



**"Împreună" Agency for  
Community Development**



*Romania*

## EVALUATION OF PROGRAMMES TARGETING ROMA COMMUNITIES IN ROMANIA

Sorin CACE

Co-ordinators  
Gelu DUMINICĂ

Marian PREDA

**Authors:**

Sorin Cace – co-ordinator  
Gelu Duminiță – co-ordinator  
Marian Preda – co-ordinator  
Daniel Arpinte  
Florin Bănățeanu  
Ana Bleahu  
Florin Botonogu  
Petronel Dobrică  
Maria Ionescu  
Gabriel Jderu  
Florin Moisă  
Mihai Surdu  
Anca Tomescu

Translated by Maria Kovacs

ISBN 973-87756-1-2

Printed by AMM Design  
Cluj-Napoca, 2006

**UNITED NATIONS DEVELOPMENT PROGRAMME IN ROMANIA  
"ÎMPREUNĂ" AGENCY FOR COMMUNITY DEVELOPMENT**

**EVALUATION OF PROGRAMMES TARGETING  
ROMA COMMUNITIES IN ROMANIA**



## CONTENTS

List of abbreviations .....	6
Introduction .....	9
Chapter 1. Funds for the Roma communities in 1996–2004 .....	15
1.1. Methodology of the study .....	15
1.2. Evolution of grants for Roma community programs in 1996–2004 .....	15
1.3. General description of the funding/monitoring/evaluation procedures .....	21
1.4. Comparison of the various procedures applied by different donors .....	31
1.5. Qualitative analysis of the grants based on investigation .....	33
1.5.1. Methodology of the research .....	33
1.5.2. Qualitative analysis of the interviews .....	33
Capitolul 2. Results of the projects and programmes targeting Roma communities .....	53
2.1. Results of founds. Field research .....	53
2.1.1. Presentation of the research .....	53
2.1.2. Data interpretation .....	54
Education .....	57
Infrastructure and housing .....	64
Employment .....	71
Health .....	76
Capitolul 3. Conclusions and recommendations .....	79
Bibliography .....	85
Annexes .....	89

## *List of abbreviations*

APSIC - 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 - Council of Europe's 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 Labour and Social Solidarity  
MLSSF - Ministry of Labour, 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 Labour 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 Centre for Roma Communities  
REF - Roma Education Fund  
RFSD - Romanian Fund for Social Development  
SGG - General Secretariat of the Government  
UNDP - United Nations Development Programme  
UN - United Nations





## ***INTRODUCTION***

### **1. Context of the evaluation**

The aim of the study is to evaluate the efficiency and the impact of the funding for Roma communities from 1996 to 2004.

The study has been funded by the United Nations Development Programme (UNDP) within the program "Implementation and Monitoring of the Strategy for the Improvement of the Roma Situation - 2004", carried out in agreement with the Government's Decision no. 1514 / 07.10.2004.

Knowing the progress made in the improvement of the Roma situation is important for all parties involved. In this respect, the evaluation will allow the future programs and projects to better focus on the fields that need more attention.

In Romania there have been several programs that aimed to build the institutional framework to respond to the Roma issues. Lately, these have been directed especially toward the achievement of the objectives of the Strategy for the Improvement of the Roma Situation.

### **2. Objectives of the evaluation**

a) Analyze the institutional context in which public policies and strategies, as well as programs and projects are developed for the improvement of the Roma situation in Romania.

b) Identify the leading donors for projects and programs aiming to improve the situation of the Roma.

c) Analyse the social interventions in Roma communities, and the sustainability of their results.

For the objectives of the project, a set of key questions was formulated.

#### ***Public policy analysis***

- How have public policies evolved in the last 15 years?

- Which actors have had relevant contributions?
- What are the current tendencies in the development of public policies?

### ***Relevance of programs and projects***

- Was the design of the programs in agreement with the donors' priorities?
- Were the programs and projects implemented in agreement with the local needs?

### ***Efficacy, impact, sustainability***

- To what extent have the programs and projects achieved their objectives?
- What are the changes in terms of results, outputs and impact at the national and at the community level?
- To what extent are the projects continued, extended and visible at present?

The specific methodology was developed taking into account the above-mentioned aspects.

## **3. Limitations of the evaluation**

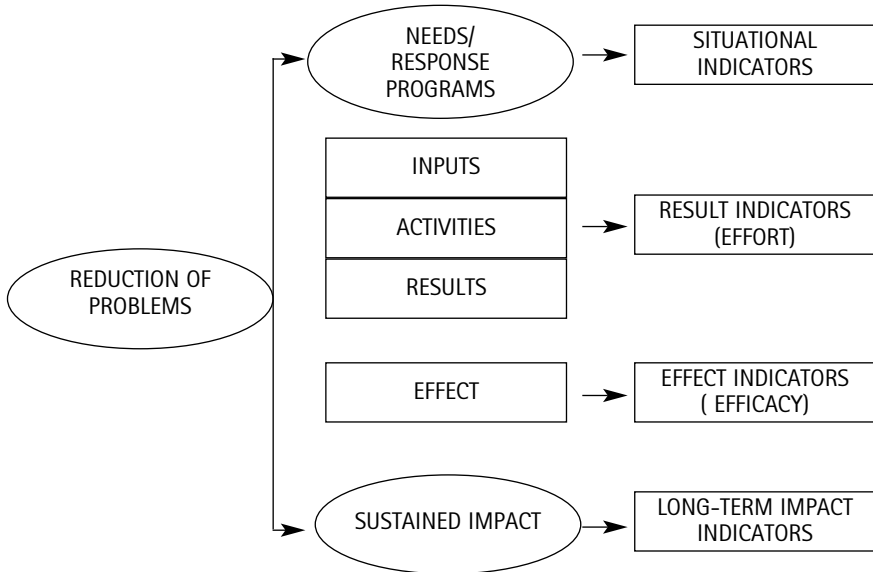
In the period between 1996–2004, several programs were implemented that were either exclusively dedicated to Roma communities, or were part of ampler actions that also targeted Roma communities. Therefore, including all the programs in such an evaluation is almost impossible.

The large number of donors, as well as the diversity of the grant-making programs made us emphasize the major donors judged by the size of the amounts they allocated, and the support they provided for bringing about positive changes at the legal, institutional and community levels.

We selected the main domains of interest that appear in all programming documents of the donor institutions, namely: ***education, healthcare, employment and housing/infrastructure***, domains that are also a priority in all public policy documents for the improvement of the Roma situation.

#### 4. The methodology and major concepts

We will present below the conceptual framework based on which we carried out the evaluation.



The Roma population in Romania is confronted with problems that can be grouped in three large categories:

- a) Social-economic;
- b) Problems in relation with central and local authorities, and public services (access to services);
- c) Problems connected to ethnic identity.

In order to mitigate these problems, various responses were provided by national and international institutions, at the central and the local levels.

The present evaluation therefore takes into account all types of interventions that led to the development of public policies, or that answered an immediate need at the community level.

When we designed the evaluation, we took into account three categories of indicators that are situated on different levels of the evaluation methodology.

The public policies that respond to the problems lead to *situational indicators*. They pertain to the context of development at certain moments, and especially to the implementation of Roma policies. They provide us with the global image in the domain. *The evolution of indicators regarding the situation of the Roma population at the national level, and the tendencies in Roma public policies are the focus of the first part of the evaluation.*

The implementation of programs created as a response to public policies outline the *effect and result indicators*. The former reveal the achievement of the desired effects through the programs and projects in the situational context where they are implemented. The result indicators show the extent to which the results were produced, and they are used especially in the case of programs and projects. *The second component of the evaluation is focused on the implemented programs and projects, and reveals the role of donors and implementers in achieving the proposed results.*

*The visible progress that was made, and which was revealed by the present evaluation through the description and analysis of the three types of indicators, has had a sustained impact on the Roma issue.*

## 5. Organization of the evaluation

A team including three experts was in charge of designing the methodology of evaluation, establishing connections with the parties involved, and controlling the data collection in the field, as well as writing the final report.

The analysis of the evolution of public policies was carried out through the secondary data analysis and the analysis of the literature in the field.

Data collection in the field was carried out by the Institute for Research on the Quality of Life, together with a team of independent experts.

IRQL was in charge of the field evaluation of 20 projects in education, healthcare, employment, and housing/infrastructure. 19 out of these have

been analysed separately, and the project on Roma civil society is included in the evaluation of public policies for the Roma.

The independent experts contributed to the qualitative study of the donors for Roma community programs.

To collect feedback to the intermediate report, we consulted specialists in the Roma issue from NGOs, as well as other specialists in social policies and project management.

## **6. Structure of the report**

Chapter 1 contains a description and analysis of the donors' funding/monitoring/evaluation procedures. The relations between donors and ways of rendering cooperation between them more efficient are also presented.

Chapter 2 is an analysis of the way in which the projects developed in Roma communities have been monitored and evaluated by donors; the main monitoring and evaluation indicators used for these projects are presented. The chapter also contains a description and analysis of programs and projects developed in the main four fields of activity. Both best and worst practices are presented so as to contribute to the replication and multiplication of success stories.

The conclusions and recommendations at the end of the report are topics for reflection, as well as elements that can indicate the direction for development of future social policies for the Roma.

The bibliography presents the sources of information used in the writing of the present report.

Data collection instruments are presented in the annexes.

Social and economic data concerning the Roma population of Romania between 1990 and 2005, the elaboration and development of policies for the Roma over the last 15 years, a description of programs for improving the condition of the Roma, and relevant case studies will constitute the topic of a distinct presentation.



## **CHAPTER 1:**

### ***FUNDING FOR THE ROMA COMMUNITIES IN THE PERIOD FROM 1996 TO 2004***

#### **1.1. Description of the methodology**

Knowledge of the way in which the donors evaluate grant proposals, monitor the projects and do the final evaluation of their implementation was done by analyzing the donors' documents.

#### **1.2. Evolution of grants for Roma community programs in 1996-2004**

The Roma issue was approached by a variety of donors starting from 1990, in the context of changes in Romania and of the emergence of civil society. Nevertheless, few donors have developed coherent and consistent programs of considerable length for the development of the Roma communities. Of the ones that have, the following should be mentioned: Open Society Foundation Romania and the Soros Open Network; the European Union; the Council of Europe; the MATRA program and the Dutch Foundations; the Permanent Mission of the World Bank in Romania; UN agencies in Romania (UNDP, UNICEF, UNHCR, ILO); the Charles Stewart Mott Foundation; the International Organization for Migrations etc.

We can say that the EU is the most important donor for programs aiming the improvement of the Roma situation, followed by OSF. The contribution of the Romanian Government is considerable, but it only appeared when the Government had to co-finance the EU programs.

From the analysis of the donors' documents, **there result three essential periods when these programs were developed**, which we will detail below.

1) The period 1990-1997, when all donors approach the Roma issue rather fragmentally, without having a structure, in the context of some grant-making programs for non-governmental organizations. This was the case of both the OSF, and the EU.

2) The period 1998-2001, which started with the structural changes within the OSF, which approached the Roma issues in a coherent manner for the first time, within a program aimed at the development of the Roma civil society, as well as education, Romani language and culture, etc. The OSF programs led to a booming Roma civil society, there emerged organizations that managed to come together in the so-called RAWG, maybe the most successful alliance of Roma community representatives that acted as a partner of the governmental structures. This was the period when the EU prepared the first significant program for the Roma communities, the PHARE 1998, meant for the achievement of the first document of public policy for the improvement of the Roma situation. In 2000-2001, both in OSF, and in the EU, there were changes in the definition of the strategy to address the Roma issue. Thus, OSF set up the Soros Open Network, a network of non-governmental organizations, which took over most of the programs managed by OSF. The EU became the main promoter of the Roma issues, supporting the adoption of a national strategy for the improvement of the Roma situation and funding large, coherent programs that promoted the strategy.

3) With the adoption of the *Government's Strategy for the Improvement of the Roma Situation*, a new period began in which an important new actor entered the market of programs for the Roma communities, the Romanian Government. For the first time, governmental funds were allocated for such programs, as well as contributions to the programs negotiated with the EU.

Referring to the evolution of funding allocated by the EU, we should point out that the year of budget allocation does not coincide with the period when the budget is used, in fact. Thus, for instance, the PHARE 1998 Program, "Improvement of the Roma Situation", was approved by the Funding Memorandum closed between the Romanian Government and the EC (the signing of the funding memorandum is done in the last part of the current year, which means that the launch of the program can only take place in the next calendar year), and the effective use of funds started in 2000, and ended in 2002. Also, the PHARE 2000 Program, "Development of Civil Society - Fund for the Improvement of the Roma Situation", started in 2002 and ended in 2004. The programs approved for funding in 2001, 2002, and 2003 had a more intense dynamics: they started in the very next year,



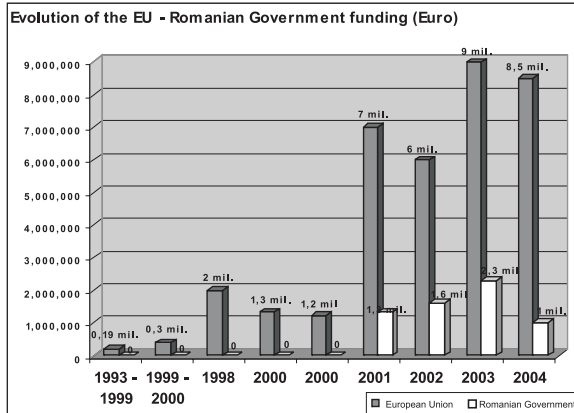
which allowed for a better planning of the funds allocated by the EU through multi-annual programming.

In the case of the Romanian Government, the co-financing allocations agreed with the EU are done according to the legal provisions referring to the state budget, and they are generally used in the year when they are allocated. Within OSF, the annual budget allocations must be spent in the year for which they were allocated; if the amounts are not spent entirely in the year when they were allocated, but they have been contracted, then they can be spent beyond the calendar year for which they were allocated.

In the table below one can follow the evolution of budget allocations by the EU and the Romanian Government.

**Table 1**

Year of budget allocation	Program	European Union Euro	Romanian Government Euro
1993-1999	PHARE - Lien, Democracy	190.483	0
1999-2000	PHARE - Access	393.384	0
1998	PHARE - Improvement of the Roma Situation	2.000.000	0
2000	PHARE - Civil Society; PHARE - Fund for the Improvement of the Roma Situation	1.334.772	0
2000	PHARE- Civil Society	1.226.097	0
2001	PHARE - Access to education for disadvantaged groups, with a focus on Roma	7.000.000	1.330.000
2002	PHARE - Support for the National Strategy for the Improvement of the Roma Situation	6.000.000	1.600.000
2003	PHARE - Access to education for disadvantaged groups	9.000.000	2.300.000
2004	PHARE - Acceleration of the implementation of the national strategy for the improvement of the Roma situation	8.500.000	1.000.000
<b>Total</b>		<b>35.654.736</b>	<b>6.230.000</b>

**Chart 1****Table 2**

*Evolution of funding allocation by the Open Society Foundation (OSF)*

Year	Program	Budget USD
1997	Roma Program	386,000
1998	Roma Program	409,611
1999	Roma Program	785,690
1997 - 1998	Public administration and healthcare programs (approx.)	400,000
2000	OSF/Resource Centre for Roma Communities	326,000
2001	OSF/Resource Centre for Roma Communities	260,000
2002	OSF/Resource Centre for Roma Communities	163,000
2003	OSF/Resource Centre for Roma Communities	163,000
2003	OSF/Resource Centre for Roma Communities	72,600
2005	OSF/Resource Centre for Roma Communities	55,000
2000 - 2005	OSF/Centre Education 2000+	263,883
	<b>Total</b>	<b>3.284.784</b>

The analysis of the programs that were implemented it results that until 2000, OSF was the major donor for programs targeting the Roma communities. These programs aimed at improving education, healthcare, vocational qualifications, promotion of the Roma youth, as well as

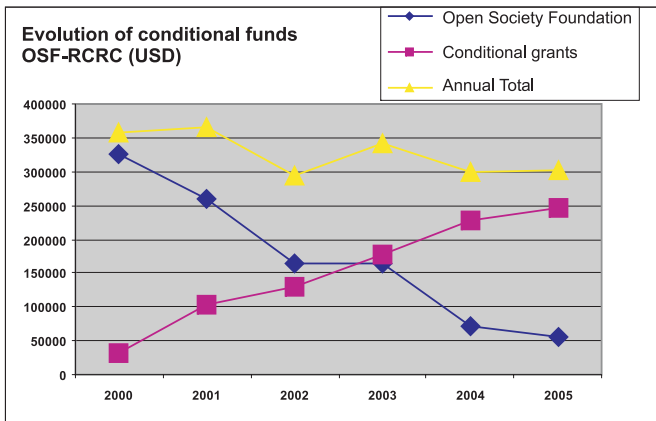
providing scholarships, supporting the public authorities that took responsibility for resolving the problems of the Roma communities, etc.

After 2000, when the Soros Open Network emerged, and the RCRC took over the Roma programs, the funding diminished. This was due to the fact that the funds for the Soros Open Network members was conditioned by the progressive raise of other funds. For instance, this conditional funding meant for RCRC the following:

**Table 3**

Allocation/year (USD)	2000	2001	2002	2003	2004	2005	Total
Open Society Foundation	326.000	260.800	163.000	163.000	72.600	55.000	1.040.400
Conditional grants	32.600	104.320	130.400	177.520	227.700	247.500	920.040
Annual Total	358.600	365.120	293.400	340.520	300.300	302.500	1.960.440

**Chart 2**

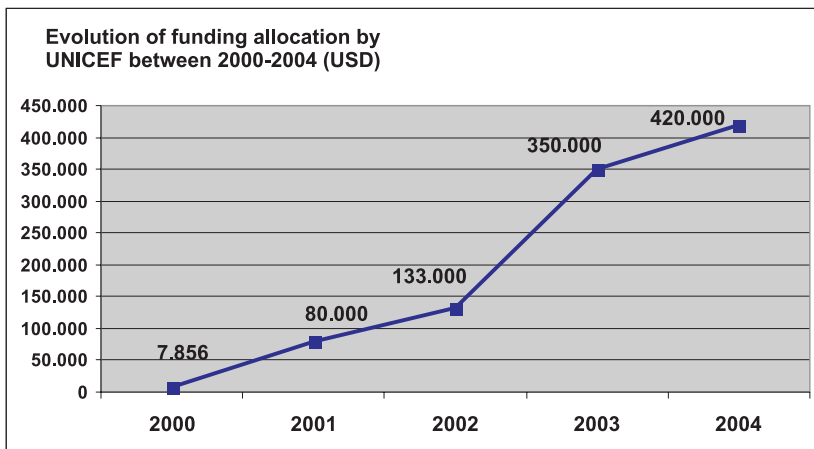


This type of conditional funds led to changes in the funding strategies. Thus, in 2000-2001, most of the funds that came from OSF were given away as grants for the Roma non-governmental organizations. As the percentage of funding from OSF was dropping, after 2001, the available funds were used for the implementation of RCRC's operational programs. It must be pointed out that a large part of the funds raised by RCRC are from EU-funded programs.

As for the other above-mentioned donors, their funding was modest as compared to the EU and OSF, and they were not granted for the Roma communities within coherent and long-term programs.

However, the permanent presence of funds UNICEF must be noted, especially for programs targeting the education of Roma children, training or their teachers, etc. Thus, UNICEF, in partnership with MER and the Institute for Educational Sciences, contributed to a study on the Roma children's participation in education, a study that laid the bases for the ministry's sector strategy. In 2000-2004, the UNICEF funds were approximately 990,000 USD, as shown in the chart below:

*Chart 3*



### **1.3. General description of the funding/monitoring/evaluation procedures**

All the donors use certain procedures of grant-making, monitoring and evaluation of the results of projects and programs. These procedures vary widely and in complexity, depending on multiple criteria, such as the source of public or private funds, the size of the grant, the type of projects, etc. Depending on the source of funding, we have three categories: public, private and mixed.

In the category of public donors we include the Romanian Government and the European Union. Among the private donors we have the Open Society Foundation, the Charles Stewart Mott Foundation, the Dutch Foundations, AIDROM etc. Mixed funding is provided by organizations such as UNICEF.

In the following, we will present the different types of funding procedures, using the EU as an example for public funds, OSF and the Charles Stewart Mott Foundation for private funds, and UNICEF for mixed funds.

#### **A. The European Union**

The funding procedures of the EU are relatively complex. A careful analysis of the procedures makes us conclude that the entire construction is logical and bureaucratically feasible. EU is a very large structure, which involves a bureaucratic apparatus that is sometimes perceived as over-dimensioned, and which uses the public money raised from the member states - hence the need of careful control of the managing process of funds for various programs.

EU structures its relations with the member states' governments or with the governments of the accession countries on programming documents, on the community acquis, on various development criteria of performance, etc. In this context, the need to have unitary procedures for using the European funds, which apply to all member or candidate states, is understandable.

The European grant-making programs go through a complex process of design, done in partnership by the beneficiary country and the European

institutions, based on priorities established and laid down in the Funding Memorandums that have been signed. Later, using the Project Fiche, all the other funding activities are done based on competition.

These procedures are available for the public on the EU's website at [http://europa.eu.int/comm/europeaid/tender/gestion/index\\_en.htm](http://europa.eu.int/comm/europeaid/tender/gestion/index_en.htm). The major document that presents the procedures that apply for European funds is the "Practical Guide for Contracting Procedures in grants made from the general budget of the European Commission in the context of external actions." The document presents the rules that apply to the three major types of grants: service acquisition, acquisition of goods, and of works, as well as funding for the grants. There are three possible approaches to the funding procedures, namely:

a) Centralized actions - EC is the Contracting Authority and makes decisions on behalf of the beneficiary countries;

b) Decentralized action: *ex-ante* - decisions regarding the funding and contracts are made by the Contracting Authority and they need the approval of the EC; *ex-post* - decisions are made by the Contracting Authority without the previous approval of the EC (with some exceptions to the standard procedure described in the *Practical Guide*).

The major procedures describe the criteria for eligibility, the rules regarding nationality and origin, the applicable exceptions, visibility, etc. The contracting procedures are also described, including the open procedure, the restricted competitive-negotiated procedures, the framework contracts, the criteria for selection, cancellation of procedures, clauses concerning ethics etc.

The basic document, the *Practical Guide*, is accompanied by a series of annexes that describe in detail the rules that apply to different situations, i.e. the general annexes, the annexes for service acquisition, for acquisition of goods, works, and grants, as well as a series of annexes for international institutions.

For better understanding of the procedures that are used, we will analyse in detail the procedures of grant-making, starting from the example of one of the PHARE programs for the improvement of the Roma situation, namely

PHARE RO 2002/000-586.01.02, "Support for the National Strategy for the Improvement of the Roma Situation".

The preparations for this program started in 2001, when a team of European experts worked together with governmental structures - NOR/PIU, to prepare the standard project fiche. The project fiche is a complex document which describes the context of the issue the program addresses, defines the general and the specific objectives, presents the expected results, the activities that must be carried out, the budget of the program, the action plan and the specific conditionings. The establishment of the priorities for this program was done after multiple consultations of the working team with the major parties involved, i.e. the governmental institutions, the non-governmental organizations, and other organizations that are active in the field. The experience built up in two other PHARE programs in the same domain was also taken into account, which led to the establishment of two big components, one of institutional development / training, and another one of grant-making in healthcare, vocational training, income-generating activities, small infrastructure and housing.

In the *Funding Memorandum* signed by the Government of Romania and the EC in 2002, the above-mentioned program was included with a favourable decision for implementation. Based on the project fiche, the *Terms of Reference* were prepared for the two components, and the contracting procedures were organized. Thus, for the first component, institutional development / training, a service contracting competition was organized, with the participation of international companies, and for the grant-making component there was a direct negotiation with RCRC, based on a service contract.

In the grant-making component, at the beginning of 2004, the procedure for designing the grant-making procedure was started, based on the *Funding Memorandum*, the *Project Fiche*, and the *Terms of Reference*. The program is an ex-ante decentralized one, which means, as explained above, that decisions are made by the Contracting Authority - the PHARE Central Financing and Contracting Unit within the MPF, with the approval, in this case, of the EC Delegation.

Launching of the grant-making program was done by making available to the public the information pack which contains, among others, the Applicants' Guide and its annexes - the application form, the budget, the logical framework, the general applicable conditions, the acquisition procedures - for goods, services and works, as well as other annexes relevant for the program.

We will stop to look at the major document, the *Applicants' Guide*, which is a standard document containing some essential sections. The first section present succinctly the program, its objectives, the context in the domain that is addressed, the available budget and the limits of the grant that can be solicited. The second section includes the rules that apply to the grants, and the third presents the annexes that the applicants need to provide. The second section of the *Applicants' Guide* is the longest, and includes the following elements:

1) Eligibility criteria:

- eligibility of applicants - in this case, the applicants could only be public institutions, such as town halls, local councils, prefectures, other decentralized institutions of the public administration at the county or local level, educational institutions, healthcare institutions etc. *The Funding Memorandum* stipulated expressly that the Contracting Authority should sign contracts with public institutions, which translated into the terms of procedures, meant that non-governmental organizations could not be the main applicants in the program. This generated several discussions and discontent of the Roma non-governmental organizations, which accused discrimination and failure to ensure the participation of the Roma communities in the decision-making, etc;

- eligibility of partners - in the program, no formal partner was required, i.e. no other organization, whether a public institution or a non-governmental organization. Practically, it was up to the main applicant whether to have or not have a formal partner. However, the participation of the Roma communities was ensured through the initiative groups set up after the model provided by RFSD, groups that would ensure the representation of the community's interest, needs, and upon completion of the project, they would take over the results of the investment;



- eligibility of actions - this concerns the type of activities that can be carried out in the program, in the domains of healthcare, vocational training, income-generating activities, small infrastructure and housing;

- eligibility of costs - the costs that can be taken into account for a grant, generally the standard costs for all projects. It is mentioned here that the beneficiaries of the grant must contribute with at least 5% to the total costs of the project, in cash, and that in-kind contributions are not accepted.

2) Application form and supporting documents:

- the application form is a standard document which contains, in a logical sequence, elements such as the title of the project, location of the action, objectives, context - relevance for the objectives and priorities of the program, description of the target groups, their needs etc, the activities, the methodology, the action plan, the expected results, the presentation of the applicant and its partners, the partnership statement, signatures, etc;

- to the application form the applicants must enclose other documents such as the budget of the project and sources of funding, the logical matrix of the project, as well as supporting documents - copies of various documents of the applicant and its partners, minutes, feasibility studies, business plans, etc.

3) Elements concerning the submission of the projects:

- where and when to submit the projects and how to submit them - there are a few elements of identification, such as the reference number of the program, the name of the program, the name of the applicant, etc.;

- how to obtain further information on details connected to the project;

- how the projects are evaluated;

- how the successful applicants are notified, how the contract is signed, etc.

One can notice that given the complexity of the documentation, experience in project writing is essential, and many applicant institutions and their partners did not manage to meet the required standards.

Evaluation of the applications is a laborious and complex process, with extremely strict rules. Thus, the first stage is that of opening the proposals by a commission made up generally of three members appointed on the basis of their expertise, to whom a president and a secretary are added, who do not have the right to vote, but who provide direct support in the evaluation process. It must be pointed out that all the activities of the evaluation commission are highly confidential, and their meetings can only be attended by EC observers, observers of the Contracting Authority, and of the Implementing Authority. Opening the projects involves compiling a complete list of the applications submitted by the deadline, only after which come the other stages of evaluation.

The stage of evaluation of the eligibility and of administrative compliance is the one that establishes, according to the evaluation grid, the list of projects that are declared eligible. It must be mentioned that the last changes to the evaluation procedure do not allow for requesting completions to the project, and therefore the absence of any of the requested annexes leads to the invalidation of the project. This caused serious difficulties to the applicants, especially to the less experienced ones, who were disqualified due to the absence of minor elements.

The final stage of evaluation is of the technical and financial quality of the projects, done by using a standard grid, which offers a maximum score of 100, distributed as follows:

**Table 4**

Evaluation Grid Section	Maximum Score	Application form
<b>1. Financial and operational capacity</b>	<b>20</b>	
1.1 Do the applicant and partners have sufficient experience of project management (i.p. projects of similar size and meaning)?	5	II.4.1 and III.1
1.2 Do the applicant and partners have sufficient technical expertise? (notably knowledge of the issues to be addressed)	5	II.4.1 and III.1 and CVs
1.3 Do the applicant and partners have sufficient management capacity? (Including staff, equipment and ability to handle the budget for the action)?	5	II.4.2 and III.1 and CVs
1.4 Does the applicant have stable and sufficient sources of finance?	5	II.4.2, and financial reports - balance
<b>2. Relevance</b>	<b>25</b>	
2.1 How relevant is the proposal to the objectives and one or more of the priorities of the call for proposals? Note: A score of 5 (very good) will only be allocated if the proposal specifically addresses at least one priority.	5	I.1.6(a)(b) and Logical framework
2.2 How relevant to the particular needs and constraints of the target country/countries or region(s) is the proposal? (including avoidance of duplication and synergy with other EC initiatives.)	5	I.1.6(c)
2.3 How clearly defined and strategically chosen are those involved (intermediaries, final beneficiaries, target groups)?	5	I.1.6(d), (e)
2.4 Have the needs of the target groups proposed and the final beneficiaries been clearly defined and does the proposal address them appropriately?	5	I.1.6 (c)(f)
2.5 Does the proposal contain specific elements of added value, such as innovative approaches, synergies, models for good practice, promotion of equality and equal opportunities, environmental protection?	5	General
<b>3. Methodology</b>	<b>30</b>	
3.1 Are the activities proposed appropriate, practical, and consistent with the objectives and expected results?	5	I.1.7
3.2 How coherent is the overall design of the action? (in particular, does it reflect the analysis of the problems involved, take into account external factors and anticipate an evaluation?)	5	I.1.8

EVALUATION OF PROGRAMMES TARGETING ROMA COMMUNITIES IN ROMANIA

Evaluation Grid Section	Maximum Score	Application form
3.3 Is the partners' level of involvement and participation in the action satisfactory? Note: If there is no partner, the score will be one	5	I.1.8(e)
3.4 Is the target groups' and final beneficiaries' level of involvement and participation in the action satisfactory?	5	I.1.8(e)
3.5 Is the action plan (including time table) clear, logic and feasible?	5	I.1.9
3.6 Does the project contain objectively verifiable indicators for the results?	5	Logical framework
<b>4. Sustainability</b>	<b>15</b>	
4.1 Is the action likely to have a tangible impact on its target groups?	5	I.2.1
4.2 Is the proposal likely to have multiplier effects? (Including scope for replication and extension of the outcome of the action and dissemination of information.)	5	I.2.2 & I.2.3
4.3 Are the expected results of the proposed action sustainable: - financially (how will the activities be financed after the EC funding ends?) - Individual level (how will participants or other beneficiaries maintain contact and how will information exchange be ensured after the main activities?) - at policy level (where applicable) (what will be the structural impact of the action - e.g. will it lead to improved legislation, codes of conduct, methods, etc)?	5	I.2.4
<b>5. Budget and cost-effectiveness</b>	<b>10</b>	
5.1 is the ratio between the estimated costs and the expected results satisfactory?	5	I.3
5.2 Is the proposed expenditure necessary for the implementation of the action?	5	I.3
Maximum total score		

An important aspect is that limits were introduced to the minimum score for the first two sections of the evaluation grid, thus:

- section 1. Financial and operational capacity - If a total score lower than "adequate" (12 points) is obtained for section 1, the proposal will not be evaluated further;

- section 2. Relevance - If a total score lower than "good" (20 points) is obtained for section 2, the proposal will not be evaluated further.

Each project is evaluated independently by two evaluators / assessors, and based on their scores, the evaluation commission recommends to the Contracting Authority a list of proposals for funding. These recommendations are presented in the form of standard evaluation reports, submitted for the approval of the Contracting Authority.

The entire procedure can take various periods of time, depending on the program, on the size and complexity, the number of applications, the capacity and the availability of the evaluation commission, etc. Thus, from launching the call for proposals there are usually between 60 and 90 days until the deadline for submission. The evaluation proper can take a few months, and the approval of the evaluation reports can take a few weeks. In all, from the announcement of the call for proposals to the list of successful applicants, there can be an average of 6 to 12 months.

The contracting procedure, which follows the evaluation procedure, means sending standard letters of information, doing pre-contracting visits, collecting the supplementary documents, compiling the contract files and signing the contracts.

In the case of the program we used as an example, they required as few supporting documents as possible, in order to ease the work of the applicants and to ensure good participation. For instance, no legalized copies of the various documents were asked, but they were only requested from the successful applicants, thus reducing the costs of elaborating the project, which are quite high. It must be pointed out that many applicants use persons or firms that specialize in project writing, and the costs incurred may rise to a few thousand Euros, which often reduces the motivation of institutions with limited resources, as is the case of village halls.

In **conclusion**, we have a funding procedure that takes quite long, is of high complexity, and needs a lot of human and financial resources. The level of expertise required for project writing is also high.

## **B. UNICEF**

This international donor organization has a more flexible procedure. It is essential to point out that the organization does annual planning of the financial resources for the priority domains. This manner of programming allows for more flexibility of the activities in the next calendar/financial year, the main project ideas being centralized in a Country Program Action Plan. Practically, at this level, the project ideas are still in an emergent phase of design, with defined objectives, activities, target groups, estimated resources and expected results.

The application form usually contains the major elements of a grant proposal, somewhat similar to the form used in the European grant-making programs.

The specific element of the grants made by UNICEF is that of negotiated procedure, in which the idea of the initial project is discussed with the applicant organization or the partners, so that there is a good match of the established priorities and objectives of the organization.

## **C. Charles Stewart Mott Foundation**

This American foundation uses a relatively similar procedure, approaching directly the possible beneficiaries of the grants in various domains of activity, they work together for a while, reach a common perspective of the priorities and modes of action. The project proposal is structured in time and negotiated so that it reaches an acceptable standard, which allows flexibility of implementation. Funding usually covers several years, during which there can be made adjustments to the approach, to the directions of action, so that impact is maximal.

## **D. Open Society Foundation (OSF)**

This is another important donor for the Roma communities, tightly linked to the development of the Roma civil society in Romania. As one of the major donors in the 1990's, OSF developed its own system of grant-making based on competition, with a quite high level of flexibility as compared to the EU. As a basic principle, grant-making was done through project

competition. After 2000, when OSF changed its structure, there emerged a network of foundations that called itself the "Soros Open Network". Practically, these organizations took over some of the programs classically managed by OSF. As concerns the Roma programs, these were taken over by the Resource Center for Roma Communities, which applied the same procedure of grant-making for Roma organizations.

#### **1.4. Comparison among the procedures applied by the various donors**

The essential element that makes the difference among the procedures used by the various donors is that of the origin of funds. It can be noticed that when the funds originate from public budgets, we have a highly bureaucratic system, with extremely complex and strict procedures. This is the case of funds from the EU, fed by the taxes and dues of the taxpayers. The non-governmental donor organizations' procedures, which use private funds, are much more flexible.

*The time* that is needed for the allocation of a grant varies, the longest duration being for the allocation of funds from public sources, and the most reduced from private sources.

*The application forms* are relatively similar, repeating some elements: title of the project, location, general objective, specific objectives, presentation of the issue, of the target group, of the activities, the methods of implementation, the action plan with timeline, the expected results, the evaluation methods, and the estimated budget.

There is a wide variety of annexes that are requested by the donors, but some seem essential, i.e. documents that prove the legal status of the applicant, the financial situation of the applicant (balance of accounts, proof of payment of dues to the state, etc.), data about the partners, minutes, and other specific documents (content of the courses, approvals, feasibility study, business plan etc).

*The level of competition* for accessing funds is very different, the maximum competition being for European funds. In this case there can be hundreds of applications for a call, where there are likely to be 1-20 successful applicants.

One remarks can be made about the costs incurred by the elaboration of a project, the conclusion being that the more complex the procedures, the higher the costs.

Also, the *knowledge in the field* plays an important role in the total cost of the projects; thus, especially for organizations with little experience, it is necessary to consult experts from outside the organization.

As concerns the *monitoring and evaluation of the project results*, all donors use different kinds of quantitative and qualitative indicators. Generally, these are included in the structure of the projects that are proposed for funding. Monitoring of achievement is done by direct communication and by studying the documents, as well as field monitoring, in which case there are discussion with various parties involved in the implementation, discussions with the direct beneficiaries etc.

In direct connection with monitoring and evaluation we shall mention the procedures for *narrative and financial reporting*. The most complex reports are used by the EU. Thus, there are strict rules for procedures of procurement of goods, services and works, which are to be presented in these reports, copies of the payment documents are requested, etc. We must take into account the fact that these programs use public money, which requires a transparent, correct and efficient financial management, in which it is of utmost importance to respect the standard procedures. For comparison, the financial and narrative reports asked by the private donors are much more flexible both in terms of time, and as concerns the supporting documents, which are much fewer.

One conclusion that can be drawn is that the different levels of complexity of the funding, monitoring and evaluation of projects depends on the types of donors and the source of the funding, with the implied advantages and disadvantages.

The monitoring and evaluation mechanisms are different also. Each of them lays out in their program the indicators that must be reached by the projects. In most cases, the indicators are included in the applications.



## **1.5 Qualitative analysis of the funds, base on investigation**

### **1.5.1 Research methodology**

In order to know how the grant-making programmes targeting Roma communities were implemented, we conducted individual interviews with the major donors for the Roma programs. We interviewed 11 representatives of selected donors (Annex 1). The sample was determined by their availability, but the most representative donors were included.

The topics of the interview (Annex 2) were:

- grant-making strategies, in general;
- types of projects that receive grants (by domains, regions, beneficiaries, etc);
- correlation between the grant-making program design and the system of monitoring and evaluation;
- perceptions of and attitudes towards the role of Roma NGOs in the Romanian society;
- perception and attitudes towards the program implementers (NGOs, public institutions, others);
- estimates regarding the sustainability of the projects;
- mechanisms of financing and relations with other donors;
- future plans.

### **1.5.2. Qualitative analysis of the interviews**

We analysed the content of the data that was collected through the interviews, and systematized the information in the categories described below.

**1) Strategy for grants made to Roma communities exclusively or in an integrated manner, in ampler programs. Coordination among donors.**

The donors' representatives describe these strategies from two perspectives: the strict (and limited) perspective of their own organization; and the national perspective.

As concerns the first one, most donors stated that we cannot speak about grant-making strategies for the Roma communities exclusively. At the same time, the Roma community is regarded as a socially disadvantaged group, and therefore it occupies a special place among the funded and implemented programs of the various organizations whose representatives were interviewed. Therefore, there are programs "dedicated" to the Roma communities, programs that cover a quite large area, from community development to school education.

"...In the approaches we have had we did not have anything that was exclusively dedicated to Roma communities or organizations that work for the Roma; there are certainly such programs that are dedicated. I know best about the funds of the European Union, there have programs for the Roma communities since the 1999 funds" (donor representative).

"it depends on what programs we mean, if we mean this program we discussed earlier, i.e. the grant-making program for the Roma communities, of course ... So we try to have an ampler approach, even in the projects that target Roma communities" (donor representative).

"Well, I don't think there is a strategy that is exclusively dedicated to the Roma, for the simple reason that there are several donors, several institutional donors, big institutions, NGOs, governmental organizations such as the World Bank, UNDP, the Delegation of the European Commission, and after the logic of the big, bureaucratic organizations, each has their own strategy. Sometimes this is called explicitly a strategy for the Roma communities, i.e. it includes the word "Roma" in the programming documents, or it depends on the institutional language of the donor... and then they may not explicitly name the Roma, but vulnerable groups, marginalized groups, socially vulnerable groups... Of course, it is known that it's about the Roma or mainly about the Roma, but depending on the sensitivity and the taboos in each institution, each organization,

they avoid mentioning it sometimes, while sometimes they make this explicit. But there are lots of strategies and programs. It would have been good to have coordination among the donors, but we are far from something like this. So institutional inertia and the way in which these big institutions do their programming, their programs for fund allocation, the style of work with quite long deadlines, with intermediate evaluations, all these channel each of them, each donor to focus on their program without discussions with other donors that are addressing the same clients, if we may call them so, the same communities" (donor representative).

"I could go back to the first question, whether there is a strategy exclusively for Roma children; there is no strategy exclusively for Roma children, but the specificity of this target group is very well taken into account when... because practically children's rights are all children's, and the part that aims at education has more results, including the ones for a program cycle, one of them targets especially Roma children, taking into account the discrepancies that exist, and which they are confronted with, at least so it results from the statistical and the qualitative data we have." (donor representative)

As concerns the second perspective, the respondents tend to relate to the "Strategy for the Improvement of the Roma Situation". Their attitude to the Strategy is critical, and they talk especially about the poor performance in the implementation.

"... It depends whether we are talking about national strategies, regional or local ones. Because at the national level there is a strategy for the Roma, which takes into account several areas: education, healthcare, housing and so on. Now, if there are regional or local strategies for the Roma - I think there aren't. There are numerous initiatives of the non-governmental organizations, but as far as I know, and I work in an organization that develops programs for the Roma, I could not say that there is anywhere in Romania a

strategy dedicated exclusively to the Roma, in any region, county or town." (donor representative)

"At the national level, there is a strategy for the Roma at the conceptual level, but as I have heard lately, this strategy needs a much clearer implementation, which means better designed plans, budgets that prove that these plans are really worth implementing." (donor representative)

The third characteristic feature refers to the diversity of the institutions and the types of funds centred on the issues of the Roma communities; lack of coordination among the various donors leads to an unarticulated image of how the funds are allocated, parallelisms, and difficulties in solving the problems of the Roma communities.

"So, if we talk about strategies, I might say that in this field of interventions in the Roma communities, there are strategies of some non-governmental organizations, maybe strategies of some of the ministries; the problem is that they are not very correlated." (donor representative)

**2) Elaboration of grant-making strategies. Correlations between the proposed indicators and the indicators to be achieved through the projects.**

The specific differences among organizations that make grants for Roma programs generate a quite wide variety of approaches as concerns the correlation of the indicators kept in mind when the grant-making strategies are developed and the indicators achieved through the projects. This variety can be grouped in **three major categories**: a) very strong correlation; b) relative, approximate correlation, generated especially by the specificity of the projects; c) no correlation, because the donor organization is not interested in advance in this aspect.

a) **The very strong correlation** between the indicators pursued when the grant-making strategy is developed and the indicators that are going to be achieved by the projects is the dominant model in the elaboration of most organizations' policies. Practically, the respondents pay such a lot of

attention to this correlation that the validity of the funding policies and the efficiency of the implemented programs are defined by relation to this correlation. From this perspective, the achievement of the indicators is carefully monitored, so that there is maximum agreement between the final results, the indicators of the project, and on a more general plane the indicators of the funding strategy.

"If we are to talk about indicators, yes, they are foreseen through the perspective of the results that are pursued, and depending on the implementation proper, they can be achieved or not. But everyone obviously aims to achieve these indicators because if you obtain results it is unlikely that you do not achieve the indicators..." (donor representative)

"First of all, I would like to say that we, UNDP, invented this manner of project management, which is called *Results Based Management*. So we practically visualize the results at the beginning of the project, and we try to propose as realistic as possible indicators for the achievement of the objectives, so to say, and of course since we invented the system, I think we are the most entitled to say that we really manage to do so." (donor representative)

"We must. It is compulsory. If the two don't overlap, there's no result... and the value of the project is measured against those indicators. There are performance indicators for each project and program and obviously these indicators are correlated." (donor representative)

" Absolutely so. Absolutely. A result that has not been achieved in a year may be tried again in the second cycle of the program, or the third year of the project cycle, or it can be continued in the next project cycle. Practically, we have had such situations, and I can give you an example, not necessarily about Roma children programs. But an example of early childhood education. One of the results of the previous project cycle aimed at developing a

framework for public policies regarding early childhood education, parents' education, either in crèches, or in the pre-school system. In the past programming cycle this result was not achieved; it was continued, and it was kept in our program documents for the next project cycle, 2005-2009. Usually, the results depend on the perspective we take, they materialize a right of the child, a right that is not put in practice well enough, at least from our point of view. So in the case I mentioned, it is about the right for the child to achieve his or her full potential, which is a right stipulated in the Convention on Children's Rights, and if the first two years of the child's life are missed out, the entire development of the child to achieve his full potential is compromised."(donor representative)

b) **The correlation is relative, approximate**, a type of approach in which the freedom allowed to the organizations that implement the projects is quite considerable. There is some correlation, but generally it has an indicative function. This attitude permits redefinitions or adjustments on the go, depending on the occurrence of situations that have not been or could not have been foreseen at the initiation of the project.

"Not always, there is adjustment during it. They are flexible. Very rarely have I heard of programs or projects that admitted they did not meet the expectations. This is one of the methods of self-perpetuation of the organizations and of bureaucracy. There is always an explanation for failure to meet the objectives." (donor representative)

"... it is very difficult to speak generally about projects, there are different cases. There are projects that set realistic objectives, so they are feasible, indicators that were set starting from a clearly researched, concrete reality, which is known and outlined; these projects are feasible. I think there are very many such projects. There is a correlations, but often this is approximate, for various reasons." (donor representative)

c) **There is no correlation**, because there is no intention of correlating the indicators of the donors' strategy with the project indicators. The

freedom allowed to the organization that implements the project in this case is complete. The organization sets indicators autonomously, without consulting with the donor. The donor organization does not analyse the opportunity to provide financial support depending on the indicators set in its own funding strategy. In this type of situation, the donor checks exclusively the manner and the extent to which the organization implemented the project and met the objectives. The justification for this attitude (absolutely marginal) is that the Roma organizations know best the problems of the Roma. The definition of the problems and the manner of approaching them are exclusively the responsibility of the NGO that obtains the funds. At the same time, we must point out that this type of attitude is associated with evaluations that find the Roma NGOs are below average as concerns their level of professionalism, development and self-sustainability.

" We did not have in mind proposed indicators. We started from the idea that the Roma organizations initially know best what they need to do and so we did not develop indicators. Of course at the end we evaluated what they had set out to do, but we had not set indicators from the beginning, and so we went along with what they had set for themselves, some evaluations of the situation."  
(donor representative)

### **3) The role of Roma NGOs in the Romanian society**

Naturally, NGOs in general, and the Roma NGOs in particular, are considered an indispensable element of civil society by the representatives of the donor organizations. Beyond their general importance that they have in the functioning of a democratic society, the role of Roma NGOs is vital in the implementation of projects for the Roma, because they operate as an interface in relations with the community.

" The NGOs are an important interface, an interface ensures that the message is transmitted correctly in the community, that can generate ownership in the community, and can build bridges of trust between the community and the surrounding social environment." (donor representative)

"The Roma NGOs are very important because we cannot talk about Roma, we cannot talk about programs for them, the society, the government, anyone who is interested in this issue, we cannot talk about an issue that involves some people without asking them. From this point of view, I am very happy to see functional Roma organizations." (donor representative)

The role of Roma NGOs is structured along several coordinates:

- a) they are agents that identify the specific problems of the community;
- b) they are the source of solutions for intervention;
- c) they have the people's trust and they can mobilize the community members to get involved.

"They have a very important role, I think. Usually, if there are Roma projects, you must be aware of one thing: if the people that you want to help do not understand that you really want to help them, they won't cooperate. And unless they cooperate, as the beneficiaries of the project, of course the project has a low chance of achieving its results. So, in my opinion, NGOs that work for the Roma can do a good job in attracting the beneficiaries in the interventions... The Roma NGOs can get closer to the Roma communities much more easily than an international agency" (donor representative)

"...I believe it is very good that there are such non-governmental organizations; indeed, they have the capacity to understand, because they are part of the community. And they understand the problems, how to work and all the rest. So I say they are very useful, and in essence they do a very good job." (donor representative)

"It is maybe also the philosophy of our organization, but we believe that without a partnership with a non-governmental organization of the Roma there cannot be an accelerated impact, an intervention that can cause an accelerated and sustainable change. We mustn't forget the history of the Roma communities in Romania,



characterized by lack of trust and lack of direct and peaceful communication between the Roma communities and the majority community". (donor representative)

At the same time, there is a tendency to consider that the efficiency of Roma NGOs may be optimised by partnerships with various agencies, whether public or private, national or international. It is considered that these agencies, through experience and technical formulae may maximize the results of the Roma NGOs' work.

"However, in my opinion, especially in the Roma communities, I'd see a formula for success that includes the collaboration of the Roma NGO with an international agency. Practically we have the know-how in project implementation, and they can come with the communication skills, to make it known what the project is after, what the results are, in the Roma community. So this is how I see the recipe for a successful intervention in the Roma communities in Romania." (donor representative)

Another dominant note is the appreciation of the Roma NGOs as quite fragile; this fragility is due mainly to the competition for resources (perceived also as being in a descendent trend) and the limited capacity to raise funds, in the conditions when the writing and implementation of a project need more and more specialized professionals.

"They are extremely fragile, they depend a lot on the continuation of funding, which they receive or they can access and there aren't... and this is the issue, not many of them can access funds because they are not qualified. The market of grants is competitive. There are sets of criteria after which the funds are allocated, there are tenders, and many of the Roma organizations do not have the capacity to write projects, to make the offers coherent and to promote them to the donors in a persuasive manner. And then they depend on the funding, which once they get they try to cultivate, to hang on to it" (donor representative)

"... however, in the current political context, practically their access to resources has been reduced, limited... They need a bit more capacity to absorb funds, but as long as all the government money goes to the Roma Party, not to mention the PHARE program..."  
(donor representative)

This lack of qualifications almost naturally generates the NGOs' tendency to partner with other public or private institutions. Obviously, the idea of partnership is a good one in itself. At the same time there are situations in which the high dependence on institutions of the public administration is associated with perverse effects, which affect the image and the development of Roma NGOs. More precisely, the interests of the public administration, sometimes not congruent with the interests of the community or of the NGO, will prevail, leaving the objectives pursued by the NGO on the second place.

"Very often, the funding comes from the local public administration, who can afford to pay, and they can start partnerships with the local Roma NGOs. And there'll be a blackmail situation. That is, the local public authority knows that the NGO is desperate for funds, and then the NGO will end up serving the agenda of the local public authority, which is not always to the benefit of the end client, the Roma community. If for instance the partner public authority, the public partner, decides that it is necessary to renovate an office, although maybe the NGO thinks differently, the NGO would think of something for the benefit of the end client; the end client in their definition is the community, the citizen... So there is a conflict of priorities. It's certain that the end client is not always served in the fairest way." (donor representative)

In some situations, as it results from the donor organizations' experiences, this situation becomes the dominating model so that the NGO also forgets about the interests of the community.

"I am not saying that the NGOs are saints; often, there are interests connected to their survival. So we don't need to see them as saints, as missionaries; they don't always think of the end client, the

community or the citizen. First, the NGO must ensure that they will survive and often the money is taken up by the technical equipment and other goods or per diems and various other costs. There's another problem, and this is not necessarily a specificity of the Roma NGOs, but it describes lots of NGOs in Romania. There are many people that are involved with the NGOs because this offers them a job, because they didn't manage to find another job. Or because it was relatively easy to join an NGO. It's a form of activity. The procedures of recruitment and selection are not very firm everywhere. You can join an NGO as a volunteer, everyone welcomes volunteers, and they you can get qualified on the job." (donor representative)

As for the promotion of the community *acquis*, the respondents consider that the role of the Roma NGOs is minimal.

"Of course, theoretically speaking, their role is to deal with the education of the Roma population and to raise their cultural, spiritual and financial standards. With the community *acquis*, I have not met organizations that work on this... in the Roma communities. They do a lot for community practice, and less on the implementation of the *acquis*." (donor representative)

This peripheral role is explicable by the need to have high qualifications, which is rarely the case of the Roma NGOs. At the same time, the respondents think that this task is of the Ministry of European Integration, and the specialized departments in the other ministries.

"If they have a role in promoting the *acquis*, they can contribute. The promotion of the *acquis* is the job of the Ministry of European Integration, and the components within each ministry that deal with this thing. They can contribute, but in order to do that they need a framework... there is funding from the Europa Fund every year, but few organizations want to do such programs because that requires some skills, knowledge, and when you want to teach others about the *acquis*, you need to know what is very good." (donor representative)

#### 4) Regional distribution of the funded projects

The general characteristic is the donor organizations' tendency to cover all geographical areas of the country. Most of the respondents stated that the grants they made have covered all the historical regions, because the funding policies pursued deliberately the wide geographical coverage.

"In general, there is a quite wide distribution all over the country. But the concentration of projects is bigger in a region or another depending on how developed the NGOs are in these regions. In general, there are some patches that are not covered, in areas where there are no active organizations, maybe there are organizations, but they are not active: the south is less covered, but it is not totally uncovered, while the center has a good concentration of strong organizations, and then they have an easier job obtaining funds. But there is quite good coverage in all regions of the country." (donor representative)

"We have tried to have a correct distribution. For that, so that we can cover the areas where there are fewer projects, in the next project we want to devise a map of poverty of the Roma communities in Romania. Because you need to have a good coverage of the country with your projects... " (donor representative)

"I think regional distribution is somewhat balanced in the sense that the three grant-making programs that were specifically for the Roma communities have covered so far approximately all the counties, each of them with one, or two or three or five projects." (donor representative)

"This is one of the main criteria that we can take into account, and out wish is that the institutions cover as large an area as possible. However, unfortunately, this is not possible all the time, because there are other criteria that must be taken into account: quality, the type of institution and so on." (donor representative)

However, there is a somewhat higher concentration of grants in the area of Bucharest and in Transylvania, and a somewhat reduced concentration in the southern part of the country.

"Especially in the first years, there was a higher capacity to raise funds in the western counties of the country, in Transylvania. I think the situation is now more balanced." (donor representative)

"It is noticeable that quite a few of the projects, actually most of them are still concentrated in Bucharest. There are strong centres so to say, from where we receive quite a few applications and where there are many projects: Iași, Craiova, Maramureș, Cluj, Timișoara... so these are the geographical areas that are highly represented in our projects. There are areas that are strongly underrepresented, and I think these are, for instance, the counties of Sălaj, Dâmbovița, Constanța, Tulcea, Galați" (donor representative)

The explanation is mainly in the general level of development of the area, access to information and development of NGOs in these areas. Most of the donor organizations aim to eliminate this discrepancy through better dissemination of information.

"One of the explanations I think is that information does not get there as efficiently as it does to other regions, if we are to compare, we will notice that in general the counties do not have a powerful centre, a town that's big enough and where the information gets there quickly." (donor representative)

"I think the major reason is access to information. What we do to reduce this discrepancy in general is that we provide them information about the program, about the deadline for application. We send the information on discussion groups, list-serves. So we usually use several channels: the discussion groups, which we find very useful, we have our own, and we also use others, the *yahoo-groups* in most cases" (donor representative)

"There are events to disseminate the information. At the same time, the so called call for proposals is disseminated in as many places as possible, even in the press. Which is why in general this information should get to most places." (donor representative)

Another means of reducing the gap between the level of development of the different regions is to fund programs that will impact all the Roma communities in the country.

"This is an issue. The problem is I don't have statistical data. I can tell you this: UNICEF has 10 target counties in their programming documents. It had ten target counties in the old cycle too, and not the same ten. However, the ten counties are the reference point, the indication. Because practically, depending on the projects that were submitted to us, we accepted to cover areas that did not necessarily strictly belong to the ten counties. However, for some time, including in the old project cycle, we changed this orientation and shifted from supporting services to stimulating the development of public policies." (donor representative)

The exception to the above synthesized situation is the case in which the geographical criterion is part of the organization's grant-making strategy.

"We made grants all over the country, especially in Bucharest in the last years, in Bucharest and in the Jiu Valley. It so happened that they were submitted from people from there. We did not distribute the funds in advance, we take the proposals as they come and study them. If we have ten proposals, it's ok, maybe we will give funds to all of them, if we have two, we fund two, and if 10 are from Bucharest we fund them too, if they are from elsewhere, the same. So we don't have an advance distribution of the funds depending on the geographical area." (donor representative)

**5) The priority issues that the institutions that develop programmes targeting Roma communities should consider.**

An essential precondition of the success of any program for Roma ethnic groups is consultation of the members of the community.

"Because you cannot change things... coming from outside and change things because you have a project. The Roma people also need to want that, to know about it, you should ask them whether they want that. The institution should take responsibility for those problems because the Roma are part of the community and they are citizens like everybody else. Whereas if you leave them out, you introduce water in the neighbourhood but stop before you get to where they live... you repair the road that leads to their neighbourhood or do who knows what ... so they need to be part of the problem and of the solution ... it's a matter of approach" (donor representative)

In essence, the list of the most important problems includes the state of housing, lack of identity cards, healthcare issues, education, developing skills to start income-generating activities.

"Starting from the question, which was about what we perceive as priority in the economic-social development of the Roma communities. The most important ones, I think, are housing, healthcare, education and economic development in the real sense of the word. They need to be taught to have a job, to apply for a job, to start a business if they are able to do that, they need to learn to respect the law when they start a business. Also, a very important issue is that of the identity cards. That must be sorted out, first, and then come the rest." (donor representative)

We have to underline here that the Romanian law stipulate the obligativity of owning an identity card by any citizen; but since 1925, the Roma communities meet this legal stipulation with a more or less ferme resistance, due to the understanding of the fact that "he who have identity cards, pay taxes and is easier to find by the authorities".

"The priorities, first and foremost, are connected to the disastrous economic and social situation of the isolated Roma communities, in general of the micro-communities in the villages, in cities, for instance in Ferentari in Bucharest, look at the very poor Roma

neighbourhoods in Craiova, in Timișoara. Of course, there are very rich communities, too, unfortunately they are very popular, and less talk is about the extremely poor Roma neighbourhoods. And you know what happens? When there is no national solution, when there are no clear policies that address issues such as unemployment of the Roma, opportunities for getting a job, counselling, mediation in these communities, so that those people get access to jobs where they can work to support their families, you imagine everything originates from here, and you imagine what the priorities should be. Education is also a priority for the Roma, for instance it is a priority to have the children in kindergartens, because if they go to kindergarten, they will be better prepared for school, and they will learn better... There are very many problems. Healthcare education is also a priority, a decent way of life, which also means access to public healthcare, housing... access to the facilities the society provides; how many Roma have access to computers, have many of them have a community centre where they can access data? If I had to place these priorities in a certain hierarchy, I'd say first and foremost that the Romanian society has to ensure quality education for the Roma, then the issue of employment, increased qualifications, literacy, and many, many other things. Employment, housing, healthcare. " (donor representative)

In the respondents' opinion, the solutions to the problems of the Roma communities can only be found through an integrated approach, in terms of general economic and social development.

"There are very many problems, and in my opinion they should deal with everything at the same time because if you only start doing something, it's in vain. Unless there is an integrated approach, as we say, of the problems the Roma communities face... I'll give you an example: what should we do, rehabilitate the infrastructure?; this won't help the children go to school. So unless we address as many different faces of the problem of the Roma community as possible, I don't think we will have an impact. That's why we are



trying to create some synergy by our projects" (donor representative)

#### 6) Regional priorities in the Roma issues

The idea of "regional priorities" in the Roma issues holds a peripheral place in the discourse of the donor organizations. The converging representation of the specific problems that this minority faces is more powerful: access to education, access to medical services, housing. These are problems that affect the Roma in general, regardless of the region where the community is situated.

"I don't believe in regional disparities. In my opinion, the problems that the Roma face in Transylvania are exactly the same as the ones they face in Moldova, and the same as they face in Oltenia..." (donor representative)

"No. Not regional priorities. There are regions that have been forgotten and no one has been there for a long while. There are regions that are extremely poor, and there are others where things are better. I think the problems can be divided into some large sectors, because the Roma communities are faced with the same ones: access to quality education, to healthcare services, to decent housing, and access to the labour market, and the standards of living. Access to the labour market, again, with decent salaries. There is a vicious circle that needs to be broken." (donor representative)

"In our experience, the problems of the Roma are the same everywhere: lack of education, lack of culture, lack of jobs that can help them integrate in the society and mostly lack of willingness... to integrate. They say they are discriminated, but in fact in our experience this is an attitude they cultivate. They want to be separated and this is something we all know. There are no specific problems, say, in Constanța, in Moldova or in Transylvania. They are about the same everywhere, the problems of the community." (donor representative)

At the same time, it is obvious that the differences between the development in different regions of Romania have some influence on the Roma communities. The Roma communities in Transylvania are perceived as better off than the communities in other regions of the country. This does not mean that any of the problems above have had solutions, even partial ones.

"I think this issues is relative, that is I don't believe there is such a similarity among the regions of Romania. Some of them may be similar, but there are big differences. I'll give you an example: the western and north-western regions have attracted most investments from abroad except for Bucharest, and sure they are better developed than the south-eastern or south-western regions, where the rate of poverty is high. So I think there are differences between the levels of development of the Roma communities in the more developed and the less developed parts of the country." (donor representative)

"It is interesting that the more developed regions are also characterized by a higher capacity to attract funds for the Roma communities. As I was saying before, the level of development as compared to the average, of Bucharest and Transylvania, is also accompanied by a certain concentration of the funds for Roma programs. This situation makes some donors try to direct funds to the poorer areas. The major problem is still lack of applications from the organizations and institutions in these areas." (donor representative)

"One of our priorities in the call for proposals is the areas that are less well represented. But to get there we must receive applications from those regions. In general, when we receive applications from a socially or economically disadvantaged region, there is a system of bonuses, and then they would have more advantages as compared to the other applications. Of course the quality of the application is given priority..."(donor representative)

At the limit, there are regions in which the situation of the Roma is absolutely dramatic; lack of support policies from the state institutions is accompanied by the lack of Roma civil organizations that are able to write proposals and raise funds.

"The situation is less severe than in the case of the Roma in Dobrogea, the Muslim Roma, the Horahane Roma. The situation there is tragic. This is a very little explored domain, these communities are almost invisible because they do not come together as a community, they do not have nongovernmental organizations of the Horahane Roma. You will find associations of the cauldron-makers, of the bear-tamers, but not of... That is the ground of maximum exclusion, because they are faced with exclusion even by the Christian Roma, then the Turk Muslims, or the Romanian Muslims... anyway, the ultimate form of exclusion, in my opinion." (donor representative)

In the end, we must point out that the respondents did not indicate the existence of regional policies and strategies for the Roma communities.

"If we mean the eight economic development regions, normally they should have regional policies for various issues, including the Roma issues. As far as I know, the regional policies do not include strategies of this kind, though they have various strategies for employment, reduction of unemployment, economic development, social cohesion. There are programs that address the Roma, for instance many agencies that receive grants from the National Development Agencies, and the grants are for projects that target at the Roma. But I do not know now any National Development Agency that could show us a regional strategy for the Roma communities' problems. In general, developing regional strategies is a difficult thing to do, it's usually done by sub-sectors of public policies, and I think the sub-sectors that are addressed are generally employment and social cohesion. But I don't think there is anything like this for the Roma." (donor representative)



## **CHAPTER 2: RESULTS OF THE PROJECTS AND PROGRAMMES TARGETING ROMA COMMUNITIES**

### **2.1. Results of findings. Field research**

#### **2.1.1. Outline of the research**

In order to know better the progress recorded in the major domains of action, we carried out 20 case studies (Annex 3).

The criteria we used to select the projects for the case studies were the following: type of donor, domains in which programs were implemented, diversity of activities within the projects, and the type of implementing institution.

The following donors were selected: the European Union, the Romanian Government, the Romanian Fund for Social Development, UNICEF, and the Open Society Foundation. The projects were grouped into four main domains: healthcare, infrastructure and housing, education, and employment. To this we added the complex programs that targeted several domains.

Depending on the type of the implementing institution, we selected projects done by public institutions and NGOs (11 NGOs and 9 public institutions).

The projects that were selected for the analysis cover several geographical areas: Bucharest and Ilfov, Teleorman, Cluj, Argeş, Călăraşi, Hunedoara, Sălaj, Dâmboviţa, Olt, Bistriţa Năsăud, Giurgiu, Neamţ, Bacău, several counties at the same time.

The evaluation methodology contained integrated data collection instruments, applied to both the implementers, and their partners, and their beneficiaries (Annex 4).

## 2.1.2. Interpretation of results

### Quantitative analysis of projects subject to on-site evaluation

The main criteria for evaluation were relevance, effectiveness, efficiency and others (gender and replicability).

The evaluation of overall performance is the result of the mean average of all the evaluation criteria; the criteria were given equal importance.

19 projects covering 4 fields have been evaluated. Scores were computed according to the evaluation criteria.

The scores were the following:

0.0 - 1.9: Bad

2.0 - 2.9: Poor

3.0 - 3.4: Satisfactory

3.5 - 3.9: Good

4.0 - 4.4: Very good

4.5 - 5.0: Excellent

### Relevance

It subsumes three criteria yielding overall relevance: national/local relevance, the involvement of local authorities, and the involvement of the community in project implementation.

Relevance scores for the 19 projects under evaluation

Score	National/ local relevance	Involvement of local authorities	Involvement of the community in project implementation	Overall relevance
Bad				
Poor		1	4	
Satisfactory		5	9	1
Good				6
Very good	19	12	6	11
Excellent		1		1

The overall relevance of the projects under evaluation is very good. 18 out of the 19 projects scored "good" or "very good" on relevance. From this point of view, the need for projects is self-evident. Less positive aspects are evinced by community involvement in project implementation and partially by the involvement of local authorities.

Concerning the fields of project development, there is greater community involvement in infrastructure and healthcare projects.

### Effectiveness

It subsumes three criteria yielding overall effectiveness: achieved results versus set objectives, effects and impact, project sustainability.

Effectiveness scores for the 19 projects under evaluation

Score	Achieved results versus set objectives	Effects and impact	Sustainability	Overall effectiveness
Bad				
Poor	1	2	3	1
Satisfactory	5	5	8	1
Good			7	9
Very good	11	12		7
Excellent	2		1	1

On the whole, project effectiveness is good and very good (17 out of 19 projects). Only two projects (an educational project and an employment project) failed to achieve their objectives; they have had little impact and sustainability is low.

### Efficiency

It subsumes two criteria yielding overall efficiency: the budget-result relation and whether better results could have been obtained with less money.

## Efficiency scores for the 19 projects under evaluation

Score	Budget-result relation	More results with less money	Overall efficiency
Bad			
Poor	1		
Satisfactory	6	19	4
Good	1		12
Very good	11		3
Excellent			

The overall efficiency of projects is good and very good for 15 out of 19 projects. Employment and infrastructure projects are less efficient.

**Other aspects**

In this category we have included gender and the possibility of replicating the project or certain project components in different contexts.

## Scores on "other aspects" for the 19 projects under evaluation

Score	Gender approach	Replicability	Overall - other aspects
Bad	2		
Poor			2
Satisfactory	14	14	9
Good			
Very good			8
Excellent	3	5	

Gender is featured particularly in education and health projects; it is nearly absent from infrastructure and healthcare projects.



## Overall evaluation

Score	Relevance	Effectiveness	Efficiency	Other aspects	Overall evaluation
Bad					
Poor		1		2	1
Satisfactory	1	1	4	9	6
Good	6	9	12		8
Very good	11	7	3	8	4
Excellent	1	1			

As can be seen, 12 out of 19 projects scored "good" and "very good" in the overall evaluation. 7 projects are either satisfactory or poor.

On the whole, employment and infrastructure and the poorest, as evinced by the lack of visible and sustainable results.

## A. Education

Education is one of the priority domains for the Roma, for two major reasons:

a) very low educational indicators of Roma persons: low participation in education, low rates of literacy etc (as compared to the majority and to a desired situation);

b) frequently expressed opinions stating that education is the best means of "breaking", in the next generation, the vicious circle of social exclusion and poverty.

Thus, it is not surprising that many of the projects that targeted the Roma were educational projects.

### 1) Educational programs and the donors

Keeping in mind the major donors in this field, and the types of projects, without finding them necessarily representative for the donors or the specific problems they address, we have selected 5 projects, 3 funded by the EU, 1 by UNICEF, and 1 by Centre Education 2000+, a member of the Soros

Open Network. We also had in mind a certain territorial distribution of the projects within this study, and the representation of various types of Roma communities.

## 2) Topics and the structure of the projects

The topics/ the issues addressed by educational projects:

- improvement of the educational environment and of school participation in schools with a majority of Roma students (Prahova);
- vocational education (tinkers) for unemployed Roma youth without qualifications (Caracal);
- daycare centres (within the schools) for increased school participation and reduced drop-out rates of Roma children (Bucharest);
- training of teachers (pre-primary and primary school teachers, and Roma teachers) in Roma culture and multicultural education in 32 counties;
- promoting equal chances to education for Roma children through school development and parents' involvement (the schools of Chilişeni and Măguri, the counties of Suceava şi Timiș)

These topics, as well as the topics of other educational programs and projects, are important among the priorities, although we have noted some neglect of literacy programmes targeting Roma adults and in general a marginal position of adult education (for instance of mothers), as well as of talented Roma children, who are not targeted by many projects that may propose to improve their performance.

We find that the priorities are established from top to bottom (by the donors, the ministries, the national organizations of the Roma, national leaders or experts), and less through field evaluations conducted with the beneficiaries and the local communities, done by independent experts.

3) The objectives of the educational projects for the Roma are generally well formulated, but often there are vague, unclear objectives, which are hard to measure and monitor by using observable indicators. Here is an example of a less relevant objective quoted from one of the projects we have evaluated:

*"Objective: raising awareness of the need for education of at least 50% of*

*the pupils and their parents by the end of the 2003-2004 school year by: (...)  
- involving at least 50% of the parents in school-based and out-of-school activities"*

Other objectives are clear and easy to monitor "... to train 60 young Roma who dropped out of school, for the profession of tinker, and certify them as qualified tinkers".

The extent to which the objectives were reached will be presented later.

4) **The target groups**, though generally well selected, often introduce, in addition to the direct beneficiaries, indirect beneficiaries that are justified, but also some others that are listed just so as to suggest a significant impact of the project (for instance: "*the local authorities and the larger community*") or to include in the budget some expenses that are insignificant as concerns their impact for the direct beneficiaries (Roma youth or children), but very important for the implementers, the school, the NGO, which thus become the direct beneficiaries of those components, while the Roma are simply an "umbrella" that justifies the use of these project funds for other purposes. *Here is an example: "Indirect beneficiaries: - all the teachers that teach at the schools in the project (!!)"*

For instance, a school in Caracal received "equipment in the form of computers, but also funds for modernizing the school workshops" in order to train 60 Roma youth (who, in the end, were really only 30) in *tinkering*. As it is hard to believe that tinkering is learnt by using a computer, "*participation in the theoretical courses was poor, as they were useless, or because the participants were not interested in the disciplines that were included in the curriculum of the training within the project*".

## 5) Monitoring, implementation and results

Monitoring is essential for the success of a project. In this respect, the monitoring indicators must be clear and they must measure the extent to which the project objectives have been achieved. Most of the objectives of the 4 or 5 educational projects seem to have been achieved. Here are some examples of clear indicators and achieved goals:

- "Distribution of 2600 flyers and brochures;

- Inclusion in the day centres of 256 children, i.e. 50 more than the initially planned number. Of the total number, 90% are Roma;
- School drop-out practically stopped;
- School attendance increased by 70%." (Project of the Foundation Căminul Filip)

For other objectives, the failure to achieve the objectives led to reduced funding: *"only 30 Roma youth of the initially proposed 60 took the courses in tinkering. As a consequence, funding of the project was reduced by half"*. It is interesting that in this case failure to achieve the objectives was explained by "misunderstanding and tensions... in the selection of participants (who were not all Roma), as well as the divergences that occurred in connection with the distribution of the equipment purchased during the project."

In essence, non-functional partnership led to the failure to reach the objectives.

The use of benchmarks and monitoring for the achievement of partial objectives is very important for the project. This is how inefficient grants may be stopped and viable projects that encounter unforeseen difficulties can be supported. We find that not all programs for the education of the Roma are constantly, clearly and objectively monitored, and generally there is only financial monitoring during the implementation of the project, while most objectives are evaluated only at the end.

One piece of finding about setting and achieving objectives refers to the experience of implementing organizations, often the experienced ones such as Save the Children, Căminul Filip, etc., which have a better capacity to set realistic objectives and to achieve them as compared to the local communities or the schools in rural areas or smaller towns, such as Caracal.

Here is another example on the one hand of using indicators that are inadequate for the project (vague and favoring the implementer), on the other hand of the extremely bad situation of education for the Roma in the rural areas as compared to the urban ones: the schools in the project of Prahova County report *"increased school success (in other words reduced repetition) which is a fragile indicator to measure school performance, given*

*that it is highly subjective", while according to the data obtained from our evaluator, "the results at the last national test (2004) show very poor results for some of the schools in the project:*

*- in Fântânele, of the 48 pupils that enrolled for the test, only one passed the test;*

*- at the Cojasca school, out the 80 pupils enrolled, 11 passed the examination;*

*- at the Romanești School, of the 34 enrolled, 7 passed the exam."*

Therefore, it seems necessary to impose some significant indicators of monitoring and evaluation, but also to improve the capacity of writing and implementing projects outside of the large university centers and the important NGOs.

## 6) Impact evaluation

Evaluation of the educational projects' impact is not easy; on the one hand, the changes are visible in the long and medium terms, not immediately, on the other hand, there are numerous external factors that can contribute to the improvement or worsening of the indicators. For instance, the roll and milk program immediately improved school participation, regardless of the existence or lack of projects aiming at increasing school participation.

Therefore, using independent evaluators is essential for the objective analysis of the impact of projects. This is also the case of the project implemented by Center Education 2000+ in which evaluation of the impact is very relevant.

Within the 5 projects, while sometimes there is visible, clear and positive impact, such as *"59 pupils have obtained good and very good results at the Romani language, civic education, history and mathematics contests", "organization of extracurricular activities, including the Romani language contest" or "at School no. 2, only 1 pupil failed the national examination", at other times even within the same project there are vague terms such as "at school no. 148 the rate of success has been found to be very high", or "there is improved communication among teachers, Roma parents and Roma*

*pupils" (it is difficult to say how this is measured) or "better involvement of the Roma parents".*

The need for reference for the evaluators and donors in order to evaluate the project results is obvious. The obligation to include previous results and the presentation of the situation at the beginning of the project is imperative for the project. Otherwise, there will be vague assertions and incorrect connections of this kind: *"success at the national examination has become a common performance, although previously a large number of children would drop out of school before completing the 8th grade"*. It is difficult to say what the connection between some pupils' previous drop-out and some other pupils' results at the national examinations is, especially in the absence of values recorded for a longer period.

An analysis of the "products and consequences" of the project reveals clear products of the following type: *"number of qualified trainees", "introduction of running water, production of educational materials" with impact on the beneficiaries, but also a lot of products without significant impact on the beneficiaries: "equipment (facsimile machine, copier), ... a special learning environment (posters, photographs, students' products, paintings on the windows and on the walls, etc.)", and "production of 2,600 flyers" or national seminars.*

While fax machines and posters are being bought, in an educational project for Roma children, *"in all the visited schools the students' desks are old"*, as the independent evaluator of the Education 2000+ project states. This is yet another piece of evidence that in some projects they buy things for the teachers and fewer things for the children whose situation should be improved by the grant.

On the other hand, some indicators are clear, but they prove the failure to achieve the essential objectives of the project: *"Delays in the rehabilitation works or their faulty completion. For instance, the school at Capul Plaiului did not have heating in the winter of 2004 - 2005, and the heating system was not functional at the date of the visit, either. In the same school, the floorboards in a classroom broke shortly after they were laid down. The sewage system in the schools of Șotânga and Capul Plaiului are badly made, which is why the toilets in the school of Capul Plaiului cannot be*

used." Penalizing the contractors is not clearly stipulated in the contract, and there has been no previous case when the donors asked for damages for the badly done work like in the example above. Including such provisions in the contracts, as well as clear parameters for the construction and rehabilitation work, etc. is very important.

7) **Project sustainability** is also essential. It is one of the criteria used in decisions of grant-making. While in some projects this is ensured, in others it stops with the funding.

Like sustainability, **dissemination and replication of positive examples and good practices** are often neglected by the donors.

It is important that in each large program there are separate and sufficient funds for monitoring and evaluation of the projects by independent persons or institutions, and for dissemination of the results and support of replication of the positive results and of the successful projects.

## 8) Conclusions and recommendations

- Diversification of the educational issues that the projects address (for instance setting up libraries in the rural schools with many Roma children, scholarships and other forms of support for the Roma children in rural areas who have outstanding results, for girls in the traditional Roma communities etc.)
- Increased emphasis on out-of-school activities in mixed (Roma-Romanian) groups, on desegregation.
- Identification of local problems and finding adequate solutions for them.
- Addressing new segments at risk, such as Roma parents whose parents are migrants: who have gone abroad searching for jobs or to another town in Romania doing seasonal work.
- Increased participation of the beneficiaries (especially Roma children) in the project elaboration and in setting the priorities, but also in the project implementation.
- Funding projects that have realistic objectives, which are easy to

monitor and are targeted at the major, direct beneficiaries, and fewer funds for the components that are aimed at teachers (laboratories, computers, educational materials for the entire school, etc.).

- Development of a set of monitoring indicators that are more sensitive to real impact and their inclusion in the applications.
- Support for the school inspectorates to develop educational policies at the county and the local levels, and county strategies that aim at ensuring access to education for disadvantaged groups, in order to identify the problems objectively, concretely, and to use the existing statistical data when establishing priorities and monitoring performance.

## **B. Infrastructure and housing**

The analysis of infrastructure projects reveals a series of factors that contributed to the success of their implementation: willingness and involvement of the local authorities, the project coordinator's project management skills, use of the managers', Roma leaders' and Roma community members' relational capital, as well as their motivation and participation, the problem solving skills, and in a few cases the innovative approaches.

In addition to the success factors, the evolution of the projects we are going to describe below was determined by the techniques and methods, which differ from case to case, depending on the organizations' innovations and/or the criteria used by the donors.

As concerns the success factors that are listed above, the use of the managers', leaders' and community members' relational capital materialized in specific instruments, in partnerships in which the role of each partner was clearly stated, as was the financial and / or in-kind contribution allocated for the project. Looked upon as a tool that can be used to rebuild dialog and trust among people, partnership increases social cohesion at the local level, it combats prejudices and most of all it creates the framework for the Roma representatives to practice their rights and responsibilities actively and in a participative manner.



Establishing partnerships was a criterion of eligibility for the applicants (local authorities with non-governmental organizations and the other way round), introduced explicitly by the EC starting with the funds allocated through the PHARE 1998 program. This was carried on in the following PHARE programs, too, and the criterion was borrowed by the Romanian Government, and by other donors.

The local authorities' willingness to include on their agenda the Roma issues and the pro-activism of the NGOs that facilitated the partnerships are a common feature of the analyzed projects, a model which we recommend other donors should include, too, in their funding methodologies.

In addition, a common feature of the two types of project activities (infrastructure and housing) was the inclusion of Roma community members as unqualified labour who were sometimes paid and at other times not, depending on the project coordinator's experience and the outcomes of the negotiations with the contractors, as well as on their willingness and trust in the capital that was built by the Roma ethnics in the community.

The outcomes of such negotiations, a characteristic especially of the EC grants, generate additional results. In addition to the fact that the Roma ethnics were directly involved in the process (actively) and they earned money, and the project facilitated the payment of health insurance, taxes and dues, the more important aspect is that the Roma people could claim and feel ownership of the project results.

### 1) Road construction/repair projects

In general, the results of such projects benefit the entire local community, including the members of the Roma community, because they reflect the responsibility of the town hall for all citizens, and respond to a need felt by the Roma community: *better opportunity for providing supplies day or night, (Sărulești), accountability for road maintenance (Sărulești).*

Consequently, the project responds to real needs, which are usually identified by the project leader/coordinator, who has the initiative and

whom the members of the Roma community accept, and so they participate in the implementation of the project.

Decision-making and delegation of tasks in such a project, as stipulated in the application form, are usually limited for the project partners and / or directed toward future developments: *The foundation's responsibility was to organize partnership meetings, and to participate in some work meetings. The responsibility of the town hall was to organize and supervise the project activities, to raise governmental or non-governmental funds to achieve the objective of improving the cauldron-making Roma people's situation in Sărulești.*

Such projects can be replicated if the members of the Roma communities contribute. They can do that by doing unqualified work in the project or make other types of in kind contribution (*the members of the Roma community carried building materials in their carts in Sărulești, or dug the ditches for the water channel in Nușfalău*).

If we look at it from the perspective of the Roma community's opening up to collaboration (especially in the case of the more traditional ones), to knowledge and prizing traditions, to practicing their rights and responsibilities, to changing their passive attitude into a participatory one, the sustainability of such initiatives is extremely interesting. Rebuilding a road in the community is a starting point for solving other current problems (identity cards, health insurance, registering the estate in the agricultural cadastre, registering children etc.), and especially a basis for future developments: *"A detailed analysis of the Roma community was made, taking into account the socio-economic situation of the community. The town hall was responsible for... raising governmental and non-governmental funds to achieve the objectives set for the improvement of the cauldron-making Roma people's situation in Sărulești. As a result, a flyer including the major outcomes of the survey was printed and distributed for free to the locals, and the local council adopted a strategy for the improvement of the Roma situation in the commune of Sărulești (in agreement with the National Strategy for the Improvement of the Roma Situation)."*

## 2) House-building and/or rehabilitation projects

The issue of land for construction of houses is a general one in Romania, more severe in the case of the Roma minority, given the large number of members in a family.

Obtaining the right for ownership is closely related to identity documents, another severe problem the Roma face (but due mainly to their unwillingness to obtain and carry identity cards), and which was approached by the partners in the project, which is added value of the construction projects we analyzed.

Consequently, the partners' concern and efforts for obtaining identity documents, and the right to ownership for the land on which the houses were later built, or for the flats that were occupied, is good practice, and an extremely important issue to take into account in similar projects in the future.

In the projects we analysed, the land was obtained by approval from the local councils (Dumitrița), or owners that were willing to sell land were identified (Nușfalău).

When blocks of flats were rehabilitated and improved because they did not have the minimal facilities, the first activity in the project was to obtain the ownership of those flats. For instance, in Deva: *"the first step was to obtain the approvals to sell the apartments to the members of the Roma community, at a convenient price with down payment or in instalments"*. In Zăbrăuți: *"the first thing was to get each future owner an identity card as an inhabitant of Bucharest", and then "we obtained the papers for the flats, at the beginning for three months, and then for a year"*.

Mobilizing local resources and the contribution of the Roma community members to the project, or the contribution of the initiative groups that started to develop the projects are all examples of good practice, which we recommend should be included and pursued in future projects.

An example. In addition to building houses for ten families and renovating 5 houses, the project in Nușfalău is an example of good practice for the original methodology it used to implement the project. A durable partnership was built at the local level, and the negative stereotypes about

the Roma were diminished, and jobs were created in the commune. Although the local authority had refused to participate in the project at the beginning, later, during the project, it offered various forms of support, and in the end supported the construction of one house entirely. The president of the Roma association in the commune is a local councillor, and the construction firm continues to work with some of the members of the Roma community who had been working in construction within the project, too.

As for the contribution of the Roma community, especially those who became the new house-owners, this was made in the form of starting a brick-making activity, intended to generate income, and to ensure the resources that were necessary for the purchase of the land to build social houses, and of the construction materials that were necessary.

The criteria for selecting the beneficiaries were defined so as to raise the beneficiaries' involvement in the construction of the social houses, and to provide support for the families that did not have the means to contribute to the building of their own house.

The negotiations with the selected construction firm made it possible to use the qualified and unqualified workforce from the Roma community in Nuşfalău, and the ownership of the houses is of the Roma association in Nuşfalău, which was set up during the project.

*In the project implemented in Deva*, like in the other projects of construction/reconstruction, the activities proper were done by a company elected in a public tender. The terms of reference included the obligation of the company to employ, for a period of 6 months, 80 Roma from the community, and pay them the equivalent of the minimum wage. At the end of the project, these people became unemployed and received the unemployment benefit. In addition to renovating the 60 apartments, the project also managed to do insulation work, external repairs and whitewashing of a block-of-flats, which were in addition to the objectives set in the project.

As for institutional sustainability, the new authority structures that emerged during the project were legitimated by both the community members and the local administration, which allows for a better definition of objectives and responsibilities of the community.

The major multiplying effects were the identification of new partners and new funds for the continuation of the project. Four new projects were developed, to introduce electricity and gas, to train and qualify 30 persons from the community, and to arrange a room for afternoon lessons for the Roma children in the community.

*In the Dumitrița project*, 10 flats situated on the first floor of an apartment building were renovated, and the roof was repaired. The beneficiaries of the project are 17 young families (10 included in the first stage and 7 after the project was completed). Each family signed a contract to rent the apartment from the Democratic Roma Association, which owns the apartment building, and these contracts are going to be renewed every two years. Renewal of the contracts is conditioned by the families' contribution to small maintenance work for the comfort of the tenants.

After the project ended, the Democratic Roma Association continued the renovation work on the second floor of the apartment and thus provided 7 apartments for other young Roma families. Three more apartments are now being renovated and they will be made available this summer. Depending on the funds that are available, repair works will be done on the exterior walls.

With the support of the Local Council, the ten families included in the project in the first stage received each 100 square meters of land in the vicinity of the apartment house, which they will use to grow plants. The families contributed their time and work for the renewal of their apartments or the public space around them, depending on the resources they had.

At present, the owner of the apartment building is the Roma Association. They charge a symbolic rent (less than 10 Euros per month). The amount of money that is thus raised is used for maintaining the common facilities and cover the direct expenses necessary for the administration of the apartment building.

The block has electricity, for which the contract is signed with the Association, and the expenses are shared commensurately by each family. In the next period, individual meters will be installed for each family. Water

is supplied from a well, and until the end of the year, the building will be connected to the water supply system of the commune. The block has a sewage system, but it is not functional.

*The Zăbrăuți project is a comprehensive one addressing a complexity of issues that are specific for the Roma neighbourhoods. In this case, in a community development project, some of the activities led to other useful projects. The approximately 84 apartments (some of them with 9-10 people), in which live about 2100 people, were "guaranteed by the contractors to last only for a short period".*

In the 1990s, in all the official documents, these blocks were recorded as having been demolished. Several people from various parts of the country came to live here along the years, most of them Roma ethnics: *"When they came, each found an empty room, without doors or windows, in an extremely bad state of repair".*

In 1996, the place did not have water, electricity or heating. The sewage and the toilets could not be used. Most of the tenants were there illegally. Consequently, before the apartments could be renovated, other things needed to be done, generally measures to ensure the sustainability of the intervention, and this depended on the local authorities' willingness to contribute: change the neighbourhood into a neighbourhood with social houses, identify and record the tenants, provide them with legal documents, including identity cards and documents to prove ownership of the flats, fix the sewage system, and make the water supply system.

When the legal documents were prepared for the flats, some of them, which were renovated, became private ownership. UNDP provided the materials for renovation, and most of the work was done by the members of the community. To whitewash and repair the flats, *"each family received money".*

As for the sustainability of the project, according to UNDP, Zăbrăuți became very visible. Other international foundations such as *Médecins du Monde Suisse* or religious groups (Jehovah's witnesses, Pentecostals) came to the area and got involved in solving the problems of the community by continuing the process of obtaining identity cards for the locals, paying

some of the fines for failure to pay the electricity bill (over 30 million ROL), setting up a kindergarten and schools for the children in the neighbourhood, running health education programs, etc.

Although the project managed to resolve some of the severe problems of the community, there are still structural problems that have not been solved, such as electricity and water supply.

Because the blocks do not have a heating system, the tenants use electric heaters. The debt that the Electricity Society holds against them (and which does not include the consumption that was not measured) amounted in 2003 to approximately 2 billion ROL per block. The City Hall of Sector 5 paid approximately 200 million ROL (after the electricity in the blocks was cut off in the middle of the winter of 2002).

## Conclusions

- The most important role in the success of projects in the domain we analysed was that of the local partnerships. Based on these partnerships, the projects achieved their objectives and are sustainable.
- The high costs of these projects reveal the fact that it is necessary to mobilize a lot of financial resources to improve the state of housing and infrastructure.
- In addition, these projects must be completed by creating jobs and by increased access to education and healthcare services.

## C. Employment

The measures taken so far for the improved access of the Roma to the labour market are rather fragmented and are mostly initiatives of the Roma civil society. The intervention of the state has so far been limited to passive, universalistic, measures, which did not focus on the Roma population and which only superficially touch upon this segment. Such measures include providing the unemployment benefit, the support allocation and social allowance. In fact, these measures address the Roma population to a small extent, because many of the Roma have worked without a work contract

and they are not eligible for these funds, and the social allowance is still a discretionary measure and it is only allocated in some cases.

Many of the projects that facilitate access of the Roma to the labour market, and which were implemented in the Roma communities from 1996 to 2004 focused on two aspects:

a) Income-generating activities;

b) Professional qualification/re-training programs. In this respect, more has been done since the adoption in 2001 of the Strategy for the Improvement of the Roma Situation in Romania.

It is obvious that the projects developed from 1996 to 2000 differ a lot from those implemented from 2001 to 2004, in some major characteristics:

-The ones developed in the first period were based especially on promoting the occupations that are specific for the Roma (and we do not mean the traditional ones only), centred mainly in agriculture. The income generating projects to a large extent had as their major objective inclusion of the Roma in the market economy through activities that were accessible to them: agriculture, brick-making, wood processing, etc. This side was visible in the years after the Government's Decision 430/2001 was adopted, especially within the PHARE 98 program; however, in the last years there has been a change in vision, which manifested itself in the attempt to increase the number of the Roma in the field of "modern" occupations, as many organizations that implemented programs of vocational training based on the demand of the labour market.

-The requests of the donors kept in mind lately not only "creation of models", but also sustainability of the projects that were implemented. As a compulsory condition for obtaining the grants, many donors ask the grantees to devise a business plan and prove that the proposed activities are sustainable.

-The projects implemented in the last period benefit more or less from support provided by the governmental institution that is



responsible for the sector (MLSSF, NLA); this support is based on the provisions of various normative documents (GD 430/2001, GD 829/2001, Law 76/2002, Law 116/2002 etc.) as well as on the encouraging activity of the Ministerial Commission for the Roma within MLSSF.

-Specialization of some NGOs in the issue of employment and access to the labour market has contributed to the emergence of much more coherent policies of professional inclusion of the Roma than in the past.

The NGOs' initiatives in this field address especially the issue of creating jobs for the Roma, of income-generating activities and support for the Roma entrepreneurs' initiatives. In this context, the major direction is the initiation of active measures for occupation of the Roma labour through practices of positive discrimination for the Roma, institutionalised by the law and through current practice. Support for these discriminatory practices is in our opinion a necessary reparatory measure that can contribute to diminishing the social polarization between the Roma ethnic group and the majority population, and to the improvement of the economic condition of the Roma families.

The traditional occupations are connected to the specificity of the Roma groups and they are handed down from generation to generation, without the involvement of the formal educational system, with the support of the Roma NGOs that implement projects in partnerships with schools to revive the traditional occupations. In addition to the factors that pertain to education and the associated qualifications, which limit the access of the Roma to the labour market, we must not ignore the discriminatory practices of the employers who often refuse to employ Roma people. The advertisements for jobs include in some cases a note aying "Roma excluded" and the discussions with Roma people in various rural and urban communities confirm that some of the employers refuse to hire Roma people.

In rural areas, although the Roma have the right to land, the local authorities, claiming that there is not enough land, did not give land to the

Roma except in isolated cases. The lack of their own agricultural land excludes the Roma from the most frequent occupation in rural areas, i.e. agriculture worker. In addition, the discontinuation of agricultural cooperatives, the predominant workplace for the Roma in rural areas before '89, makes the economic situation of the Roma families very difficult.

Certainly the most representative public measure in the field is the *Job shop for the Roma*, already at the second national edition. It is notable that in 2004 the number of workplace offers was in all about 8,000 in the country (the data for 2005 are not available yet). NLA estimated that the participation of businesses was more substantial: there were 678 companies, of which 57 were run by Roma ethnics. One of the problems the Roma faced was access to information about the manner the Job shop was run; thus, direct collaboration with the Roma organizations at the local level was not very efficient, and a large number of Roma people did not participate in the event. On the other hand, even if the jobs on offer were much more diverse, including positions with minimal, average and further studies, the number of jobs offered was not covered, due to the fact that the people searching for a job did not meet the criteria of qualifications or schooling required.

The active measures to integrate the Roma on the labour market were initiated by NGOs. From 1996 to 2000, OSF was the most active in this sense through its special program for the Roma, which has an additional economic component. Some of the objectives of the projects funded by OSF were: vocational education for the youth that did not complete their compulsory education, orientation toward relevant professions for the Roma, intensive qualification courses for the Roma in professions that allow their access to the labour market, as well as basic legal and entrepreneurial education.

A systemic type of initiative funded by OSF was launched in the project *"Encouraging the employment of Roma public servants in the public administration and in public services"*. Within this project, a partnership network was developed including local authorities and Roma communities in 8 counties of Romania. The project aimed at training 140 Roma people in the practices of the public administration and at hiring some selected

trainees in the local public administration. In our opinion, this project was the first attempt to institutionalise positive discrimination to the benefit of the Roma on the labour market.

In 2001 - 2004, the most frequent supporter of programs that aim at improving the economic situation of the Roma in Romania was the EU, allocating important funds for the implementation of such projects.

The projects initiated by Roma NGOs are mostly economic ones, and they generally aim at generating income, creating jobs, and vocational training. As a rule, these projects are clearly meant to improve the rate of employment in some Roma communities. Some of the categories of projects that can be identified are:

- Creation of jobs through the initiation of small businesses;
- Providing qualifications for the Roma in jobs that are on demand on the labour market;
- Support for the Roma to start small businesses;
- Mediation for finding a job;

The above categories are not exclusive; there are projects that include a combination of two, three or all the categories above. As an example of good practice for creating jobs through combining the types of activities, we could mention the project entitled "Professional Inclusion Centre for the Roma" implemented by the "*Împreună*" *Community Development Association* in partnership with NLA. One of the immediate effects of the project was that at the national level Job Shops were organized for the Roma.

Similar projects were implemented by other Roma NGOs, which opened brick-making workshops, workshops for wood processing, ready-made clothes, production of household items, hand-made objects, etc.

A project whose objectives combine vocational training with job mediation and support for the Roma who want to initiate businesses is entitled "New qualifications for Roma Youth" developed by *Amare Phrala - Frații noștri Association*, in Cluj Napoca. The beneficiaries of the project were 20 Roma youth who had no qualifications, and who were trained in

the project to become cobblers, and some of whom were helped to find jobs in workshops, while other were supported to obtain the necessary permits to open a cobbler's shop.

Another example of a successful project was "Qualification for the Roma in occupations demanded by the employers" done by the *General Roma Union - Deva*. The project was implemented in Petroșani, Hunedoara, Brad and Călan, aiming to help the young unemployed who were looking for jobs, and who had registered with the Workforce and Unemployment Office. In this three-year project, 120 people signed pre-contracts at the beginning of the project, then they were employed at the end of the training course, or they wanted to start their own businesses. The training courses were done with the approval and collaboration of the Workforce and Unemployment Office - Hunedoara and the General Direction of Work and Social Protection.

Beyond such short-term projects, which led to the emergence of models, the merit of the Roma NGOs was that they collaborated with the Government to develop the Memorandum for Social Inclusion. This memorandum contains an economic component addressed at the Roma, and despite the fact that it does not establish precise costs and responsibilities, it officially stipulates major measures that could lead to the improvement of the Roma situation, such as positive discrimination for the Roma on the labour market or allocating land to the Roma in rural areas. Moreover, this document is the basis for the actions that Romania will take in the coming years.

## **D. Health**

The issue of the Roma population's state of health raised the interest of public institutions and of the non-governmental sector. While before 1997 interventions were isolated and did not initiate integrated approaches, once the programs of the Open Society Foundation started, these initiatives became better articulated. However, 2002 was the most important period when there was focus on increasing the Roma people's access to public healthcare services.

The case studies on the healthcare projects revealed some aspects that will be presented below.

**The focus of healthcare projects:**

- Improvement of the population's state of health in rural areas;
- Medical support for disadvantaged people;
- Free medical examination and free medicines for poor people;
- Cleaning up the community, healthcare education, clarification of documents in Roma communities and rehabilitation of the habitat;
- Increased access of Roma women to medical services by informing them of the ensured person's rights and obligations;
- Healthcare education for mothers, children and pregnant women;
- Institutionalisation of the socio-medical mediators and training of mediators;
- Ensuring the basic conditions for the adequate nutrition of Roma children;
- Protection of 0-6 year olds' state of health by providing health education for their parents;
- Improved life conditions for women with limited access to medical and social assistance and employment;
- Family planning in disadvantaged communities;
- Healthcare insurance for people entitled to it.

The beneficiaries of these projects were in less than half of the counties of Romania, especially in the rural areas of the counties of Alba, Arad, Bacău, Bihor, Bistrița Năsăud, Buzău, Caraș Severin Călărași, Cluj, Dâmbovița, Dolj, Ialomița, Iași, Ilfov, Mehedinți, Prahova, Sibiu, Timiș, Bucharest. Except for the projects that involved training for the sanitary mediators, the services were provided in few communities, sometimes in the same town, and for a limited time (generally up to a year). The territorial distribution of the services overlaps with the high density of NGOs in the region where projects for the Roma are implemented. Thus, we can identify **5 large zones** in which there is a higher concentration of such services: zone 1: Bucharest and the neighbouring counties of Buzău, Prahova,

Ialomița and Călărași; zone 2: Cluj, Bihor, Alba Iulia, Sibiu, Bistrița Năsăud; zone 3: Timișoara, Caraș Severin and Arad; zone 4: Mehedinți and Dolj; zone 5: Iași and Bacău.

While most of the projects were implemented over a limited time, without ensuring continuity, the project "Training for sanitary mediators in compact Roma communities" is different in the way the services of some NGOs were taken over by the public authorities and extended to the national level. Initiated by the organization called *Romani Criss* together with CCFD, and funded by the Delegation of the EC in Bucharest, the project was located in several Roma communities. Run for the first time in 1997, and continued in 2000 in Ștefănești (Botoșani County), Temelia (Bacău County), Sfântu Gheorghe (Covasna County), Panciu (Vrancea County) and Slobozia (Ialomița County), the project initially pursued the following objectives: occupational reinsertion of the Roma women with education especially in the health sector; intervention in emergency cases by providing first aid by the healthcare workers in the community; creating the opportunity for following injection-based treatment that requires regularity in administration, change of attitude of the Roma population toward health issues by encouraging prevention in the case of some diseases and by teaching children basics of personal hygiene and monitoring their practice. The project was then copied by other NGOs (*Agenția Împreună, RomStar Bacău, Wasdass Cluj, Asociația Medical-Creștină Cristiana*). Later, the project was taken over by the Ministry of Healthcare and Family, which legalized the occupation of sanitary mediator, and paid the salaries of 195 people employed as mediators in the country.

## Conclusions

- Public institutions play an important role by taking over some of the methods and services provided earlier by NGOs.
- Extension of services in isolated remote areas allows for better coverage with medical services.

## **CHAPTER 3: CONCLUSIONS AND RECOMMENDATIONS**

### **1. Public policies for the Roma**

The period 1990 - 2005 recorded a series of positive evolutions in the public policies for the Roma. First of all, the development of Roma policies per se is an advantage. The need for such approaches is the recognition of the historical disadvantage and of a long history of discrimination of the Roma, as well as of the fact that this situation has to be changed. Focusing on the Roma is a guarantee of the fact that the Roma are not excluded from the current and the future projects of social development. In parallel with the increase of international funding for Roma projects and programs, there have emerged a series of policies and measures taken by the state to support and benefit the Roma. A positive evolution was recorded especially in the educational policies (through the introduction of positive discrimination measures for the Roma in admission to higher education, as well as to high school, colleges and vocational education) and in combating discrimination.

The most vulnerable point of the public policies for the Roma and in general of policies that affect one minority only is the risk of breaking the ties that ensure solidarity, and social cohesions. While before '89, the conscience of ethnic belonging was rather opaque due to the large social solidarity against the mutual enemy (communism), transition has led to the revival of ethnic identity, with emphasis on the aspects that separate rather than unite the ethnic groups.

### **2. General evaluation of the projects and programs for the Roma population**

The sector approach of most of the programs and projects that have been analysed limits their efficiency. Thus, the positive effects accumulated in a domain of action are dimmed by the complexity of the problems in the

Roma communities. The interviews with the donors' representatives reveal the fact that the one-sector approaches in the case of Roma populations at cumulative risk (risks acting simultaneously in several domains such as education, healthcare, housing etc) have a reduced efficiency. Even if the projects have success by meeting their objectives, their positive effect is likely to diminish in the long term due to the influence of external factors. For instance, the success of projects that aim at the improvement of school participation is diminished by the segregationist tendencies of the schools or the impossibility of the parents to support their children's and the schools' effort, due to the lack of employment that should ensure the resources for this. Another example could be qualification of the Roma youth for various jobs in the context of discrimination against the Roma on the labour market.

In some economic project aimed at starting income-generating activities, the funds that are invested are often too large if we consider the benefits that a limited number of Roma people have for a relatively short period of time. In these projects, loans with subsidized interest as a means for encouraging the emergence of small businesses were very rarely used.

In educational projects, school participation of the Roma and attracting them to school were placed at the front to the detriment of addressing the poor quality of education received by the Roma children in schools with many Roma students. Direct material support for the Roma families whose children have access to vocational education, secondary and tertiary education was rarely provided in the educational programs focusing on the Roma.

In healthcare projects, the networks of specialists that facilitate access of the population to healthcare services must be extended; the development of the network of mediators is a good example in this sense.

Involvement of the different types of media, whether local or national, in the projects and programs focusing on the Roma was relatively limited in the first two stages of public policies for the Roma. Ignoring this potentially very important partner in shaping and changing the public opinion is a premise of the weak legitimacy and sustainability of the projects that aim



at improving the Roma situation. This was corrected to some extent by the recent projects of the European Union.

The document analyses, the case studies and the interviews with the representatives of the donors led us to the following **conclusions**:

- Before 1997 - 1998, funding for the Roma communities was sporadic and it depended on the strategies of the various donor institutions.
- Implementation of the projects was done mainly by NGOs.
- Most of the funds came from foreign donors.
- In Bucharest and in Transylvania associative movement has been more active, contributing to the emergence of a large number of projects. On the other hand, concentration of funds in these areas led to regional disparities in the distribution of funds.
- Given the complexity of the issues the Roma communities are faced with, the programs aimed at various domains including socio-economic aspects, and identity and discrimination issues.
- Education has been the priority domain because it has been thought that through it the discrepancy between the Roma and the mainstream population can be reduced more efficiently.
- In very few situations did two or several donors synchronize their programs to achieve aggregated results.
- Partnerships with the central and local public authorities have been contextual, and only in few cases did they support continuation of the projects.
- In the period 1998 - 2001, the donors' programs became more coherent and implicitly the results were more visible.
- Political conditions set by the European Union led to the inclusion of the Roma issues on the central and local political agendas.
- Good practices emerged, that set the reference for multiplication and replication of projects.

- The geographical areas covered by the projects extended to include Moldova, Oltenia and Muntenia.
- Many of the projects were implemented in partnerships with different public institutions, which led to better collaboration of the non-governmental and the public sectors.
- Some of the funds were allocated by the public system.
- The donors' programs focused better on addressing well-justified problems.
- After the adoption of the Strategy for the Improvement of the Roma Situation in 2001, there were significant changes in the interventions in this domain.
- New institutions were created or developed inside some other structures with the purpose of providing for local interventions. The most evident example is the County Roma Offices.
- The funds allocated by the European Union for tackling the Roma situation have raised a lot.
- The UN institutions have included in their programs components that aim at the Roma communities.
- Social intervention at the local level has changed, starting from the premise that the local problems need local solutions.
- The Government included in its 2003 and 2004 budgets special funds for the Roma communities.

### 3. Recommendations

- Starting from the Strategy for the Improvement of the Roma Situation, a priority should be to *synchronize the efforts of various donors* to target their domains of interest.
- The mass media should be considered an essential partner in creating wide social support for the measures to improve the Roma situation.

- There should be better public communication for better dissemination of the funding opportunities.
- There can be multiple grant-making programs for each domain of the strategy, to have a systemic impact.
- Some programs must be funded to lead to better evaluation of the issues and needs at the county/local levels, so that county/local strategies can be developed along with adequate action plans.
- Extending the public funds for the social sector, not necessarily from the perspective of focusing on the Roma communities, but with a view to having an integrated approach that should not create discrepancy.
- Focus on vocational training programs that should allow for the Roma people's access to the labor market.
- Support for the Roma youth's vocational training and specialization to work in public institutions.
- Constituting public-private partnership funds that would lead to trusting some especially social services to non-governmental organizations.
- Support for the inter-ministerial commissions to develop a policy paper for each sector of the strategy.
- Extension of the programs to the community level through consistent funding that leads to visible results.
- Continuation of funding for research in each domain of the strategy and especially for the evaluation of the results and impact of the various funding programs.
- Elaboration of a study that defines the most advantageous professional niches for the Roma, so as to provide focus for vocational training and retraining. In this sense, it is useful to directly work with Roma organizations and with the local structures responsible for the implementation of the Strategy.

- 
- Developing and publicly debating, with the significant involvement of the Roma civil society, of the Action Plan for improving access of the Roma to the labour market, in conformity with the commitments made by the Romanian Government within the international initiative of the Roma Inclusion Decade, JIM, the Lisbon Agenda, etc.
  - Openness of the central and local public institutions in the field of labour to collaborate directly with the Roma non-governmental organizations - in this sense, it is necessary to translate into practice the provisions of the protocols signed at the county level.
  - Development of a program to hire young graduates in the County Labour Office, who should have precise tasks to elaborate, implement and monitor the programs that address Roma ethnics.
  - Active involvement of the National Council for Combating Discrimination in the elimination of all forms of discrimination against the Roma in their access to the services.
  - Preparation of a study to lay the basis for the synchronization of public policies (both national and international) in order to make intervention in roma communities more effective.

## *Bibliography*

1. Achim, Viorel (1998) – *Țigani in istoria României [Gypsies in the History of Romania]*, Editura Enciclopedică, Bucuresti
2. Anăstăsoaie, V., Tarnovschi D. (2001), editors, *Proiecte pentru romii din România [Projects for the Roma in Romania]*, 1990-2000, Cluj Napoca
3. Burtea, Vasile (1996) – *Marginalizare socială și cooperare în cazul populației de rromi [Social Marginalization and Co-operation in the Case of the Roma Population]*, "Revista de cercetări sociale" no. 3, Bucuresti
4. Gheorghe, Nicolae; Liegeois, Jean Pierre (1996) – *Romii, o minoritate a Europei [Roma, an European Minority]*, Minority Rights Group International, Editura Multiprint, Oradea
5. Ghețău, Vasile (1996) – *O proiectare condițională a populației României pe principalele naționalități (1992-2025) [Anticipated Breakdown of Romanian Population according to Nationality (1992-2025)]*, in "Bibliotheca Demographica" no. 2, Centrul de Informare și Documentare Economică, Bucuresti
6. Liegeois, Jean Pierre (1994) – *Roma, Gypsies, Travellers*, Council for Cultural Cooperation
7. Marica Ionescu Et Sorin Cace (2000), *Practici pozitive în comunitățile de rromi [Best Practices in Roma Communities]*, Bucuresti
8. Mărginean, Ioan (1991) – *Calitatea vieții in România [Quality of Life in Romania]*, in "Calitatea vieții" no. 3-4, Bucuresti
9. Murray, R.W. (2002), editor, *Îmbunătățirea situației romilor. Proiecte de succes din România...și multe învățăminte [Improving Roma Condition. Success Stories in Romania... and many lessons learned]*, Bucuresti
10. Neculau, A.; Ferreol, G. (1996) – *Minoritari, marginali, excluși [Minority, Marginalized, Excluded Pople]* Editura Polirom, Iași
11. Pons, Emmanuelle (1999) – *Țigani din România – o minoritate în tranziție [The Gypsies in Romania – A Minority in Transition]*, Compania Altfel, Bucuresti
12. Preda, Marian (1999) – *Grupuri sociale excluse/ignoreate de politicile sociale in România [Social groups that are excluded / ignored by Romanian social*

- policies*], in Zamfir, C. (coord.) 1999 – "Politici sociale în România '90-'98", Editura Expert, Bucuresti
13. Dena Ringold (2000), World Bank, *Roma and the Transition in Central and Eastern Europe: Trends and Challenges*.
  14. Dena Ringold, Mitchell A. Orenstein, Erika Wilkens (2003) *Roma in an Expanding Europe: Breaking the Poverty Cycle*, World Bank.
  15. Stewart, Michael (1997) – *The Time of the Gypsies*, Westview Press
  16. Surdu, Mihai (1998) – *Efectele condiționării alocației pentru copii de prezența școlară în cazul copiilor romi [The effects of conditioning child allowance by school attendance in the case of Roma children]*, in "Calitatea vieții", no. 1, Bucuresti
  17. Surdu M. (2002)– *Improving quality of education in schools with a high percentage of Roma pupils in Romania*, in Roma Rights Review, ERRC, Budapesta
  18. Trebici, Vladimir (1996) – *Minoritățile naționale din România: prezent și estimatie prospectivă [National Minorities in Romania: Present Status and Prospective Estimate]*, in "Bibliotheca Demographica" nr. 2, Centrul de Informare și Documentare Economică
  19. Zamfir, Elena; Zamfir, Cătălin (coordinators) (1993) – *Țiganiii între ignorare și îngrijorare [Gypsies between Ignorance and Worry]*, Editura Alternative, Bucuresti
  20. Zamfir, Cătălin (coordonator) (1995) – *Dimensiuni ale sărăciei [Dimensions of Poverty]*, Editura Expert, Bucuresti
  21. Zamfir, Cătălin (1999) – *Tranziția demografică și problemele asociate [Demographic Transition and Associated Issues]*, in "Politici sociale in România: 1990-1998", coord. Cătălin Zamfir, Editura Expert, Bucuresti
  22. Zamfir, Cătălin; Preda, Marian (coordinators) (2002) – *Romii in România [The Roma in Romania]*, Editura Expert, Bucuresti
  23. Ina Zoon, *Roma Access to Public Services in Romania, Bulgaria and FYR of Macedonia*, 2001.
- \*\*\* CPSS(2002) – *Barometru de opinie al populației privind serviciile de sănătate din România [Barometer concerning healthcare services in Romania]*, Ed. Exclus, Bucuresti

- \*\*\* National Commission for Statistics (1996, 1997, 1998, 1999, 2000,2001, 2002, 2003) - *Anuarul statistic al României [Romanian Yearbook of Statistics]*, Bucuresti
- \*\*\* National Statistics Institute, *Population Censuses of 1992 and 2002*
- \*\*\* Médecins sans frontières (1997) - *Asistența celor mai defavorizate comunități de rromi din Transilvania [Support for the most disadvantaged Roma communities in Transylvania]*, research report, Cluj
- \*\*\* Revista de cercetări sociale (1998) - *Situația socială a romilor din județul Buzău [The Social Status of Roma in Buzău County]*, no. 3/4, Bucuresti
- \*\*\* Salvați Copiii / Save the Children, UNICEF (1999) - *Copiii romi din România [Roma Children in Romania]*, Bucuresti
- \*\*\* *Avoiding the Dependency Trap, A Regional Human Development Report, The Roma in Central and Eastern Europe*, Andrey Ivanov (coordinator), United Nations Development Programme, Bratislava, 2002;
- \*\*\* National Action Plan for Employment, 2004-2005
- \*\*\* Report: *Protecția Minorităților. Evaluarea strategiei guvernului României pentru îmbunătățirea situației romilor, Programul de Monitorizare a Procesului de Aderare la Uniunea Europeana [Minority Protection. Evaluation of the Romanian Government's Strategy for Improving the Condition of the Roma, Monitoring Romania's EU Accession]* Open Society Institute, 2002 p. 138
- \*\*\* *GD 430/2001 regarding the approval of The Romanian Government's Strategy for Improving the Condition of the Roma*
- \*\*\* *Indicatori privind comunitățile de romi din România [Indicators regarding Roma communities in Romania]*, IRQL , Bucuresti, Editura Expert 2002
- \*\*\* *Raport privind progresele înregistrate în implementarea Strategiei Guvernului de Îmbunătățire a Situației Romilor [Progress Report on the Implementation of the Government Strategy for Improving the Condition of the Roma]*
- \*\*\* *Reports of the European Commission regarding the progress made by Romania toward accession, period 1999-2004*
- \*\*\* GD. 829/2002, *National Anti-Poverty Plan and Promotion of Social Inclusion*, developed by APSIC

- \*\*\* *Barometrul de opinie publică – octombrie 2002 [Public Opinion Barometer – October 2002]*, done by MMT with support from OSF
- \*\*\* *Situation of Roma in the Candidate Countries*. Background document, Helsinki, December 1999
- \*\*\* *Departamentul pentru Protecția Minorităților Naționale, Situația și stadiul elaborării strategiei naționale pentru romi, [The Department for the Protection of National Minorities – "Situation and Stage of Implementation of the National Strategy for Roma"]* No. 23/349/EKP of 28 August 2000.
- \*\*\* *Than Rromano - studii despre rromi, ["Than Rromano – Studies on Rroma"]* No.4-5, year III, 1999/2000.
- \*\*\* *Terms of Reference for the Phare project R098.03.01 regarding the improvement of the situation of Roma in Romania)* Aven Amentza, no.12-13, 2000.
- \*\*\* Romanian Government, APSIC, *Suportul social pentru populația de romi, Analiza problemelor sociale: direcții de acțiune, no. 2 [Social support for the Roma population. Analysis of social issues / lines of action, issue no. 2]*
- \*\*\* *EU Support for Roma Communities in Central and Eastern Europe*, May 2002
- \*\*\* *Monitorizarea Procesului de Aderare la Uniunea Europeană: Minorități etnice*, Open Society Institute, EU Accession Monitoring Program: Ethnic Minorities, 2002 (www.eumap.org)
- \*\*\* *Asistența EU pentru comunitățile de rromi din Europa Centrală și de Est, Comisia Europeană, Direcția Generală pentru Extindere [EU Support for Roma Communities in Central and Eastern Europe, European Commission, DG Enlargement]*, published by the Enlargement Information Unit, <http://europa.eu.int/comm/enlargement/index.htm>
- \*\*\* *Revista de asistență socială [Journal of Social Work]*, no. 4-5, 2002



## Annex 1. Donor institutions included in the qualitative analysis

Delegation of the European Commission in Romania
Open Society Foundation (OSF)
Center Education 2000+
Resource Center for Roma Communities (RCRC)
Ethnocultural Diversity Resource Center (EDRC)
Center for Healthcare Policies and Services (CHPS)
UNICEF Romania
International Labor Organization -ILO -IPEC
United Nations Development Programme (UNDP)
Romanian Fund for Social Development (RFSD)
Foundation for the Development of Civil Society (FDCS)

## Annex 2. Interview guide for donors

### A. About the grants for Roma communities in Romania

- Is there a strategy for grant-making exclusively for the Roma communities or are they integrated into ampler programs?
- In the development of grant-making strategies is there an obvious correlation between the proposed indicators and the indicators that will be achieved in the project?
- How do you see the role of Roma NGOs in the Romanian society?
  - in general.

- in promoting the implementation of the community acquis.

Provide examples and good and bad practices

- What is the regional distribution of the projects you fund?  
(list of beneficiaries if grants, geographical distribution)
- Which do you think are the priority issues that the institutions that develop programs for the Roma communities should tackle? Please provide details for the first three priorities.
- Which do you think are the regional priorities in the Roma issues?
- In your opinion, what are the needs of the institutions that develop programs for the Roma communities (as concerns human resources, competencies, etc)?
- How do you find the means and conditions of sustainability of the programs developed by institutions that address the Roma communities in Romania? Please provide examples of sustainable and non-sustainable programs.
- On a scale from 1 (poor) to 5 (very good), how do you rate the evolution of institutions that develop programs for the Roma communities:
 

- as concerns their development	1	2	3	4	5
- as concerns professionalism	1	2	3	4	5
- s concerns partnerships	1	2	3	4	5
- as concerns self-sustainability	1	2	3	4	5
- as concerns their contribution to democratic values	1	2	3	4	5
- What are the most important constraints in the development of institutions that have programmes targeting Roma communities?
- Can you tell us which are the best institutions that develop programs for the Roma communities, of the ones you know?

**B. Specific problems of the donor organizations**

- How do you communicate and share information with other donors? (in order to avoid activities that overlap in the projects you fund?) Have you received information about programs? Have you shared positive experiences?
- How quickly are the funds absorbed by the Romanian institutions? Are they used efficiently? What problems occur and what should be done in the future?
- What is the role of monitoring and intermediate and final evaluation of the projects? How are the reports used? Have you developed a monitoring and evaluation system? What indicators do you use? What are the results and the impact?

## Annex 3. Projects that were evaluated in the field

No.	Project	Implementing institution/ County	Donor	Domain
1	Health education	National red Cross Society Alexandria Teleorman	Romanian Social Development Fund	Healthcare
2.	Training and employment for sanitary mediators	Romani CRISS and the Ministry of Healthcare in 38 counties	Several donors	Healthcare and access to healthcare services
3.	Roma women's access to prevention healthcare programs – genital cervical cancer	Romanian Cancer Society Cluj	European Union	Healthcare
4.	Water supply	Dragoslavele Commune, Valea Hotarului Village, Argeş	Romanian Social Development Fund	Infrastructure and housing
5.	Road repairs	Săruleşti Village Hall, Călăraşi County	Romanian Government, funds 2003	Infrastructure and housing
6.	House renovation for improved life conditions for the Roma of Turdaş	Roma County Association "O Del Amentza" Deva Hunedoara	European Union	Infrastructure and housing
7.	The Zabrăuţi Case	Several implementers Bucharest	Several donors	Complex project with infrastructure and housing components
8.	Nuşfalău	Împreună Agency Sălaj	Several donors	Infrastructure and housing
9.	"Access to education for disadvantaged groups with a focus on the Roma" "Together we will succeed"	Dâmboviţa School Inspectorate Dâmboviţa	European Union	Education
10	Second Chance program	Education 2000+ Several counties	Several donors	Education
11	Multiannual national program for training non-Roma teachers that also teach Roma children	Save the Children Several counties	UNICEF	Education

EVALUATION OF PROGRAMMES TARGETING ROMA COMMUNITIES IN ROMANIA

No.	Project	Implementing institution/ County	Donor	Domain
12.	Another Chance	School no. 6, Caracal Olt	European Union	Education
13.	"Together at School - a chance for the optimal integration of Roma children in the educational system	"Căminul Phillip" Foundation Bucharest	European Union	Education
14.	Job shop Center for Social Inclusion	Împreună Agency Bucharest	European Union	Employment
15.	Brick-making factory and social housing in Dumitrița	Association for Roma Unity Bistrița Năsăud	Several donors	Employment /income generation/ Housing
16.	Training social assistants for the Roma in local councils	Giurgiu Local Council Giurgiu	European Union	Employment
17.	Income-generating activities for the Roma of Bicaz	Bicaz Town hall Neamț	European Union	Employment / income-generation
18.	Agricultural project	Răcăciuni /Bacău City Hall Bacău	Romanian Government, funds 2003	Employment
19.	Encouraging employment of the Roma public servants in local administration offices and public services	Alliance for the Roma Unity Romania 8 counties	Open Society Foundation	Employment
20.	Roma civil society	National	Several donors	Complex program

## **Annex 4. Instruments for project evaluation**

### **Interview guide for project coordinators**

#### **Data about the project**

1. Objectives
  2. Rationale
  3. Identification of beneficiaries
  4. Involvement of the beneficiaries
  5. Role of partners and problems within the partnership
    - who manages the project?
    - the decision-making process
  6. Period of implementation
  7. Expected results
  8. Methods of evaluation
  9. Continuation of the project
  10. Budget
- Main donor
- Involved organizations
  - Other donors

#### **Data about the staff**

1. No. Of persons involved in the project
2. Volunteers? What do they do?
3. Have you had to change the staff during the project?  
Yes. Please provide details  
No.
4. Have the staff been trained? In what? Please, detail.

#### **Objectives set and achievements**

1. What objectives did you set at the beginning of the project? Please, share with us the measurable indicators.
2. What have you achieved so far? Please, detail for each objective and

activity. Please, pay attention to records, reports, media coverage.

3. What difficulties did you have during the project?
4. How did the project continue?
  - self-sustainability
  - other applications

### **Impact of the project**

How do you evaluate the impact of the project?

1. from the perspective of the direct beneficiaries
2. from the perspective of the target group
3. from the perspective of the community

### **Interview guide for partners**

1. Please, describe the decision-making process
2. The mechanism used for the distribution of resources and responsibilities
3. What did you receive and what did you supply for the project?
4. What responsibilities did you have?
5. What problems occurred in the partnership?
6. How do you find the relationship with the donor?

### **Interview guide for the beneficiaries**

How did you find out about the project whose activities you benefited from?

What types of services did you benefit from?

Perception of the project by the beneficiary

- Do you think this project is necessary?
  - a. Yes - Why?
  - b. No - Why?
- What did you like most about this project?
- What did you not like in this project?
- List the problems that occurred in your relation with the organization that initiated the project.

