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## **A. Objective of the Slovak Republic in the integration Roma communities**

### **Introduction**

The Office of the Plenipotentiary of the Government of the Slovak Republic for Roma communities submits this Strategy of the Slovak Republic for the integration of Roma up to 2020, in association with the Communication addressed to the European Parliament, Council, European Economic and Social Committee and to the Committee for Regions in April 2011, designated as EU Framework for National Roma Integration Strategies up to 2020. The aforementioned task is fully compliant with the work plan of the government of the Slovak Republic.

This Strategy responds to the need to address the challenges associated with the social inclusion of Roma communities also on the EU level. Principles of this Strategy should become the base for policies addressing the unfavorable situation of the target group for the period of up to 2020, as well as for the programming period 2014 – 2020 for the use of EU Structural Funds.

This Strategy is a result of collaboration between the Office for the Plenipotentiary of the Government of the Slovak Republic for Roma communities, the World Bank, the United Nations Development Fund (UNDP), the Open Society Foundation (OSF), the Association of Cities and Municipalities of the Slovak Republic, and various non-governmental organizations. The Ministry of Labour, Social Affairs and Family of the Slovak Republic was instrumental in the creation of this Strategy.

There were ongoing consultations with public administration officials, regional authorities, representatives of NGOs on a regional level (Banská Bystrica, Prešov, Košice)<sup>1</sup>, representatives of state administration and the respective ministries in Bratislava, as well as representatives of the Roma NGOs and organizations active on the national level, and even with academicians active in this field.

Taking into account experiences from applying strategic materials previously, this Strategy is conceptually framed by principles governing the approach to the so-called “Roma issue”. The Strategy is also targeting several groups:

- Roma as a national minority,
- Roma communities,
- marginalized Roma communities.

The majority of measures and social interventions concentrate on marginalized Roma communities. It is also important to orient the policies to address the majority population. The goal is to frame the public debate in such a way that make policies accepted as mutually beneficial.

This Strategy constitutes a conceptual document defining the roadmap for public policies in the area of social inclusion of Roma communities regardless of the extent of their marginalization. For a successful implementation of this Strategy, it is important to develop and produce local action plans specifying the needs of individual communities.

In defining policies focused on the gradual elimination of poverty and social exclusion of marginalized Roma communities, the Strategy utilizes experiences gained in the process of developing the Act on Socially Excluded Communities prepared by the Ministry of Labour, Social Affairs and Family of the Slovak Republic. The workgroups and the process were both utilized in developing chapter D of this Strategy.

The Strategy is considered by the Office of the Plenipotentiary of the Government of the Slovak Republic for Roma communities as an open document that will be continuously amended and supplemented by Annexes detailing action plans, data and necessary information. Many areas lack data currently, which the partners – the World Bank and UNDP — shall make available in the upcoming months in the process of developing inclusion policies.

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<sup>1</sup> For an overview of consultations, see Annex.

## **A. 1 Objective of the Slovak Republic in the integration of Roma communities**

The government of the Slovak Republic (hereinafter "Slovak Government") is adopting the Strategy for Roma inclusion up to 2020 (hereinafter "Strategy") with a commitment to significantly support processes leading to social and economical inclusion of Roma communities in Slovakia. The Slovak Government acknowledges that the quality of life of Roma communities has been backsliding from the situation in 1989 due to various reasons, and that without external involvement, the situation of Roma communities cannot improve in the foreseeable future.

Should the issues of social inclusion of Roma communities be postponed or sidetracked, the result may be an increase in tensions between the majority population and the Roma, possibly escalating into open conflicts, including physical violence.

This Strategy represents an umbrella document for the area of inclusion of all target groups inside the Roma population. This Strategy anticipates all Ministries and other bodies of public administration, as well as the local and regional self-governments to rigidly apply its principles in the process of developing their public policies. Close cooperation and initiative of all central, regional and local authorities is crucial for addressing such a complicated and multi-departmental issue as is the inclusion of marginalized Roma communities. Special roles in creating conditions for the inclusion of marginalized Roma communities are reserved for the Ministry of Labour, Social Affairs and Family of the Slovak Republic, Ministry of Education, Science, Research and Sports of the Slovak Republic, Ministry of Health of the Slovak Republic and the Ministry of Transport, Construction and Regional Development of the Slovak Republic. Each of these Ministries should prepare their own legislation proposals in accordance with this Strategy, such proposals significantly contributing to addressing the current state of exclusion and discrimination of Roma communities, reversing the current negative trend. The Ministry of Labour, Social Affairs and Family of the Slovak Republic has prepared an Act on Socially Excluded Communities that aptly addresses issues within the purview of the Ministry, and significantly overlaps with other areas as well.

The role of this Strategy is to serve as a background material for National Action Plans and to set tasks for developing measures, policies and legal norms at all levels of public administration in the Slovak Republic for the 2012 – 2020 period. Principles defined by this Strategy are vital and necessary to include into particular legal norms dealing directly or indirectly with Roma communities in the Slovak Republic. Legal norms that are going to be proposed in the future in order to serve Roma inclusion ought to follow the principles set out by this Strategy. The main tasks of the Strategy are: to halt the segregation of Roma communities; to facilitate a significant positive turn in the social inclusion of Roma communities; to foster non-discrimination; and to change the attitude of the majority population toward the Roma minority.

The success of processes of social and economic integration and the policy of inclusion relies on balancing the policies between three overlapping groups. Initiatives aimed at inclusion must balance the needs of those three groups – Roma as such, Roma communities and marginalized Roma communities. The Government of the Slovak Republic acknowledges that various types of exclusion influence the life of all Roma as a national minority, Roma communities of all types, and the marginalized Roma communities.

Strategies and conceptual plans for the inclusion of Roma communities have been accepted in Slovakia since 1991, and they gradually have identified the scope of problems, and priorities of addressing these. However, strategies accepted since 1991 have not framed the situation of the Roma population in Slovakia using a theoretical framework, which would enable understanding the Roma problem and the Roma exclusion, and have failed to interconnect decisive players, define comprehensible plans for individual steps, and allocate funds for such activities.

The solution to the situation of the Roma population has been made even more complex by the frequent discontinuity in governmental policies related to an ever-changing government in Slovakia.

Further reasons for the stagnation of social inclusion of Roma communities could be attributed to a lack of political will on the national, regional and local levels.

This Strategy underscores the need to perceive social inclusion in its multidimensionality, which is a necessary prerequisite for the success of any Roma population inclusion policy. This goal may be achieved only if all interested parties participate: state, municipality, NGOs, churches, media, academia, non-Roma majority population and, of course, the Roma themselves.

## B. Theoretical framework of the Strategy

### B. 1 Framing the Strategy - marginalization, multidimensional exclusion and poverty

The Slovak Government identifies with the definition of social exclusion as a process, which systematically disadvantages a certain group of individuals in a particular territory and deepens their marginalization. The Roma in these marginalized regions represent a population that is poor. However, their poverty takes extreme forms that are not to be found in the majority population in such marginalized regions.<sup>2</sup> To help better understand the problems currently facing marginalized Roma communities, the Slovak Government has adopted a concept of social exclusion that reflects the changes in the character of today's poverty and the new features thereof – poverty persistence in time, its spatial concentration accompanied by marginalization, dependency on the state social system and disintegration of traditional social institutions.<sup>3</sup> Poverty must be perceived as “the degree to which the individual lives without the necessary resources”<sup>4</sup>. The advantage of using such definition is refraining from reducing poverty to just material or financial poverty, but rather shifting the impact from financial disadvantage to its multidimensional nature, i.e. identifying the lack of various resources, due to which individuals become poor and gradually socially excluded.

Social exclusion is perceived as a systematic process of marginalization, isolation and weakening of social ties demonstrated both on the level of an individual and on the level of social groups. Exclusion means expulsion from participating in a regular way of social life.<sup>5</sup> The most jeopardized here are individuals, or rather groups of individuals, who have weakened ties to at least one of four integration planes that integrate them in the society: to democracy and law (supporting civil integration); to the labor market (supporting economic integration); to the social state (supporting social integration); and to the family and community (supporting interpersonal integration). Exclusion from one integration plane means in most cases a simultaneous exclusion from other planes.<sup>6</sup>

The goal of the Strategy is to target the removal of the following forms of social exclusion of Roma as such, Roma communities and marginalized Roma communities:

- **Economic exclusion** ultimately means exclusion from the standard of living and life opportunities typical for a society or a given group. The starting point could be for example the status of individuals on the labor market, the consumption level and the income level, assets, housing standard, etc.
- **Cultural exclusion** means denial of rights of individuals or groups to participate in the society's culture and sharing its cultural capital, education and culture.
- **Symbolic exclusion** occurs if social and cultural identities are to a certain extent symbolic. The group is constructed symbolically and also confirmed by symbols and membership in a group is symbolically confirmed or rejected. Symbolic exclusion is tied with stigmatizing individuals as well as groups that are perceived as different, deviant or alien. It could be identified e.g. by the extent of social distancing, existence of prejudice or stereotypes.
- **Spatial exclusion** is the concentration of excluded individuals and social groups within certain geographic boundaries. In the case of Roma communities the so-called segregated

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<sup>2</sup> Radičová, I. : Hic Sunt Romales. Bratislava, INTERLINGUA 2001, s. 96.

<sup>3</sup> Room, G. : *Poverty and Social Exclusion: The New European Agenda for Policy and Research*. In: Room, G. (Ed): *Beyond the Threshold: The Measurement and Analysis of Social Exclusion*. Bristol, The Policy Press University Bristol 1995, pg. 1 – 9.

<sup>4</sup> Payne, Ruby K. et al. : *Bridges Leading from Poverty – Strategies for Professionals and Communities*. Košice, Equilibria 2010, pg. 19 – 19.

<sup>5</sup> Strobel, P. : „From Poverty to Exclusion: A Wage-Earning Society or Society of Human Right?“ *International Labour Review*, 1996, Vol. 133, pg. 173 – 189.

<sup>6</sup> Bauman, Z. : *Reflections on the Postmodern Period*. Prague, SLON 1995.

Roma districts could be identified (settlements, urban ghettos), and also a phenomenon of double marginalization.

Such forms of social exclusion often manifest themselves in restricting access to social services, healthcare and social security networks. There are other forms of exclusion that occur in less obvious forms with respect to the Roma, Roma communities and marginalized Roma communities in Slovakia:

- **Political exclusion** means denying civil, political and essential human rights.
- **Exclusion from mobility** in a physical space and social hierarchy.
- **Social exclusion** in a strict sense denies reaching certain social status or participation in certain social institutions.
- **Exclusion from safety net** and exposure to higher risks.

Forms of social exclusion could also be psychological and are related to a lack of emotional sources. Phenomenon accompanying such is the feeling of shame, shyness and individual failure, as well as an overall uncertainty and vulnerability.<sup>7</sup>

Reasons for social exclusion include unemployment, poverty, low level of education and qualifications, whereby these factors are mutually conditional in their impact on social exclusion. Moreover, in the case of social exclusion of the Roma population, an additional factor is ethnicity, which could generate exclusion. However, social exclusion is not only the consequence, but also the cause of low education and qualifications, unemployment and multidimensional poverty. In practical policy approach the difference between causes and consequences of social exclusion blurs. Social interventions, which fail to address social exclusion dynamically, do not help solve the problem of social exclusion comprehensively, thus – in the long-term – will prove unsuccessful.

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<sup>7</sup> Džambazovič, R. & Jurásková, M. : *Social exclusion of Roma in Slovakia*. In: Vašečka, M. (Ed): ČAČIPEN PAL O ROMA – Summary Report on Roma in Slovakia. Bratislava, Institute for Public Affairs 2002, s. 535-536.

## **B. 2 Europe 2020 and the EU Framework for National Roma Integration Strategies up to 2020**

### **Europe 2020**

In 2010, as part of the efforts to confront the economic crisis, the EU adopted the Europe 2020<sup>8</sup> strategy, which outlines the European platform against Poverty as one of the top initiatives. Its goals are to ensure economic, social and territorial integrity, increase awareness and recognize the fundamental rights of individuals living in poverty and facing social exclusion, enable them dignified life and an active participation in the society. The essence of the effort is to create a platform for cooperation, partner evaluation, exchange of best practices, striving to eliminate social exclusion, and simultaneously to adopt specific measures, even using a targeted support from the structural funds, mainly the European Social Fund.

On the national level, Member States are expected to support measures addressing specific circumstances of particularly jeopardized groups (e.g. one-parent families, minorities, Roma communities, disabled and homeless persons) and to use social security and pension systems to the full extent with the goal of providing adequate income assistance and secure access to healthcare.

The Europe 2020 strategy for fostering smart, sustainable and inclusive growth creates conditions for economic and social integration of the most numerous EU minority – the Roma.

### **EU Framework for National Roma Integration Strategies up to 2020**

The EC Communication addressed to the European Parliament, Council, European Economic and Social Committee and to the Committee for Regions in April 2011 called EU Framework for National Roma Integration Strategies up to 2020 (hereinafter “EU Framework”)<sup>9</sup> may be seen as a call to elaborate on the problem of Roma integration in the EU. Even though the EU declares that Member States carry the main responsibility for the implementation of integration policies, a coordinated approach and interest of EU bodies is critical, giving hope that up to 2020, more significant positive changes should occur, in particular in the access of the Roma population to four main areas: education, employment, healthcare and housing.

The EC has acknowledged previous international initiatives, especially the Decade of Roma inclusion 2005 – 2015 (hereinafter „Decade“) and appeals to Member States to coordinate the national Strategies. The main principle here should be the abolishment of segregation, if it exists. In preparing their policies the Member States should take into account national goals of integration policies and reform plans, allocate sufficient funding to the respective programs from the state budget that, if necessary, will be supplemented by funds from international organizations and EU budget. A necessary prerequisite is to design effective monitoring mechanisms to evaluate progress. Preparations, implementation and monitoring will be carried out in close cooperation with the Roma civil society, regional and local authorities.

The EU Framework creates an opportunity for a coordinated approach on all levels (international, national, regional and eventually local) involving all the interested parties, including the Roma.

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<sup>8</sup> <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2010:2020:FIN:SK:PDF>

<sup>9</sup> Communication from the European Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, “An EU Framework for National Roma Integration Strategies up to 2020”, Brussels, 5 April 2011, COM(2011) 173 final.

### B. 3 Strategy principles

Growing extreme poverty and a systematic social downfall of a majority of local communities within the marginalized Roma communities since 1989 stresses the need for a change of approach of the public policies in this area. This Strategy is based on the need for a transition from the passive care of state and regional authorities to activating assistance. However, such transition should not be facilitated in a form of restrictive measures implementing sanctions, but rather focus on overcoming broad-spectral exclusion applied to members of marginalized Roma communities, Roma communities and, in some dimensions, Roma as such. The Strategy is based on efforts to minimize the impact of individual types of exclusion with regard to Roma communities, and develop a policy of integration. Integration, along with non-discrimination<sup>10</sup>, constitutes the base rules for approaching the Roma population on all levels. On the part of Roma and Roma communities, the Strategy is based on the principle of creating real opportunities for activating an individual or the community, the result of which should be the reduction of differences between the Roma population and the majority society.

Non-discrimination is a building block and an indelible part of all other principles of creating policies addressing Roma inclusion. Reducing discrimination and improving the way human rights are respected is an organic part of the Strategy and its objectives. Eliminating discrimination in all its forms (structural, institutional, direct, indirect) is a prerequisite or an accompaniment of the processes of de-stigmatization, desegregation, de-ghettoizing, enhancing solidarity, law abiding, as well as partnership, comprehensiveness and other implementation principles. The principle of non-discrimination enables focusing on both the problems of target groups as potential victims of discrimination and on the majority population, from the perspective of increasing its sensitivity to discrimination, breakdown of stereotypes and prejudices as the triggers of discriminating behavior. Simultaneously, its implementation requires careful account of the existing multiple discrimination of the Roma population, i.e. simultaneous effect of various causes for discrimination, where, aside from ethnicity, both gender and age are disadvantaging factors. These are the cases of multiple discrimination of Roma women, children and the elderly; but there are other possible reasons for discrimination as well.

This Strategy conditions the success of public policies on the inclusion of Roma communities with the acceptance of principles that must guide policymakers. The base strategic principles are:

- de-stigmatization,
- desegregation,
- de-ghettoizing.

Problems associated with stigmatization generally concern the majority of the Roma population in the society. Many Roma communities face segregation in various forms, and due to ghettoizing they have become marginalized. All the measures adopted with respect to Strategy target groups must accept these strategic principles, and should it become impossible or infeasible to adhere to one of the principles, it is necessary to strengthen the fulfillment of other principles. This Strategy builds on the assumption that these three principles must be interconnected when making policies concerning any of the target groups. Aside from the principles mentioned, the legal norms that affect the target group must conform to the general objectives that arise from equality of people before the law, and the general principles of a democratic society - equality, subsidiarity, elimination of social risks, social cohesion and social participation.

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<sup>10</sup> Discrimination means that a certain person or a group of persons is being unduly treated in specific areas (less favorably), than he or they would be treated otherwise if he/they were not bearers of a certain feature that differentiate him/them without his/their ability to shape such (age, race, gender, ethnicity... ). Discrimination violates the principle of equality of rights and respect for human dignity.

- ***Principle of de-stigmatization***

Stigmatization is a process of social labeling wherein a certain individual or a social group is “marked” (labeled) by the society, such label attributing them features derived from a stereotype and not from knowledge of their true behavior<sup>11</sup>. Social stigmatization is a social labeling relevant to group membership. Stigmatization has a boomerang effect in affecting thinking, behavior and activities of labeled individuals. Once identifying with their stigma, they start seeing themselves in accordance with it, and will focus their social activities accordingly.

It also has negative consequence in the discrimination and persecution of stigmatized individuals. Behavior and activities of stigmatized individuals are often ascribed to their nature and character, and interpreted as a manifestation of the ill will, or a pathological behavior, and regarded as evidence for a righteously negative attitude to them.

De-stigmatizing the members of stigmatized groups means changing the attitude within the dominating group to treat each member of the stigmatized group individually, and evaluate them on the basis of their real behavior and activities. De-stigmatization should take place at the institutional level as well as at the level of interpersonal social relations. The instrument in this process should be a non-stigmatizing, neutral approach by public administration officials in the performance of their duties, and the education to tolerance in the society in general. For the members of stigmatized groups this means relinquishing their defensive behavior against the members of the majority society, which this majority perceives as alien.

- ***Desegregation principle***

Segregation means grouping of individuals with similar social features within given geographical or social boundaries. Segregation thus in essence means significant social isolation of one group from another. This Strategy aims to prevent geographical segregation associated with living in a particular territory; as well as social segregation meaning separation within a certain social space, especially in the area of education and labor market access. This Strategy understands the process of segregation of marginalized Roma communities in Slovakia as a result of a process, in which such dimensions were interconnected, thus making it problematic to differentiate one from the other.

Voluntary segregation of a given group is defensive in its nature. It enables the group to survive in a foreign environment, maintain its language and culture. Forced segregation initiated by the majority society is tied to endangerment of such group, and often comes in a form of social exclusion and ghettoizing. Racial and ethnic segregation occurring on an informal level in various areas leads to inequality, differences in living conditions, gaps in the accessibility of services of the majority population on one hand and ethnically or racially different group on the other -- in the field of education, housing and employment. Segregation results in inequality of opportunities and inequality in the access to basic services. Desegregation thus means the elimination of structural and institutional discrimination.

In local conditions there might occur a situation where it is problematic to avoid segregation. In such cases spatial segregation may be acceptable (e.g. as a temporary measure) on the condition that all other processes aim for social inclusion. For instance in education where segregation is frequent both on the institutional and non-institutional level, segregation may be acceptable if it cannot be solved in a short-term (e.g. due to lacking infrastructure), providing the target group receives better and more comprehensive education. In cases of segregation in education, it is necessary to measure and evaluate quality to be able to assess a higher quality of services in this field.

- ***De-ghettoizing principle***

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<sup>11</sup> Originally stigmas (burning a sign in the skin, cutting off hands etc.) were used to brand criminals. Later this expression became more symbolic in nature. (Goffman, 2003).

The ghettoizing process has its structural causes that cannot be significantly altered by any individual. The core essence of ghettoizing leads to the continuous deepening and broadening of the ghetto. As a consequence of marginalization, stigmatization and segregation, the affected group searches for a place where it will be accepted, where it will neither be frowned upon, nor stigmatized or threatened. Due to this reason the group relocates to a place inhabited by people with similar characteristics. However, such a place is usually outside of the area populated by the majority population, which – over time – starts perceiving such a place as an area not healthy to visit. Thus the place becomes effectively fenced-off by both sides.

Continuous process of ghettoizing may be illustrated as a spiral of concepts of the majority of the characteristics of the excluded group. The reason why such concepts are becoming true may be found in actions that will inevitably provoke reactions on the part of the excluded. Spiral in this case means that at the beginning, there is a relatively large space co-inhabited by both the majority and the minority; however, such space systematically narrows and the space for the inclusion of the excluded minimizes.

The process of ghettoizing is divided into several stages, which this Strategy considers manifestations and consequences of ghettoizing – stigmatization of a group, its exclusion, social exclusion, repressions against the group and possibly also physical violence. De-ghettoizing thus means interrupting the described gradation of social exclusion and returning to square one, where the de-stigmatization of the group as a whole commences, and the members of the group are approached individually and without prejudice. Ghettoizing as a completion of the circle of negative phenomena associated with stigmatization and segregation always leads to social downfall and other undesired effects; therefore, it is crucial to apply these principles to the inclusion process of marginalized Roma communities.

## **Implementation principles**

Previous experiences taught us that the prerequisite to the success of the policy of inclusion and integration is the simultaneous consideration of implementation principles, which are mutually conditioning:

### ***Principle of solidarity***

It is necessary to nurture the principle of solidarity not only due to legal, political and ethical reasons, but also pragmatically. Erosion of mutual solidarity leads to further fragmentation of society and to the weakening of social cohesion. This Strategy understands solidarity as beneficial to both sides. Solidarity should not be conditional on merit; under certain conditions it could be an instrument, if – parallel to its application - destigmatizing, desegregation and de-ghettoization also occur.

However, this principle is based on meeting specific and transparent criteria for providing assistance. Disregarding this principle with respect to those who do not adhere to the rules weakens social solidarity both on the part of the majority and the Roma communities, and destroys the motivation of the socially excluded and the socially dependent to change their status. Disregarding specific and transparent criteria for the provision of assistance negatively impacts the interest of the majority to change its attitude towards the sources of social exclusion, and also damages its willingness to accept measures facilitating the change of the status quo.

### ***Principle of legality***

The principle of legality is based on respecting the Constitution of the Slovak Republic, international treaties and documents, *acquis communautaire* and the legislation of the Slovak Republic with an emphasis on upholding, respecting and protecting human rights and fundamental freedoms.

However, strict insistence on legal procedures must be mutual, demanded by public administration authorities as well as by citizens. Lack of strictness in demanding adherence to the law from both parties leads to legal uncertainty, a hopeless situation of blaming each other and stigmatizing the members of Roma communities.

### ***Partnership principle***

This principle is closely linked to the principle of subsidiarity. It is based on the need to collaborate and coordinate the efforts and funds of the interested subjects both horizontally (municipalities and regions) and vertically (ministries, regions, municipalities). A prerequisite here is the ability to communicate positively and cooperate. Serious problems hindering effective decision-making and management are the conceptual, competence and implementation disputes. Without strengthening partnership and the perception of mutual benefit from cooperation, it will not be possible for effectively strengthening the status of Roma marginalized communities.

The target group of this Strategy must constitute a part of the partnership. Roma in general, and Roma communities, regardless of the extent of their marginalization, ought to be parts of the decision-making process. On the one hand, the feeling of responsibility is increased within the target group; on the other, the widespread distrust of the Roma communities is reduced.

### ***Principle of comprehensiveness***

For a successful fulfillment of the Strategy goals it is necessary to demand a comprehensive and integrated approach to the implementation of measures in all priority fields of social and economic integration of the Roma population, and the need for a coordinated and systematic approach on local, regional and national levels. The principle is based on the need to concentrate efforts and resources for the purpose of achieving comprehensiveness and appropriateness of the chosen social intervention.

### ***Principle of conceptuality, systematic approach and sustainability***

This principle is based on the need for a conceptual and systematic approach to addressing the problem of exclusion of marginalized Roma communities. This means a conceptual and systematic approach to identifying social problems, finding acceptable solutions and implementing them. Social interventions must be based on the existence of expert analysis and procedures, and on implementing those coordinated in relation to each other. Conceptuality includes support for expert opinion and de-politicization of solutions and approaches. Planning and evaluating the policies constitutes an indelible part of the success of solutions. If the policies prove successful, it is necessary to secure their continuation. Sustainability of proven programs is a prerequisite for success.

### ***Principle of respecting regional and sub-ethnic features***

The principle is based on respecting regional differences in the implementation of inclusion policies. The regions within Slovakia vary as to their economic and subsequent social parameters, which is reflected by the indicators monitored (employment, level of education, social dependency, health situation, etc.). This reflects also in the ethnic and religious diversity of individual regions (not only related to the relationship of majority and Roma, but also in the relationship to other national minorities and religious communities).

In developing policies, it is necessary to respect also the internal sub-ethnic division (programs suitable for the so-called settled Roma, may not be suitable for the so-called Vlach Roma).

### ***Principle of gender equality***

In the interest of eliminating the existing gender inequality and avoiding the creation of new cases, the adopted policies must adhere to the principle of gender-sensitive approach due to the fact that no measure, no policy, and no decision are gender neutral. It is necessary to plan and evaluate all strategic goals, measures, activities and the implementation thereof from the perspective of their impact on the situation of Roma women, gender relations and the elimination of undesirable gender stereotypes, which often prevent Roma women from asserting themselves, and lead in the end to multiple discrimination. A dual approach under best EU practices will be applied in implementing the Strategy: applying gender aspect and specifically supporting women in areas where they are disadvantaged compared to men. A gender impact analysis will be carried out prior to adopting any measures of a legislative or strategic nature.

### ***Principle of responsibility and predictability***

This principle is based on the need to strengthen human, cultural and social capital in socially excluded Roma communities. Inclusion policies should systematically improve the skills of the target group – Roma in general, as well as all Roma communities, and ever increasingly participate at all levels of developing and implementing the Strategy. In the context of implementing the Roma integration plan, the government of the Slovak Republic focuses on systematic measures targeting the activation of Roma community members rather than on measures aimed at maintaining their passive acceptance of assistance.

## C. Strategy context

### C. 1 Description of the situation of Roma communities in Slovakia

As demonstrated by surveys, the Roma population living in Slovakia regularly appears among the groups mostly affected by poverty, social exclusion and discrimination. With this ethnicity, several disadvantageous factors apply: they are affected by poverty interconnected with demographic conditions; poverty created by unemployment; poverty caused by performing low-skilled and low-paid work; or by the lack of education and discrimination. The Roma population as a group jeopardized by poverty is explicitly mentioned also in political documents and action plans of the Slovak Republic addressing poverty or social exclusion.

Development in the field of targeted public policies focused on the Roma population is rather complicated due to the lack of ethnic data. A demand for exact data divided by ethnic characteristics appears in almost every conceptual governmental document.<sup>12</sup> Gathering data on the living conditions and discrimination has been in the past years saturated by monitoring probes of European institutions, and specialized - mostly sociological - surveys conducted in the Roma environment. These surveys were initiated and carried out by research institutions, academia, European institutions, NGOs as well as international organizations. Monitoring reports issued by European institutions have provided partial data on specific areas of the lives of the Roma population. The beginning of the 21<sup>st</sup> century marked a significant shift in the process of gathering data applying the method of sociographic territorial mapping of Roma settlements. Mapping of Roma settlements in Slovakia -- The ATLAS of Roma communities 2004<sup>13</sup> (hereinafter "Atlas")<sup>14</sup> is based on the premise that the Roma marginalized communities live in certain spatial entities, enclaves, whether within the boundaries of municipalities, on the borders of these or in segregated settlements; therefore, it is possible to monitor and map Roma communities. Such an approach does not collide with the principles enshrined in the Constitution of the Slovak Republic; and complies with the standards for the protection of personal data, since mapping does not examine ethnic identity of individuals, but only makes an "inventory" of settlements.

The survey of living conditions of Roma households in 2005 and later in 2010 carried out by the United Nations Development Fund (hereinafter "UNDP") and the World Bank were based on a territorial approach in identifying the target group. Using detailed information on Roma settlements from the Map made it possible to divide Roma households into three basic groups by the extent of their integration with the majority population for the purpose of comparing certain demographic and socio-economic parameters. The Ministry of Labour, Social Affairs and Family of the Slovak Republic (hereinafter "MoLSAF"), in collaboration with the UNDP, works on another national sample survey on the development of the living conditions of the Roma population called Statistical Monitoring of Living Conditions of Selected Target Groups, which should be ready by 2015.

An expert debate on how to develop a concept of data collection and its systemization proves unavoidable. Future trends in data collection on the living conditions, non-discrimination and equal opportunities of the Roma population should continue by updating the Atlas, carrying out anonymous representative sample surveys of living conditions, and applying the variant of methods based on cross-pollinating administrative data and usage of the personal identification number. Standardized collection of data is necessary for serious planning based on close collaboration between institutions striving to

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<sup>12</sup> E.g. the Concept of mid-term development strategy for the Roma national minority in the Slovak Republic (2007 – 2013) lists the absence of data repeatedly among systematic and legislative barriers hampering the improvement of the situation. The document notes the missing data on the health situation in Roma communities, employment-related and education-related data etc.

<sup>13</sup> Atlas of Roma communities 2004: <http://www.romovia.vlada.gov.sk/3553/atlas-romskych-komunit-2004.php>

<sup>14</sup> Atlas shall be updated in 2012 in collaboration with UNDP within the frame of a project supported by the Ministry of Labor, Social Affairs and Family of the Slovak Republic.

integrate Roma into society on the one hand, and the Statistical Office of the Slovak Republic on the other..

In the Census of Citizens, Houses and Apartments in 1991 the Roma, for the first time, were given an opportunity to claim their Roma nationality.<sup>15</sup> Ethnicity was recorded on the principle of self-declaration, which probably resulted in a significant statistical drop in the recorded number of Roma population compared to estimates. Such a trend persisted in the 2001 census as well. Results from the 2011 Census of Citizens, Houses and Apartments are still being evaluated. The Atlas quotes the number of Roma living in Slovakia at 320 000 individuals. The Center for Demographic Research<sup>16</sup> estimates with great probability that 440 000 Roma resided in the territory of the Slovak Republic in 2011, which represents around 8 % of the total population. Regionally, the Roma are mostly concentrated in the Prešov, Košice and Banská Bystrica regions.

The ATLAS of Roma communities 2004 mapped 1 087 municipalities and towns. Therein 1 575 settlements of various types were identified, populated by communities perceived as Roma. In 772 municipalities or town these communities live integrated, interspersed within the majority population. The ATLAS lists 149 segregated settlements, meaning such settlements are located on the outskirts or outside the limits of municipalities/towns, have no access to water supply, and feature a rather high proportion of illegal housing. According to the 2010 sample survey by UNDP, more than half of all Roma households were living in individual brick houses, and 21 % of households resided in apartments in residential buildings. A total of 16 % of Roma households were living in non-standard forms of housing, 10 % of which in shacks and 5 % in wooden houses or other non-standard type of housing. From the regional perspective, Roma are concentrated mostly in the Prešov, Košice and Banská Bystrica regions.

According to the Atlas, 39 % of households in Roma settlements are connected to water supply. UNDP updated data from 2010 confirm the persistence of problems in this respect and point out the huge gap compared to the majority population's access to sources and types of sources of drinking water. Water from a public aqueduct was available to less than half of Roma household, and water sources other than their own were accessed by one quarter of Roma households.<sup>17</sup>

According to the 2010 UNDP sample survey, based on the current economic status of the Roma population, the largest group consists of Roma in the pre-productive age. This group represents 44 % of the total Roma population, whereof 19 % were children of pre-school age, and 25 % were adults younger than 25 years. The ratio of post-productive individuals designated as old-age pensioners was very low reaching 5 %. The remaining 51 % consisted of economically active (employed and unemployed) and other economically inactive individuals – housewives, on maternity and parental leave, handicapped and disabled pensioners, and others. With the degree of segregation in housing increases the number of the pre-productive component in the Roma population.

Analyzing the declared economic activity of respondents aged 15 and more, it became clear that the unemployed constitute the largest group within the Roma population aged 16-64: 72 % of Roma men and 75 % of Roma women are unemployed. In an identical survey using identical methodology 20 % of Roma men and 11 % of Roma women claimed they were employed (UNDP. 2010)..

Such percentages are statistically identical to those appearing in the analysis done by the World Bank using identical methodology: 71 % of unemployed Roma men and 75 % of unemployed Roma women. The employment rate of Roma men peaks at 20 %, while Roma women level at 12 % (Regional Survey of Marginalized Roma, UNDP/World Bank).

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<sup>15</sup> 75 802 citizens claimed Roma national minority in 1991, representing 1.4 % of the total population. In 2001 the number rose to 89 920, representing 1.7 % of the total population. Source: <http://portal.statistics.sk/showdoc.do?docid=6366>

<sup>16</sup> Vaňo 2001: Prognosis of Roma development in the Slovak Republic by 2025.

<sup>17</sup> In the EU between 72 % and 100 % of households are connected to water supply. (Source Eurostat, 2002. [http://epp.eurostat.ec.europa.eu/cache/ITY\\_PUBLIC/8-21032006-AP/EN/8-21032006-AP-EN.PDF](http://epp.eurostat.ec.europa.eu/cache/ITY_PUBLIC/8-21032006-AP/EN/8-21032006-AP-EN.PDF)). However, Roma situation is much worse.

The composition by age and the average age points to the shift to pre-productive age and absence of old-age pensioners in the structure of the total Roma population. With respect to the composition by age, the youngest group of 14 and less peaked at 40 %, while 50 and older were represented by 11 %. Men and women were represented more or less equally in the surveyed sample – 51 % men and 49 % women.

Compared to the majority population, the reproductive behavior of Roma shows several differences, which further reflect on the total composition of Roma and their households. It is characterized by higher fertility rate, lower life expectancy, earlier commencement of reproduction activity and a longer reproductive period (Vaňo 2001). The Roma population shows higher population growth, and – compared to majority population – its age composition tends to be younger. Despite this fact, the data shows that the demographical behavior of the Roma population mirrors (in a long run) the behavior of the majority, although with a time lag which is directly proportional to the social status of the respective communities.

Among the Roma who have completed education, the dominant group comprised of individuals who have completed elementary schools (48 %); 17 % of Roma have not completed elementary education. This amounts to almost 65 % of individuals who have not continued their studies at high schools, but have finished their education on the elementary level, most of them successfully. There were 24 % of individuals continuing their studies after completing elementary school, the most numerous of which were Roma with completed high-school education (16 %), which included trade schools (14 %) and high-schools with GCSE (2 %). Unfinished high-school education had been quoted by 8 % of respondents, while in most of the cases the school in question was a trade school (8 %). Special elementary schools were attended and completed by 4 % of Roma. Other types of education reached were represented marginally, including high-school education with graduation.<sup>18</sup>

Men differed to an extent from women with regard to the level of education reached. More frequented among Roma women were persons who had not continued their studies at high-schools, i.e. persons with incomplete mandatory 10-year elementary school and with incomplete elementary education. These differences manifested themselves in the respective representations of the higher level of education. Difference in the number of persons with completed high-school education represented more than eight percentage points against Roma women. The educational structure of surveyed Roma women may be assessed as slightly lagging behind the educational structure of men.

According to the 2010 UNDP survey the incidence of chronic diseases among the Roma population in 2010 represented 19 %. Identical figure of incidence of chronic diseases among the Roma population was found in research performed by Fundación Secretariado Gitano.<sup>19</sup> Majority of individuals in the Roma population suffering chronic health problem had claimed that it is an illness diagnosed by a specialist (86 %). Only 6 % had admitted chronic health problems without having it officially diagnosed. The most frequented among the Roma population were cardiovascular diseases, which affected more than a quarter of the Roma population; followed at an interval by respiratory diseases and allergies, musculoskeletal diseases and diseases of nervous and sensory organs. (UNDP 2010)<sup>20</sup>

A different way of life breeds tension between the majority population and Roma. The “otherness” of the Roma population is perceived negatively by the majority population. A social distance deepens between those two groups fueled on both sides by deeply rooted stereotypes and prejudices. According to sociological researches studying the relationship between the majority population on one

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<sup>18</sup> This includes those who have quoted first or second level of university studies as their highest education reached.

<sup>19</sup> HEALTH AND THE ROMA COMMUNITY, ANALYSIS OF THE SITUATION IN EUROPE

<sup>20</sup> According to data from EU SILC 2009 (Statistical Office 2010: 61) 30 % of population in Slovakia (aged 16 and over) suffered a chronic disease of one kind or another. This could hardly be described as an indicator of an improved health status of the Roma population. Such a conclusion would be contrary to previous information and the absence of signs that a quick radical change is to be expected. Due to this reason the data acquired could be interpreted from a perspective that it could be a result of an impeded access of large groups of Roma population to healthcare services (and thus to disease diagnosing), rather than a different attitude to their own health.

hand, and the minorities on the other, the extent of social distancing is most prominent against Roma. All researches carried out with this topic in mind since 1990 inform on the fact that social distancing flourishes in Slovakia with the same intensity across all layers of population, while its extent is steady and practically unchanging in time (research AISA, FOCUS, GfK, Markant, MVK, ÚVVM ŠÚ).

Although the Roma population living in Slovakia varies ethnically, socially and culturally, the majority population generally perceives the Roma population as a unified group, which chose to differ and lives on the border of the society. Attitudes of the majority towards Roma are directed as to a homogenous group within which they have only a limited ability to distinguish individuals.

Strong social distancing in the relationship with Roma ties with a relatively low empathy of the majority population to their complicated life situation. In March 2000, in the research conducted by the Institute for Public Affairs (hereinafter "IVO") 49 % of respondents claimed that Roma have the same conditions and opportunities for development as the rest of the population of Slovakia. Only 21 % expressed the opinion that Roma are worse off. Such an opinion was more typical for individuals of a higher education as well as for persons who have collaborators, friends and especially family in the Roma population. 27 % of respondents expressed their conviction that Roma are favored in Slovakia. A rather large portion of people who blame Roma for the misuse of social benefits sees the solution in applying a vague "specific approach" to Roma. 50 % of respondents in the survey had identified with a discriminating opinion that "different principles for social benefit distribution should apply to Roma than for the rest", the same was rejected by 44 %. An even more significant part of the negative stereotype Roma have in the eyes of the non-Roma public in Slovakia is their alleged criminal activity ascribed to Roma by a large part of the majority population. However, the majority of people in Slovakia opposes displays of racial and ethnic hatred, which are often directed against the Roma. 65 % of respondents in the IVO survey demanded that acts of racial and ethnic hatred be punished more severely than previously.

The main finding in all of the surveys conducted is that the Roma maintain a much more favorable attitude towards the majority than the majority does to the Roma population. Roma perceive the majority as a part of their social world; they want to see themselves as a part of the majority. A large part of the Roma considers the members of the majority society their own, which points to a high level of identification with the majority population. The Roma often consider Slovaks to be a reference group with which they would like to identify.

## **C. 2 Objectives of the initiatives of the Slovak government, measurable indicators of change and utilizing experiences from the implemented approaches**

### **Objectives of policies of the Slovak government and measurable indicators of change**

The Government of the Slovak republic believes that policies and interventions to improve the living conditions of Roma in Slovakia need to balance three objectives:

1. improving socio-economic status by expanding employment opportunities on the labor market;
2. building human capital through better education and healthcare;
3. strengthening social capital and community development through increased empowerment and participation of the Roma population in social and civic activities.

Slovakia needs to connect policies toward vulnerable groups even more than it has been happening up to now. By respecting the principles defined in the Strategy, the implemented policies should lead to greater complexity and interdependency of the respective activities. Educational programs must be designed to address health issues, housing projects (building houses or apartments, or their reconstruction) can provide employment opportunities for the target group, and social assistance programs must be designed to support, for example, school attendance. With all programs it is necessary to support the participation of target groups.

The process of evaluating respective policies and programs plays an exceptionally important role in the implementation of the Strategy of the Slovak government. A necessary prerequisite for such evaluation is the change in the manner of ethnic data gathering and its utilization. Good and precisely defined indicators of the change are an important part in the process of evaluation. Among the most important indicators of change, the Government of the Slovak Republic ranks the following ones:

- change in public discourse measured by public opinion pools;
- reducing tensions within the society between the majority population and the Roma as a necessary prerequisite to prevent the emergence of an open conflict;
- amending and adopting legal norms with an impact upon the Roma population that will follow principles of the Strategy and non-acceptance of norms breaking these principles measured by the number of such legislative norms;
- lowering the gap between Roma and the majority population measured by indicators in the respective areas; the values of such indicators should approximate the national average;
- positive changes on the local level, measured through analyzing impacts of implemented initiatives.

The Government of the Slovak Republic will consider the process of Strategy implementation successful if the negative development in the monitored indicators in the priority areas of the Strategy compared to local and national average comes to a halt. The main indicators in this regard shall be the rate of unemployment, dependency on the state social policy, rate of education attained, average life expectancy, housing standard etc. Specific measurable indicators are defined within the framework of the respective measures implemented in such a way to truly mirror the monitored goals. Ideally there will come a time when services for marginalized Roma groups will be not required anymore.

### **Utilizing experiences from the implemented approaches**

The Government of the Slovak Republic realizes that a successful implementation of the Strategy must also employ alternative approaches based on experiences gathered both in the Slovak republic (e.g. the concept of socially excluded communities overlapping marginalized Roma communities) and elsewhere. In this context, the Strategy is perceived as an open document in the

frame of which successful and effective alternative approaches may – along with helping better implement the Strategy – play a significant role in bridging regional or local differences.

The Strategy offers a comprehensive approach to the inclusion of marginalized Roma communities bearing in mind various previous policies applied by the government of the Slovak Republic. In order to prevent an application of misleading policies, the Strategy defines approaches that failed or led to problematic results:

1. The program of assimilation applied mainly during the communist regime proved to be successful in some aspects of a life of the Roma population, but mostly thanks to an unacceptable level of violence and enforcement of assimilatory measures.
2. Continuation of recent policies aiming at real segregation or separation of the Roma population would lead to finalizing of processes of non-formal and non-institutionalized segregation of Roma communities, and to even higher stigmatization and marginalization.
3. Focus on Roma national minority building process. Primary focus on building Roma minority structures denies the scope of the problem and does not lead to the application of principles defined by this Strategy. Empowerment of Roma communities through fostering their national identity is important, but it should not be understood as a primary aim of policies of the Slovak Republic. Simultaneously, this process must constitute an integral part of the Strategy.
4. De-ethnicized policies toward socially marginalized communities ignoring the ethnic aspect. The issue of social exclusion of the Roma population represents a combination of ethnic and social problems, which must both be taken into account when preparing public policies. A strictly non-ethnic approach will not secure a better involvement of Roma on the labor market and their integration in a society in general.

### **C. 3 Legal frame – status of the Roma in the Slovak Republic**

The legal order of the Slovak Republic is based on a civic principle and individual rights. Under Article 12 paragraph 1 of the Constitution of the Slovak republic people are free and equal in dignity and in rights. Fundamental rights and freedoms are inalienable, imprescriptible and irrevocable.

An important document within the Slovak legal order is the Government Resolution No. 153/1991 – Principles of governmental policy with respect to Roma -, which recognized the ethnicity of the Roma population thus elevating it to the level of other ethnicities residing on the territory of the Slovak Republic. In adopting this Resolution, the Government officially recognized the Roma as a national minority, which means their political and legal equality of rights with other national minorities in Slovakia.

Article 34 paragraph 1 of the Constitution of the Slovak Republic guarantees national minorities the right to comprehensive development, especially the right to develop – along with other members of the minority or group – own culture; the right to disseminate and accept information in a mother tongue, to associate in national associations; to found and maintain educational and cultural institutions. Article 34 paragraph 2 of the Constitution of the Slovak Republic guarantees citizens belonging to a national minority or ethnicity under provisions set out by this Act, aside from the right to learn the state language, also the right to education in their mother tongue, the right to use the mother tongue in official communications; the right to participate in addressing matters relevant to national minorities and ethnic groups. Legal status of the protection of Roma national minority along with the protection of other national minorities noting international legal obligations of the Slovak Republic pertinent to a range of international treaties and with an emphasis on the ethnic element, is implemented in the legal order of the Slovak Republic especially by implementing obligations consequent to the Council of Europe's Framework Convention for the Protection of National Minorities adopted as Act No. 160/1998 Coll. and the European Charter for Regional or Minority Languages (hereinafter "Charter"), adopted as Act No. 588/2001 Coll. The aforementioned fact had been confirmed by the Act No. 184/1999 Coll. on Use of National Minority Languages, and was mirrored in the Principles of the government of the Slovak Republic No. 593/2009 Coll. to the Act of the National Council of the Slovak Republic No. 270/1995 Coll. on the State Language in the Slovak Republic as amended by later legislation. In the process of ratification of the aforementioned Charter it had been both formally and internationally declared that in the legal order of the Slovak Republic, the Roma population has a status of a national minority, and that the language of this national minority is Romani.

Rights of national minorities are currently governed within the legal order of the Slovak Republic by a whole range of specific Acts as well as other generally binding legislation mainly concerning the areas of education and culture.

Legal protection of individual rights of citizens from discrimination is governed by Act No. 365/2004 Coll. on Equal Treatment in Certain Areas and on Protection against Discrimination and on amending and supplementing certain laws (Antidiscrimination Act), as well as in other laws governing the respective branches of the law. Several months after this Act was passed, the Government filed a complaint with the Constitution Court of the Slovak Republic arguing unconstitutionality of a part of the Antidiscrimination Act, which enabled adopting special compensatory measures. In October 2005 the Constitutional Court of the Slovak Republic in the justification of its ruling by majority found non-compliance of the debated provision with various provisions of the Constitution of the Slovak Republic, and cancelled their validity in the Antidiscrimination Act. The amended 2008 Antidiscrimination Act complied with the finding of the Constitutional Court, and formulated the currently valid wording of temporary compensatory measures. These measures aim at eliminating economic and social inequalities e.g. by a fairer redistribution of jobs on the labor market and in education.

Currently there exist partial proactive measures; however, absent is an overall proactive policy concentrated on using temporary compensatory measures.

#### C. 4 Strategies for Roma inclusion since 1945

In the years following the World War II the legal status of Roma in Slovakia had developed in the frame of implementing the program of social, cultural and ethnic assimilation (1958 Decree of the Central Committee of the Communist Party of Czechoslovakia on work among the Gypsy population). Act No. 74/1958 on permanent settling of nomadic persons concerned the less numerous group of so-called Vlach Roma. The Decree of the government of the Czechoslovak Socialist Republic No. 502/1965 set a concept of destroying Roma settlements, dispersing Roma and their organized transport to Czech counties of a low concentration of the Roma population. The state assimilation policy peaked in the eighties in a program of "reducing the high percentage of unhealthy population" that enabled financial support to a woman agreeing to sterilization.

Following 1989 the legal status of Roma changed. The government of the Slovak Republic adopted by Resolution No. 153/1991 the Principles of Government policy towards Roma. This document gave Roma identical rights to those enjoyed by the rest of national minorities in Slovakia, and they were promised support in developing their own culture and assistance in education. In the 1991 census Roma were given the chance to claim their Roma nationality again. Shortly after the events in November 1989 the first Roma political party – Roma Civil Initiative -- was founded, followed by a birth of other parties and cultural associations.<sup>21</sup>

However, socio-economic transformation of the society in the nineties had clearly shown that the changes dramatically impacted both the employment and living standards of the Roma. In 1995 the government of the Slovak Republic had appointed a Plenipotentiary of the Slovak government for Citizens in Need of Special Assistance, and the Office of the Plenipotentiary was created within the organizational structure of the Ministry of Labour, Social Affairs and Family. The Office of the Plenipotentiary of the Government for Citizens in Need of Special Assistance had subsequently developed a government document – Concept of Tasks and Measures to Address Problems of Citizens in Need of Special Assistance for 1996, which the government of the Slovak Republic approved by Resolution No. 310/1996. In the following year the Office of the Plenipotentiary of the Government for Citizens in Need of Special Assistance had formulated Conceptual Objectives of the Government of the Slovak Republic for Addressing Roma Problems, which were approved by the Government in Resolution No. 796/1997. This could be perceived as a shift from strictly non-ethnic approach to taking into account the combination of social and ethnical conditioning of problems.

However, everyday life had quickly found it necessary to focus on the ethnical dimension of this problem; therefore, following the parliamentary elections in 1998, the Government had dissolved the Office of the Plenipotentiary of the Government for Citizens in Need of Special Care and appointed a Plenipotentiary for Addressing the Problems of the Roma Minority. Subsequently the Government created the Office of the Plenipotentiary of the government of the Slovak Republic for Addressing the Problems of the Roma Minority, which was included in the organizational structure of the Office of the Government of the Slovak Republic. Shortly after its creation, the Office commenced the work on the new Government Strategy. The Strategy for Addressing the Problems of the Roma National Minority had been submitted for Government debate by the Deputy Prime Minister for Human Rights, Minorities and Regional Development in two stages. In the first stage, the Government adopted the Resolution No. 821/1999 to the Government Strategy for Addressing Problems of the Roma National Minority, and a set of measures for its implementation. This part of the Strategy contained brief and generally formulated base postulates describing the situation of marginalized Roma communities in Slovakia as well as suggestions on how to address them. It was relatively well developed in the chapters referring to culture and education, as well as in describing the areas in which Roma are discriminated and providing

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<sup>21</sup> In 1990 Roma were for the first time elected to the Parliament and their representatives were elevated to such important institutions as the office of the Government, the Ministry of Culture of the Slovak republic and the Ministry of Education of the Slovak republic.

solutions. But the weak point of the Strategy was its chapter devoted to social affairs. The second stage of the Strategy adopted by the Government in the Resolution No. 870/2000 contained a set of specific measures to be implemented in 2000. This part of the Strategy had been developed in much more detail. It was based on the civil principle and it emphasized positive stimulation of Roma citizens. The set of measures proposed for 2000 had been processed in the following areas: human rights, education and upbringing, unemployment, housing, social affairs and health. However, in several chapters it was unclear what the allocation of funds to the specific tasks would be. Compared to the previous Government document, this one seemed to be rather comprehensive.

Following personnel changes in the position of the Plenipotentiary of the Government, in 2002 the Government adopted by Resolution No. 357/2002 the Priorities of the Government of the Slovak Republic with regard to Roma Communities for the year 2002, the Comprehensive Development Program for Roma Settlements, and the Program of Social Terrain Workers. The document focused on the following priorities: education, support for construction of rental housing, influencing public opinion, research, comprehensive program developing settlements in marginalized communities, and the program of social terrain workers. The document defined target groups for the individual policies – Roma communities – covering settlement units.

In the period prior to Slovakia's accession to the EU, the Government prepared various measures in response to the situation of Roma communities. In the Resolution No. 278/2003 the Government adopted the document Base Postulates of the Government Approach to Integration of Roma Communities, which set a base framework for the activities of public administration. However, several goals were not achieved.

In 2004 the Government approved by Resolution No. 397/2004 the document Evaluation of Base Government Policy Principles in Integrating Roma Communities in 2003, and Priorities for 2004. In the same year the National Action Plan for Social Inclusion 2004 – 2006 was approved as well as the National Action Plan for Employment 2004 - 2006. By adopting resolution No. 498/2004 the Strategy for Integrated Education of Roma Children and Youth including high-school and university education was approved as an addendum to the National Program for Education and Upbringing in Slovakia for the next 15 to 20 years.

The year 2004 also marked the commencement of planning for the Decade of Roma Population Inclusion 2005 – 2015, which set the following priority goals: education, employment, housing and health. Based on these priorities, a National Action Plan for the Decade was created in Slovakia, submitted at the meeting of national Decade coordinators in Budapest in November 2004. Subsequently it was adopted by the Government in resolution No. 28/2005. From the beginning, the Decade was closely tied to two other initiatives: Millennium Development Goals (UNDP) and the Policies of Social Inclusion (EU).

The collaboration between the Office of the Plenipotentiary of the Government for Roma Communities and the NGOs led to the important mapping of the status of Roma communities in the frame of sociographic mapping (Atlas of Roma Communities in Slovakia 2004), which made it possible to quantify costs necessary for improving housing in Roma communities.

In 2004 certain restrictions were placed on the system of social assistance, which resulted in cases of civil unrest. Subsequently, several measures were adopted reducing the impact of the restrictions mentioned. The Evaluation of Base Government Policy Principles in Integrating Roma Communities in 2004 and Priorities for 2005, adopted by the Resolution No. 363/2005 reflected the civil unrest in the beginning of 2004. Activities of the former period peaked in a development of a horizontal priority Marginalized Roma Communities, the coordination of which was entrusted to the Office of the Plenipotentiary of the Government for Roma Communities. Base definitions of a horizontal priority were approved in the National Strategic Referential Framework of the Slovak Republic for 2007 - 2013, and in the System for Coordination and Implementation of the Horizontal Priority "Marginalized Roma Communities". Local strategies for comprehensive approach that encompassed several topical activities in one spot (operational programs) were designated specific tools in the implementation of this

horizontal priority. For the implementation of the aforementioned strategies within the frame of the National Strategic Referential Framework, allocations were approved in the total amount of 200 million euros. The first call for submitting projects had been issued in 2008, the deadline being in January 2010. The approval process was completed in mid-2010. Currently there are 150 comprehensive approach strategies approved. However, projects have not been fully implemented yet in the frame of approved strategies, and the complexity of the process and coordination suggests that allocations in the respective operational programs do not enable a flexible utilization of funds.

Personnel changes in the position of the Plenipotentiary of the Government for Roma Communities in 2007 were preceded by difference in opinions as to how to address the situation. The Deputy Prime Minister for Knowledge Society, European Affairs, Human Rights and Minorities emphasized the need for addressing problems of the Roma national minority, whereby the social dimension became backtracked. In 2008 the Office of the Plenipotentiary of the Government for Roma Communities prepared a strategic document concerning Government policy with regard to the Roma called Mid-term Concept of Developing Roma National Minority in the Slovak republic SOLIDARITY - INTEGRITY - INCLUSION 2008 – 2013, adopted by the Government in Resolution No. 183/2008. The strategic document shifted from solutions helping the status of marginalized Roma communities to the support of national minority. By adopting resolution No. 206/2008 the Government approved the Strategy for Integrated Education of Roma Children and Youth including high-school and university education.

In June 2009 Slovakia took over the annual rotating chairmanship of the international initiative Decade of Roma Inclusion 2005 – 2015. One of the tasks set in the course of the chairmanship was the revision of action plans. The whole process of revision commenced in the spring of 2010; however, due to Parliamentary elections, it was halted and recommended to input the priorities of the new Program Declaration of the Government to measures within the action plans. The revision of the action plan recommenced in 2011 and the Government adopted by Resolution No. 255/2011 the Revised National Action Plan for the Decade of Roma Community Inclusion 2005 – 2015 for the period of 2011 - 2015.

## C. 5 Costs of Roma exclusion

The economic dimension of social exclusion has both an internal and an external manifestation: not only does it lead to poverty and deprivation at the level of the individual and the family, but it also presents significant economic and fiscal costs to the society as a whole. Labor market integration of the Roma in Central and Eastern Europe is very poor. As a result of social exclusion, Roma are much less likely to be working than non-Roma, and Roma with jobs earn much less than non-Roma in identical jobs, especially the menial ones<sup>22</sup>. These very apparent labor market gaps are further exacerbated by demographic trends: in the aging societies of Central and Eastern Europe, young labor market entrants including those of Roma descent will have to bear the growing costs stemming from increasing pensions, healthcare and infrastructure.

Ensuring equal labor market opportunities for the Roma will lead to more economic productivity, as well as higher fiscal benefits through lower government payments for social assistance and increasing revenue from income taxes. Estimates of economic benefits in Bulgaria, Czech Republic, Romania and Serbia are ranging from EUR 3.4 billion to EUR 9.9 billion annually (depending on Roma population estimates) with additional fiscal benefits expected in the range of EUR 1.2 billion to EUR 3.5 billion. These estimates do not take into consideration further potential benefits stemming from economic growth dynamics or those resulting from behavioral factors related to decreasing poverty, such as reduced health risks or crime rate. To attain the goal of better integration and sustainability of Roma on the labor market, and from the perspective of smart and investment in the future, Slovak government first needs to invest in closing the education gap between Roma and non-Roma.

Low work activity is also regionally concentrated as one quarter of Slovak counties with the highest percentage of Roma population have a significantly higher unemployment rate, with their unemployed having no or only elementary school education, and a majority of the unemployed having been without a job for longer than a year.

Latest calculations are showing an enormous average cost of exclusion in Slovakia, estimated to be 7% of GDP in 2008<sup>23</sup>. The main components of social costs are opportunity costs in production due to a low employment rate of the Roma as well as direct cost components such as health insurance of the unemployed, social assistance benefits, or inefficient use of elementary school funding<sup>24</sup>.

Central and Eastern Europe's regional population and labor market trends are mirrored in Slovakia, with particularly worrisome estimates on the labor market. It is estimated that by 2030, 10% of the Slovak population will be Roma, with 16% of the total population being in productive or school age. Where the share of non-Roma seniors will increase to 21 % of the total population, the share of Roma seniors will remain at 0.5 %<sup>25</sup>. This trend is coupled with what appears to be a significantly larger employment gap of the Roma in the job market than in other countries of the region. Some estimates suggest a Roma employment rate as low as 10%, and Roma unemployment rate of 46%. According to the 2011 survey by UNDP in Slovakia the employment rate of Roma men is as high as 20 %, and women as high as 11 %. The same source quotes the unemployment rate of Roma men at 72 % and women at 75 %.

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<sup>22</sup> Roma Inclusion: An Economic Opportunity for Bulgaria, Czech Republic, Romania and Serbia, World Bank, 2010.

<sup>23</sup> The Cost of Non-Inclusion. The key to integration is respect for diversity. Anton Marcinčin and Ľubica Marcinčinová, 2009.

<sup>24</sup> The World Bank currently conducts a research in the Slovak republic, the outcome of which will be an update on the calculations of costs of non-inclusion of Roma population. The output will be available in January 2012.

<sup>25</sup> The Cost of Non-Inclusion. The key to integration is respect for diversity. Anton Marcinčin and Ľubica Marcinčinová, 2009.

## **D. Strategy policies**

### **D. 1 Dimensions covered by the Strategy**

To be able to achieve a significant progress in the integration of Roma in Slovakia, it is necessary to increase the efforts and to make sure that national, regional and local integration policies target Roma clearly and specifically, and that through explicit measures undertaken the needs of Roma are addressed with the goal of preventing and compensating for the disadvantages they face.

The EU framework for national Roma integration strategies up to 2020 appeals to Member States to cover especially four main areas in their efforts to integrate Roma: access to education, employment, healthcare and housing. In the Resolution No. 255/2011 the government of the Slovak Republic has adopted the document Revised National Action Plan for the decade of Roma Inclusion 2005 – 2015 for a period of 2011 – 2015, which serves as a bases for defining priority areas.

The Government of the Slovak Republic recognizes the broad specter of social exclusion, which Roma face; therefore, aside from priority areas it makes every effort to formulate its policies in other areas as well. Previously, relatively underestimated was the issue of financial inclusion, that would bridge the gap between Roma and the majority society in improving financial literacy and access to bank accounts, microcredits, and credits.

In the upcoming period, the Government of the Slovak Republic wants to pay more attention to the issue of non-discrimination. Public opinion polls<sup>26</sup> suggest that Roma are subjected to discrimination more frequently than the majority population, and that cases of suspected discrimination are not reported and addressed by the respective authorities.

Another area in which a change has been long overdue is the public opinion, where a broad specter initiative concentrated on education and public relations is called for, using every available means on all levels.

The Government of the Slovak Republic will devote attention to the elaboration of inclusion policies also in the areas of support for minority rights and minority languages, safety, fighting crime, gender issues etc. More detailed work on the aforementioned issues will be carried out in 2012.

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<sup>26</sup> Data in Focus Report. The Roma. European Union Agency for Fundamental Rights

## D. 2 Priority policies of the Strategy

### D. 2. 1 Education

Roma, as a duly recognized national minority, are guaranteed by the Constitution of the Slovak Republic, and international documents of the Council of Europe ratified by the Slovak Republic, the right for education in their mother tongue. In the case of the Roma national minority, however, implementation of this right was complicated by the fact that the Romani language has been standardized only in 2008. Thus, in everyday life, the minority that officially counted – according to the 2001 Census of citizens, houses and apartment (2001 data according to the Statistical Office) – almost 90 000 individuals, has within the schooling system of Slovakia, to this day, only one school where Slovak and Romani languages are used – an eight-grade private high school of Z. J. Malla in Kremnica. In 2010 the Romani language, literature and culture curriculum effectiveness were evaluated experimentally, overseen by the State Pedagogical Institute. The evaluations led to developing content and performance standards for these courses (published at [www.statpedu.sk](http://www.statpedu.sk)), and in including the subject Romani language and literature among optional GCE courses (by amending a Decree on Completion of Studies at High Schools). A persisting problem here is the continuing acute shortage of teachers skilled in the aforementioned courses as well as a lack of textbooks and other materials.

The vast majority of the Roma population therefore attends Slovak schools, which do not provide lectures on Romani language and literature. In educating these students it is necessary to bear in mind that they constitute a part of socially weakest and most disadvantaged sections of the population – to describe them, the term students from “marginalized Roma communities” (hereinafter “MRK”), is used, and/or pupils from “socially disadvantaged environment” (hereinafter “SZP”) <sup>27</sup>. The remaining problem is the equivocal usage of such definition in everyday life. The definition of the SZP child or student serves the purpose of diagnosing his/her special education needs. The allowance for improving conditions for education and upbringing of SZP students is granted to the school founders under § 107 paragraph 4 of the Act in question for students from families, the average income of which in the preceding six consequent was maximum the sum of subsistence minimum as specified by a separate legislation. The Notice of the Ministry of Education <sup>28</sup> enabled using the allowance even for the purpose of covering the fee of a tutor. Originally this institute was intended to provide students from MRK with a Roma teacher’s assistant, ideally from the given community, fluent in Romani and the local dialect. Currently out of the total number of more than 700 teacher’s assistants (tutors) only a minimum are fluent in Romani. Qualifications required are set rather high. A person applying for such a position must be a graduate of a high school and must have either a pedagogical minimum or a completed first level of university education. One of the reasons is that members of Roma communities do not meet the required qualifications set by the Decree of the Ministry of Education <sup>29</sup>. In 2008 there were 791

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<sup>27</sup> Definition under the School Act No. 245/2008 seeks to define this marginalized group as precisely as possible: „*Child from a socially disadvantaged environment or student from a socially disadvantaged environment is such child or student who lives in an environment that due to social, family, economic and cultural conditions insufficiently encourages the development of mental, volitional, emotional characteristics of a child or student, fails to support his socialization and does not provide sufficient incentives for the development of his personality.*“

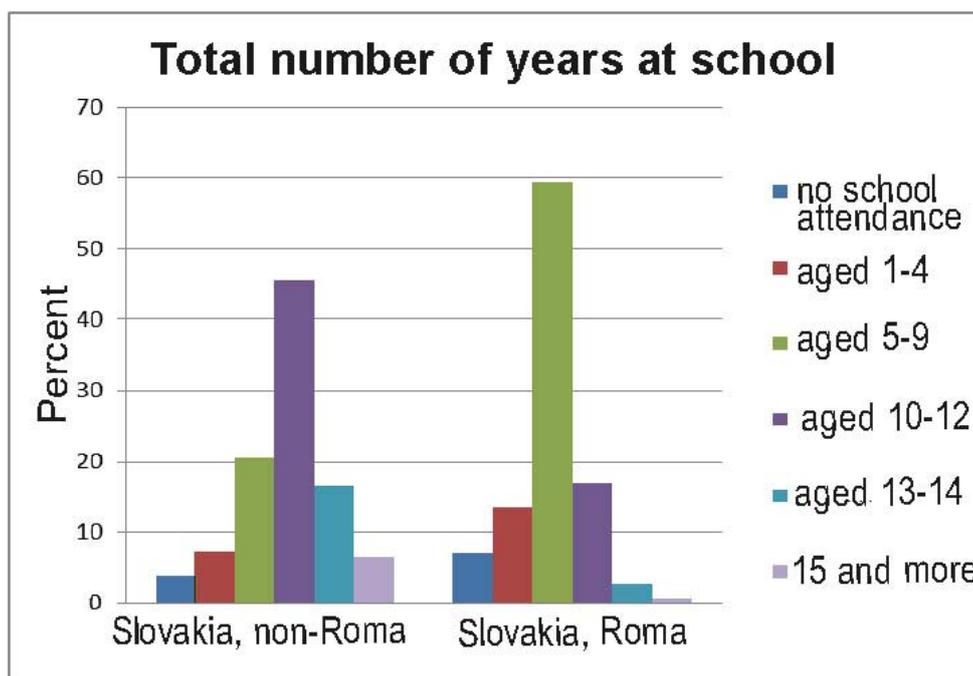
<sup>28</sup> Decree of the Ministry of Education of the Slovak Republic No. 649/2008 Coll. on allowance for SZP student enables covering the costs of wages and contributions of teacher’s assistants (from January 1, 2012 for the fees of teacher’s assistants), who participate - in accordance with teacher’s request – in the implementation of a school educational program, in particular by securing equal opportunities in education and upbringing for conquering architectonic, informational, language, health or cultural barriers.

<sup>29</sup> Decree of the Ministry of Education No. 437/2009 Coll., which sets qualification requirements and prerogatives for individual categories of pedagogical staff and specialists as detailed in Decree No. 366/2010 Coll.:

- University education of the first degree in the study programs “pre-school and elementary pedagogy”, “teaching academic courses”, “teaching vocational subjects”, and “teaching art and educational courses”, in the study program “pedagogy”, “special pedagogy” referring to teachers, tutors or non-teachers, study program aimed at tutorage in non-teaching curricula and in supplementing pedagogical qualification;

teacher's assistants active in elementary schools, in 2010 their number dropped to 717.<sup>30</sup>

Another important institution that ought to assist SZP students is the so called “zero year”<sup>31</sup>. The minimum number of students per class in a zero year is 8, while maximum is 16. Per each child enrolled in the zero year the school will receive 200 % of the regular normative. For many teachers this is an important and meaningful tool for SZP students to catch up in social and cognitive area with children who are raised in normal environment so that they could eventually move into the “education mainstream”. Due to the fact that curriculum of the zero year is often created by dividing the curriculum of the first year into two school years (thus allowing for a more leisurely speed of tutoring), the students of the zero year usually form a homogenous class also in the first year and remain in the same class throughout their elementary school studies.<sup>32</sup> SZP students are eligible for an allowance from MoLSAF which takes the form of school lunches, school supplies, and also a motivation allowance for the child's regular school attendance.



Source: Regional survey of marginalized Roma, 2011, UNDP/WB

It is necessary to continue to support linking the courses to the true situation on the labor market. High school MRK students need to be motivated by a scholarship that would be higher than the activation allowance, and would cover all their expenses associated with their high school studies, such as dormitory housing, food, travel expenses. Another useful tool to increase the number of high school graduates from the marginalized Roma communities is to create allocated classes of vocational schools in the place of residence of MRK students.

- secondary vocational education specializing in teaching and tutoring, secondary education and a supplementary pedagogical qualification, secondary education and a specialized qualification course for teacher's assistants in a pedagogical center completed latest by August 31, 2010.

<sup>30</sup> Source: Statistical Almanacs of Institute for School Information and Prognosis

<sup>31</sup> School Act No. 245/2008 says: „Zero grade of the elementary school is reserved for children who have reached the physical age of six years as of September 1, have not reached a schooling capacity, come from socially disadvantaged environment and due to the social environment are not expected to cope with the syllabus of the first grade of the elementary school.”

<sup>32</sup> Ed. Rafael, Vlado. Responses to Questions of (de)segregation of Roma students within the Schooling System of Slovakia. OSF, Bratislava 2011, pg. 77.

Despite increased financial interventions in the education of Roma students, it needs to be pointed out here that MRK/SZP students fail within the Slovak educational system. The gap in the formal educational level of Roma (especially marginalized) population compared to the majority population is tremendous<sup>33</sup>. This has disastrous consequences when Roma enter the labor market. The vicious circle of social exclusion is further reinforced by the fact that Roma students from the marginalized communities often fail at the elementary schools because they are unable to socialize in the current system of schooling (the process of socialization is too short). Thus the Slovak schooling system may contribute to the reproduction of social differences, since children from low-income families are more likely to achieve lower education, which in turn increases the likelihood of the next generation of children being raised in poverty. Thus the vicious circle closes again.

A study conducted by the Roma Education Fund (hereinafter "REF") in 2009<sup>34</sup> highlighted the fact that up to 60 % of all students in special schools are Roma from MRK, and in special classes in regular elementary schools more than 86 % of all students come from MRK. According to the Institute for Information and Prognosis of the Schooling System (hereinafter "UIPS") in the school year 2010/2011 the number of SZP students in special schools represented approximately one third of all students. Even though SZP does not 100% overlap MRK, this data is alarming in itself. It highlights the complexity of the problem, which must be addressed by reforming the content *and* the form of psychological-diagnostic tests, by an institutional reform of the system of pedagogical-psychological consulting, prevention, but mainly funding and functioning of the special schools as a phenomenon. The problems that remain are: creating purely Roma classes at the elementary schools, teaching Roma students in separated school pavilions, and dissolving school districts in municipalities with a high representation of MRK students.

The Slovak system of education needs a comprehensive reform relying mainly on:

- a massive increase in the schooling of MRK children aged 3 years and over in pre-school facilities – a significant investment into pre-primary education of MRK children along with supporting early childhood care programs<sup>35</sup>;
- developing and implementing desegregation standards in schooling (along with indicators and subsequent monitoring of segregation), which should respect the principle of social interaction of Roma and non-Roma children while maintaining the highest possible quality of education and achieving best results, with the exception of Roma national schools and locations with a majority representation of Roma population (but the condition of maintaining highest possible quality of education and achieving best results remains);
- developing specific models of school integration (inclusion) for a whole portfolio of situations and target groups, with an ambition to establish a general model of an inclusive school (to both the internal and external assessment of the quality of the school a so called "school inclusive index" would be added as one of the motivation tools for implementing programs of inclusive education). In creating an inclusive educational environment a priority must be placed on the specifics of students coming

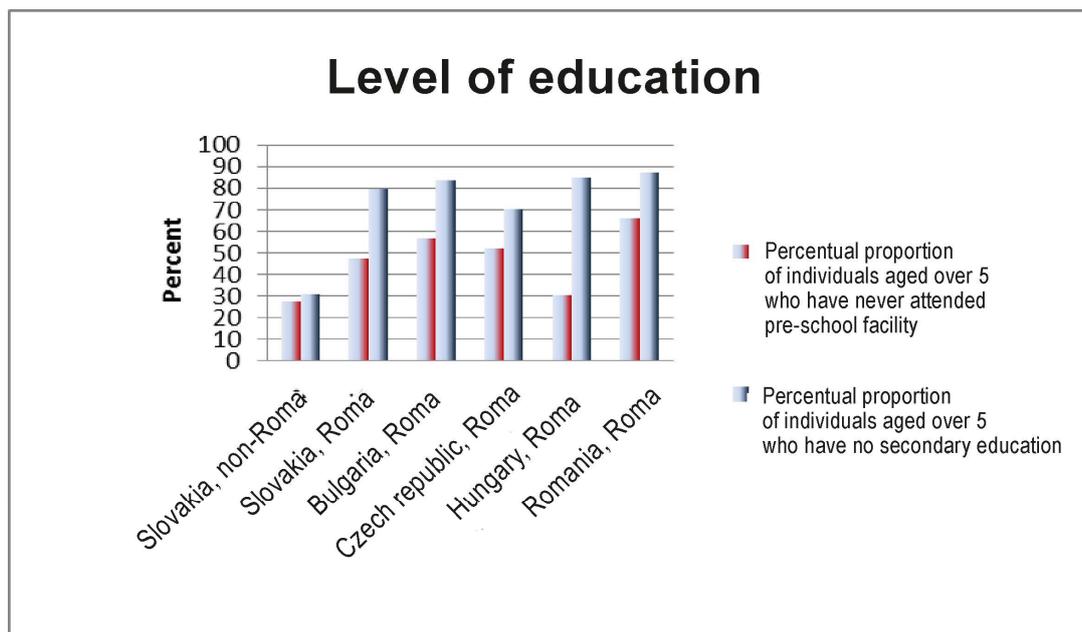
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<sup>33</sup> According to the 2010 household survey conducted by the UNDP, 40.5 % of marginalized Roma population has not completed full elementary education (ISCED 2). As a comparison, according to the 2001 Census 80 % of the Slovak republic citizens has higher than full elementary education. With respect to secondary education, the 2010 UNDP survey shows that only 17 % of marginalized Roma population members has completed education at levels ISCED 3C (no GCSE) and ISCED 3A (with GCSE).

<sup>34</sup> <http://www.diskriminacia.sk/?q=node/959>

<sup>35</sup> According to the study published by the Lancet scientific magazine (September 2011), the investment in the pre-primary education and programs of early care of a child may be in the mid-term and long-term approx. 6 – 17-times less costly than having to cope with consequences as a result of its absence.

from the environment of marginalized Roma communities, physically handicapped persons, members of national minorities, foreigners and immigrants.



Source: Regional survey of marginalized Roma, 2011, UNDP/WB

**Global goal:**

***Improve access to quality education including education and care provided in the early childhood, but also elementary, secondary and university education with special emphasis on removing possible segregation at schools; prevent premature termination of school attendance and ensure a smooth transition from school to employment.***

***Implement policies that will bridge gaps in the educational level of Roma and the rest of the population.***

**Partial goals:**

**1. Increase the participation of SZP/MRK children in pre-primary education from approximately 18 % (in 2010) to 50 % by 2020, subject to broadening the capacity of the network of kindergartens and programs for education and upbringing of children of a preschool age in regions where the number of Roma steadily increases, including the implementation of programs targeting the improvement of cooperation with the parents, and the increase in the number of teacher’s assistants in pre-primary education.**

*Indicator:* Rate of educated children from marginalized Roma communities aged 3 – 6 by their respective age.

*Benchmark:* According to surveys (Regional survey on marginalized Roma, UNDP 2011) 18 % of children in this age group enrolled in pre-primary education (boys – 20 %; girls 14 %); a point of interest: the average for the general population was 72 % (school year 2008/2009).

**2. Improve motivation, school results and attendance of Roma children in elementary schools and ensure that ISCED 2 was reached by 100 % of all schoolchildren (in regions with steadily increasing Roma population broaden the capacity network of elementary schools), which requires ensuring the availability of qualified and diverse educational programs focused on supporting the individualized needs of the student; increase the inclusiveness of the educational system, increase the effectiveness of the system of social support of education,**

**reevaluation of the system of funding the SZP students, establishing a permanent funding mechanism for supporting all-day educational and caretaking system in elementary schools with the proportion of SZP/MRK students of more than 20 %, and ensuring conditions for supporting activities targeting work with families, applying comprehensive integration of gender sensitive and multicultural upbringing in elementary schools. Gradually establish conditions preventing teenage mothers to drop out of school prematurely.**

*Indicator No. 1:* Proportion of persons aged 15 and over outside the school system with the highest education reached on the level of ISCED 2 to the total number of persons aged 15 and over outside the school system.

*Benchmark:* According to surveys (UNDP 2010) in 2010 within the frame of Roma population outside the school system, 56 % of men and 63 % of women have completed the 9<sup>th</sup> grade of the elementary schools.

*Indicator No. 2:* Proportion of SZP/MRK attending the 9<sup>th</sup> grade of the elementary school to the total number of schoolchildren.

*Benchmark:* Will be set later based on the combination of data from 2011.

**3. Increase the proportion of Roma students who reach ISCED 3B and ISCED 3C and ISCED 3A to the level of general population of the Slovak Republic, which means devoting targeted attention to SZP/MRK children at the time of their transfer from elementary to secondary schools and support the improvement of grades at high schools, set up adequate financial support. Eliminate barriers in the transition to high schools by increasing the permeability of the schooling system. Linking secondary education with the needs of the labor market (labor market prognosis, links to employers) and supporting the extension of targeted career consultancy services to children endangered with the transmission of generation poverty (e.g. long-term unemployed).**

*Indicator No. 1:* Proportion of persons outside the school system with the highest education on the level of ISCED 3A, ISCED 3B and ISCED 3C to the total number of persons outside the school system.

*Indicator No. 2:* Difference in the number of subsidy recipients in elementary and high schools.

*Benchmark:* According to the surveys (UNDP 2010) within Roma population outside the school system 21 % of men and 13 % of women have completed their education at levels ISCED 3C, ISCED 3B and ISCED 3A.

**4. Improve the care of pedagogical staff and specialists and increase the proportion of teachers and specialists fluent in Romani (local community dialect).**

*Indicator:* Proportion of pedagogical staff and experts fluent in Romani language both in written and spoken form and/or in the dialect of the local community on a communicational level.

**5. Exercising the right to education in a Romani language or to learning the Romani language, and supporting further development of identity using support for the use of Romani language on all levels of education; providing education for teachers of Romani language and literature and supporting further education of teachers teaching in the Romani language; preventing all forms of discrimination, racism, xenophobia, homophobia, anti-Semitism and other manifestations of intolerance; support for inter-ethnic and intercultural dialogue and understanding.**

*Indicator No. 1:* Number of pedagogical staff that is capable of teaching the Romani language and literature and the Romani realia.

*Indicator No. 2:* Number of schools where the subject Romani language and literature and Romani realia is currently taught.

**6. Address problematic issues of education and upbringing in special schools and school facilities, including school consultancy and prevention services; improve the process of diagnostics and placement of children into the system of special education and remove the reason for unjust placement of children into this system (methodology of diagnostic exams must take into reasonable account the abilities of children from SZP/MRK); gradually eliminate the process of placing children educated under variant A to special schools and special classes in elementary schools, provide their mainstream education while increasing the number of teacher's assistants fluent in the Romani language. Create specific models of school inclusion for all types of disadvantaged children.**

*Indicator No. 1:* Proportion of Roma students (boys and girls) in special schools and special classes in elementary schools to the total number of Roma students (the target here should be the reduction of the proportion down to the level of the general population).

*Benchmarks:* According to the UNDP survey in 2010 special elementary schools, special classes in elementary schools, special secondary schools and special classes in secondary schools were attended by 19 % of Roma students.

*Indicator No. 2:* Proportion of Roma students to the total number of students in special elementary schools and special classes in elementary schools.

*Indicator No. 3:* Proportion of students from SZP to the total number of students in special elementary schools and special classes in elementary schools.

## D. 2. 2 Employment

Employment opportunity constitutes one of the base prerequisites for social and work integration. Traditional Roma skills do not represent a potential solution to their unemployment; they are only of marginal interest for the labor market. Roma discrimination on the labor market is but one of the problems that Roma face when searching for a job. Low level of education and skills constitutes a serious deficiency to their competitiveness on the labor market. Employer attitudes towards employing Roma are negative and have a negative impact on the employment rate of this minority.

The unemployment curve in 2010 was characterized by a gradual deceleration in its interannual growth from 44, 9 % in the 1<sup>st</sup> quarter to 28.5 % and 13.1 % in the 2<sup>nd</sup> and 3<sup>rd</sup> quarters respectively, while significantly decelerating in the 4<sup>th</sup> quarter to 0.7 %. On average, in 2010 the number of unemployed persons in Slovakia interannually grew by 20 % to 389 000 persons. The increase in the number of unemployed has manifested itself more intensely in the male population. While the number of unemployed men rose interannually by 24. 6 %, the number of unemployed women rose by 14. 8 %. Various factors influenced unemployment in 2010, including the influx of jobseekers resulting from mass layoffs that peaked in 2010 at 5 277 individuals; influx of jobseekers from the EU countries that accounted for 8 011 persons in 2010; continuing disharmony between the structure of available jobs and the structure of jobseekers; lack of job opportunities; termination of work contracts due to organizational reasons in the trial period and termination of fixed-term contracts; termination or temporary suspension of self-employment; return of jobseekers to the register after 3 months. <sup>36</sup>

The most numerous of all the disadvantaged jobseekers are the long-term unemployed registered as jobseekers for at least 12 months out of the last 16 months. They are hard pressed to find a job on the labor market due to the fact that by being long-term unemployed they gradually lose their work-related knowledge, skills and habits. This category includes hard-to-serve individuals with low education and virtually no qualifications. In 2010 there were on average 172 083 long-term unemployed registered as jobseekers. Their absolute number compared to 2009 grew by 52 111 persons. The proportion of the long-term unemployed to the total number of jobseekers in 2010 was on average 45.2%, which compared to 2009 (35.3 %) represents growth by 9,9 % <sup>37</sup>

Exact statistics on Roma unemployment do not exist, only estimates may be made based on the assessment of situation in problematic and marginalized regions of Slovakia. It is in the counties with a high number of Roma citizens where the unemployment rate is highest. Unofficial data on Roma unemployment from the previous period make it clear that the number of unemployed Roma in the Slovak Republic grows systematically; and that the Roma population represents a significant chunk of the long-term unemployed in the Slovak Republic. The main problems influencing the high unemployment of Roma include low qualifications of Roma, lack of employer interest for such employees due to a lack of job opportunities, low work morale of certain Roma and a lack of job opportunities in general, mainly in counties with large Roma population. <sup>38</sup>

**Table:** Registered unemployment rate in Slovakia 2003 - 2010<sup>39</sup>

| Registered unemployment rate in Slovakia (%) |       |       |      |      |      |       |       |       |
|--|-------|-------|------|------|------|-------|-------|-------|
| Year   | 2010  | 2009  | 2008 | 2007 | 2006 | 2005  | 2004  | 2003  |
| December                                     | 12,46 | 12,66 | 8,39 | 7,99 | 9,40 | 11,36 | 13,07 | 15,56 |

<sup>36</sup> Report on the social situation of the population of the Slovak Republic for 2010

<sup>37</sup> Report on the social situation of the population of the Slovak Republic for 2010

<sup>38</sup> Čačipen pal o Roma – Global Report on Roma in Slovakia. Edit. Vašečka, M.. IVO. Bratislava 2002. pg. 565

<sup>39</sup> Source: [http://www.upsvar.sk/statistiky/nezamestnanost-mesacne-statistiky.html?page\\_id=1254](http://www.upsvar.sk/statistiky/nezamestnanost-mesacne-statistiky.html?page_id=1254)

**Global goal:**

Improve access to work opportunities with a special emphasis on the non-discriminating access to the labor market, as well as active policies and programs targeting the labor market, education and training of adults, supporting self-employment.

Reduce the gap in employment of Roma and the majority population.

Reduce the percentage of Roma unemployment by 50 %, bearing in mind the UNDP survey in 2010, when the unemployment rate among Roma men was 72 % and among women 75 %.

**Partial goals:**

**1. Support the increase of employability of Roma community members by:**

- Introducing preventive measures focused on preventing unemployment of disadvantaged groups – emphasis on working with children from families where parents are long-term unemployed with the goal of bridging intergeneration reproductive poverty;
- supporting higher education and qualification levels of jobseekers from Roma communities who have not completed the elementary (ISCED 2) and secondary education (ISCED 3) – support the “second-chance” education;
- harmonizing secondary education with the labor market demands, overcoming the dissonance between the supply of labor force and the demand on the labor market, i.e. the talent supplied by high schools and the needs of the labor market.

*Indicator:* Proportion of Roma population aged 15 and over that had in their lifetime worked for money for at least 6 months to the total number of Roma population within the same age bracket.

*Benchmark:* According to the UNDP 2010 survey only 48 % of Roma population had worked for money in their lifetime for at least 6 months.

**2. Support increased employment of Roma community members by:**

- supporting transition of disadvantaged jobseekers from the Labor Office register of jobseeker onto the labor market using active measures on the labor market, and projects and programs dedicated to supporting the increase in employment;
- ensuring the revision of the Act on Assistance in Material Need so that it supports the transition of disadvantaged jobseekers from the Labor Office register of jobseeker onto the labor market using an overlap of receiving the income from employment and the benefit in material need;
- consider the option of making it mandatory for an employer to employ disadvantaged jobseekers in case such employer employs at least 20 employees;
- supporting, creating and maintaining jobs in social enterprises founded by the municipality in accordance with the Act on Employment Services;
- ensuring the revision of the Act on Employment Services so that it supports social aspect and creation of jobs in formulating criteria for evaluation of the respective tenders, and further adjust the conditions of public procurement for the provision of unskilled and maintenance labor so as to put the state and public institutions under obligation to employ – through specialized agencies (e.g. temporary employment agencies or mediation agencies) – low skilled long-term unemployed jobseekers;
- supporting, creating and maintaining jobs in agriculture and forestry;
- supporting small and medium enterprises so that they are motivated to employ Roma using subsidies.

- **creating conditions for employing mothers with small children, including measures to harmonize family life with the work life.**

*Indicator:* Employment and unemployment rates of Roma population aged 15 - 64 under VZPS methodology.

*Benchmark:* According to the UNDP survey in 2010 the employment rate among Roma men is 20 %, while among Roma women it is 11 %. The unemployment rate among Roma men is 72 % and among women 75 %.

**3. Improve the relations of Roma community members with Labor Offices and other institutions using better and broader consultancy services and even increasing the number of employees.**

*Indicator:* Customer satisfaction with the services provided – using a questionnaire at the commencement of the implementation of the measure and at its end.

*Benchmark:* Depending on the evaluation of the questionnaire on customer satisfaction with the services provided at the commencement of the implementation of the measure.

**4. Supporting social integration using also the support of terrain social work and activity of community centers in municipalities with a high percentage of members of marginalized Roma communities, for consultancy services, education and leisure activities.**

*Indicator:* Number of terrain social workers in municipalities with marginalized Roma communities.

Number of community centers in municipalities with marginalized Roma communities.

*Benchmark:* Number of terrain social workers and assistants of terrain social workers in 2011, and the number of community centers in 2011.

### D. 2. 3 Health

Several reports on the state of Roma population in Slovakia indicate that lately (or rather after 1989) the overall health status of the Roma population has been deteriorating. There are but a few exact findings in this area, nevertheless it seems clear that the difference in the overall health status of Roma compared to that of general population is reflected both in reality and in the emotional evaluation.

Experts<sup>40</sup> blame the deteriorated health status on the following main determinants: insufficient level of healthcare and social awareness; low standard of personal hygiene; low standard of communal hygiene; housing and ecological riskiness of environment (insufficient access to drinking water, infrastructure). The deteriorated health status in Roma communities is also due to malnutrition as a consequence of poverty and an impaired fair access to healthcare due to lack of financial resources for traveling to see a doctor. The rate of alcohol and tobacco products consumption is on the rise and hand in hand with it the increased addiction and other associated risks. According to several sources<sup>41</sup> in certain Roma communities the genetic load related to high incidence of congenital (hereditary) illnesses is rather high.

Relevant demographic indicators lead to a conclusion that with respect to age Roma population is progressive. It means that the pre-productive part of the population (children) is the most numerous, followed by the productive part, while the number of individuals of post-productive (also retirement) age is minimal. Such demographic structure suggests that the average lifespan of Roma population is significantly shorter than with the majority population: according to some resources by as much as 10 years<sup>42</sup>.

Various studies dealing with birth rate (medicinal, ethnological, ethno-demographic) point out higher perinatal and infant mortality. According to several sources the infant mortality in the Roma population is as high as 18 %, compared to the 14,6 % in non-Roma population.<sup>43</sup>

Poor living conditions in segregated Roma settlements and in regions with a high concentration of Roma population, as well as the very low health awareness contribute to a frequent occurrence of infectious diseases. Certain indications suggest that illnesses such as hepatitis and bacillary dysentery present a serious problem for many Roma communities. These are the so-called "dirty hands" illnesses that are spread by contaminated water and food.<sup>44</sup> Serious problems affecting Roma are also infections of the respiratory apparatus. Lack of hygiene gives birth to illnesses such as scabies and pediculosis (lice).

In preventing infectious diseases the problem is the lower vaccination of Roma population, including children, compared to the majority population.

In the recent years, due to social dependency, a new fact has emerged with rising frequency – that families have real experience with shortage of sustenance. In surveys, respondents have quoted that for several days within a given month they suffer from hunger.

Also suspected is a higher consumption of alcohol and subsequent diseases associated with it (liver cirrhosis, diseases of the intestinal tract, etc.) as well as far-reaching social and economic consequences of alcoholism (pathological effects, violence, family breakdown, etc.). Indications

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<sup>40</sup> Čačipen pal o Roma – Global Report on Roma in Slovakia. Edit. Vašečka, M.. Institute for Public Affairs. Bratislava 2002. pg. 658

<sup>41</sup> Bernasovský, I., Bernasovská, J. : Anthropology of Romanies (Gypsies). Brno, Nauma 1999. 197 s..... Šereš, I. :

<sup>42</sup> Digne, M. and Co.: Improving the situation of Roma in the Slovak Republic – suggestions and recommendations. Twinning Covenant SK 0002/SK00/IB-OT. Bratislava 2003 pg. 46.

<sup>43</sup> Digne, M. and Co.: Improving the situation of Roma in the Slovak Republic – suggestions and recommendations. Twinning Covenant SK 0002/SK00/IB-OT. Bratislava 2003 pg. 46.

<sup>44</sup> According to Report on the Health Condition of Population 2006-2008 in 2008 out of the total number of 730 reported cases of virus hepatitis of a type A, 573 cases were in the Prešov region. More than 80 % of cases were reported in 13 epidemics. In the largest of those, in the Lomnička municipality (Stará Ľubovňa county), from August through November 300 persons were infected (out of total 730 reported cases for the whole year), out of which 299 were Roma.

suggesting an increased level of various addictions in Roma population are more frequent (smoking even by children and pregnant women, taking drugs, gambling, etc.). Causes are to be found not only in the poor social situation but also in low education and poor health awareness.<sup>45</sup>

Roma communities lack information on proper protection of health, reproduction health, sexual conduct, childcare and personal hygiene. Especially reports prepared by NGOs point out the fact that Roma may be discriminated also in the provision of healthcare, e.g. by separate hospital rooms. Since 2003 Slovakia has been facing lawsuits claiming the forced sterilization of Roma women.<sup>46</sup>

At the end of the nineties, various programs were piloted in an effort to improve accessibility of healthcare especially for the members of marginalized Roma communities. The Program of Health Support for Disadvantaged Communities in Slovakia for 2007 - 2015 has been in place since 2007, implemented using the regional Offices for Public Healthcare. It employs 30 community workers in the area of healthcare education: their task is to mediate communication, raise awareness and spread the ideas of healthcare education. However, it is clear that for the purposes of the Slovak Republic, where there are more than 600 Roma settlements varying as to the extent of social exclusion, the Program of Health Support for Disadvantaged Communities in Slovakia for 2007 - 2015 is insufficient.

### **Global goal:**

**Support access to healthcare and public health including preventive healthcare and health education. Bridge the gap in the health status of Roma and the majority population.**

### ***Partial goals:***

**1. Improve hygiene in settlements and town concentrations, create mechanisms for collection and disposal of solid communal waste (Environmental Fund, separation of waste, housing allowance), and ensure a mechanism for regular rodent removal in segregated Roma communities in cooperation with the municipality and the members of marginalized Roma communities.**

*Indicator:* Proportion of households where the communal waste is removed at least once in two weeks.

*Benchmark:* According to the Regional survey of marginalized Roma (UNDP 2011) it was 79 %.

**2. Assess level of pollution and the risks of inhabiting sites situated on old environmentally dangerous deposits, and immediately address resettlement should the residents of such locations be under health risks.**

**3. Ensure availability and quality of drinking water.**

*Indicator:* Ensuring a sufficient quality of drinking water used by Roma households.

*Benchmark:* According to the 2010 UNDP survey almost 82 % of the total amount of Roma households, and only 68 % of households in segregated settlements have reported water that they use daily as “drinkable”.

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<sup>45</sup> Čačipen pal o Roma – Global Report on Roma in Slovakia. Edit. Vašečka, M.. Institute for Public Affairs. Bratislava 2002.

<sup>46</sup> Zoon, I. : Minority report 2001. Budapest, Open society Institute 2001, also Bukovská, B and Co.. Body and Mind, Košice 2003

**4. Ensure accessibility of healthcare services, improve their real accessibility by removing obstacles (both geographical and financial), introduce a program of minimal dental care, and improve communication between MRK members and medical personnel in the provision of healthcare, with a potential impact on improving the provision of healthcare in the communities.**

*Indicator:* Proportion of households that cannot afford a visit to the doctor.

*Benchmark:* According to the 2010 UNDP survey 18 % of Roma households have reported shortage of funds as a reason why they refrained from seeing a doctor.

*Indicator:* Proportion of marginalized Roma residing more than 5 km from the nearest general practitioner.

Proportion of marginalized Roma residing more than 5 km from the closest pharmacy.

*Benchmark:* According to a survey (Regional survey of marginalized Roma, UNDP 2011) 19 % of marginalized Roma resided more than 5 km from the nearest general practitioner, and 23 % of marginalized Roma resided more than 5 km from the closest pharmacy.

**5. Reduce occurrence of infectious diseases using health education, and increasing the number of individuals who undergo preventive vaccination with the goal of bridging the gap between the members of marginalized Roma communities and the majority population.**

*Indicator:* Proportion of municipalities where selected infectious diseases occur (hepatitis A, B, C, tuberculosis, STDs) using information collected by the National Center for Medical Information in combination with data from the Atlas of Roma Communities in Slovakia 2004.

*Benchmark:* Will be set later based on the combination of data for 2011.

**6. Increase awareness of education on parenthood, reproduction health, motherhood and childcare, implement educational comprehensive non-stereotypical activities aiming at increasing awareness on sexual and reproduction behavior for MRK women and men (including campaigns to raise and improve awareness on using modern methods of contraception) and ensuring MRK women and men non-discriminative, qualified and free access to modern contraceptive methods and services of sexual and reproductive health, based on free will and principles of informed decision-making and consent.**

*Indicator:* Average age of a mother from the marginalized community at giving birth of the first child.

*Benchmark:* Will be set later based on the combination of data for 2011.

**7. Carry out educational activities focused on the prevention of drug addiction and socio-pathological effects including violence against women, domestic violence, sexual abuse and human trafficking, increase awareness by establishing conditions for specialized consultancy services targeting the elimination and prevention of violence against women and domestic violence, support of good health, disease prevention and a healthy lifestyle.**

**8. Stabilize, optimize and broaden network of community workers in the area of health education, create conditions for employing Roma, and implement and evaluate the pilot program of community workers active in health education in hospitals with the goal of preparing MRK patients, especially in OB-GYN and pediatrics for a stay in the hospital, communication with the medical personnel as well as other patients and/or visitors.**

*Indicator:* Number of community workers active in health education.

*Benchmark:* In 2011 the Program of Health Support for Disadvantaged Roma Population employed 30 workers active in health education.

## D. 2. 4 Housing

A huge drop in the living standard of Roma communities had been registered in Slovakia in the last twenty years. In the aforementioned period, the Roma population had relocated from integrated town districts to town ghettos and rural settlements, mostly in the segregated regions.

Housing is undoubtedly one of the areas in which the gap between Roma on one hand and the majority population on the other is ever deepening. Despite the fact that the majority population encompasses groups disadvantaged in one way or another and commonly designated as vulnerable, whether due to their economic status or ethnicity, only Roma communities in Slovakia establish settlements and within such various types of non-standard dwellings that fail to comply with either technical or hygienic standards. Such non-standard dwellings are more often than not built on land with uncertain land title, without a planning permission. Non-standard are also construction materials used, such as wood, tin, clay. Another serious problem is the lack of base infrastructure, such as electricity, access to drinking water, access roads and sidewalks with public lighting, gas, sewage. An extreme problem in this regard is the waste removal and disposal.

This situation has been partially addressed by the Program for Housing Development adopted by the Government and implemented since 1998. In the frame of this program the Ministry of Transport, Construction and Regional Development of the Slovak republic subsidizes construction of rental housing of regular and lower standards, infrastructure as well as elimination of system failures in residential homes.

This program is currently governed by the Act No. 443/2010 on Subsidies for Housing Development and on Social Housing. Based on this program there were almost 2 900 apartments built in Slovakia. Despite the uniqueness of the program in Central and Eastern Europe, it cannot be seen as a universal solution to the issue of housing of Roma communities, and it still has its limits. It is in the best interest of Slovakia to maintain this program and, if possible, improve it further.

The last issue here is the problem of social housing as a service. Housing swallows the largest part of the household budget. The definition of social housing was introduced in 2010. Towns and municipalities as primary providers of social services will have to take a more active role in finding housing opportunities for their residents, even though their municipal budgets are limited.

### **Global goal:**

**Improve access to housing with special emphasis on social housing and the need to support abolishing segregation in housing, while fully exploiting the funds that have been made available recently in the context of the European Regional Development Fund.**

**Bridge the gap between the majority population and the Roma in access to housing and utilities (such as water, electricity and gas), and reduce the proportion of shacks and illegal dwellings by 25 %.**

### ***Partial goals:***

**1. Disposal of shacks and dwellings unsuitable for living (under the Construction Act and applying minimum housing standards) in marginalized Roma communities, and establishing mechanisms for supporting legal housing for citizens whose dwellings have been disposed of.**

*Indicator:* Proportion of Roma household residing in shacks or dwellings not designed for housing.

*Benchmark:* According to the 2010 UNDP survey up to 16 % of Roma segregated and separated households reside in shacks or dwellings not designed for housing.

**2. Analyze chances of repairing the existing apartments in cases where the apartments and/or houses in question are in such a technical condition, which could endanger health or life of their residents.**

**Find chances for intervention in emergency cases caused by natural calamities (such as storms, floods) and fire.**

*Indicator:* Value is not measurable, nor it is possible to assume how many such events may occur each year. This measure reflects a very specific need in the housing issue. Based on experiences from past years we may safely assume that lacking systematic renovation of apartments, the number of such cases will grow.

**3. Find ways of legalizing and/or disposing of illegal constructions, while giving their inhabitants an opportunity to acquire legal housing.**

*Indicator:* Number of illegal constructions used for housing within the municipalities.

*Benchmark:* Will be set later.

**4. Introduce financial and legislative tools enabling settlement of land title for the purpose of building rental social apartments.**

*Indicator:* Number of municipalities with Roma settlements on land to which a title is not settled yet.

*Benchmark:* Will be set later.

**5. Ensure completing infrastructure and equipment of segregated and separated Roma settlements in Slovakia**

*Indicator:* Proportion of marginalized Roma (or households) with access to drinking water, sewage/septic, gas and electricity.

*Benchmark:* Will be set later based on the combination of data for 2011.

**6. Ensure the allocation of funds for the Program of Housing Development that serves to channel subsidies for procuring standard and lower standard housing. Explore the possibility to use EU funds.**

*Indicator:* Number of subsidies granted by the Ministry of Transport, Construction and Regional Development for the procurement of rental housing of a lower standard in the MRK.

*Benchmark:* Number of low-standard apartments constructed prior to 2010 is 2 890.

**7. Introduce and implement a program of gradual assisted housing as a social service.**

*Indicator:* Number of towns where this program has been implemented.

*Benchmark:* Currently this program is operational in two towns in Slovakia.

**8. Prepare legislative framework for providing housing benefit in such a way that it would – in justified cases – be paid directly to the apartment manager or another provider of services associated with housing, and also that the circle of recipients be broadened to include applicants not assessed as citizens in material need, although their income is lower than the sum of the subsistence minimum. Allowance will, however, be strictly limited to the purpose of covering costs associated with housing.**

## D. 2. 5 Financial inclusion<sup>47</sup>

Empirical evidence indicates that access to basic financial services such as savings, payments and credit can make a substantial positive difference in improving poor people's lives<sup>48</sup>. Lack of access to finance is often the main obstacle to growth for micro, small and medium enterprises (MSMEs)<sup>49</sup>.

European countries' financial systems are generally regarded as highly developed with a broad and deep reach across the population. Despite that the percentage of unbanked households in new member states measured on the basis of bank account penetration is relatively high compared to the EU-15. Recent household survey<sup>50</sup> conducted in new member states suggests that there is a significant overlap between the unbanked and the Roma population of new member states. The household survey also provides evidence that Roma households are more often challenged in achieving financial security than the general population. This fact is directly associated with the Roma households' use of banking services.

A financial inclusion challenge specific to Slovakia is the low outreach of bank retail networks. An analysis of the results of the household survey shows that Roma families living segregated are significantly less likely to use banking services. Up to 64 % of Roma households live more than 3 km from the nearest bank branch, compared to the general population, where the same applies to only 36 % of citizens.

**Table.** A comparison of access to accounts in new member states <sup>51</sup>

| Country         | % households with access to current account | % of Roma households with access to to current account |
|-----------------|---|--|
| Bulgaria        | 15,7  | 3,5  |
| Czech Republic  | 79,4  | 34,9   |
| Hungary         | 72,9  | 46,8   |
| Romania         | 22,7  | 5,6  |
| Slovak Republic | 76,8  | 29,0   |

These factors, along with a limited level of financial literacy and low reach of consumer protection in the poorest areas, lead to increasingly widespread usury in several Roma communities. The household survey found that a remarkably high share of Roma households is borrowing from informal lenders and shopkeepers. Loan shark activity is very much present in the communities. In many cases the source of credit is kept secret.

**Table:** Source of credit for Roma households<sup>52</sup>

| Credit source                     | %    |
|-----------------------------------|------|
| Commercial banks/credit companies | 42,8 |
| Microfinance institutions         | 38,4 |
| Friends and family members        | 5,8  |
| Informal creditors                | 1,4  |
| Shopkeepers                       | 2,2  |
| others                            | 9,4  |

<sup>47</sup> Chapter was introduced as a result of cooperation with the World Bank and the Open Society Foundation

<sup>48</sup>Caskey, J., C. R. Duran, and T. M. Solo (2006).*The Urban Unbanked in Mexico and the United States*.Policy Research Working Paper 3835.World Bank, Washington, DC.

<sup>49</sup>Dupas, P., and J. Robinson (2009).*Savings Constraints and Microenterprise Development: Evidence from a Field Experiment in Kenya*.NBER Working Paper 14693.National Bureau of Economic Research, Cambridge, MA.

<sup>50</sup> Prieskum UNDP

<sup>51</sup> The World Bank (draft). *Financial Inclusion of the Roma in Eastern Europe: The Road to (Self-)Employment?*

<sup>52</sup> The World Bank (draft). *Financial Inclusion of the Roma in Eastern Europe: The Road to (Self-)Employment?*

The household survey has also found that start-up Roma entrepreneurs are unlikely to qualify for a loan. As a result, microcredit has a very limited role in facilitating Roma self-employment at the moment. In Slovakia, prominent challenges are:

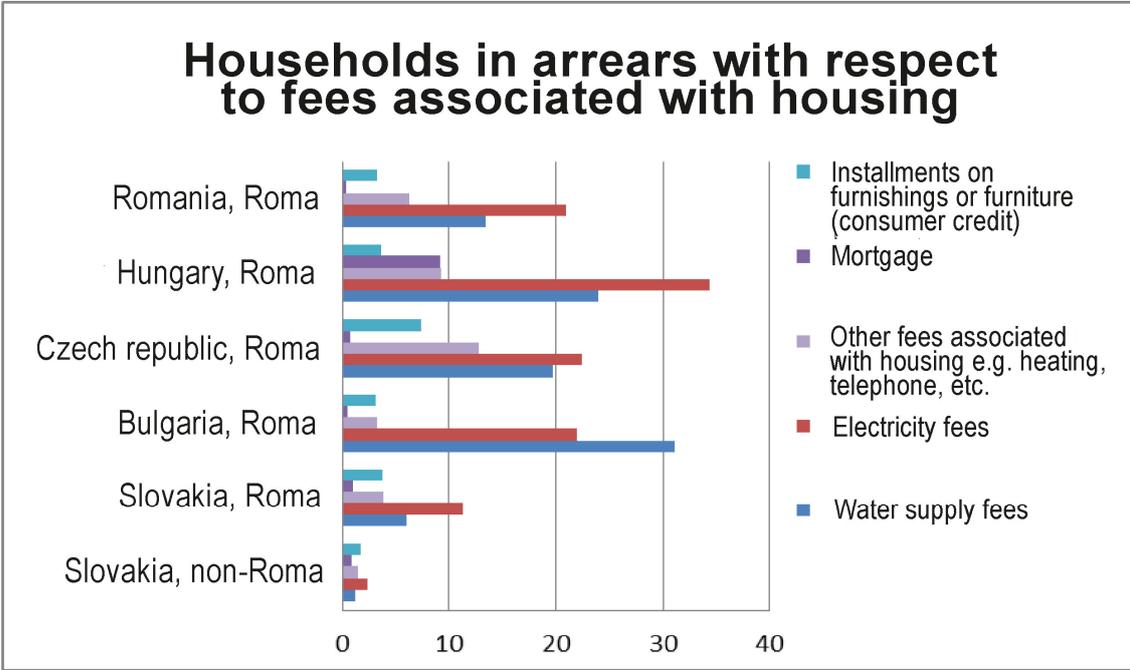
- a generally small importance of MSMEs in the economy
- a virtually nonexistent microcredit sector
- a particularly low level of self-employment among the Roma.

The European Commission (EC) follows a narrow and specific approach on financial inclusion geared towards basic bank account access and understanding of complex financial products. The EC has recently published its *Recommendation on Access to a Basic Payment Account*<sup>53</sup> to promote financial inclusion for consumers across Europe and invited Member States to ensure that accounts become available at a reasonable charge to consumers. The EC will assess the situation in one year's time and propose any further measures as necessary.

Financial exclusion of the Roma population remains pressing, not only due to the Roma communities' high exposure to abusive and predatory financial practices, but also because of the fact that Roma households' and MSMEs' access to and understanding of finance are clear prerequisites to achieve the economic and fiscal benefits of social inclusion. This issue requires comprehensive solutions at the country level.

The state intervention should be followed by addressing the issue of financial inclusion through low- or no-cost accounts and providing financial training in Roma communities. This requires a large-scale collaboration between financial institutions and nonprofits.

In order to enhance microcredit provision for Roma entrepreneurs, the potential of collaborative initiatives between NGOs and the private sector should be explored, along with a broader facilitation of MSME growth and increased use of EU instruments such as Jeremie, Jasmine and Progress. These initiatives require strong political commitment, leadership, along with potential legislative support.<sup>54</sup>



Source: Regional survey of marginalized Roma, 2011, UNDP/WB

<sup>53</sup>C(2011) 4977/4: Recommendation on Access to a Basic Payment Account.

<sup>54</sup> Exact designation of the program

**Global goal:**

**Improve financial literacy; provide marginalized Roma communities information on financial services, support basic and advanced financial education and training in marginalized Roma communities.**

*Indicator:* Number of Roma families participating in standardized financial training.

***Partial goals:***

**1. Improve access to financial services (mostly savings accounts).**

*Indicator 1:* Proportion of Roma household with a checking account.

*Benchmark:* According to the study currently drafted by the World Bank on the Financial Inclusion of the Roma, 29 % of Roma households in Slovakia have access to a checking account.

*Indicator 2:* Proportion of Roma household with a savings account.

*Benchmark:* According to the study currently drafted by the World Bank on the Financial Inclusion of the Roma, 5.2 % of Roma families in Slovakia have access to a savings account.

**2. Increase the protection of marginalized Roma communities against loan-sharking activities and illegal practices of credit companies using systematic terrain work, education in financial literacy and a comprehensive revision of the criminal law and financial measures aimed at customer protection.**

*Indicator:* Proportion of Roma households borrowing money from informal creditors.

*Benchmark:* According to the study currently drafted by the World Bank on the Financial Inclusion of Roma, 5.8 % of Roma households borrow money from friends or relatives; 1.4 % from informal creditors; 2.2 % from shopkeepers and 9.4 % from other sources.

**3. Support development of microfinance programs in marginalized regions with a view to supporting micro, small and medium enterprises (MSMEs) and self-employed individuals. Support the growth of MSMEs using EU tools.**

## D. 2. 6 Non-discrimination<sup>55</sup>

It is difficult to quantify the true extent of Roma discrimination in Slovakia, since the ethnically specific data are still missing. One of the few sources of information is the survey conducted by the EU Fundamental Rights Agency<sup>56</sup>, according to which 41 % of interviewed Roma in Slovakia have suffered discrimination due to their ethnicity within a year. Out of this number Slovak Roma have suffered discrimination:

- in search for an employment or at a job – 23 %;
- by a real estate agency /owner of such – 10 %;
- by medical personnel – 17 %;
- by social services personnel – 15 %;
- by school personnel – 6 %;
- in the area of private services – 24 %.

80 % of respondents had not reported the case of discrimination to any competent authority. 81 % of respondents hold the belief that discrimination based on the ethnical principle is either very or reasonably wide-spread in Slovakia. Simultaneously only 41 % of interviewed Roma are aware of the existence of anti-discrimination law, while 84 % has no information on any institution providing assistance to the victims of discrimination. 28 % of respondents faced attacks, threats or harassment, while approximately one fifth of the victims assume they fell pray to racially motivated crime. 69 % of those had not reported the crime. Results of the aforementioned and other similar surveys show a high extent of Roma discrimination on one hand, and a low level of awareness of their rights and defense mechanisms, accompanied by low trust in institutions and the police as a public interest service on the other. Experience with discrimination and fear of it result in some Roma adopting a strategy of avoiding situations where they could be discriminated, which calls for such measures that would – apart from raising the level of awareness of their own rights – increase the trust of the target group in institutions guaranteeing equal opportunities, and thus its enforceability in everyday life.

A comprehensive approach to the issue of Roma discrimination needs intense and target-oriented research for mapping the true state of affairs. However, in this context there is the persistent problem of gathering reliable data in the area of discrimination relevant to ethnicity or race (especially due to Roma ethnicity), physical handicap, age, religious belief, sexual orientation, as well as social status and multidimensional discrimination with respect to the legislation on the protection of personal data. One of the consequences of the current status quo is the inability to evaluate impacts and measure the progress of anti-discrimination policies and individual measures thereof.

The base legislative tool in the area of equal treatment and non-discrimination in the Slovak Republic is the so-called Anti-discrimination Act<sup>57</sup> of 2004 as a general legislation governing the areas of social security, labor and similar legal rights, education, healthcare, provision of goods, and related to a number of protected categories including nationality or ethnicity, race and color of skin. Despite continuous application of various anti-discrimination tools, their effectiveness in the elimination of discrimination in society remains questionable, since their actual implementation in everyday life is uncertain and insufficient. The issue is also raised in monitoring the extent of discrimination on one hand and the extent of applying the anti-discrimination legislation on the other. A separate issue in this context seems to be the instrument of temporary compensatory measures.

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<sup>55</sup> Chapter was prepared in cooperation with the Section for Human Rights and Equal Treatment of the Office of the Government of the Slovak Republic

<sup>56</sup>Data in Focus Report. The Roma. European Union Agency for Fundamental Rights, available at [http://fra.europa.eu/fraWebsite/attachments/EU-MIDIS\\_ROMA\\_EN.pdf](http://fra.europa.eu/fraWebsite/attachments/EU-MIDIS_ROMA_EN.pdf), [http://fra.europa.eu/fraWebsite/attachments/EU-MIDIS\\_ROMA\\_SK.pdf](http://fra.europa.eu/fraWebsite/attachments/EU-MIDIS_ROMA_SK.pdf) accessed on October 26, 2011

<sup>57</sup>Act No. 365/2004 Coll. on Equal treatment in Certain Areas and on Protection against Discrimination and on amending and supplementing several legislations as amended by later regulations.

An amended, or rather re-codified version of the Anti-Discrimination Act is in the making, one that should mainly remove the existing implementation barriers - among others broaden the circle of subjects authorized to adopt temporary compensatory measures, increase public awareness of the discrimination issue, improve the provision of legal assistance to the victims of discrimination and improve access to the same through transforming the Slovak National Center for Human Rights into a functional institution for equality. To facilitate efforts to make protection and support of human rights more effective, a transfer of competences from the national institution for human rights to an ombudsman is being prepared including establishing three ombudsman deputies for children, handicapped and national minorities/ethnicities respectively, with the goal of ensuring the performance of international obligations of the Slovak republic in the area of human rights.

Since 2000, the Action Plan for the Prevention of All Forms of Discrimination, Racism, Xenophobia, Anti-Semitism and other forms of intolerance has been deemed a systematic tool of the Government in the area of prevention and reduction of discrimination. Since 2010, competences of the Office of the Deputy Prime Minister for Human Rights and National Minorities in the area of human rights including equality of opportunity were enhanced. A new permanent advisory, coordinating and expert body of the government was established – Government Council for Human Rights, National Minorities and Gender Equality. Simultaneously, 8 committees were established including: Committee for National Minorities and Ethnicities, Committee for Research, Education in the Area of Human Rights and Development Education and the Committee for Prevention and Elimination of Racism, Xenophobia, Anti-Semitism and other forms of Intolerance, as well as a Workgroup on Inclusive Education and the Multidisciplinary Workgroup of the Council charged with developing a methodology for collecting data on age, gender, nationality, ethnicity and/or other characteristics.

The current proposal to develop the National Strategy for the Protection and Support of Human Rights in the Slovak Republic constitutes an important framework for integration policies with respect to the Roma – the document re/defines base definitions, concepts and sets priority tasks in three main areas for implementing Government human rights policies:

- enhancing (or introducing) effective mechanisms for coordinating, monitoring and participating in the implementation of human rights policies and targets;
- enhancing and developing independent human rights institutions;
- setting specific priorities for individual areas of human rights and for individual vulnerable groups in population, including the issue of education in the area of human rights.

A key precondition for the success of the Roma inclusion strategy and the effectiveness of the measures implemented is gaining nationwide support. In this context it is necessary – due to the difficult situation – to significantly intensify the influence of the state on education in the area of human rights. This agenda is addressed by the Committee for Research and Education in the Area of Human Rights and Development Education, which was established as permanent expert body of the Council for issues of research, education in the area of human rights with a special emphasis on the implementation of inclusiveness. In its activities, the Committee should take into account international obligations of the Slovak Republic with respect to education in the field of human rights and development education. The Committee is also tasked with monitoring the relevant recommendations of the United Nations, its specialized organizations especially UNESCO, Council of Europe, EU, OBSE and other international bodies, organizations and institutions. The Committee has of an utmost importance in the implementation of partial human rights issues monitored by the respective Council committees therefore it will closely collaborate and coordinate its activities with other Council committees and workgroups.

In the field of discrimination prevention and solving conflicts arising from the unequal status of the communities there currently absents a systematic utilization of mechanisms, which, although successfully used elsewhere in the world, in Slovakia – after trial attempts in the late nineties – do not exist. Creating space for a renewed introduction of communal mediation and conciliation councils requires significant increase in tension and an urgent need to address the prevention of conflicts between Roma and non-Roma population. This, in turn, requires establishing a network of mediators,

facilitators and conciliators, which should be done in a collaboration of relevant state institutions, municipalities, NGOs and individuals in those regions where there is an existing or threatening conflict relevant to the coexistence of Roma and non-Roma population. Such a measure enables articulating and resolving both the problem and the emerging conflict before they could escalate into a hardly manageable stage, which efforts in the end lead to reducing the costs to manage the problem. Simultaneously it enables the affected parties to participate in the solution thus bearing responsibility for what happens in their community, while the dialogue and positive solution to the existing disputes lead themselves to the improvement of mutual relations.

„Within MRK it is possible to identify also the multiple discrimination affecting in particular women and girls. The status of women in MRK with a traditional model of family organization, where the mother takes care of a large family and the household, low level of education of women and their low economic activity impact significantly not only their quality of lives, but also the quality of lives of their children, thus continuing the cycle of poverty. Empowering women and respecting their human rights (including reproduction rights) and equality constitutes one of the base attributes of human development; therefore, it is necessary to pay special attention to eliminating prejudices and inequality of women within MRK.“

**Global goal:**

**Implement the antidiscrimination legislation more effectively through providing effective and targeted assistance to the victims of discrimination due to their Roma ethnicity.**

**Implement into everyday life functional mechanisms for addressing and preventing conflicts on a local level relevant to community problems with the goal of reducing the existing tension in the mutual coexistence of Roma and non-Roma population, and gradually eliminate feelings of resignation and insolvability of such conflicts.**

- 1. Remove obstacles to more effective implementation of antidiscrimination legislation:**
  - amend or re-codify the Antidiscrimination Act;
  - operationalize the temporary compensatory measure tool;
  - ensure available and qualified legal assistance in the matters of antidiscrimination law violations;
  - transform the Slovak National Center for Human Rights into a functional institution for equality including enhancing its competences;
  - raise the Roma general and legal awareness of possible protection against discrimination;
  - develop a methodology of standardized gathering of anonymous data on national minority or ethnicity, sexual orientation or other characteristics while applying the principles of personal data protection under valid legislation;
  - create a platform for expert debate of a broader legal panel (judges, lawyers, experts from academia, law school students), assisting professions (Equality Body, Ombudsman, CPP) to the application of antidiscrimination legislation.
  - focus on eliminating multiple discrimination of women and on bridging gender inequality both in private and public lives of MRK; support economic independence of Roma women through education on gender equality in collaboration with NGOs active in the field of gender equality.
  
- 2. Establishing space and mechanisms for solving and preventing conflicts between Roma and non-Roma population:**
  - establish a stable system of providing community mediation services in areas where a conflict is acute;

- ensure a network of conciliatory councils is established in regions and on locations with a higher concentration of Roma population, with the task of providing early of potential conflicts and address such in early stages of development.

### D. 2. 7 Targeting the majority society – Initiative of integrating the Roma through communication<sup>58</sup>

Views of and attitudes towards the Roma population are not only related to personal experiences, information of their way of life, traditions and culture, but mainly on the basis of their image presented in the media and on the basis of speeches made by public officials and personalities who significantly influence public opinion.

For a long time now the image fixed in the eyes of public is that the state favors Roma in the area of social rights and social security much more than non-Roma. Roma stereotyping as a socially nonconforming group exercising a load on the social system persists, and individual Roma are seen as deviants or criminals. Therefore, one of the crucial prerogatives for a successful integration of Roma is changing public opinion.

Available information of how national minorities and ethnicities are perceived point out an ethnically malformed public debate as a significant reason for the emergence and persistence of conflict between the majority population and the Roma. In this context, there is a strong need to deethnicize public space, thus establishing neutral ground for the emergence of a debate sans prejudices and ethnic stereotypes. In the process of deethnicizing communication with the majority population plays a key role.

Mass-communication media have its own important role in the comprehensive approach to educate the public with the goal of changing its attitude towards the Roma. Available surveys show partial improvement in the manner which the media informs of minority issues and multiethnic and multicultural structure of Slovakia. However, serious violations of ethical rules as well as recommendations made by the Council of Europe persist, such as stereotypical and negative depiction of life of the Roma, paying unnecessary attention to disgracing and mischievous expression on part of the players in events, or journalists themselves. In this context, it is necessary to make the education of public leading to higher tolerance and deeper understanding of the issue and indelible part of both public and private media.

In the interest of ensuring a full fledged economic and social inclusion of Roma, which requires a change in attitudes of the majority of population as well as those of the Roma communities, the Government of the Slovak Republic advocates the Initiative of Roma Integration through Communication with the Roma as well as with the majority society. The initiative aims to eliminate stigmatizing Roma population by their targeted inclusion in the society. By educating the majority population, the initiative strives to help understand the Roma population objectively and to subsequently accept them. Negative moods and attitudes towards the Roma are present at various levels of society. In the interest of Roma inclusion, the Government of the Slovak Republic advocates a long-term and comprehensive approach with a parallel use of a variety of methods. Repeated varied influence exercised on individual target groups is crucial for the change of their attitudes. Individual pillars of the Initiative are based on the solidarity principle, which is mutually beneficial for the population, since Roma inclusion brings significant benefits in both the social and economic area; and support the effectiveness of public policies in the inclusion process (communication of the state administration bodies, municipalities and communities). Simultaneously the pillars of the Initiative create space for activities that are tied to and supplement other parts of the Strategy. Success of the Initiative is crucial for Roma inclusion.

Initiative relies on three pillars:

1. communication focusing on **demystification** of the Roma and education
2. supporting inclusive approach, education and expertise
3. common pro-integration platform.

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<sup>58</sup> This Chapter was produced in cooperation with the Open Society Foundation Bratislava.

### **1. Communication targeting demystification of the Roma and education**

The goal here is to eliminate existing myths about Roma in the public eye, mainly by:

- 1) communication activities targeting the elimination of stereotypes and prejudices against Roma, which should be presented uniformly and coordinated by competent authorities and organizations. In the interest of achieving this goal it is necessary for them to adopt it, identify with it and subsequently engage in individual communication activities;
- 2) necessary ridicule and elimination of prejudices and stereotypes fixed in the mind of majority population using multicultural education and explaining with active participation by the media and active work on social networks;
- 3) using effective communication include Roma in the society and create anew the feeling of fellowship;
- 4) creating communication opportunities for free and effective exchange of information, initiate opportunities for contact and active cooperation between Roma and non-Roma, motivate to participation in such cooperation using also facilitators or mediators where applicable. Create communication opportunities and initiate opportunities of contact and active cooperation within Roma population with the goal of eliminating interethnic stereotypes and prejudices and simultaneously build Roma elite, capable of defending members of less excluded communities;
- 5) creating communication opportunities and initiating opportunities of contact and active cooperation within Roma population with the goal of eliminating interethnic stereotypes and prejudices and simultaneously build Roma elite capable of defending members of less excluded communities.

Demystification efforts must take into account the specifics of social communities with an emphasis on the youth communities. To achieve success, a variety of techniques of working with target groups must be used simultaneously, especially activism, ambassadorship, utilizing personalities on local, regional and national level, public events and campaigns. Thus, communication shall affect the character of information disseminated by the media and will not support spreading stereotypes and prejudices against Roma.

### **2. Supporting pro-inclusion attitudes, education and expertise**

The goal here is to support pro-inclusion attitudes in professional and expert communities, which may have contributed to the social exclusion of the Roma. Emphasis is placed on educating and supporting pro-inclusion behavior towards Roma, mainly in the following areas:

- 1) socialization, upbringing in families and education;
- 2) employment, working life, and economic activity in general;
- 3) healthcare and medical services;
- 4) civic and political participation;
- 5) media communication.

Primary target groups include municipality representatives, pedagogues, medical personnel, members of justice administration (prosecutor, police, courts) and journalists.

### **3. Common pro-integration platform**

The goal and essence of the common pro-integration platform is coordinating and interconnecting all the players of the Initiative, mainly for the purpose of:

- 1) effective distribution of responsibilities and competencies of individual participants in communication activities;
- 2) common communication approach and character of individual players towards both the

- public and the individual target groups;
- 3) creating a relevant plan of activities in the respective areas of state administration, public administration and NGOs;
- 4) collecting current and factual information and their use in the respective areas of Roma social inclusion;
- 5) continuous monitoring of activity and effectiveness of communication and attitudes towards Roma inclusion using research evaluation;
- 6) acquiring and sharing qualified and quick feedback from individual communications.

Key players in the pro-integration platform are the Office of the Plenipotentiary of the Slovak Republic for Roma communities, Office of the Government of the Slovak Republic, relevant ministries (Ministry of Interior, Ministry of Education, Science, Research and Sports, Ministry of Health, Ministry of Labor, Social Affairs and Family, Ministry of Economy), regional and municipal authorities, the police. Other decisive players include organizations of civil society capable of arranging qualified and quick feedback, and dedicated to the values of the campaign.

## **E. Implementation of the Strategy**

### **E. 1 Status of the key partners in the implementation of the Strategy**

**We realize that it is necessary for the success of this Strategy to define the role and tasks of other key players, such as regional authorities, churches, academia and the non-profit sector in general.**

#### **E. 1. 1 Office of the Plenipotentiary of the Slovak Government for Roma communities**

The Government of the Slovak Republic has charged the Office of the Plenipotentiary of the Slovak Government for Roma communities as the advisory body for the Government with the development of the Strategy of the Slovak Republic for Roma integration up to 2020. Development of the Strategy has required extensive consultations on the national, regional and local levels. International institutions such as the World Bank and the United Nations Development Fund (UNDP) participated in the development of the Strategy by supplying background data and expert analysis.

The Office of the Plenipotentiary of the Government of the Slovak Republic for Roma Communities (hereinafter “Office of the Plenipotentiary”) shall also play a key role in implementing the Strategy as a coordinator of individual activities and the expert platform for assessing the suitability of individual instruments and policies. Its role will be to monitor the global goal and to unify the vision of the Slovak Government with respect to the Roma. Within the implementation process, the role of the Office of the Plenipotentiary is to coordinate monitoring and analytical processes. Monitoring and the collection of data will be carried out in collaboration with the UNDP, the World Bank, Roma civil society and other partners. The status of the Plenipotentiary as an advisory body of the Slovak Government encompasses its responsibility for assembling the interim and final analysis. The Office of the Plenipotentiary shall publish an annual monitoring report detailing the implementation of individual measures. An evaluation report shall be published by the Office of the Plenipotentiary every two years taking into account independent evaluation sources. Based on such evaluation the Office of the Plenipotentiary will propose measures, or rather amendments to the policies implemented.

With respect to international partners, the Office of the Plenipotentiary becomes a national contact point of the Strategy, which reflects in its coordination role in activities associated with the collection of data conducted by external agencies. Simultaneously it assumes the communication and coordination role with respect to Roma and the EU Roma platform.

## **E. 1. 2 Local self-governments <sup>59</sup>**

The Association of Towns and Municipalities in Slovakia (hereinafter “ZMOS”) is considered as one of the key partners in implementing the Strategy of the Slovak Republic for Roma integration up to 2020. ZMOS represents the interest of local governments in Slovakia. The base prerequisite for the unavoidable society change must be reaching a broad social and political consent as to the principles of this Strategy.

It is necessary to stress here that a high dependency of marginalized Roma communities on the system of social assistance, which is a direct result of non-inclusive or de-motivating parameters along with irreversible demographic changes in upcoming decades, will represent a significant risk for the stability of public budgets – both the state budget and the budgets of towns and municipalities. Failure to fulfill financial obligations and/or to create conditions for fulfillment of that within the frame of the Strategy is a threat not only to the majority but also to marginalized communities. It is necessary for the aforementioned topic to become deeply embedded in expert, political and public debates.

When setting up conditions for implementing the Strategy, it is necessary to keep in mind the administrative accessibility and guarantee of relations, and to set up the respective in such a way so as to avoid discouraging interested subjects from participation. Although the most extensive and immediate interventions are required in marginalized Roma communities in the Prešov, Košice and Banská Bystrica regions, other regions of Slovakia including the Bratislava region should not be denied access to EU funds.

### **Local self-governments are tasked by special missions within individual policies:**

#### ***In the education area:***

For years, ZMOS has been calling attention to the significance of pre-primary education as a necessary prerequisite of successfully joining the primary education process. Simultaneously, ZMOS has been pointing out deficiencies in the state policies and in the conditions set by the state that determine the pre-primary education.

Education in regions with high concentration of children facing poverty or social exclusion along with an insufficient education support from their families has its own negative aspects. Insufficient space in kindergartens and elementary schools results in a greater number of students per class. This, in turn, exerts more strain on teachers, who often contemplate transferring to another school of similar pay grade.

#### ***Recommendations for municipalities and municipal authorities:***

- On the level of school councils, develop desegregation plans in collaboration with the community representatives and social workers. In close communication with the community, set clear consequent rules and standards for all the students.
- Maximize the participation of activated unemployed in ensuring the participation of children in education, safe transit to and from school, discipline in schools. Disciplinary offences ought to be addressed in cooperation of parents and a social worker. The aforementioned calls for finding effective stimuli for education also on the part of the parents.
- Training should not be transferred to settlements: on the contrary, students from settlements should have the opportunity to travel after education. The work mobility potential of a student with completed trade school located close to the settlement proves lower.

#### ***In the area of employment:***

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<sup>59</sup> This Chapter was prepared in cooperation with the Union of Towns and Municipalities in Slovakia

Towns and municipalities have long been creating opportunities for maintaining or acquiring basic working habits that, by their character, could be considered low-threshold. The current model of employment services is insufficiently flexible to reflect a variety of needs both on the part of the unemployed and on the part of the labor market. In fact, there is no tool to increase the motivation of the Offices of Labor, Social Affairs and Family to place the unemployed on the labor market or to improve their chances for such placement. The aforementioned fact leads to formal and ineffective application of the active labor market policy tools as defined in the Act on Employment Services. The employment policy should be directed at various levels of employability so that, as a whole, it represents a system of gradual steps leading to employment. Tools for the respective levels should be directed to support the transition to a higher level of employability.

ZMOS supports higher involvement of both the public sector and the private one in creating new jobs but only with respect to the capabilities and capacities of the respective players. Activities of ZMOS:

- Promote changes to the current setup of the employment services operation (British and/or German agency model) to enable them a flexible response to the ever-changing demands of the labor market and the specific needs of the unemployed. Seek opportunities to tie the employment services to the social activities of the state and the local self-government. Promote setting up the conditions for their application in the public administration.
- ZMOS will support the introduction of an institute of (controlled) private bankruptcy, the renewal of the opportunity to provide social loans, and the tightening of control over the non-bank businesses.

The ambition here is to introduce the LETS model LETS (Local Exchange Trade System) as a part of community exchange systems that – apart from activation of individuals – brings positive changes in building the community and its self-sufficiency.

*Recommendations for municipalities and municipal authorities:*

- Search for opportunities of how local investments could result in multiple effects, consider employing LETS in activation activities (small community services) as a tool for raising interest and meaningfulness of activation work.

***In the area of health:***

ZMOS has long called for a change in the approach to waste management. The current policy setup hinders larger employment in this sector. ZMOS will continue to demand a functioning system of waste management. Since investments into prevention and effectiveness are in general the best way of reducing public expenditures, ZMOS will explore ways to tie the volume of preventive investments with the funds for medical intervention by health insurance companies, whereby a space ought to be created to support effective prevention programs funded by public health insurance sources depending on the prevailing illnesses or their concentration in the given region. ZMOS will continue to explore ways of how to regulate services and goods having negative impact on the local community – gambling, drug use, alcohol etc.

*Recommendations for municipalities and municipal authorities:*

- Use activated unemployed for prevention programs and education, establish conditions for terrain medical services.
- Establishing conditions for drinking water supply is subject to various aspects, key among which is the type of settlement (legal, illegal); costs of building the infrastructure (location of the settlement, distance from the existing infrastructure); economy of operation (ensuring the payments for the drinking water consumed); and availability of alternative sources of drinking water (springs, wells).

***In the area of housing:***

In the housing areas it is necessary to gradually introduce more integrating forms of housing, which will enhance the participation of the residents, their responsibility and efforts for having standardized housing. In supporting the construction of lower-standard housing maximize the proportion of unskilled labor, available affordable construction materials, especially natural materials. Certified free-of-charge housing blueprints should be made available in an easier administrative regime. In supporting the construction of rental housing, other forms of financing should also be considered, e.g. higher involvement of private capital.

ZMOS will promote programs and procedures for constructing affordable standardized housing of a lower standard. In the interest of its affordability and the reduction of administrative load, ZMOS will explore ways to construct such housing in a simplified administrative regime and to maximize the participation of the future resident in the construction (standardized projects should have a detailed construction manual). Aside from the state support for rental housing, ZMOS will explore ways to increase the participation of private investments in the construction of municipal rental housing. The aforementioned forms of rental housing must enable integration of the most vulnerable groups of population.

*Recommendations for municipalities and municipal authorities:*

- Within the model of gradual housing, pay identical attention to all types and levels of rental housing.
- In community plans and active labor market policy tools, find ways of supporting self-rule in residential buildings and establish conditions for improving the way of living in the apartments by their tenants, micro credits and micro grants for the construction material to renovate neglected residential buildings in case their occupation is still safe.

### E. 1. 3. Non-governmental organizations<sup>60</sup>

Following 1989, unprecedented opportunities were presented to the Roma in Slovakia as well as in other post-communist countries for activities supporting the enhancement of national identity, social inclusion, social and political pluralism and right for a participative democracy, mainly through the non-profit sector. During this period, a number of civil society organizations and other NGOs<sup>61</sup> were founded with their members active as intermediaries between authorities and the public. Both the birth and the development of civil society were closely tied to processes associated with the transition from autocracy to democracy, with the development of human resources, freedom of expression, and activities in the sphere of education, culture, but also religion and social policy. Following 1998, when a certain part of the state employment policy could also be performed by the non-profit organizations, a number of civil associations were born, participating in the programs of public work and later activation work. With respect to the participation of Roma in the NGOs, the non-profit sector has been most successful in involving them in the process of finding solutions to their own problems. In the past period a number of Roma activists and personalities accepted both at home and abroad have established themselves in the non-profit sector.

The EU had recognized the importance of developing a civil society in the context of the social inclusion of Roma, and it allocated significant funds to founding and development of NGOs targeting the Roma population. From 1993 to the first half of 2000, the EU had supported more than half of the Roma projects implemented.<sup>62</sup> Using financial assistance the donor countries have contributed not only to the specific outputs of individual projects, but also to spreading values such as solidarity, development of individuality, freedom of expression or civic participation. An important aspect in this process had been the emphasis the donors have placed on respecting human rights and on protection of the interest of the Roma national minority.

Paradoxically, after Slovakia joined EU on May 1, 2004, the support for the non-profit sector dropped. Out of a considerable number of NGOs devoted to the Roma issue, only a few were capable of performing continually professionalizing their activities.

Most of those are incapable of applying for funding from the European Structural Funds, whether due to bureaucratic difficulty or to the lack of co-financing funds. Roma NGOs have also not been able to apply for funding from the Norwegian finance mechanism, or even funding from the Open Society Foundation, which are primarily designated for the Roma population. Funds made available from the state budget subsidies are insufficient to cover the needs of a number of NGOs, their everyday activities, especially their work with children and youth, and to build capacities in the non-profit sector targeting Roma.

The consequence of the aforementioned problem is the gap yawning between Roma and non-Roma non-governmental non-profit organizations, their power and individual capabilities. Some of the active non-Roma organizations realize this fact and use their activities to substitute Roma NGOs, presenting themselves to public as the representatives of the Roma population. Such an attitude does not appeal to many Roma activists; however, due to organization, capacity and financial reasons they are unable to create an institution or a network that would represent Roma civil society in public. Such an obstacle can only be overcome by improving both the human resources management and the effective strategic management, and by paying sufficient attention to mobilizing volunteers. It is

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<sup>60</sup> Chapter was prepared in collaboration with Roma NGOs

<sup>61</sup> According to data collected by the Ministry of Interior in 2010, out of the total number of approximately 30 000 registered civic associations, 863 associations had Roma culture listed as one of their activities, and approximately the same number has Rom/Romani in their title, while the latter are not necessarily identical with the former. The main areas for support represented - culture, education and leisure activities, with several tens of non-profit NGOs founded in each of the regions of Slovakia.

<sup>62</sup> [http://www.pdcs.sk/files/file/m\\_lenczova.rtf](http://www.pdcs.sk/files/file/m_lenczova.rtf)

necessary to adopt creative, flexible and long-term strategies for human resources development and for building partnerships with both the public and private sectors.

Roma NGO could be divided by their scope into two groups:

- those operating on the local/communal level, usually with insufficient human capacities, financially unstable, lacking necessary technical equipment, with no or a very limited income from project and secondary activities, operating mostly on a voluntary basis, with no capacities to apply for EU funding;
- those operating on the regional or even national level dependent of funding by one or several donors, financially unstable and incapable of self-funding, with limited human resources, insufficient attention paid to PR and relationship with the media and research activities without advocate competences, absent of an effective mechanism of internal mechanism and strategic planning processes.

The base Strategy vision to 2020 should therefore focus on two goals – reduce the gap between Roma and non-Roma NGOs and strengthen the institutional and expert capacities of Roma NGOs so they are capable of self-financing and drawing upon the EU funds. The key strategic issue for the Roma civil society in Slovakia is to find its proper place in the ongoing process of European integration. Representatives of NGOs have expressed their commitment to actively defend the rights of the civil society, to become Government's partner in the process of developing, implementing, monitoring and evaluating the implementation of the Strategy of the Slovak republic for Roma integration up to 2020.

On the other hand, the representatives of the majority of Roma NGOs realize that they are lacking knowledge and information on the European integration policy, analytical capacities and other professional skills. Roma non-profit NGOs know that, without improving quality and standards of local organizations and standards of network institutions involved with children and youth, women rights, social affairs, education and other spheres of life, their influence will be ineffective. If they want to increase their influence through coordinated actions, lobbying and advocate best interests of their target groups, they need to take the following steps:

- establish a comprehensive institutional framework for cooperation of the Slovak Government on one hand and the organizations of civil society on the other, along with an accompanying strategy for the development of civil society. Such a framework will include the active participation of the civil society and its representation in all structures.
- adopt a leading role in the public debate and a role of instigator of public policies in the area of social affairs, human rights and in affecting public opinion with regard to Roma, including increased public awareness of Roma.
- actively participate in the political dialogue on the national level, and, through the platform of Roma organizations, participate in the development, implementation and monitoring of the Strategy.

As a prerequisite to the fulfillment of the aforementioned vision, it is necessary to improve the financial stability of Roma NGOs and to develop human resources. It is also necessary to establish partnerships and NGO networks with respect to mapping, monitoring and influencing public policies in asserting Roma rights on both the regional and national levels. In the interest of the exchange of experience, it is necessary to create environment for supporting international cooperation of NGOs in obtaining information on good practice implemented elsewhere abroad, especially in the EU Member States.

For this purpose it will be necessary to increase investments in:

- supporting institutional infrastructure by establishing and enhancing effective mechanisms of Roma NGOs internal management and administration – developing administrative capacities, enhancing strategic, financial planning, NGO sustainability, building membership, improving PR and media contacts;

- support and improvement of human resources capacities – by education and training, development of skills and abilities of individual NGO members in all the fields (enhancing advocate competences, trainings, internships, grants targeting HR development, education and exchange of experiences, developing and enhancing relations with socio-economic partners, project and strategic management, PR and media communication, language literacy and research activities);
- support of renovation of Roma NGOs technical infrastructure and equipment;
- support of NGO networking (enhancing the knowledge base, transfer and exchange of experiences from national and international networking among Roma NGOs), building partnership on regional and local level combined with re-granting system of supporting small Roma NGOs.

Parallel to improving material and financial stability, it is necessary to provide these organizations with formal and informal education, improve consulting services and organizational skills. A challenge facing Roma NGOs on the national level ought to be establishing an effective network capable of entering into a partnership dialogue with the Government, and establish themselves as respected spokespersons of the civil society.

To achieve these goals it is necessary to establish creative, flexible and long-term strategies for the development of human resources using also the potential of volunteers. This emphasises the need not only for the improvement of cooperation of Roma NGOs with the Government and other partners, but also for a more effective work of NGOs. The proposed activities need to be perceived in a broader context of EU policy, especially with the emphasis on Roma integration.

## E. 2 Plan of activities

The Slovak Republic stood at the birth of the Decade of Roma Inclusion 2005 – 2015 initiative, the goal of which was to facilitate Roma inclusion in individual countries, including the elevation of the economic status of the Roma.

In 2005 the government of the Slovak Republic adopted the National Action Plan of the Decade of Roma inclusion 2005 – 2015 in the Resolution No. 28/2005. The document was postulating intentions rather than specifying tasks; neither indicators, nor measures how such goals should be achieved were specified. In 2010, the Slovak Government through the Office of the Plenipotentiary of the Slovak Government for Roma Communities has initiated a revision of the Action plan for the Decade. The process was completed in June 2011, subsequently the Government approved the Revised National Action Plan for the Decade of Roma Inclusion 2005 – 2015 for the period 2011 – 2015 by adopting Resolution No. 255/2011. The aforementioned document constitutes a part of the Strategy, detailing priority policies of the Strategy of Roma Inclusion.

The Office of the Plenipotentiary of the Slovak Government for Roma Communities has cooperated on the revision of the National Action Plan for the Decade with the Ministry of Labour, Social Affairs and Family, Ministry of Education, Science, Research and Sports, Ministry of Culture, Ministry of Construction and Regional Development (until June 2010) and the Ministry of Transport, Construction and Regional Development, Ministry of Health, NGOs, experts and activists. In revising the document the Office of the Plenipotentiary of the Slovak Government for Roma communities utilized the expertise of the UNDP and organizational capacities of the Civil Society Foundation. Action plans were developed for four priority areas of the Decade: education, employment, health and housing, taking into account cross-over topics – equal opportunities, fight against poverty and preventing discrimination. Action plans contain 153 specific measures in the aforementioned areas (education, employment, health and housing).

Every effort was made on quantifying costs of individual measures as accurately as possible; however, the goal was achieved only partially. The total sum covering the implementation of all measures was quantified at almost 142 million euro, which is, however, only a part of all funds necessary. Processing methods used for individual priority areas differed due to the fact that they have been applied by different workgroups. In the area of education, the respective measures are rather conceptual in nature. The area of employment includes activities, which address the social status of marginalized Roma communities. The areas of health and housing define also types of projects targeting marginalized Roma communities. Individual action plans or rather the specific goals contain indicators, some of them measurable directly, other indirectly, while a third group requires a combination of data. For 2012, the Office of the Plenipotentiary of the Slovak Government for Roma Communities in collaboration with the UNDP develops the mapping of Roma communities, which will bring more updated data. The first monitoring of revised action plans for the decade is planned for the 4<sup>th</sup> quarter of 2012.

In the course of 2012, we expect that the action plans of the Strategy of the Slovak Republic for Roma integration up to 2020 - D 2. 5 (Financial inclusion), D 2. 6 (Non-discrimination); D. 2. 7 (Approach to the majority society – initiative Roma Integration through Communication) will be completed, with further areas for priority policies defined.

We expect an annual monitoring process and, once every two years, an evaluation and update of the plan of activities and of policy measures defined in the Strategy of the Slovak Republic for Roma Integration up to 2020.

|      |         |   |
|------|---------|---|
| 2012 | 1Q      | Developing action plans for priority policies of the Strategy of the Slovak Republic for Roma integration up 2020 D 2. 5 (Financial inclusion); D 2. 6 (Non-discrimination); D. 2. 7 (Approach to the majority society – Initiative Roma integration through communication) for the period 2012 – 2015. Within the respective areas, interdepartmental workgroups will be formed with the participation of key partners and possibly also other subjects. There will be action plans prepared in the scope of measures, responsibilities and cost quantification. |
|      | 2Q      | Setting goals for further priority policies of the Strategy of the Slovak Republic for Roma integration up 2020, which will be defined later on. Expected areas will include gender equality, issues of safety and fight against crime.<br>Areas will be defined interdepartmentally.   |
|      | 3Q      | Developing action plans for priority policies of the Strategy of the Slovak Republic for Roma integration up 2020, which will be defined in 2Q 2012.  |
|      | 4Q      | Monitoring action plans for the areas of education, employment, health and housing adopted in the frame of the Revised National Action Plan for the Decade of Roma Inclusion 2005 – 2015 for the period 2011 – 2015 adopted by the Resolution of the Government of the Slovak Republic No. 255/2011. Monitoring will be carried out regularly in the 4 <sup>th</sup> Q. of the given calendar year and will cover the period of 12 months.  |
| 2013 |         | EU programming period 2014 – 2020.  |
|      | 4Q      | Monitoring of all action plans within the Strategy of the Slovak Republic for Roma integration up 2020.   |
| 2014 | 2Q      | Evaluation of impact of the Strategy of the Slovak Republic for Roma integration up 2020.   |
|      | 3Q      | Adjustment of policies of the Strategy of the Slovak Republic for Roma integration up 2020 and developing strategy based on the evaluation.   |
| 2015 | 3Q - 4Q | Developing action plans of the Strategy of the Slovak Republic for Roma integration up 2020 for the period 2016 – 2020.   |

### **E. 3 Financing the Strategy and the Strategy's impact on the state budget**

In the time of the current financial crisis that calls for fiscal rectitude and requires lowering the budget deficit and carefully considering expenditures, the Government of the Slovak republic is aware of the fact that to invest significant budget resources to measures that would bring results only in several years is not easy. Simultaneously, however, the Government fully realizes that if measures are not taken now and resources are not invested to improve the socio-economic status of marginalized Roma communities, the costs will be far greater.

The revised National Action Plan for the decade of Roma Inclusion 2005 – 2015 for the period 2011 – 2015 adopted by the Government Resolution No. 255/2011 contains partially defined funding for several measures. The indicative amount covering the implementation of action plans is set at almost 142 million euro out of the state budget, including EU Structural funds and the Cohesion Fund. The funds defined are covered by the state budget except for tasks which are in the purview of the Ministry of Education, Science, Research and Sports of the Slovak republic in implementing measures (Education: 1. 3; 2. 2; 2. 6 and 2. 7. 3) where the additional (not covered) estimated impact on the budget is estimated at 4 100 000 euro in 2013 and 7 100 000 euro in 2014 respectively. Expenditures not covered by the budget in the period 2013 – 2014 will be addressed alternatively including the reassessment of the department priorities. Table detailing impacts on the budget of public administration in the frame of the Revised National action Plan for the Decade of Roma Inclusion 2005 – 2015 for the period of 2011 – 2015 is listed in Annex No. 3.

In specifying further action plans it is crucial to include financial planning as well. Financial quantification is a necessary prerequisite for the implementation of activities. Decisive in this regard will be how the policy priorities as they are defined in the Strategy of the Slovak republic for Roma integration up to 2020 are to be implemented in the EU programming period for 2014 – 2020. Communication on the EU Framework on National Strategies for Roma integration up to 2020 appeals to Member States to use the Structural Funds to a far greater extent for Roma inclusion. Roma inclusion can thus be supported through the European Union's funds, in particular the European Social Fund (hereinafter "ESF"), the European Regional Development Fund (hereinafter "ERDF"), and the European Agricultural Fund for Rural Development (hereinafter "EAFRD").

The priority areas of the Strategy are fundable from the EU Structural funds and the Cohesion Fund. In the area of education it is a combination of ESF and ERDF. An example could be made of funding a comprehensive net of pre-school education, where the largest costs are associated with building an adequate network of pre-school facilities, and training teachers and assistants. For the construction of kindergartens ERDF may be used. In the area of employment ESF may be used to fund various training programs as well as social innovations and active labor market measures. ERDF and EAFRD may be used to support local economies, founding SMEs, or microfinance. In the area of health, ESF and ERDF may fund health education, community health education workers, as well as the construction of community centers where such services are provided. Housing support from these funds is already available in the current programming period.

#### **Current programming period, 2007-2013**

In the current programming period for 2007 – 2013 it is possible to use European financial resources for the benefit of Roma. Several EU countries with large Roma populations have done so; e.g. the Czech Republic supports the development of apartment buildings in areas with large concentration of Roma population through the ERDF; in Hungary, education, housing and social programs are supported through both the ESF and ERDF.

In the current programming period the accumulation of funds proved not only unnecessarily complicated but also occasionally paralyzing the whole process of funding the inclusion of the Roma population. A crucial factor for the implementation of the Strategy is to effectively set the system of

funding from the structural funds, and to plan individual programs in such a way that chances for using structural funds to support Roma inclusion will increase in the next programming period.

It is expected that the situation in the next programming period will fundamentally change, also with respect to the Europe 2020 strategy. Its three main pillars: knowledge-based, sustainable and inclusive growth will require funding from the structural funds, along with the strategies developed in the frame of the EU Framework for National Roma Inclusion Strategies up to 2020. For the future programming period, the EU Commission proposes an option to cumulate ESF and ERDF programs for social inclusion. Compared to the current programming period, this innovation may significantly simplify the process of planning, programming and coordinating Roma inclusion initiatives among the respective departments.

Various alternatives may be under consideration on how to structuralize operational programs and priority axis. The most effective tool seems to be establishing a combined operational program using ESF and ERDF funds, which would then fund all necessary initiatives – from education to the labor market, to entrepreneurial support, local infrastructure, social infrastructure, housing, community centers, etc. More important will be good institutional setting of the operational program, first-rate programming, and establishing a powerful managing authority, capable of effectively promoting the implementation of initiatives.

Within the frame of the operational program Education, the measure 3.1 “Increasing the educational level of the marginalized Roma community members” is designed to support MRK.

In 2012-2012 Slovakia shall support the housing infrastructure for marginalized Roma communities using the Pilot Approach to Housing Support from the EU structural funds, which was adopted by the Government in a Resolution No. 392/2011. Financial backing for the construction of rental housing is expected also in the frame of the Regional operational program.

Slovakia also supports integration through demand-driven projects in the frame of individual operational programs, but particularly through local comprehensive approach strategies. Cumulating funds to facilitate a complex approach from six operational programs proved unnecessarily complicated and too complex for coordination. A comprehensive approach is undoubtedly useful, but in the future programming period it will be necessary to dramatically alter the current institutional division of operational programs and coordination of Roma inclusion among the respective Departments and operational programs. A possible solution to the problem could be based on:

- maintaining the cross-sectional horizontal priority to support Roma inclusion (horizontal priority Roma inclusion)
- establishing a separate operational program, or rather a separate priority axis (should the combined funding from ESF and ERDF be enabled) or an integrated strategy of regional development (using integrated regional investments) with the goal of addressing specific needs of locations with a higher concentration of marginalized Roma communities. Given experience to date, administrative capacity and a broad regional scope of activity, the Office of the Plenipotentiary of the Government of the Slovak Republic for Roma communities seems to be a suitable managing and/or intermediary body for managing and implementing such activities. The progress in meeting the goals of the horizontal priority, Roma inclusion could be simultaneously monitored throughout all operational programs.

With respect to addressing the problems of marginalized Roma communities, a crucial factor in developing future programs will be finding acceptable solutions to the condition of co-financing individual projects, which currently proves to be an insurmountable obstacle for almost all of the recipients, especially when several projects are implemented simultaneously. It is important to point out here that the process of preparing the next programming period relies heavily on meeting the goals set out in this Strategy, particularly with respect to amending the appropriate legislation. Support from EU structural funds must be based on generally valid definitions, objective conditions and criteria.

### **Future programming period, 2014-2020.**

In October 2011, the European Commission adopted a legislative package<sup>63</sup> for Cohesion Policy for the period from 2014 until 2020 designed to boost growth and jobs across Europe by targeting EU investment in the Europe 2020 agenda. The focus on fewer investment priorities in line with these objectives will be at the heart of the new Partnership Contracts, which Member States will agree upon with the European Commission. The impact of the funds is expected to be strengthened by simplifying and harmonizing the rules of different funds.

### **The European Social Fund (ESF)**

The ESF is expected to be reinforced in the future, especially in light of the focus on jobs and on social inclusion in the Europe 2020 agenda. The Commission proposes a larger financial envelope of €84 billion for the ESF, with a minimum share of 20% to be dedicated to social inclusion measures. It also proposes greater support of social innovation. The Commission wants to concentrate the ESF on a limited number of objectives and investment priorities in line with the Europe 2020 agenda, to increase impact and reach a critical mass.

Of great relevance to Roma inclusion are also the provisions on increased participation of social partners and the civil society in the implementation of the ESF through capacity building, promotion of community-led local development strategies and the simplification of its delivery system. Rules governing the reimbursement of projects by the ESF will be simplified, in particular for "small" beneficiaries, who make up at least 50% of recipients of ESF funding, eg. NGOs and SMEs.

The ESF can finance interventions in most of the areas outlined in this strategy. The areas most relevant for ESF financing are: education, including early childhood education, training, coaching, development of community centers, work of community workers and health and education assistants, public awareness campaigns, community led initiatives, innovative social services, activities of NGOs.

### **The European Regional Development Fund (ERDF)**

The ERDF aims to strengthen economic and social cohesion in the European Union by maximizing the innate potential of the individual regions. The key investment priorities of the ERDF are infrastructure, energy efficiency and renewable energies, R&D and innovation, including direct aid to enterprises, financial engineering instruments and local development, including urban and rural development. Roma inclusion may thus be supported through integrated urban development, rural development, Roma self-employment through actions enhancing SME competitiveness, or infrastructure development, including housing and social infrastructure.

### **The European Agricultural Fund for Rural Development (EAFRD)**

In the current programming period, also the Roma could apply for a non-repayable financial grant from the Rural Development Program of the Slovak Republic 2007 – 2013, since the Program applies the principle of equal opportunity without any discrimination. For the future, in light of the Europe 2020 agenda, EAFRD resources can be used for Roma inclusion under the valid legislation and documents on both the national and European level.

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<sup>63</sup> Press Release: "Commission lays foundations to boost impact of cohesion investments after 2013." The new legislative package is a Commission proposal that is subject to approval by the European Council and the European Parliament.

#### **E. 4 Legislative implications**

In implementing the Strategy the Slovak Government expects amendments to several legislations, key among which will be the amended Antidiscrimination Act. In this respect, certain amendments to the Act on Municipal Administration are to be expected. In the area of education, we expect amendments to the Schooling Act, as well as to the acts on financing elementary schools and pedagogical staff. Extensive amendments will be needed in the area of employment and social affairs. Amendments are also expected in the legislation and regulations governing planning and building code, financing and design of rental housing within the Act on Subsidized Housing and Social Housing:

For an indicative list of Acts to which amendments are expected, see Annex No. 4.

## **F. Framework for monitoring and evaluation of the Strategy**

The end goal of each strategy is to achieve positive results through a carefully managed implementation process. Results that this Strategy is expected to achieve are concentrated on a continuous improvement of the lives of people living in Roma communities in Slovakia through inclusion policies and through achieving heightened levels of social cohesion in the society. Implementing this Strategy with respect to achieving the aforementioned results requires:

orienting the dialogue of all participating parties – public administration, civil society including Roma – to the results during all stages of inclusion efforts;

harmonizing monitoring and evaluation programs (hereinafter “M&E”) with the result;

creating a standardized template for monitoring and evaluation reports;

using resulting data for the improvement and policy decision-making.

Implementing result-oriented philosophy in Roma inclusion policies requires establishing a thoroughly refined M&E framework within the Strategy. The goal here is to have a comprehensive set of tools for measuring success, taking into account a more effective impact of governmental policies, ensuring better transparency and responsibility, thus supporting the efforts of the Slovak Government to fulfill its obligations to support Roma inclusion. Implementing a result-based M&E framework also ensures that the efforts of the Slovak Government are well managed internally; and that the policy results are captured in time and shared with all internal as well as external interested parties and partners to ensure continuous feedback for possible adjustments. Results-based M&E is also a key building block for demonstrating the purposes to which funds were allocated; where such funds – bearing in mind the continuous dialogue on better utilization of EU Structural Funds and the Cohesion Fund to support Roma inclusion – should most likely represent a benchmark for creating the new referential frame for drawing on the EU funds in the 2014 – 2020 programming period. Result-oriented M&E is also a key factor in ensuring long-term support of public in implementing Roma inclusion policies, and hence becomes a very important component in the political and public debate, as well as an important interface for interaction with the civil society and public in general.

## **F. 1 Expected results of governmental policies**

The expected results of the government policies are based primarily on goals submitted within the Revised National Action Plan for the Decade of Roma Inclusion 2005 – 2015 for the period 2011 – 2015, and on targets which will be formulated for the areas of priority policies. In defining the goals, indicators available to assess the changes were already suggested. Bearing in mind the lack of data and the need for developing a methodology of collecting ethnically sensible data, the number of indicators will grow. Simultaneously, the quality of indicators will enable postulating more exact evaluation on the extent of the Strategy implementation.

In evaluating government policies, the Office of the Plenipotentiary for Roma communities shall concentrate on parallel evaluation of several dimensions. Only those government policies and interventions shall be deemed successful that meet the criteria of efficacy, impact, efficiency and sustainability. Most important in this regard will be the criterion of efficacy and sustainability. In evaluating government policies, the Office of the Plenipotentiary for Roma Communities shall strictly observe that the principles contained in the Strategy be adhered to. In monitoring and evaluation, three strategic principles shall be taken into account in particular: de-stigmatization, desegregation and de-ghettoizing. The implementation of those three principles shall be expected also in applying government policies not directly related to the Strategy's target group, but bearing impact on the status thereof in its consequences. Applying implementation principles of the submitted Strategy shall be evaluated by the Office of the Plenipotentiary with respect to the possibilities for their application and continuous monitoring.

## F. 2 Indicators and procedures in monitoring and evaluation

The success of the Strategy shall be measured using a group of specific indicators (some of those listed in Section D2), calculated on the basis of unequivocal, easily understood and relevant variables collected from a number of sources (both existing and newly established). The aforementioned indicators are based mainly on the Revised National Action Plan for Decade of Roma Inclusion 2005 – 2015 for the period 2011 – 2015.

Establishing an effective and reliable framework for monitoring and evaluation will require meeting the following conditions:

1. Identifying target groups

In 2012 Office of the Plenipotentiary along with the UNDP shall update the ATLAS of Roma communities 2004. The World Bank shall produce a Poverty map combining data from the 2011 census with those collected in the EU-SILC survey (Statistics on Income and Living Conditions); therefore, there is a fair assumption that the identification of marginalized Roma communities will be made possible.

2. Determining differences in development indicators of Roma communities on one hand and the majority society on the other

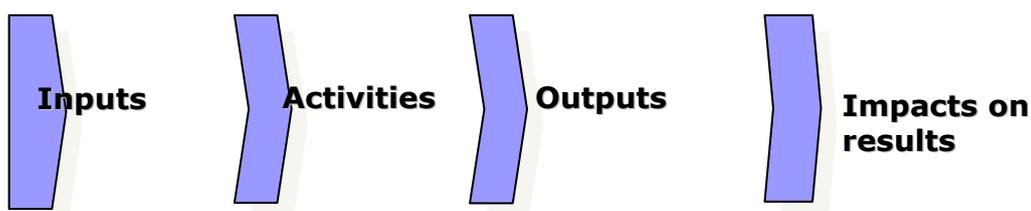
Although certain policies in the key areas of the Strategy already have indicators assigned, a complete set of indicators will be established later on by defining baseline values and using all accessible data including surveys conducted by the UNDP and the World Bank.

3. Institutionalizing evaluation

A critical missing step here is identifying that “which may work best”, i.e. the most cost-effective and efficient measures. Often there are various policies available striving to reach the same result, while it remains crucial to continuously analyze the progress achieved. Therefore we find it necessary to:

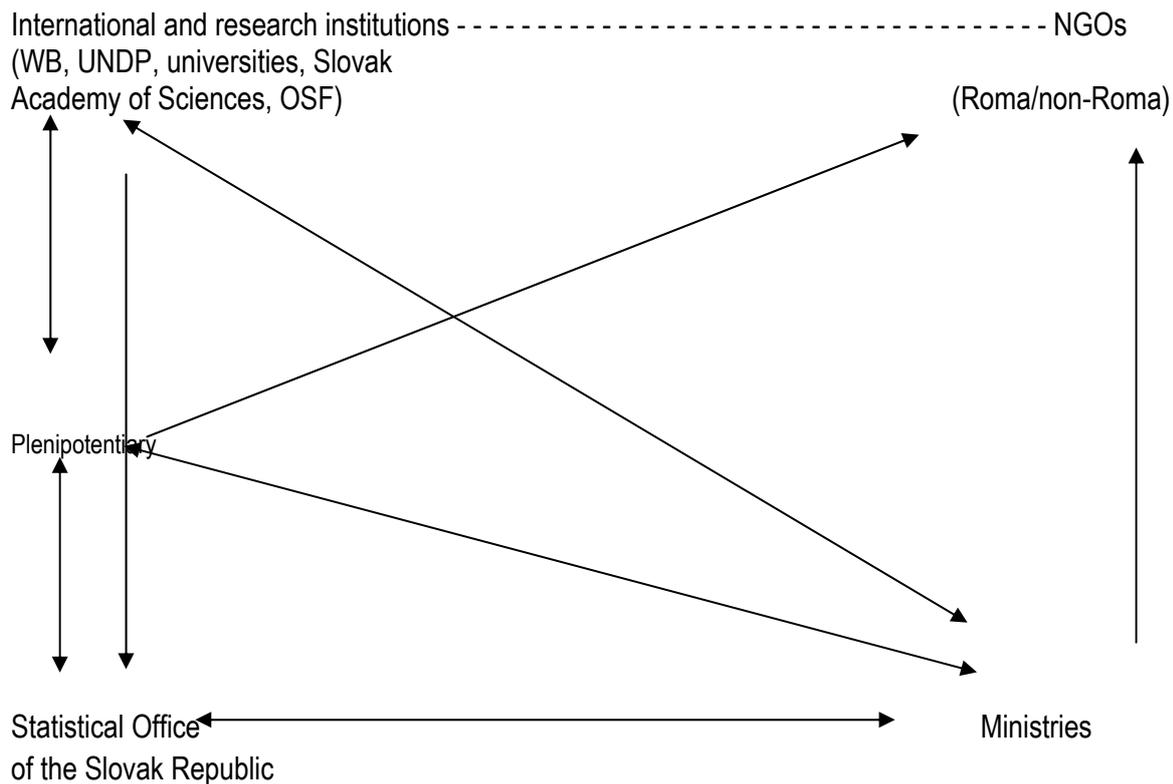
- Analyze data of the extended EU-SILC household survey,
- Systematically consult key players and target groups,
- Evaluate pilot projects and rigidly implement comparative impact studies.

### Monitoring the program level – institutionalizing *result frameworks*



Each project and program must clearly formulate the result framework and decide upon the priority of the goals reached; intended impacts must be clear in the first phase of developing a project/policy, and should comply with priority impacts. It is also necessary to decide on the type of intervention, i.e. on such output of the project that has the greatest chance for reaching intended impacts with respect to cost-effectiveness and efficiency.

Office of the Plenipotentiary as the coordinator of the implementation process of the Strategy, and as the initiator of the M&E framework collaborating with all parties - state administration and local self-government bodies, civil society, research institutions, international organizations and Roma, bears the primary responsibility for monitoring the Strategy on the level of individual policies, programs and projects.



The monitoring work program is designed with the goal to utilize synergy through partnership with other state administration bodies, international organizations (UNDP, the World Bank) scientific institutions and the Roma civil society. It outlines clear principles of management by specifying the data source, frequency and method of data gathering (and organizations responsible for such), detailing manner and form of reporting. A detailed description of the monitoring work program shall be specified later on, in a separate Annex. Evaluating individual programs and policies is important for the purpose of the assessment of individual policies and programs, for their operational improvement and adjustments. Responsibility for this part of M&E lies primarily with the executors of programs and policies, and the respective departments. Final outputs of such evaluation process are relevant for the adjustment of future policies and programs of other institutions.

In developing, setting up and funding of state policies, M&E is crucial for their targeting, their subsequent expansion, improvement, or conversely, their reduction to complete abolishment; for the adjustment of future policies and programs from the perspective of meeting global goals of the Strategy and social inclusion. Responsibility for the activities on the coordination level lies with the Office of the Plenipotentiary as the advisory body of the Slovak Government. Evaluation reports and precise impact studies of individuals programs and projects produced by independent evaluators will provide the necessary feedback based on facts and hard data on the implementation of the Strategy. Evaluation reports shall be compiled also by scientific and academic institutions on both the national and international levels.

In the course of the M&E of the Strategy, regular consultation process with the representatives of Roma communities and civil society must be ensured. In the long-term horizon, M&E will place emphasis on collaboration with NGOs by the Office of the Plenipotentiary actively advocating the gradually increasing role of the civil society in external evaluation. Within the consultation process, partners shall join the Office of the Plenipotentiary in monitoring the progress of the implementation of the Strategy. Annual reports on the Strategy will provide detailed information as to the extent of the participation of partners in the monitoring process. Public reporting on the results of M&E will serve the purposes of:

establishing a framework of responsibility;

informing general public on activities in Roma inclusion and the results thereof;

active and permanent dialogue with the representatives of Roma communities and civil society, which will enable us to adopt and implement inclusion policies.

Monitoring data will be available to all interested partners. Office of the Plenipotentiary shall annually produce a monitoring report, which the Government of the Slovak Republic approves and submits to the European Commission. Parallel to this monitoring report, the Office of the Plenipotentiary of the Slovak government for Roma communities shall call on (and may also financially support) NGOs and the civil society to produce an external monitoring report as an indelible part of the monitoring report submitted to the Government of the Slovak Republic and subsequently to the European Commission. The Office of the Plenipotentiary of the Slovak government for Roma communities shall secure the processing of the external evaluation of the Strategy success with respect to predefined principles and goals. Such evaluation shall be carried out regularly during the term of the Strategy, after each two years of its implementation.

**Annex No. 1**

| <b>DATE</b>         | <b>PLACE</b>    |  | <b>NUMBER OF ATTENDEES</b> |
|---------------------|-----------------|--|----------------------------|
| <b>31. 5. 2011</b>  | Bratislava      | Session of the Advisory body of the Plenipotentiary of the Slovak government for Roma communities                | 14                         |
| <b>15. 6. 2011</b>  | Bratislava      | Session of the Interdepartmental Commission of the Plenipotentiary of the Slovak government for Roma communities | 16                         |
| <b>24. 10. 2011</b> | Banská Bystrica | Consultations with representatives of towns and municipalities of Banská Bystrica region                         | 58                         |
| <b>24. 10. 2011</b> | Banská Bystrica | Consultations with representative of NGOs from Banská Bystrica region  | 42                         |
| <b>25. 10. 2011</b> | Prešov          | Consultations with representatives of towns and municipalities of Prešov region                                  | 50                         |
| <b>25. 10. 2011</b> | Prešov          | Consultations with representative of NGOs from Prešov region   | 39                         |
| <b>26. 10. 2011</b> | Košice          | Consultations with representatives of towns and municipalities of Košice region                                  | 35                         |
| <b>26. 10. 2011</b> | Košice          | Consultations with representative of NGOs from Košice region   | 52                         |
| <b>03. 11. 2011</b> | Bratislava      | Session of the Interdepartmental Commission of the Plenipotentiary of the Slovak government for Roma communities | 14                         |
| <b>04. 11. 2011</b> | Bratislava      | Roundtable with the representatives of Roma civil society  | 45                         |

**List of representatives of state administration, local self-government and NGOs invited for consultations in the development of the Strategy of the Slovak republic for Roma integration up to 2020**

| No. | Name and address of the organization   |
|-----|--|
| 1   | OZ Cesta Nádeje, Dr. Janského 9, 965 01 Žiar nad Hronom  |
| 2   | OZ ARO, /Aliancia rómskych organizácií/, Trieda SNP 27, 974 01 Banská Bystrica   |
| 3   | Nadácia škola dokorán, Dr. Janského 19/16, 965 01 Žiar nad Hronom  |
| 4   | OZ DAR, /Detvianska aliancia Rómov, Štúrova 25, 962 12 Detva   |
| 5   | QUO VADIS,o.z., I.Krasku 7, 960 01, Zvolen   |
| 6   | Ústav rómskych európskych štúdií, Detašované pracovisko Vysokiej školy zdravotníctva a sociálnej práce sv. Alžbety n.o. v Bratislave, budova ZŠ na Bakossovej ul. č. 5, 974 01 Banská Bystrica |
| 7   | LPSI – Partnerstvo Žiarsky región, Nám. Matice slovenskej 8, 965 01 Žiar nad Hronom  |
| 8   | RRA - Regionálna rozvojová agentúra, Partizánska cesta 3, 974 01 Banská Bystrica   |
| 9   | Zástupca European Roma Rights Centre Slovensko, Nový Svet 21, 974 01 Banská Bystrica   |
| 10  | Úrad Banskobystrického samosprávneho kraja, Námestie SNP 23, 974 01 Banská Bystrica  |
| 11  | Úrad práce sociálnych vecí a rodiny Banská Bystrica, ul. Skuteckého 39, 974 01 Banská Bystrica   |
| 12  | Centrum pedagogicko - psychologického poradenstva a prevencie v Brezne, Hradby 9<br>977 01 Brezno  |
| 13  | Združenie pre rozvoj vidieka, Mугarská 15, 974 11 Banská Bystrica  |
| 14  | OZ Podpoľanie, Záhradná 11/13, 962 12 Detva  |
| 15  | Súkromné gymnázium Zefyrína J.Mallu Kremnica, Dolná 48/19, 967 01 Kremnica   |
| 16  | Komunitná nadácia Zdravé mesto, Komenského 21, 974 01 Banská Bystrica  |
| 17  | VOKA, Námestie Š. Moyzesa 4, 974 01 Banská Bystrica  |
| 18  | CEPA, Ponická Huta 65, 976 33 Poniky   |
| 19  | Centrum sociálnej pomoci mladým CESPOM, Jozefa Kármána č. 26, 984 01 Lučenec   |
| 20  | Kultúrno-výchovné občianske združenie LÁCHO DROM , Huta 31, 985 05 Kokava nad Rimavicou  |
| 21  | Klub rómskej mládeže Poltár, Námestie osloboditeľov, 987 01 Poltár   |
| 22  | Informačné poradenské centrum Rómov, Malohontská 1931, 979 01 Rimavská Sobota  |
| 23  | Občianske združenie Klub rómskych aktivistov na SR, Š. M. Daxnera 906, 981 01 Hnúšťa   |
| 24  | Združenie za integráciu Rómov na Slovensku, Hlavná 82, 980 01 Rimavské Janovce   |
| 25  | Revúcke dobré slovo, Strmá 1400/1, 050 01 Revúca   |
| 26  | Banskobystrický samosprávny kraj, Odbor sociálnych politík-Útvar pre rodovú rovnosť a marginalizované skupiny, Hlavné námestie 19, 979 01 Rimavská Sobota                                      |
| 27  | Komunitné centrum menšín, Komenského 3, 990 01 Veľký Krtíš   |
| 28  | Mesto Banská Bystrica, Československej armády 26, 974 01 Banská Bystrica   |
| 29  | Mesto Detva, Tajovského 7, 962 12 Detva  |
| 30  | Mesto Zvolen, Námestie slobody 22, 960 01 Zvolen   |

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| 31 | Mesto Banská Štiavnica, Radničné námestie 1, 969 24 Banská Štiavnica      |
| 32 | Obec Valkovňa, Val'kovňa č. 73, 976 69 Pohorelá                           |
| 33 | Obec Martin, Nám. S. H. Vajanského 1, 036 49 Martin                       |
| 34 | Mesto Žilina, Nám. obetí komunizmu 1, 011 31 Žilina                       |
| 35 | Mesto Brezno, Námestie gen. M. R. Štefánika 1, 977 01 Brezno              |
| 36 | Mesto Handlová, Námestie baníkov 7, 972 51 Handlová                       |
| 37 | Mesto Žiar nad Hronom, Š. Moysesova 46, 965 01 Žiar nad Hronom            |
| 38 | Obec Zvolenská Slatina, SNP 370/19, 962 01 Zvolenská Slatina              |
| 39 | Mesto Vrútky, Matušovičovský rad 4, 038 61 Vrútky                         |
| 40 | Mesto Ružomberok, Námestie A. Hlinku 1, 03401 Ružomberok                  |
| 41 | Mesto Dolný Kubín, Hviezdoslavovo námestie 1651/2, 026 01 Dolný Kubín     |
| 42 | Obec Čierny Balog, Závodie 2/2, 976 52 Čierny Balog                       |
| 43 | Mesto Krupina, Svätotrojičné námestie 4/4, 963 01 Krupina                 |
| 44 | Mesto Žarnovica, Námestie SNP č. 33, 966 81 Žarnovica                     |
| 45 | Obec Hontianske Nemce, Hontianske Nemce 500, 962 65 Hontianske Nemce      |
| 46 | Mesto Filakovo, Radničná 25, 986 01 Filakovo                              |
| 47 | Mesto Rimavská Sobota, Svätoplukova 9, 979 01 Rimavská Sobota             |
| 48 | Obec Nitra nad Ipľom, Nitra nad Ipľom 96, 985 57 Holiša                   |
| 49 | Obec Trenč, Trenč 11, 985 32 Veľká nad Ipľom                              |
| 50 | Mesto Lučenec, Novohradská 1, 984 01 Lučenec                              |
| 51 | Obec Hrnčiarska Ves, Hrnčiarska Ves 237, 980 13 Hrnčiarska Ves            |
| 52 | Obec Hucín, Hucín 76, 049 13 Hucín  |
| 53 | Mesto Jelšava, Námestie Republiky 499, 049 16 Jelšava                     |
| 54 | Obec Abovce, Abovce 99, 980 44 Lenartovce                                 |
| 55 | Obec Cakov, Cakov 73, 980 42 Rimavská Seč                                 |
| 56 | Obec Hodejov, Hodejov 141, 980 31 Hodejov                                 |
| 57 | Obec Kaloša, Kaloša 62, 982 52 Nižná Kaloša                               |
| 58 | Obec Kesovce, Kesovce 3, 980 45 Štrkovec                                  |
| 59 | Obec Šimonovce, Šimonovce 146, 980 03 Šimonovce                           |
| 60 | Obec Širkovce, Širkovce 184, 980 02 Jesenské                              |
| 61 | Obec Čelovce, Čelovce 113, 991 41 Čelovce                                 |
| 62 | Obec Hrušov, Hrušov 526, 991 42 Hrušov                                    |
| 63 | Mesto Tornaľa, Mierová 14, 982 01 Tornaľa                                 |
| 64 | OZ Pre lepší život Rankovce, Rankovce 21, 044 45 Bidovce                  |
| 65 | OZ Amare róma Moldava nad Bodvou, Jána Kráľa 4, 045 01 Moldava nad Bodvou |
| 66 | OZ Help Róm, Košice-Luník IX, 040 11 Košice                               |

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| 67  | OZ Nová cesta, Slobody 1, 071 01 Michalovce   |
| 68  | OZ Univerzus, Krátka 30, 048 01 Rožňava   |
| 69  | OZ Lúč, Nám. sv. Cyrila a Metoda 142, 078 01 Sečovce  |
| 70  | Nadácia Dobrá rómska víla Kesaj, Považská 20, 040 11 Košice   |
| 71  | Súkromná pedagogická a sociálna akadémia, Jegorovovo nám. 5, 040 22 Košice  |
| 72  | Krajský školský úrad, Zádielska 1, 040 78 Košice  |
| 73  | TSP KE-Luník IX, Trieda SNP 48/A, 040 01 Košice   |
| 74  | Mesto Sečovce, Nám. sv. Cyrila a Metoda 43/27, 078 01 Sečovce   |
| 75  | Mesto Moldava nad Bodvou, Školská 2, 045 01 Moldava nad Bodvou  |
| 76  | Univerzita Pavla Jozefa Šafárika, Šrobárova 2, 041 80 Košice  |
| 77  | Rómske mediálne centrum (MECEM), Južná trieda 53, 040 01 Košice   |
| 78  | Obvodné oddelenie Policajného zboru SR v Jasove, Jasov 358, 044 23 Jasov  |
| 79  | OZ Prameň, Teplička 25, 052 01 Spišská Nová Ves   |
| 80  | Komunitné centrum Nálepko, Stredný riadok 384/1, 053 33 Nálepko   |
| 81  | Komunitné centrum Rudňany, 053 23 Rudňany   |
| 82  | Farská rada Smižany, Tomašovská 14, 053 11 Smižany  |
| 83  | Pracovná Agentúra Vospálek, s.r.o., Duklianska 23, 052 01 Spišská Nová Ves  |
| 84  | Lokálne partnerstvo sociálnej inklúzie Spišská Nová Ves a Gelnica, Hviezdoslavova 15<br>052 01 Spišská Nová Ves 1 |
| 85  | Obec Spišské Tomášovce, Kostolná 20/12, 052 01 Spišská Nová Ves   |
| 86  | Regionálny úrad verejného zdravotníctva Spišská Nová Ves  |
| 87  | Mesto Košice, Trieda SNP 48/A, 040 11 Košice  |
| 88  | Mestská časť Košice Luník IX, Krčméryho 2, 040 11 Košice  |
| 89  | Mesto Rožňava, Štefánikova 29, 048 01 Rožňava   |
| 90  | Mesto Michalovce, Nám. Osloboditeľov 30, 071 01 Michalovce  |
| 91  | Mesto Sobrance, Štefánikova 23, 073 01 Sobrance   |
| 92  | Mesto Sečovce, Nám. sv. Cyrila a Metoda 43/27, 078 01 Sečovce   |
| 93  | Obec Kunova Teplica, Kunova Teplica 127, 049 32 Kunova Teplica  |
| 94  | Obec Pašková, Pašková 66, 049 33 Kunova Teplica   |
| 95  | Obec Rankovce, Rankovce 18, 044 45 Bidovce  |
| 96  | Mesto Trebišov, M. R. Štefánika 862, 075 01 Trebišov  |
| 97  | Obec Blatné Remety, Blatné Remety 26, 072 44 Blatné Remety  |
| 98  | Košický samosprávny kraj, Nám. Maratónu mieru 1, 042 66 Košice  |
| 99  | Úrad práce, sociálnych vecí a rodiny Košice, Staničné námestie 9, 040 01 Košice                                   |
| 100 | Úrad práce, sociálnych vecí a rodiny Michalovce, Selezianov 1, 071 01 Michalovce                                  |
| 101 | Úrad práce, sociálnych vecí a rodiny Trebišov, Záborského 8, 075 01 Trebišov                                      |

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| 102 | Úrad práce, sociálnych vecí a rodiny Rožňava, Ernesta Rótha 49, 048 01 Rožňava                 |
| 103 | Úrad práce, sociálnych vecí a rodiny Sobrance, Michalovská 55, 073 01 Sobrance                 |
| 104 | Regionálny úrad verejného zdravotníctva Košice, Ipeľská 5, 042 20 Košice                       |
| 105 | Regionálny úrad verejného zdravotníctva Rožňava, Špitálska 3, 048 01 Rožňava                   |
| 104 | Regionálny úrad verejného zdravotníctva Michalovce, Sama Chalupku 5, 07101 Michalovce          |
| 106 | Mesto Gelnica, Banícke námestie 4, 056 01 Gelnica  |
| 107 | Obec Nálepkovo, Stredný riadok 384/1, 053 33 Nálepkovo   |
| 108 | Obec Richnava, Richnava 261, 053 51 Richnava   |
| 109 | Mesto Spišská Nová Ves, Radničné námestie 7, 052 70 Spišská Nová Ves                           |
| 110 | Obec Spišské Tomášovce, Kostolná 20/12, 052 01 Spišská Nová Ves                                |
| 111 | Obec Letanovce, Slovenského raja 55, 053 13 Letanovce  |
| 112 | Obec Markušovce, Michalská 51, 053 21 Markušovce   |
| 113 | Obec Bystrany, Bystrany 49, 053 62 Bystrany  |
| 114 | Obec Žehra, Žehra 104, 053 61 Spišské Vlachy   |
| 115 | Obec Rudňany, Rudňany 234, 053 23 Rudňany  |
| 116 | Obec Hrabušice, Hlavná 171/46, 053 15 Hrabušice  |
| 117 | Obec Betlanovce, Betlanovce 23, 053 15 Hrabušice   |
| 118 | Obec Iľiašovce, Iľiašovce 231, 053 11 Smižany  |
| 119 | OZ Oblík, Bystré 407, 094 34 Bystré  |
| 120 | Rómske centrum Ternipen (RCT), Janka Kráľa 1008/6, 069 01 Snina                                |
| 121 | Komunitné centrum Lipany, Kpt. Nálepku 19, 082 71 Lipany                                       |
| 122 | Krajské centrum pre rómske otázky Prešov, Levočská 9, 080 01 Prešov                            |
| 123 | Komunitné centrum Sol', Sol' 106, 094 35 Sol'  |
| 124 | Lokálne partnerstvo sociálnej inklúzie Kežmarok a Stará Ľubovňa, Starý trh 53, 060 01 Kežmarok |
| 125 | Migel Agency, Starý trh 53, 060 01 Kežmarok  |
| 126 | Spišská katolícka charita, Hanulova 2, 052 01 Spišská Nová Ves                                 |
| 127 | SSOŠ Kežmarok, Biela voda 901/2, 060 01 Kežmarok   |
| 128 | Kongregácia šk. sestier Lomnička, Lomnička 19, 065 03 Podolíneec                               |
| 129 | OZ Romani Archa, Kamienka č.196, 065 32 Kamienka   |
| 130 | KC Spišské Podhradie, Mariánske nám. 37, 053 04 Spišské Podhradie                              |
| 131 | Obec Lascov, Lascov 11, 086 45 Marhaň  |
| 132 | Obec Lenartov, Lenartov 37, 086 06 Malcov  |
| 133 | Obec Lukov, Lukov 60, 086 05 Lukov   |
| 134 | Obec Petrová, Petrová 30, 086 02 Gaboltov  |
| 135 | Obec Raslavice, Hlavná 154, 086 41 Raslavice   |
| 136 | Obec Zborov, Lesná 10, 086 33 Zborov   |

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| 137 | Obec Sveržov, Sveržov 29, 086 02 Gaboltov   |
| 138 | Obec Nižný Tvarožec, Nižný Tvarožec 34, 086 02 Gaboltov                             |
| 139 | Obec Hrabské, Hrabské 103, 086 06 Malcov  |
| 140 | Obec Hermanovce, Hermanovce 59,,082 35 Hendrichovce                                 |
| 141 | Obec Chminianske Jakubovany, Chminianske Jakubovany 82, 082 33 Chminianska Nová Ves |
| 142 | Obec Svinia, Hlavná 87/10, 082 32 Svinia  |
| 143 | Obec Víťaz, Víťaz 111, 082 38 Víťaz   |
| 144 | Obec Žehňa, Žehňa 26, 082 06 Žehňa  |
| 145 | Obec Jarovnice, Jarovnice 223, 082 63 Jarovnice                                     |
| 146 | Mesto Lipany, Krivianska 1, 082 71 Lipany   |
| 147 | Obec Olejníkov, Olejníkov 44, 082 57 Lutina   |
| 148 | Obec Ostrovany, Ostrovany 60, 082 22 Šarišské Michaľany                             |
| 149 | Obec Torysa, Torysa 28, 082 76 Torysa   |
| 150 | Obec Banské, Banské 320, 094 12 Vranov nad Topľou                                   |
| 151 | Obec Kamenná Poruba, Kamenná Poruba 207, 093 03 Vranov nad Topľou                   |
| 152 | Obec Poša, Poša 241, 094 21 Nižný Hrabovec  |
| 153 | Obec Sačurov, Osloboditeľov 385, 094 13 Sačurov                                     |
| 154 | Obec Sedliská, Sedliská 85, 094 09 Sedliská   |
| 155 | Obec Roztoky, Roztoky 84, 090 11 Vyšný Orlík  |
| 156 | Mesto Stropkov, Hlavná 38/2, 091 01 Stropkov  |
| 157 | Mesto Humenné, Kukoreliho 34, 066 28 Humenné  |
| 158 | Obec Zbudské Dlhé, Zbudské Dlhé 90, 067 12 Koškovce                                 |
| 159 | Obec Slovenská Volová, Slovenská Volová 36, 067 22 Ohradzany                        |
| 160 | Obec Spišský Štvrtok, Tatranská 4, 053 14 Spišský Štvrtok                           |
| 161 | Obec Jánovce, Jánovce 238, 059 13 Jánovce   |
| 162 | Mesto Levoča, Námestie Majstra Pavla 4, 054 01 Levoča                               |
| 163 | Mesto Spišské Podhradie, Mariánske námestie 37, 053 04 Spišské Podhradie            |
| 164 | Obec Hranovnica, Sládkovičova 398, 059 16 Hranovnica                                |
| 165 | Mesto Poprad, Popradské nábřežie 2082/3, 058 01 Poprad                              |
| 166 | Obec Spišský Štiavnik, Hornádska 241, 059 14 Spišský Štiavnik                       |
| 167 | Obec Toporec, Hlavná 66, 059 95 Toporec   |
| 168 | Obec Výborná, Výborná 12, 059 02 Slovenská Ves                                      |
| 169 | Obec Stráne pod Tatrami, Stráne pod Tatrami 2, 059 76 Mlynčeky                      |
| 170 | Obec Jurské, Jurské 20, 059 94 Holumnica  |
| 171 | Mesto Kežmarok, Hlavné Námestie 1, 060 01 Kežmarok                                  |
| 172 | Obec Krížova Ves, Krížova Ves 51, 059 01 Spišská Belá                               |

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| 173 | Mesto Podolíneec, Nám. Mariánske 3, 065 03 Podolíneec   |
| 174 | Mesto Stará Ľubovňa, Obchodná 1, 064 01 Stará Ľubovňa   |
| 175 | Obec Lomnička, Lomnička 66, 065 03 Podolíneec   |
| 176 | Obec Ľubotín, Na rovni 302/12, 065 41 Ľubotín   |
| 177 | Obec Jakubany, Jakubany 555, 065 12 Jakubany  |
| 178 | Ministerstvo práce sociálnych vecí a rodiny SR, Špitálska 6, 814 55 Bratislava                            |
| 179 | Matica rómska, Závodná 3/b, 821 06 Bratislava   |
| 180 | Súkromné hudobné a dramatické konzervatórium, Požiarícka 1, 040 01 Košice                                 |
| 181 | Inštitút pre romologický výskum, metodiku a praktickú aplikáciu, Nám SNP 198/49<br>929 01 Dunajská Streda |
| 182 | Občianske združenie Nová cesta, Nám. Slobody 1, 071 01 Michalovce   |
| 183 | Rómska tlačová agentúra, Slovenskej jednoty 44, 040 01 Košice   |
| 184 | Romano nevo liľ, Jarková č. 4, 080 01 Prešov  |
| 185 | Krajská asociácia rómskych iniciatív – KARI, Internátna 59, 97401 Banská Bystrica                         |
| 186 | Inštitút rómskej verejnej politiky n.o., Bagarova 4, 841 01 Bratislava - Dúbravka                         |
| 187 | Asociácia pre kultúru, vzdelávanie a komunikáciu (ACEC), Laurinská 2, 811 01 Bratislava                   |
| 188 | Nadácia otvorenej spoločnosti, Baštová 5, 811 03 Bratislava 1   |
| 189 | Regionálne pracovisko MPC, T. Ševčenka 11, 080 20 Prešov  |
| 190 | ERRC, Mallého 4, 909 01 Skalica   |
| 191 | OZ Rovnaké šance, ul. 1. mája 908, 981 01 Hnúšťa  |
| 192 | Forum pale o romna, Námestie mieru 29, 962 12 Detva   |
| 193 | IUVENTA, Búdková cesta 2, 811 04 Bratislava   |
| 194 | Nadácia škola dokorán, Jánskeho ul. 19/16, 965 01 Žiar nad Hronom   |
| 195 | Rómsky inštitút, Klariská 14, 811 03 Bratislava   |
| 196 | Vedecko - výskumné a poradenské centrum, FSVaZ UKF Nitra, Hviezdoslavova 15<br>949 01 Nitra               |
| 197 | Ústav romologických štúdií, Kraskova 1, 949 01 Nitra  |
| 198 | Klub rómskych aktivistov v SR, Š. M. Daxnera 906, 981 01 Hnúšťa   |
| 199 | Rómsky inštitút, Rómsky inštitút, Klariská 14, 811 03 Bratislava  |
| 200 | Výbor Rady vlády pre národnosti, Košická 36, 821 08 Bratislava  |
| 201 | Quo vadis, I. Krasku 7, 960 01 Zvolen   |
| 202 | SPSA, Jegorovove nám. 5, 040 22 Košice  |
| 203 | Združenie mladých Rómov, Trieda SNP, 974 01 Banská Bystrica   |

## Annex No. 2

### Summary of impacts of the public administration budget in the frame of Revised National Action Plan for the Decade of Roma inclusion 2005 – 2015 for the period 2011 – 2015

| Impact on the public administration budget                           | Impact on the public administration budget (in euros) |                   |                 |                 |                   |
|--|---|-------------------|-----------------|-----------------|-------------------|
|  | 2011  | 2012              | 2013            | 2014            | 2015              |
| <b>Total expenditures of public administration</b>                   |   |                   |                 |                 |                   |
| of that: for each public administration subject / program separately | 0   | 0                 | 0               | 0               |                   |
| Office of the Government   | 833 878   | 833 878           | 833 878         | 833 878         | 833 878           |
| Ministry of Education, Science, Research and Sports                  | 7 923 170   | 10 023 170        | 11 023 170      | 13 023 170      | 15 023 170        |
| Ministry of Health   | 3 000   | 1 680 000         | 1 790 000       | 2 075 000       | 2 425 000         |
| Ministry of Labour, Social Affairs and Family                        | 8 020 000   | 12 730 000        | 12 635 000      | 12 625 000      | 12 625 000        |
| Ministry of Transport, Construction and Regional Development         | 2862680*  | 3005814           | 3156105         | 3313910         | 3479605           |
| <b>Total funds</b>   | <b>16784070</b>                                       | <b>28 276 886</b> | <b>29442179</b> | <b>31874986</b> | <b>34386653**</b> |
| Financing covered by the state budget                                | <b>16784070</b>                                       | <b>28276886</b>   | <b>29442179</b> | <b>31874986</b> |                   |
| Funds not covered by the state budget                                |   |                   | 4 100 000       | 7 100 000       |                   |

\* The amount was used in 2011 to support construction of lower-standard housing from the National Fund for Housing Development. To simplify calculations we have enlarged the amount by 5% in each following year.

\*\* No groundwork data for the national budget exists for 2015 yet.

## Overview of Acts affected by the proposed document

Act No. 245/2008 Coll. on Education and Upbringing (School Act) and on amending and supplementing certain legislation as amended by later regulation

Act No. 596/2003 Coll. on the State Administration in Schools and School Administration and on amending and supplementing certain legislation as amended by later regulation

Act No. 317/2009 Coll. on Pedagogical Staff and Specialists and on amending and supplementing certain legislation

Act No. 597/2003 Coll. on Financing Elementary Schools, Secondary Schools and Facilities as amended by later regulation

Act No. 184/2009 Coll. on Professional Education and Training and on amending and supplementing certain legislation

Act No. 369/1990 Coll. on Municipalities as amended by later regulation

Act No. 453/2003 Coll. on State Administration Bodies in the Area of Social Affairs, Family and Employment Services and on amending and supplementing certain legislation

Act No. 448/2008 Coll. on Social Services and on amending and supplementing Act No. 455/1991 Coll. on Trade Licensing (Trade Licensing Act) as amended by later regulation

Act No. 599/2003 Coll. on Assistance in Material Need and on amending and supplementing certain legislation as amended by later regulation

Act No. 305/2005 on Socio-legal Protection of Children and on Social Guardianship

Act No. 601 / 2003 Coll. on Subsistence Minimum and on amending and supplementing certain legislation as amended by later regulation

Act No. 5/2004 Coll. on Employment Services and on amending and supplementing certain legislation as amended by later regulation

Act No. 461/2003 Coll. on Social Security as amended by later regulation

Act No. 663/2007 Coll. on Minimum Wage as amended by later regulation

Act No. 311/2001 Coll. Labor Code

Act No. 544/2010 Coll. on Subsidies within the purview of the Ministry of Labor, Social Affairs and Family of the Slovak republic

Act No. 355/2007 Coll. on Protection, Support and Development of Public Health and on amending and supplementing certain legislation as amended by later regulation

Act No. 124/2006 Coll. on Safety and Health Protection at Work and on amending and supplementing certain legislation

Act No. 581/2004 Coll. on Health Insurance Companies, Supervision on Healthcare and on amending and supplementing certain legislation as amended by later regulation

Act No. 576/2004 Coll. on Healthcare, Healthcare Related Services and on amending and supplementing certain legislation as amended by later regulation

Act No. 577/2004 Coll. on Extent of Healthcare Covered by public Insurance and on the Reimbursement for Services Associated with Healthcare as amended by later regulation

Act No. 578/2004 Coll. on Healthcare Providers, Medical Workers, Professional Organizations in Health Services and on amending and supplementing certain legislation as amended by later regulation

Act No. 355/2007 Coll. on Protection, Support and Development of Public Health and on amending and supplementing certain legislation as amended by later regulation

Act No. 580/2004 Coll. on Health Insurance and on amending and supplementing Act No. 95/2002 Coll. on Insurance Industry and on amending and supplementing certain legislation as amended by later regulation

Act No. 50/1976 Coll. on Territorial Planning and Building regulations (Building Act) as amended by later regulation

Act No. 25/2006 Coll. on Public Procurement and on amending and supplementing certain legislation

Act No. 607/2003 Coll. on State Housing Development Fund as amended by later regulation

Act No. 330/1991 Coll. on Land Modifications, Settlement of Ownership of Land, Land Offices, the Land Fund and Land Associations as amended by later regulation

Act No. 310/1992 Coll. Home Savings Act as amended by later regulation

Act No. 483/2001 Coll. on Banks and on amending and supplementing certain legislation as amended by later regulation

Act No. 369/1990 Coll. on Municipal Administration as amended by later regulation

Act No. 302/2001 Coll. on Self-Administrative Regions as amended by later regulation

Act No. 599/2003 Coll. on Assistance in Material Need and on amending and supplementing certain legislation

Act No. 539/2008 COLL. on Supporting Regional Development as amended by later regulation

Act No. 443/2010 Coll. on Subsidizing Housing Development and on Social Housing

Act No. 513/1991 Coll. Business Code as amended by later regulations

Act No. 189/1992 Coll. on Modification of Certain Relations Connected with Lease of Residential Premises and Compensations as amended by later regulation

Act No. 317/1992 Coll. on Real Estate Tax as amended by later regulations

Act No. 182/1993 Coll. on Ownership of Residential and Non-residential Premises as amended by later regulation

Act No. 595/2003 Coll. on Income Tax as amended by later regulation

Act No. 582/2004 Coll. on Local Taxes and Local Fees for Communal Waste and Minor Construction Waste as amended by later regulation

Act No. 448/2008 on Social Services and on amending and supplementing Trade Licensing Act as amended by later regulation

Act No. 162/1995 Coll. on the Land Registry and the Registration of Ownership Titles and Other Rights to Real Estate (Cadastral Act) as amended by later regulations

Act No. 86/2002 Coll. on Determining the General Value of Assets as amended by later regulation

Act No. 555/2005 Coll. on energy Efficiency of Buildings and on amending and supplementing certain legislation

Act No. 138/1991 Coll. on Municipal Property as amended by later regulation

Act No. 539/2008 COLL. on Supporting Regional Development

### **Government regulations**

Regulation of the government of the Slovak Republic No. 630/2008 Coll., which establishes the details of the breakdown of the financial means from the state budget for schools and school facilities as amended by later regulation

Regulation of the government of the Slovak Republic No. 637/2004 Coll. as amended by Reg. No. 508/2005 Coll., which Details Types and Amounts of Subsidies for Particular Purposes from the State Fund for Housing Development.

### **Decrees**

Decree of the Ministry of Education of the Slovak Republic No. 291/ 2004 Coll. detailing the appointment of the bodies of school self-administration, their composition and organization as amended by Decree of the Ministry of Education of the Slovak Republic No. 230/2009 Coll.

Decree of the Ministry of Education of the Slovak Republic No. 137/ 2005 Coll. on School Inspection

Decree of the Ministry of Education of the Slovak Republic No. 306/2008 Coll. on Kindergarten as amended by Decree of the Ministry of Education of the Slovak Republic No.. 308/2009 Coll.

Decree of the Ministry of Education of the Slovak Republic No. 649/2008 Coll. on the Purpose of using the allowance for students from socially disadvantaged environment

Decree of the Ministry of Education of the Slovak Republic No. 320/2008 Coll. on Elementary Schools

Decree of the Ministry of Education of the Slovak Republic No. 322/2008 Coll. o Special Schools

Decree of the Ministry of Education of the Slovak Republic No. 325/2008 Coll. on School facilities of Education consulting and Prevention

Decree of the Ministry of Education of the Slovak Republic No. 437/2009 Coll., laying down qualification criteria and special qualification requirements for individual categories of educational staff and professional staff as amended by later regulation

Decree of the Ministry of Education of the Slovak Republic No. 445/2009 Coll. on continuous education, credits and attestation of educational staff and professional staff

Decree of the Ministry of Environment of the Slovak Republic No. 453/2000 Coll. implementing some provisions of the Building act

Decree of the Ministry of Environment of the Slovak Republic No. 55/2001 Coll. on physical planning material and documentation

Decree of the Ministry of Environment of the Slovak Republic No. 532/2002 Coll. on General Technical Requirements for Construction and on general technical requirements for constructions used by people with reduced mobility and orientation in accommodation and on the extent of professional training and procedures in attesting specific qualification prerequisite for the activities of the building authority

Decree of the Ministry of Health of the Slovak Republic No. 505/2002 Coll., which sets the lowest hygienic standards for residential premises in residential buildings, hygienic requirements for housing