job descriptions and the policy regarding conflict of interest are missing. Missing, also is the long and medium term strategic planning
- Where they exist, partnerships are forma (not always functional) or informal. Partnerships between organizations were conjectural. Generally, one partner is involved more than the others in the achievement of the objectives. Locally, expertise and human resources are limited.
- The beneficiaries of the projects are highly miscellaneous (local NGOs, authorities, mass media, and natural persons). As the monitoring and self-evaluation methods have not yet been

developed, the number of beneficiaries is difficult to be accurately computed.

- The service covering is relatively good. However, there still are a lot of white spots, both in relation to the territory and in relation to the services offered under the projects.
- The relationship between the social players, at a local level, is different from a county to another, but it is getting stronger. Project development had an important role in the development of a joint interest of a great number of social players. The strengthening of partnerships is meant to be an important factor in the continuation of the projects.
- Few project coordinators and partners have a fair idea regarding the continuation of the projects. This is, mainly, due to the need for a medium and long-term strategy, as well as to the fact that people do not understand the priorities of the European integration process.
- The costs of the projects are extremely different. The greatest part of such costs cover the equipment, administrative expenses and direct costs.
- The services offered under the projects are various, from simple information to the most specialized ones (specialized training).
- Projects play an important role in making people aware of their interests and in the development of activities, centrally or locally. A structural development of such role would contribute to the creation of efficient services supply networks.
- Communication between the project coordinators and the program manager from the OSF is good.
- Successes are insufficiently published.
- The grants were usually too small for them to have an impact upon the system.
- Although a clear progress has been registered in what regards their capacity to manage projects of a more complex character,

the necessity for further training of the coordinators in the management of projects is still a necessity of first degree.

- **Relevance.** The Roma communities from Romania are still in a period of search for development solutions. The F program for the Roma communities is therefore an initiative which tries to cover a gap in the infrastructure of the central and local administration, i.e. those poles of the administration able to mobilize the resources, both at a macro-social level as well as at the communities (local) level. From this point of view, the relevance of the OSF's share of the financing is at a maximum. The share of the financing is addressed to the projects which prove then necessity of coherent services on a local level, and supports the initiatives capable to cover fields of activity and services with a strong resources mobilizing character.
- Besides some small exceptions, after initiation and some during the projects being run, consequence of projects was good. There were situations when synchronization between the OSF purposes and those of the projects financed was lacking, but such situations did not highly affect the success obtained by such projects.
- The best part of the financing and the projects themselves is that they contribute to the creation of a network capable to develop in accordance with the new OSF conception regarding the Roma communities.
- The situations of inadequacy are those of postponement of the execution the contracts, of the payments and the displeasure regarding the complexity of the applications for financing, technical reporting and financial reporting, difficulties of communication.
- The interviews with the beneficiaries pointed out that the impact of the projects is fairly high in relation to gaining experience, stimulation of civic attitude and behavior.
- The development of networks is an important characteristic of the Roma projects. From this standpoint, the OSF financed projects represent a network, but such network is not yet

completely coherent. Such networks mostly act upon a local level, and more rarely at a national level. Very few organizations are active in the reform movement aimed at the organization of local and national meetings or in coalitions aiming at legislative improvement. This is the reason why transfer of knowledge and specialization should be intensified in order to create a stronger link between the organizations and to create poles of competence.

- The visibility of the projects refers to the number of persons who are aware of the projects and of their impact upon mass-media, administration, government and citizens. There are differences between one project and another. But in general, their visibility is good. The seminars, conferences and training session give the programs a good visibility as they are always published.
- Replicative character of the projects is promising. The projects financed until the present have determined other organizations to apply for financing of similar projects.
- Continuity of the projects is still unclear. Some of the organizations will try to obtain new funds, mostly from external sources. Part of them have initiated partnerships with different social players which may contribute to a better support of the projects.
- In its entirety, the impact of the projects is promising. This analysis has focused on their achievements, but even stronger on their deficiencies, which have to become a focal point in the near future

The comparative presentation of policies targeting Roma

	Government Strategy for Improving the Condition of the Roma 2001- 2010	National Plan for Fighting Poverty and Promoting Social Inclusion (the Anti-Poverty Plan) 2002-2012	Joint Inclusion Memorandum 2005- 2010	The Decade of Roma Inclusion (international initiative) 2005- 2015	National Development Plan 2007- 2013
<i>Structures</i>	<p>The Office for Roma Issues is the technical secretariat of the Joint Committee.</p> <ol style="list-style-type: none"> 1. The Joint Committee for the implementation and monitoring of the Strategy (JCommittee); 2. Ministerial Committees for the Roma (MCR); 3. County Offices for the Roma (COR); 4. Local experts 	<p>The National coordinator of the Anti-Poverty Plan is CASPIS (the Committee for Fighting Poverty and Promoting Social Inclusion)</p> <ul style="list-style-type: none"> - County Committees for Fighting Poverty and Promoting Social Inclusion. - Responsibility for the implementation and / or certain measures within 	<p>The national coordinator for JIM is the Ministry of Labour and Social Protection..</p> <ul style="list-style-type: none"> - The National Agency for Roma is the partner of the Ministry of Labour in the elaboration and implementation of Roma-related measures within the JIM. 	<p><u>The Implementing Agency</u> of the Decade is the National Agency for Roma. The Romanian Presidency and Government have expressed their commitment to supporting the implementation of the Decade.</p>	<ul style="list-style-type: none"> - National Implementing Agencies: Ministry of European Integration, Ministry of Labour, Ministry of Public Finance - Regional Implementing Authorities: Regional Development Agencies - The central body that coordinates the policy, the

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	<p>on Roma issues;</p> <p>5. Joint working groups (JWG) established at county level, comprising representatives of decentralised structures of central administration, elected representatives of Roma communities and NGOs.</p> <p>- The Phare Program Implementation Unit was established in 2001 in order to elaborate and implement the PHARE programs of the National Agency for Roma</p>	<p>the Anti-Poverty Plan is incumbent on the National Agency for the Roma.</p>			<p>strategy, and the programming of regional development: the National Council for Regional Development</p> <p>- Regional bodies that coordinate the policy, the strategy, and the programming of regional development:</p> <p>Regional Development Councils</p> <p>-Intermediate Implementation Units (county level</p> <p>-National coordinator of EU funding: the Ministry of Public Finance</p>

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<i>Human Resources</i>	Support for creating and promoting a Roma intellectual and economic elite whose role would be to facilitate social integration and mainstreaming. Stimulating Roma involvement in the economic, social, educational, cultural and political life of society, by attracting the Roma in sector programs of support and community development.	<ul style="list-style-type: none"> - Strengthening Roma community participation in the economic, social, educational, and political life of Romanian society. - Activation and accountability of Roma community members. 	<ul style="list-style-type: none"> - developing an infrastructure that promotes the inclusion of the Roma community and continues the fight against discrimination - strengthening the capacity of government institutions 	<ul style="list-style-type: none"> - Including Roma expertise in central public administration structures 	<ul style="list-style-type: none"> - including Roma issues in national public policies - including Roma youth in the decision-making structures of central and local public administration.

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<i>Sector fields of action</i>	Public administration, housing, social security, healthcare, economic, justice and public order, child welfare, education, culture and religious affairs, communication and civic involvement.	- Clarification of the legal status of identity, housing and ownership, followed by measures in the following fields: education, healthcare, economy, housing, the granting of arable land and of land for house building.	- Completing the implementation of the Government Strategy for Improving the Condition of the Roma - Priority actions in the following fields: education, social security, employment, economic, healthcare, housing, infrastructure, public administration - Identifying and granting arable land in rural	Active policies for the social inclusion of the Roma, focused on four priority areas (education, healthcare, employment, housing) included in national action plans, - based on the principles of fighting poverty and discrimination and promoting equal opportunity.	

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			areas and land for house building, either traditional or modern - supporting preparations for the Structural Funds		
<i>Cross-sectors included in public policies</i>	- bringing about a positive change in public opinion with regard to the Roma, based on the principles of tolerance and social solidarity;	- Rehabilitating the collective self-image and the public image of the Roma population	- Implementing public awareness campaigns for fighting discrimination and fostering a supportive collective attitude towards the Roma.	Fighting poverty and discrimination and promoting equal opportunity and gender equality.	M 3.4. (POS) Gender mainstreaming, combating the social exclusion of women.

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	- preventing the institutional and social discrimination exercised against Romanian citizens of Roma ethnicity in their access to services made available by society.	- Fighting all forms of discrimination against the Roma and fostering a supportive collective attitude			
<i>Aim</i>	Improving the condition of the Roma in Romania.	Building a global process of country-wide social and economic development, by commitment to European values and institutions and improving society in order to meet European standards.	Eradicating poverty by 201, in the context of the social inclusion process of the European Union.	Reducing economic and social gaps separating the Roma from the general population, by implementing reform in policies and programs aiming to break the vicious circle of poverty and social exclusion.	Promoting social inclusion

	Government Strategy for Improving the Condition of the Roma 2001- 2010	National Plan for Fighting Poverty and Promoting Social Inclusion (the Anti-Poverty Plan) 2002-2012	Joint Inclusion Memorandum 2005- 2010	The Decade of Roma Inclusion (international initiative) 2205- 2015	National Development Plan 2007- 2013
<i>Objectives</i>	<p>- Institutionalization of the political commitments undertaken by the Government regarding Roma issues and accountability of local and central public authorities in enforcing concrete measures for improving the condition of Romanian citizens of Roma ethnicity.</p> <p>- Enhancing Roma participation in the economic, social, educational, cultural, and political life of society, by the development of sector programs of</p>	<p>-Facilitating employment and general access to resources, rights, goods and services;</p> <p>-Preventing the risk of social exclusion;</p> <p>-Helping the most vulnerable;</p> <p>-Mobilizing all relevant institutions.</p>	<p>- promoting social inclusion and fighting poverty with a view to fulfilling the Lisbon objectives;</p> <p>-sustained promotion of a cohesive and inclusive society; increasing the welfare of the population while sorting out severe problems generated by extreme poverty and social exclusion brought about by the crises of the last decades.</p>	<p>- significant reduction (over a 10-year period) of social and economic gaps separating the Roma population from other citizens.</p> <p>- preserving and nurturing the Roma cultural heritage</p>	<p>Objective 1. Facilitating access to employment for disadvantaged persons.</p> <p>Objective 2. Combating school dropout.</p> <p>Objective 3. Fighting social and professional exclusion.</p> <p>Objective 4. Reducing differences in payment and other differences on employment; gender mainstreaming on the labour market.</p> <p>Objective 5. Establishing a service network leading to a decrease in the risk of social</p>

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	community development and support. - Fighting discrimination and poverty is another objective of the Strategy.				exclusion. Objective 6. Promoting an active life for as many categories of people as possible, by fighting discrimination and exclusion.
<i>Priorities for joint action</i>					
<i>Public Administration</i>	1.1 Establishing and strengthening sustainable partnerships between central and local authorities, on the one hand, and NGO representatives, on the	Not applicable	1.1 Strengthening partnerships between public institutions and Roma representative groups; 1.2 Developing trust and cooperation	Objective 7. Stimulating the partnerships established between County Directorates for Public Health and the local representatives of	Not applicable

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	<p>other hand, in order to design and implement projects for improving the condition of the Roma, starting from local action plans.</p> <p>1.2 Developing and strengthening partnership relations between the police and the Roma; organizing weekly meetings between heads of local police and Roma community representatives.</p>		<p>relations between the police and the community, focusing on the relation with marginalized population segments</p> <p>1.3 Implementing public awareness campaigns for fighting discrimination and fostering a supportive collective attitude towards the Roma.</p>	<p>Roma civil society.</p> <p>Objective 2. Enhancing the effectiveness of the 42 partnerships concluded between Roma representatives, NGOs specialising in Roma issues, and the decentralised institutions of the Ministry of Labour.</p>	

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	1.3 Delivery of an annual report on respecting minority rights, in particular Roma rights, according to constitutional provisions and the international commitments undertaken by Romania.				
<i>Education</i>	Enhancing school attendance and reducing school dropout among the Roma through affirmative action – social grants for accommodation and meals – and ethnic	Objective 4. Enhancing school attendance among Roma children: 10 years’ deadline to ensure a quasi-complete attendance of compulsory	Ensuring the extended school attendance of Roma children in preschool, compulsory primary and vocational education; enhancing Roma	Objective 1. Rendering preschool education more flexible and improving conditions so as to include a higher number of Roma children.	M 3.2 (POS) Improving access to education

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	desegregation measures.	education and high attendance of secondary and tertiary education - Enhancing attendance of preschool education as a way of preparing social integration and socially supporting children and parents - Ensuring that all Roma children are included in primary education - Using complex ways of supporting school attendance and	participation in higher education.	Objective 2. Enhancing the involvement of Roma children in preparatory classes preceding school enrolment. 2.1. Enrolment of all Roma children of appropriate age in primary education (2006-2007) 2.2. Reducing school dropout by a yearly rate of 1% in compulsory education (this rate refers to the Roma population).	

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		<p>preventing school failure and dropout, including the development of complementary services: free meals, homework at school etc.</p> <ul style="list-style-type: none"> - Massive support for secondary school attendance, both vocational and comprehensive, leading to higher education; scholarships, accommodation etc. - Increasing the number of Roma undergraduates 		<p>2.3. Including Roma youth/ adults in “Second Chance” literacy programs.</p> <p>2.4. Increasing higher secondary education attendance by a yearly rate of 5% (this rate applies to the Roma population).</p> <p>2.5. Increased enrolment in higher education of Roma who graduated high-school.</p> <p>2.6. Elimination of segregated schools and</p>	

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				<p>classes by 2008.</p> <p>2.7. Introducing special modules on non-discriminatory education, intercultural, remedial and inclusive education in training courses for teaching staff.</p> <p>2.8. Training and using school mediators in education institutions located in disadvantaged communities.</p> <p>2.9. Developing programs/courses for adults on school premises, in order to make Roma adults trust education and</p>	

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				support the school career of their children.	
<i>Social security and employment</i>	1. Implementing the existing employment plan: organizing job fairs, active employment measures (job-club), elaboration of an annual (re)training program in trades required on the labour market 2. Continuing programs of issuing identity papers for all citizens, Roma citizens included.	Objective 1. Sorting out cases of missing identity papers Objective 6: Settling illegal ownership of houses/ squatting Objective 7: Fighting all forms of discrimination against the Roma and promoting a supportive collective attitude Objective 8: Rehabilitating the collective self-image and the public image of	1. Enhancing professional training and the weight of active employment measures; 2. Fighting discriminatory attitudes against the Roma on the labour market and increasing the employers' willingness to hire Roma ethnics; 3. Implementing a national program for identifying		M 3.3 (POS) Professional training for Roma ethnics M 3.5 (POS) Developing an effective system of social services.

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		the Roma community	solutions to the problem of Roma ethnics without identity papers;		
<i>Economic</i>	1. The development of projects by NGOs and by the representatives of local communities with a large number of Roma, ensuring cofinancing for workshops specializing in the manufacturing and marketing of household items and artifacts, as well as other products and services required	Objective 5: Enhancing Roma employment in formal economy. Special emphasis must be laid on the employment of youth. - Launching an aggressive program of professional training and employment for youth. - Financial support for income-generating activities and	1. Supporting economic development projects in Roma communities. 2. Stimulating interest and motivation to get involved in formal economy; 3. Increasing employment in activities that allow for on-the-job training. 4.Revitalising traditional Roma crafts and trades.	Objective 1. Hiring at least 10 000 Roma per year through the National Employment Program. Objective 2. Increasing the qualification level of Roma ethnics. Objective 3. Supporting Roma ethnics to start up businesses or obtain self-employed status/certification.	M 3.1 (POS) Integration and fighting discrimination against disadvantaged persons on the labour market. M 3.4. (POS) Gender equality and combating the social exclusion of women. Measure 1.3. (POR) Developing and rehabilitating educational infrastructure.

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	on the market 2. Elaborating an inclusive program for the employment of Roma women.	house building. - Granting arable land and land for house building to the Roma in rural areas.		Objective 4. Increasing the capacity of suppliers of: mediation services, professional training and advice, in order to provide services in Roma communities. Objective 5. Implementing information campaigns for the Roma, concerning the benefits and services provided by the institutions coordinated by the Ministry of Labour.	

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				Objective 6. Employer-targeted campaigns meant to facilitate the employment of Roma ethnics.	
<i>Healthcare</i>	1. Increasing Roma access to public healthcare services by inclusion in the health insurance system, based on partnership between County Health Directories, National Health Insurance House, NGOs	Objective 2. Ensuring access to reproductive health services: family planning, safe sex, medical support to children and pregnant women Objective 3: Ensuring general access to health-care services, irrespective of the existence of	1. Developing a system of social and medical support focusing on Roma ethnics' access to primary healthcare, information about reproductive health, and the social and medical well-being of mothers and children;	Objective 1. Expanding the health mediators' network to 75% of Roma communities - training for 200 health mediators/year; employment for health mediators Objective 2. Improving the knowledge of health mediators	Measure 1.2. (POR) Support and development for the health and welfare infrastructure

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	2. Increasing the number of health mediators and the number of ToT sessions in the field of health mediation.	medical insurance	2. Developing a health mediation system as a temporary solution until the establishment of a link between the healthcare system and Roma communities.	concerning healthcare, focusing on children and families. Objective 3. Establishing a system of healthcare trainers in Roma communities. a) amending legislation so that the best mediators may be hired by County Directorates for Public Health b) employment for trainers; system working. Objective 4. Organising	

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				<p>campaigns / travelling campaigns / in all Roma communities, concerning:</p> <ul style="list-style-type: none"> - healthcare, particularly related to women and children, for the prevention of infectious diseases and drug addiction - investigations in order to prevent the spread of infectious diseases, particularly TB, STDs, HIV/ AIDS, breast and cervical cancer. <p>Objective 5. Guaranteed access to free medication and information</p>	

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				<p>on the implementation of National Health Programs in Roma communities. Objective 6. Education and information centres for family health* Objective 7. Motivating suppliers of primary health-care and pharmaceuticals in disadvantaged areas, focusing on Roma medical staff. Objective 8. Facilitating further provision of medical equipment and supplies</p>	

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				<p>to general practitioners working in areas with a significant Roma population.</p> <p>Objective 9. Development of methodological and informational tools required for the training of medical staff.</p> <p>Objective 10. Organizing the training of medical staff according to geographic areas and professional categories.</p> <p>Objective 11. Elaboration of amendments to the legal framework in order to facilitate the inclusion within the health insurance system of those Roma who for objective reasons (poverty, lack of identity papers) fail to meet current criteria.</p>	

	Government Strategy for Improving the Condition of the Roma 2001- 2010	National Plan for Fighting Poverty and Promoting Social Inclusion (the Anti-Poverty Plan) 2002-2012	Joint Inclusion Memorandum 2005- 2010	The Decade of Roma Inclusion (international initiative) 2005- 2015	National Development Plan 2007- 2013
<i>Housing</i>	<p>1. Ongoing financial support (by the government and/or in partnership) for local projects and programs aiming to ensure normal living conditions in urban and rural areas, including Roma-populated areas (electricity, drinking water, sewage systems, gas supply, road rehabilitation, waste disposal).</p> <p>2. Full or partial financial support for house</p>		<p>1. Support for the development of community infrastructure in disadvantaged areas and support for house rehabilitation and house building;</p> <p>2. Enhancing the inclusion of Roma in all the areas of social life (school, employment, mass-media); promoting support to Roma efforts toward</p>	<p>Objective 1. National program for the construction and rehabilitation of social houses (Allocation of funds through transfers from the state budget, earmarked annually from the budget of the Ministry of Construction, Tourism and Transport, according to the law on state budget allocations and to Law 114/1996 on housing).</p> <p>Objective 2. Improving the legislation of housing: - redefining the concept of social housing;</p>	

	Government Strategy for Improving the Condition of the Roma 2001- 2010	National Plan for Fighting Poverty and Promoting Social Inclusion (the Anti-Poverty Plan) 2002-2012	Joint Inclusion Memorandum 2005- 2010	The Decade of Roma Inclusion (international initiative) 2005- 2015	National Development Plan 2007- 2013
	rehabilitation or house building projects in disadvantaged communities, Roma communities included; ensuring the direct involvement of beneficiaries (Roma included) in the design, rehabilitation and building of houses.		integration in a modern society.	<ul style="list-style-type: none"> -regulating the construction of houses for rent under market conditions; - ensuring new alternatives to the establishment, development, and use of current housing availabilities; - providing single and focused regulations on the management of blocks of flats and condominiums; - the amount of rent and landlord-tenant relations; - amendments to Law 152/1998 on the establishment of the National Housing 	

	Government Strategy for Improving the Condition of the Roma 2001- 2010	National Plan for Fighting Poverty and Promoting Social Inclusion (the Anti-Poverty Plan) 2002-2012	Joint Inclusion Memorandum 2005- 2010	The Decade of Roma Inclusion (international initiative) 2205- 2015	National Development Plan 2007- 2013
				<p>Agency;</p> <ul style="list-style-type: none"> - Implementation through pilot projects of a software application for the development of analytic and synthetic reports at local, county and national level, concerning homeless persons (according to the template of the European Federation of National Organizations working for Homeless People) – application developed by C.O.C.C Bucharest; - Promoting Intervention Guides for professionals and public authorities (both local and national) 	

	Government Strategy for Improving the Condition of the Roma 2001- 2010	National Plan for Fighting Poverty and Promoting Social Inclusion (the Anti-Poverty Plan) 2002-2012	Joint Inclusion Memorandum 2005- 2010	The Decade of Roma Inclusion (international initiative) 2005- 2015	National Development Plan 2007- 2013
				<ul style="list-style-type: none"> -guide on condominiums, guide on social housing, guide on the funding of housing (developed/being developed through the EC/UN Committee for Human Settlements); - C.O.C.C. research on the sustainable development of urban settlements; - research on housing typology among the Roma population - lifestyle, - housing styles, - spatial typology. - Follow-up on research on built environments. 	

Relevant studies/research on the Roma minority

Study	Author/ Publisher/ Institution	Investigated population
Gypsies between Ignorance and Concern -1992 Published in 1993	Elena & Cătălin Zamfir coordinators Alternative Publishing House Bucharest University, Institute for Research on Quality of Life, Romanian Academy	Eșantion reprezentativ pentru populația romă - 1804 familii/gospodării.
Roma in Romania-1998 -Published in 2002	Cătălin Zamfir, Marian Preda coordinators Expert Publishing House Institute for Research on Quality of Life, Romanian Academy	Representative sample for the Roma populations 1,765 families / households
Roma in Romania 2001 This is part of a study on the situation of the Roma in Central and Eastern Europe (Bulgaria, Czech Republic, Romania, Slovakia, Hungary)	Ioan Mărginean, Ana Maria Preoteasa, Sorin Cace UNDP Bratislava, Institute for Research on Quality of Life, Romanian Academy	Representative sample for the Roma population; 1,000 families
Integrated Surveys in Households	National Commission for Statistics	Nationally representative sample Approximately 36,000 households The Roma represent about 2% in the sample, according to the data of the 1992 Census.

Study	Author/ Publisher/ Institution	Investigated population
Reproductive health, Romania, 1999	Center for Disease Control (CDC) and the Romanian Association for Public Health and Healthcare Management	Representative samples for men and women (6,888 women and 2,434 men) Of the investigated women, 5.2 % are of Roma ethnicity, while in the men, 3.6% are Roma.
„Social integration of the Roma”	Merfea Mihai, Bârsa Publishing House	Probabilistic sample of 737 persons selected from Bacău, Buhuși, Moinești, and the villages of Băcioiu, Pălămida, Tamași, Dragomir, Gura Văii.
„Ethnobarometer– Interethnic relations in Romania”	Culic Irina, Horvath Istvan, Lazar Marius Ethnocultural Diversity Resource Center	2,051 persons over 18, representative for the population of Romania: 1,253 of Romanian nationality, 798 of Hungarian nationality
„The image of the other; perceptions of and attitudes toward the Roma”	Băican Eugen, Pervain Augustin Medecins sans Frontieres	Representative sample for Cluj County, including 1,118 subjects, margin of error of 2.8% at a probability of 0.05 Focus group with 12 participants (4 formal and informal Roma community leaders, and 8 experts of other ethnicity)
„The social situation of the Roma in Buzău County” in „Revista de Cercetări Sociale” no. 3-4/1998	Berevoescu Ionica, Cace Sorin, Dan Adrian Nicolae, Sima-Costin Dana, Stănescu Mircea, Stroie Simona, Surdu Mihai IMAS SA	798 Roma families in the county of Buzău (of whom 512 in the rural areas and 286 in the urban areas).
„Students’ ethnic attitudes in the transition period” in „Revista de Cercetări Sociale” no. 3/1994	Chelcea Septimiu IMAS SA	1620 students

Study	Author/ Publisher/ Institution	Investigated population
„The ethnically mixed family-intercultural contacts” in „Vocația familiei in dezvoltarea comunicării interetnice in România” (studies and research)	Tucicov-Bogdan Ana „ARMONIA” Foundation for ethnically mixed families in Romania	117 adult subjects from the 1,621 subjects of the sample of the research „Attitudes toward reform”, and 235 students from the sample investigated in 1995 in the research “Interethnic relations among the Romanian youth”.
„Identification of the Roma populations’ percentage and social-cultural characteristics in the Romanian penitentiaries” in Romathan no. 4-5, 1999/2000	Durnescu Ion, Lazăr Cristian Info Design	406 subjects representing 10% of the population in the studied penitentiaries
„Social representations of the Roma population” in Press Monitor no. 4-5, 1996-1997	Budiu Laura, Burda Codruța Press Monitor	3,160 issues of the newspaper in the interval between 1991-1993 of the publications “Evenimentul zilei”, “România liberă”, “Adevărul”, “România Mare”, “Adevărul de Cluj”
“Interethnic relations and the protection of minorities’ rights” in Sociologie Românească, no.2/3 1994	Bălașa Ana Editura Academiei Române	National sample
„Roma lifestyle in some urban and rural communities” in „Sociologie Românească”, no. 2-3/1994	Romanescu Vasile Ancuța, Andreescu Viviana Editura Academiei Române	582 subjects from 15 counties including 36 localities (21 villages and 15 towns and cities)

Study	Author/ Publisher/ Institution	Investigated population
„Gypsies in Dolj- Birth certificates, school attendance and child allowance”	Jonassen Kjell Reidar Red Barnet	All families with children under 18 (900) from 6 communes: Cerat, Ocolna, Sadova, Cot, Laieti, Ploşor.
„Gypsies – a psycho- social approach”	Drăgulescu Agatta, Lungu Ovidiu, Neculau Adrian „Alexandru Ioan Cuza” University Publishing House	196 students of the „Alexandru Ioan Cuza” University of Iaşi (Romania), 193 students from the Pedagogical Institute of Bălţi (the Republic of Moldova) and 200 students from the University of Valencia (Spain).
“Poverty and Social Structure” in Research Project on Poverty, Ethnicity and Gender in Market Transition	Collective volume coordinated by Szelenyi Ivan and Ladanyi Janos, authors: Czizmady Adrienne, Durst Judit, Glass Christy, Fleck Gabor, Kawachi Janette, Kostello Eric, Krajcovicova Livia, Mitev Petar-Emil, Trimbur Lucia, Troc Gabriel	Representative samples for each country with sub- samples: - ethnic (Roma) and - poverty (very poor population) Romania: 2400 persons, 400 Roma
“Interethnic stereotypes and identity models” in Revista de Cercetări Sociale, no. 1-2/1999	Popescu Andrei IMAS-SA	National sample. Subjects from 88 towns from all regions of the country
“Women and men in multicultural Cluj”	Magyari-Vincze Eniko, Magyari Nandor, Mezei Elemei, Butta Barbara, Grama Sidonia	1,120 persons, representative for Cluj, 938 Romanians, 581 Hungarians, 252 Roma.

Study	Author/ Publisher/ Institution	Investigated population
"Mutations in the ethnic identification of the Roma/Gypsies" in Sociologie Romaneasca no. 1-2, 1996	Cobianu-Băcanu Maria Editura Academiei Române	Sample in Ploiești including 103 Roma and 475 Romanians.
"The moral dimension of interethnic relations. The moral climate and the role of the subjective factor" in Revista de Cercetări Sociale no.4/1995	Cobianu Elena IMAS-SA	Sample in Ploiești
"Rural education in Romania: conditions, problems and development strategies"	Coordinator: Jigău Mihaela -ISE. Authors: Anghel Florentina, Balica Magda, Butuca Anca, Fartusnic Ciprian, Horga Irina, Jigău Mihaela, Novak Cornelia, Pop Lucian, Surdu Mihai, Voicu Bogdan.	Sample including 19,427 rural schools, representing 95% of the total number of rural schools in Romania.
"Social representations, attitudes and ethnic relations among the Romanian youth" in "Tineretul in România actuală". Research synthesis	Bălașa Ana, Chelcea Septimiu, Tucicov-Bogdan Ana, Tomescu Anca	1,188 Bucharest youth, of whom 511 students in their last high school year and 677 university students.
Seminar: Improvement of the Roma situation in Romania"	United Nations, 2002	Conclusions of the workshops on five sectors of the strategy

Study	Author/ Publisher/ Institution	Investigated population
"Roma children's participation in education. Problems, solution, actors"	Mihaela Jigău and Mihai Surdu, coordinators, Ministry of Education and research, Institute for Educational Sciences, IRQL, MarLink Publishing House, Bucharest, 2002	5,560 rural schools
State of health of the Roma population and access to healthcare services	Sorin Căce, Cristian Vlădescu, coordinators Expert Publishing House, 2004	The sample included 1,511 households, and 7,990 persons.
Social insurance. Management, evolutions and tendencies Access of the Roma to the labor market	Corina Căce Expert Publishing House, 2004	A sample of 1,511 households, with a total of 7,990 persons.

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