STANDARD SUMMARY PROJECT FICHE - TRANSITION FACILITY

1. Basic Information

1.1 CRIS Number: 2006/018-182.01.01
1.2 Title: Promoting Roma children and youth education in out-of-school activities
1.3 Sector: Political Criteria
1.4 Location: Czech Republic, Civil Society Development Foundation

2. Objectives

2.1 Overall Objective(s):
Improve the situation of the Roma minority through the strengthening of children and youth education and further their integration in the Czech society.

2.2 Project purpose:
To reduce gaps in education and improve opportunities for social integration of Roma children and youth from socially excluded families by implementing innovative methods in out-of-school activities.

2.3 Justification
Comprehensive Monitoring Report on the Czech Republic’s preparation for membership, chapter 13 page 34 bottom line - Anti-discrimination, states that:
- „As regards the integration of the Roma in the education system, the phasing out of the system of special schools should be pursued."
- „Attention must be given to alignment with the anti-discrimination acquis, and considerable efforts should aim at improving the situation of the Roma minority."

There are two important EU directives:
- Racial Equality Directive 2000/43/EC, which covers discrimination on the grounds of race and ethnic origin,
- Employment Equality Directive 2000/78EC which covers discrimination on the grounds of religion or belief, disability, age or sexual orientation.
Both Directives contain specific legal obligations concerning minorities which are applicable on Roma communities including their children and youth.

3. Description

3.1 Background and justification:
The Czech Republic has done a lot of efforts to improve the situation of Roma communities. EU stressed the Roma communities’ integration in the pre-accession period and now Structural Funds, esp. European Social Fund are used for the improvement of the situation of Roma communities. Despite that there are still serious difficulties, which many Roma communities’ members have to deal with.

The latest official data from the Czech Republic are based on the 2001 census and indicate that there are 11,746 Roma in the country, whereas the actual number is estimated by alternative sources to be between 160,000 and 300,000. The Minority Rights Group estimated the number to be 275,000, i.e. 2.5% of the total Czech population (UNDP 2002). According to the census data, 40% Roma are in the age group from 0 to 19 years.

Roma communities experience high unemployment, one of its main reasons being low level of education. According to the Analysis of Roma Integration Needs at the Czech Labour Market (Year 2004) 39% of Roma are repeatedly and long time unemployed, low education being their biggest disadvantage. While negotiating ESF programme documents, EC representatives were worried by a high number of Roma children visiting so-called special schools. Ministry of Education, Youth and Sports organises zero classes and pays special assistants for Roma children to overcome the language and cultural barriers. These efforts should be strengthened by activities carried out after the end of the classes which would enforce the school inclusion activities of Roma children and youth.

The National Children and Youth Institute at the Ministry of Education, Youth and Sports (MoEYS) carried in 2005 the Roma Children Survey, comparing the data with their 1996 survey. Generally a positive trend is followed both in parents and children attitudes towards education, anyway there are...
serious disadvantages that Roma children encounter in comparison to the majority society. “Bilingualism is quoted as a serious problem of Roma children. Czech is used in 76% Roma families, its quality being lower than standard Czech. Roma children more or less understand Czech, but not precisely.” 49% of children responded that they did not attend any tutoring but they admitted that they should do it.

Roma children and youth cannot widely rely in fostering their educational carrier on their families because education is not often considered by their families as important for their future lives (even though the above mentioned comparative survey revealed a positive trend). On the other hand, education of children and youth is the main vehicle for social inclusion of Roma communities. To overcome their cultural barriers to education and provide Roma children and youth equal opportunities, efforts should be placed on their out-of-school activities with the aim to encourage their positive approach to education and change their behaviour pattern towards education as tool of success and integration in the society. This sort of activities can be effectively delivered by NGOs by the means of a grant scheme.

On Roma affairs the Report on the State of the Roma Communities (see Annex 6) has been approved (Government resolution No.276 of 9 March 2005) and the improved and revised Policy Concept of the Integration of Roma was adopted in May 2005 (Government resolution No. 532 of 4 May 2005). The Policy Concept of the Integration of Roma from 2005 states in its part 6.1 that “the main aim of the Government activities is to solve the Roma education by variant strategies with regard to their specific needs, prioritising standard educational options and institutions and if needed, stressing individual or group educational programmes”.

Joint Inclusion Memorandum (JIM), agreed by the EC and the Czech Republic on 18th December 2003, states in its part 4.4 Help to the most vulnerable groups, what needs to be done: “To withdraw inner barriers of Roma communities members, esp. change their attitude to education and gaining qualification”. In the JIM Conclusions, part 8, one of major challenges was identified as follows: “To support an elimination of conditions leading to disadvantages in education of groups endangered by social exclusion”; one of the political priorities in the Conclusions was given as follows: “Further widen preventive and supportive social and training programmes for individuals from particularly socio-culturally disadvantaged communities”.

None programme or grant scheme in the Czech Republic supports this specific kind of activities. ESF activities which are currently being supported in the current programming period are school oriented (both activities and target groups are not ESF eligible), central government grant procedures do not cover it either and the Block Grant under EEA/Norwegian Mechanism does not specify it as well. There is one priority at the Ministry of Education, Youth and Sports which is broader, more traditional and all supported projects must have a strong link to a school attended by children.

The Czech Republic undertakes to avoid any duplication of specific Final Beneficiaries projects activities with activities eligible under the current and/ or future Operational Programmes for the Structural Funds.

To tackle social exclusion of Roma communities, a reasonable combination of mainstreaming and targeting approaches is included. This is especially important in relation to children. The need to support community centres for all children (to avoid segregation of Roma children and help them to communicate better with the majority society) was also stressed during the Social Inclusion conference in Prague on 29th November 2005. Although this is a 'Roma programme' the projects supported by this scheme will not exclude other non-Roma children from the same environment from the activities to be organized. All the activities will be open also to children and youth from the majority population. Project involving children from Roma and non-Roma communities will be eligible.

By implementing this programme, many Roma children will be given chance to gain skills and knowledge for their future school and professional carrier and to raise their self-esteem, innovative methods of teaching will be developed and examples of good practice will be spread. IT-based Educational Programmes will be also used as a possible tool for teaching. Any demonstration of prejudice and criticism from the majority society is perceived by Roma people, esp. those who are socially excluded, as a very sensitive issue and may with some of them even lead to an aggressive behaviour, misconduct or on the other hand by avoiding the direct contact which may be threatening. This kind of behaviour may lead with children and youth to avoiding school and mainstream activities as general. This barrier can be overwhelmed by special programmes which train for presentation and raising confidence. Another disadvantage of Roma with serious consequences is their insufficient knowledge of Czech language. Roma children have especially difficulties with writing and their vocabulary is limited. They can hardly learn
proper Czech at home because Roma families in most cases speak a specific mixture of Czech and Roma, without a proper knowledge of any of them. As stated in the above mentioned Roma Children Survey carried by the National Children and Youth Institute, “Roma children use in their families a non-standard Czech which is garbled by differences of Roma language. Children more or less understand Czech, but not precisely. These formed habits are a source of problems at school.” Innovative ways of teaching Roma children and youth proper Czech in out-of-school activities will overcome one of the main disadvantages they face at school, thus enabling them to continue in education. Another way how to improve Roma children and youth education is to teach them English or other foreign language even when their Czech is not perfect. Foreign language is important for them because it makes the gap between them and the majority children smaller and it opens new chances for them. All these activities cannot be done without their parents’ consent.

Although there are some basic data from the 2001 census and the above mentioned specific comparative survey was conducted by the MoEYS National Children and Youth Institute, a target group analysis has not been made. A specific target group analysis will be conducted as a service contract for the purposes of the project fiche to fill the existing gap and it will be a basis for checking the appropriateness of the proposed eligible activities in the project fiche. The grant scheme will then follow. Based on the findings of the target group analysis the contractor will be also requested to formulate clear recommendation regarding potential amendments to be done in the project fiche results and eligible activities to be financed under the Grant Scheme. Those recommendations should be part of the final report of the TA.

According to Interim Evaluation of the European Union Pre-Accession Instrument Phare, made by external evaluator (see in detail “3.5. Lessons learned”) it is important to improve the capacity of civil society organizations, especially of Roma CSOs. Therefore, it is necessary to focus on the administrative aspects of their absorption ability through supporting information, training activities and technical assistance. The beneficiaries of this programme will be served by one or two particular projects, which will provide them technical assistance during the project period of time.

3.2 Linked activities:

The activities outlined in the current Fiche are linked to the following projects which NROS has administered over the years:

**Project CZ0002.01 Civil Society Development / Support to Roma Integration Initiatives (MEUR 3),** which aims at supporting information and training activities for CSOs and project grant activities, and provides a special emphasis on CSOs’ activities in the field of the further integration of the Roma community into Czech society, supporting training/education, legal assistance and social integration projects.

In 1999 NROS launched a first initiative on Roma integration, aiming to involve activists directly from the target minority group and to assuage their initial mistrust towards EU or other external assistance and initiatives aiming to help the Roma population in the Czech Republic. A trust-building component was incorporated into the first grant scheme: the entire creation of the scheme, allocation of concrete priorities, programme promotion and even project evaluation was delegated to the representatives of the Roma minority. NROS’s approach over the last few years to involving existing Roma leaders, NGOs and Roma-friendly subjects was useful and contributed to the respect among Roma subjects towards the new programme, despite later disillusionment on the part of those applicants who were not supported. Direct Roma involvement and presentation of the programme to Roma citizens have seen as a needed precondition for overall general acceptance of the programme among the target group. The high number of proposals (412) received during individual five CfP provided evidence of this fact.

**Project CZ0011 Strengthening CSOs for acquis implementation (MEUR 1,67),** which aims at the consolidation and further development of democratic practises and the rule of law, strengthening the institutional capacity of non-government organizations and social partners at all levels and supporting the inclusion and participation of individuals or groups who risk being socially, economically or politically marginalized. Project implementation started on 4.3.2002 by a Call for Proposals announcement and was closed on August 2004 in accordance with the extended end of the disbursement deadline, result of force majeure - flood in CR.

Through this programme, there was provided a cross section support to the members of Roma community as a part of the disadvantaged target groups. The statistical data are not available at the moment, since at
the cut-off date of the presentation of the TF 2006 Project fiche, the external Phare ex-post evaluation done by the Montgomery Watson Harza SA/NV is under operation and it is focused to assess the contribution of this programme to support the Czech Republic in meeting the Copenhagen criteria so as to facilitate its accession to the European Union.

**Project CZ01-02-01 Strengthening of Civil Society Organizations in the Czech Republic (MEUR 3),** was approved under Phare 2001. This project is explicitly designed to strengthen the development of civil society and to promote a sustainable non-profit sector in the Czech Republic (priority A), to promote the development of democracy at a local, regional and national level (priority B), with special support to disadvantaged groups and fighting discrimination (priority C).

Project implementation started on 13.7.2002 by a Call for Proposals (CfP) announcement and was closed on 4.7.2004. Total of 60 grants were recommended from 265 eligible applications.

The programme continued under Phare 2000 with a focus on education, legal advice and individual legal help and on multicultural education across society. The programme was boosting in many cases links between Roma and local administration, between Roma and non-Roma communities and CSOs, far beyond the usual and existing involvement of Charity-providing subjects. As an educational priority, Roma secondary social schools were supported across the years and despite some problems, several students received their courses. Small-scale training and pedagogical advice to children was provided during the programme’s validity to children in Sumperk, Ostrava, Plzen and Praha.

**Project CZ2002/000-282.02.01 Long-term Sustainability of Civil Society Development (MEUR 2),** approved under Phare 2002 is the natural continuation of CZ 0102.01, the objective of it being to ensure sufficient capacity of CSOs to acquire funds through fundraising, by attracting potential contributors. Project implementation started in December 2002, and closed in July 2005 with total number of 56 grants recommended from 176 eligible proposals.

Within the Phare grant scheme for 2001 the applicants could submit proposals covering activities like direct participation of Roma in consultative and elected positions on local or regional municipal levels; raising Roma awareness and participation; small-scale requalification and job creation for Roma and further development and continued assistance to Roma seed projects that lead to (self) employment / business-licence acquisition for the Roma community.

Despite positive elements, programmes aimed at the Roma community had only a restricted duration and managed to create an atmosphere of acceptance and interest among the target group. NROS invested serious efforts also into the training of potential users of various EU programmes. A large number of participants were informed how to best approach EU funds and to ensure corresponding administration and management capacity when funds were granted.

**Project CZ2003/004-338.01.01 Improvement of long term opportunities for Roma (MEUR 1),** The programme itself was planned as a 3-year grant scheme with the aim of strengthening the capacity of the CSOs working for Roma integration, in three main areas: (a) access to employment and social cohesion, (b) access to education, and (c) access to housing.

This is the last Phare grant scheme’s priorities devoted directly to Roma community which was directly aimed at providing employment opportunities and re-qualification courses for Roma, including assistance for those who have become re-qualified, as well as establishing community and/or social field workers and improving access to education and housing, particularly among those experiencing serious exclusion. Only one CfP was launched and 21 projects were supported in total value of 925,000 €, programme is currently finishing, all final reports have been submitted and are being evaluated.

**Project CZ 2004/006-237/0102 Transition Facility, Strengthening the Role of Advocacy and Monitoring Civil Society Organisations (CSOs) (MEUR 1,96),** this project was launched in the Czech Republic at May 2005. It is focused to anti-corruption, anti-discrimination and environment, at the cut-off date of the presentation of the 2006 TF fiche, the one CfP was concluded, with totally 24 projects recommended for funding. Nine projects deal with anti-discrimination issues, six of those refer specifically to Roma community. All projects have already started its activities; nowadays the first monitoring missions are discussed and scheduled with the beneficiaries.

**Project CZ2005/017/518.01.01 Transition Facility, Support to the Implementation of the Anti-discrimination Act and Anti-discrimination Acquis by CSOs (MEUR 0,85),** this project is going to be launched in the Czech Republic at the second quarter of 2006 and it concentrates mainly on the implementation of the Anti-discrimination Act and other anti-discrimination legislation.
3.3 Results:
- Target group analysis of Roma children and youth carried out: its findings and recommendation discussed and accepted by project stakeholders and SC (including representatives of Roma community). In case of acknowledged need for modifications of the scope of the pre-selected GS measures or the tools of their implementation, concrete remedy actions agreed by SC and implemented before launch of GS.
- Skills and knowledge for further education of Roma children and youth developed (approx. 170 children involved);
- Programmes for gaining recognition and raising self-esteem of Roma children and youth in the society implemented; (approx. 130 children involved)
- Language skills and knowledge of Roma children and youth improved (approx. 210 children involved);
- Increased awareness of Czech society for the need of better integration of Roma children and youth;

3.4 Activities:
**Phase I - Technical Assistance**
Within Technical Assistance a specific needs analysis of the target group will be conducted as a preparatory phase for the successful implementation of the Grant Scheme. The finding of this analysis will serve as a base for fine-tuning of the scope of the measures to be financed under the Grant Scheme. The findings of the report from the TA will be also discussed and taken into consideration by NROS and other project stakeholders in their medium and long term strategy in the area of education and social insertion of Roma children. This way sustainability of the results from the GS should be ensured.

The needs analyses should cover in broader terms the specifics of the Roma community assessing all issues, which potentially might have an impact on the Roma children and therefore be a factor or a risk for the successful implementation of the GS. Among others the following issues should be taken into account:

- Overall attitude of Roma children towards education as a way to be successful in the society (including Roma community)
- Attitude of Roma children towards computers in general (ex. Including computer-based games)
- Decision makers- the role of parents and family. Their attitude and impact on Roma children social insertion and education;
- The factors of gender and children age- clear statistical picture should be established based on age and gender. Further on, this should help to identify the size and composition of groups of children, which can be identified as being homogeneous in terms of children identity and behaviour pattern.
- Role of teachers in school- Assess their potential impact and level of credibility among target group

The target group needs analysis should be carried out through questionnaires and direct interviews with all stakeholders in this area also including parents, school teachers, and social workers. All existing information from other previous projects should be taken into consideration, including statistics. The final report should present recommendation about possible ways to tackle identified risks or integrate major issues.

The budget for this service contract is up to 20,000 €.

**Phase II - Grant scheme**
Grant scheme will be prepared in compliance with results of Phase I. The main findings and recommendations will be included in design of the call for proposals and manuals provided to applicants. Interested Applicants will be given access to the full version of the report and documents produced by the TA. The procurement will strictly follow the rules and requirements governing the procurement after the EDIS accreditation. Grant Guidelines for Applicants will be drafted on the base of the proposed project fiche, where the description of the objectives of the programme, priorities, eligibility of applicant, project, activities, costs and evaluation criteria will be set up. All documents strictly follow standard format annexed to the GGAPP manual as reflected in the NROS internal Manual.
The above stated grant scheme will have following content:

**Objectives of the programme:**
To promote the *acquis* in the field of improving the situation of the Roma minority.

**Priority of the programme:**
To reduce discrimination in education of Roma children and youth from socially excluded families by implementing innovative methods in out-of-school activities.

**Eligibility of applicant**: Applicants must be a civil society organisation / non-governmental non-profit with status of:
- Civic Association,
- Public Benefit Corporation,
- Church Institutions,

Applicants must use a double-entry bookkeeping system and publish annual reports.

* This programme is based on partnership where the partners signing the declaration of partnership subscribe the same eligibility criteria as the applicant. However, in compliance with the nature of the concrete project, associated role of other state or local government bodies is most welcomed (nevertheless, these subjects are not entitled to participate on the budget). In the case where an EU-based partner is involved, such body needs to demonstrate its non-profit nature.

**Eligibility of projects**:
Size: There are no restrictions on the total costs. However, the grant applied for must fall within the minimum 30,000 € and maximum 50,000 €. In addition, no grant may exceed 80% of the total eligible costs of the project. The balance must be financed from the applicant's or partners’ own resources, or from sources other than European Community budget.

**Duration**:
The duration of project may not exceed 12 months.

**Location**:
Projects must take place in the Czech Republic.

**Number of proposals and grants per applicant**:
An applicant may submit more than one proposal; an applicant may be awarded more than one grant under one Call for Proposals.

**Eligibility of actions**:
- Joint activities motivating Roma children and youths to education and so furthering integration of Roma children into Czech society (e.g. culture, information society, media)
- Development and implementation of programmes to train Roma children and youth how to gain recognition and confidence in non-Roma communities.
- Innovative activities for Roma children and youth in improving language skills.
- New innovative educational methods in out-of-school activities.
- Actions targeting a better and positive awareness in Czech society of the need for integrating Roma children and youth (e.g. publicity).
- Targeted actions towards parents to gain their support for the programme and the improvement of education of their children in general.
- Continuous outreach support to the grant beneficiaries by provided technical assistance including coaching during the project period of time.

Eligible actions will be specified in the manual for applicants before the call for proposal will be announced in accordance to results and recommendations from the survey made within the Phase I.

**Eligibility of costs**:
The eligibility of costs is determined by standard Guidelines for Grant Applicants, part. 2.1.4

**The evaluation criteria for project selection**:
All projects submitted by applicants will be assessed according to the following criteria:
1. Administrative compliance; verification that the application is complete in accordance with the checklist;

2. Eligibility of the applicants, partners and actions; verification that the applicant, the partners and the actions are eligible;

3. Evaluation of the quality of the proposals and financial evaluation; an evaluation of the quality of proposals, including the proposed budget, will be carried out in accordance with the evaluation criteria set out in the standard Evaluation Grid E10.

The award criteria allow the quality of the proposals submitted to be evaluated in relation to the objectives and priorities set, and grant to be awarded to actions, which maximise the overall effectiveness of the call for proposals. They cover such aspects as the relevance of the action, its consistency with the objectives of the call for proposals, quality, expected impact, sustainability and cost-effectiveness.

Schedule for the Call for Proposals:
Before launching the Call for Proposals, a target group analysis survey will be conducted immediately after the Commission Decision will be notified. Afterwards eligible activities will be amended accordingly in case of need. Then one call for proposals will be launched. The overall indicative amount made available under the call for proposals is 443,000 €. The Call for proposals will be published for 60 days, after the deadline, the submitted proposals will be assessed by external assessors and selected by the Evaluation Committee. If an insufficient number of well-qualified proposals are submitted in 1CfP and funds can not be disbursed, the second CfP will be launched.

External Assessors and Evaluation Committee:
The Evaluation Committee (hereinafter “EvC”) comprises a non-voting Chairman, a non-voting Secretary, a non-voting Observer (not compulsory), an odd number of voting members (minimum of three) and three substitutes for the EvC members. The non-voting members’ positions (Chairman, Secretary and Observer) are usually assigned to the Phare and TF Unit staff. For selection of voting EvC members, NROS will choose the names from a pool of experts described below. From these sources Phare and TF Unit after discussions at their meetings and thorough consultations with the Head of the EU Section selects names of experts that will be addressed to submit their CVs. From the list of nominated EvC members PAO selects and approves the composition of the EvC according to their CVs. According to the NROS Manual of Procedures, important stakeholders will be invited as voting EvC members (experts/representatives of Roma communities and the Ministry of Education, Youth and Sports).

Members of the EvC and external assessors are nominated using different sources:
- posting the advertisement on the NROS internet website after the launch of CfPs;
- involving of NROS Board of Directors and Steering Committee (comprised of representatives of partners involved in the respective programme, state agencies operating in narrative areas relevant to the programme, regional development individual experts with overall capacity in programme administration, etc.) that nominates an adequate number of more or less equally qualified external assessors/experts that will secure efficiency and quality in the assessment stage;
- selecting from internal DTB (external experts database) that contains experts that already participated in the evaluation process in the past.

External Assessors are not members of the EvC but work under the supervision of the EvC Chairman. Members of the EvC as well as external assessors must have an in-depth knowledge of the issues covered by the grant programme for which proposals are being evaluated. Their expertise is established on the basis of their CVs. A minimum of five years’ experience of a particular issue is expected. It is also important to ensure that adequate gender expertise is present.

The whole procurement process is described in detail in the NROS Phare and TF Manual of Procedures, Part K. Procurement. The whole project selection procedure strictly follows standards described in the GGAPP and national legislation procurement rules.

Project Implementation and monitoring:
After beneficiaries are selected, NROS will sign standard grant contract with each beneficiary and will ensure that all projects are implemented and monitored as described in NROS Manual of Procedures, Part M. Monitoring and Evaluation. Implementation of projects is monitored partly by the obligatory drawing up of interim and final reports. Additionally, NROS administers and performs on-the-spot monitoring of CSOs who obtain a grant, including assessment of the indicators in the log
frame matrix and financial control on the spot. The timetable for drawing up and handing in interim and final reports is laid down by the grant contract concluded with the beneficiary. On-the-spot monitoring visits are planned and affected with regard to the drawing up of interim and final reports and flexibly respond to the activities carried out by the beneficiary. NROS designates the minimum number of monitoring visits, at least one. An on-the-spot monitoring record, with a predetermined structure, is made out by the person appointed by NROS. The project monitoring reports will be filled in project dossier. The continuing outputs will be summarised in Monitoring Reports and presented to the Joint Monitoring Committee every half year.

NROS will also ensure that each Beneficiary organises a final audit for their project, i.e. even when the project is less than 100,000 €;
NROS will provide Monitoring reports related to the programme to the CFA every half year or by request;
NROS will maintain the project database; ensure input of all relevant information and indicators from projects.

**Management and Operating cost of NROS (7% of the allocation):**
NROS ensures the management of the entire project. Management and operational costs for the running of NROS in relation to the running and implementation of the programme according to the GGAPP; for co-ordination of projects selection, monitoring and evaluation and for implementation of relevant activities – including staff; travel, publicity, IT, translations, rent, telephone, travel, WWW, internet, post, repairs and maintenance, and security, a maximum of 7% of the allocation, i.e. 35,000 €.

**External Assessors (up to 0.5% of the allocation):**
A maximum 0.5 % of the total allocation, i.e. 2,000 €, may be used to cover costs of External Assessors/Evaluation Committee/Experts responsible for appraising grant applications. External Assessors and EC members are selected in accordance with the GGAPP. The final list of external assessors will be approved by the PAO.

NROS shall ensure a maximum level of EU credit and visibility - particularly through its grantees who are contractually bound in this regard. The Visual Identity Guidelines will be adhered to by NROS and all grant beneficiaries. The grant scheme will be publicised as widely as possible, the responsibility for this task rests with the Implementing Agency.

3.5 Lessons learned:
NROS considered and implemented relevant recommendations raised by external evaluators during previous external assessments of the operation of the IA. These recommendations have been implemented as lessons learned into the current project design.

Regarding the implementation of projects selected, NROS introduced an improved on the spot monitoring, which includes financial control as well as detailed check of OVIs and results achieved at the date of the on the spot visit. The effect of the new monitoring system is described in Interim Evaluation of the European Union Pre-Accession Instrument Phare, made by WM-Enterprise, IE/CZ/CSD/05003 from 25 September 2005:

“The Civil Society Development Foundation demonstrates both consistency in following the rules and flexibility in adapting to changes of rules. The communication with final recipients and empathy for their needs is exemplary. The staff members of the Civil Society Development Foundation have strong ownership, which in consequence tends to improve the project management. The new monitoring system developed in 2004 has strongly improved the mutual feedback between the Civil Society Development Foundation and final recipients. This makes the project closing procedures much easier and the evaluation of final reports more reliable. The system may still be fine-tuned after analysis of all the Phare projects which are being closed in the near future. The system, which is a very useful example of good practice, could usefully be shared with other grant schemes administrators.”

The impact and sustainability of the programme was improved in the project CZ01-02-01. The same approach was kept in the design of current project, because of the positive outcomes described in Interim Evaluation of the European Union Pre-Accession Instrument Phare, made by WM-Enterprise,
IE/CZ/CSD/05003 from 25 September 2005: “The Project appears to have clear links to the preceding projects both of the Phare programme and programmes of other donors supporting Civil Society Development. Activities are well oriented for reaching the long term impacts and improvement of sustainability”.

The continuous outreach support to the grant beneficiaries by provided technical assistance including coaching during the project period of time is involved into the project design following the recommendations from Interim evaluation and SMSC review. The need was firstly identified in project CZ 0301.01, in an Interim Evaluation of the European Union Pre-Accession Instrument Phare, made by WM-Enterprise, IE/CZ/CSD/05003 from 25 September 2005, states that: „The Roma opportunities project CZ 0301.01 is relevant to the absorption capacity and the most immediate needs of the target groups to have better access to employment and housing. By contrast there was not a strong interest in the priority for education, including training to improve management skills, which is of the highest importance in the long-term for Roma communities. The relatively small number of education projects being implemented corresponds with the small number of applications for the projects. This fact seems to demonstrate that the simple grant scheme, when not supported by a permanent technical assistance component, is not the most appropriate tool for achieving the objective to build the capacity of Roma civil society organisations.”

Secondly the additional technical assistance was requested in the the SMSC review of the implementation of recommendations of Interim Evaluation Report made by External Evaluator, Report number and title: IE/CZ/CSD/04003, Civil Society Development: “Sustainability of projects funding problems of Roma organisations is especially problematic and should be enhanced through further support from EU funds”.

Thematic Review of Phare Assistance to Roma Minorities, made by EMS Consortium, Report number and title: ZZ/MIN/03082, Review of the European Union Phare Assistance to Roma Minorities, states: “Lesson 5: Education projects cannot, on their own, integrate Roma into the mainstream education system unless they are underpinned by a strong and long term government commitment to systemic change and education reform. Phare projects can provide the testing ground for policies and the implementation framework for new teaching practices, where multiculturalism and respect for diversity is at the heart of the whole education system.”

As a result of former recommendations, NROS has concentrated on better assistance and service to potential applicants during the launch of the grant scheme. Such service and advice include local – regional seminars during the launching period of the scheme, which ensure detailed explanation of all rules and requirements applicable for drafting of project proposals. Further NROS introduced improved selection of external assessors – these experts are proposed to the list of candidates by various state institutions and other interlocutors enjoying genuine expertise in the respective priority concerned. PAO approves candidates with corresponding qualification.

NROS also introduced a detailed list of deviations from established procedures as a tool for clear accountability of project management. All the recommendations have been implemented in daily operation of NROS.

4. Institutional Framework

The project will be implemented by NROS (Civil Society Development Foundation). NROS is both an independent Czech Foundation with a 9-person Board of Directors which is the decision-making body with regard to Foundation activities and a 3-person Supervisory Board, and the Implementing Agency for EU programmes at the same time.

NROS was originally established in 1993, acting as local management unit for the administration of Phare support to civil society development (both National and Multi-Country Programmes). NROS has acted, since its establishment, as a source of major support to the overall advancement of the non-profit sector in the Czech Republic, primarily as a resource and information centre supporting enhanced professional standards and capacities for CSOs, plus as a grant provider to co-finance specific CSO activities in selected sectors. From 1993 to the year 2005, the foundation evaluated around 9,000 applications, of which it supported almost 3,100 projects with grants totalling more than CZK 900 million (around MEUR 30,0).
The external assessors and the Evaluation Committee members will be selected in accordance with the GGAPP and must be approved on the basis of their submitted standard CVs. The Evaluation Committee will recommend the final list of projects to be financed as part of the Evaluation Report. The Evaluation Report will be submitted to the NROS, which must decide on its accepting. The PAO will give the final approval.

Steering Committee will be set up right after the notification of the 2006 TF Commission Decision, will meet every three months and shall be composed of: representatives of NROS, the CFA, the Office of the Government of the Czech Rep./Council for Human Rights, representative of MoEYS, representative of MoLSA, ESF Department, representatives of Roma communities.

5. Detailed Budget (in M€)

<table>
<thead>
<tr>
<th>EM</th>
<th>Transition Facility support</th>
<th>Co-financing</th>
<th>Total cost (TF) plus co-financing</th>
</tr>
</thead>
</table>
| 2006 | Investment Support | Institution Building | Total Transition Facility (=I+IB) | National Public Funds (*) | Other Sources (**) | total co-financing of the project (***)
| 1) Grant scheme(s) | 0,443 | 0,443 | 0,111 | 0,111 | 0,554 |
| 2) Technical Assistance | 0,020 | 0,020 |  |  | 0,020 |
| 3) Estimated Maximum Management and Operating Costs (7%) plus further up to 0,5% support for assessors/Eval. Committee members | 0,037 | 0,037 |  |  | 0,037 |
| Total | 0,500 | 0,500 | 0,111 | 0,111 | 0,611 |

(*) Contributions from National, Regional, Local, Municipal authorities, FIs loans to public entities, funds from public enterprises.

(**) Final Beneficiaries’ joint co-financing. The amounts for national co-financing indicated in the table correspond to cash co-financing.

(***) The amount of the co-financing is calculated in this way: the Grant scheme allocation (EU funds) is only considered as 80% + final beneficiaries pay 20%. This method is naturally not valid for the total amount, because co-financing is mandatory for the final beneficiaries, not for administrative costs of NROS (Management and operating costs, external assessors, EC members).

VAT does not constitute eligible expenditure except where it is genuinely and definitely borne by the final beneficiary. VAT which is considered recoverable, by whatever means, cannot be considered eligible, even if it is not actually recovered by the final beneficiary or individual recipient.

6. Implementation Arrangements

6.1 Implementing Agency
This programme will be implemented by the Civil Society Development Foundation (NROS). NROS together with the remaining four implementing agencies in the Czech Republic asked for EDIS accreditation, which was received on 8th December 2004. On December 2003 the NAO confirmed that NROS fulfilled the minimum criteria and conditions for decentralized management as set out in Council Regulation No 1266/99, and requested the waiver of ex-ante approval by submitting EDIS
The implementation of this project will be carried out on the basis of Financing Agreement between the NF and the IA.

The contact person is **Ms Hana Šilhánová, Director of NROS**, who acts as the PAO (Programme Authorising Officer). The address is Civil Society Development Foundation (NROS), Jelení 15/196, 118 00 Prague 1, Czech Republic, phone: +420 233 356 173 / 1831 / 0021, fax: +420 233 354 708, e-mail: nros@nros.cz

The CFA is fully responsible for overall monitoring and evaluation of project implementation. The main contact is Ms. Jana Hendrichová, Director of dpt.58, postal address: Ministry of Finance of the CR, Centre for Foreign Assistance, Letenská 15, 118 10 Prague 1, phone: +420 257 044 568, fax: +420 257 044 592, e-mail: jana.hendrichova@mfcr.cz.

6.2 **Twinning** n.a.

6.3 **Non-standard aspects** n.a.

6.4 **Contracts**

(1) Technical Assistance will conduct a target group analysis of Roma children and youth from the point of view of appropriate aiming of out-of-school activities eligible in the project grant scheme. It will be a service contract **up to 20,000 €**.

(2) Grant Scheme will be applied. Approximately 10 grants will be awarded through 1 call for proposal. **Grants will range from € 30 000 to € 50 000.**

(3) 7% of the total budget for project Management and operating costs in order to implement this project. National Fund Department will issue Funds allocation decision for this item.

External assessors and Evaluation Committee will be covered by within the up to 0,5 % of the budget part.

7. **Implementation Schedule**

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>7.1 Target group analysis</td>
<td>4Q/2006</td>
</tr>
<tr>
<td>7.2 Start of tendering/call for proposals</td>
<td>1Q/2007</td>
</tr>
<tr>
<td>7.3 Start of project activity</td>
<td>3Q/2007</td>
</tr>
<tr>
<td>7.4 Project Completion</td>
<td>3Q/2008</td>
</tr>
</tbody>
</table>

8. **Sustainability**

After the end of the Grant Scheme the Steering Committee will discuss the project results of each type of action and will propose follow-up actions. A report will be prepared with detailed analysis of outcomes of each result and recommendations, which will serve as base for recommendations for future Grant Schemes financed from different resources.

Sustainability of the project results will be ensured by providing this report to relevant institutions administering different financial sources including EU funds and national funding resources, e.g. Council for National Minorities of the Government of the CR, Council for Roma Communities, Ministry of Labour and Social Affairs (esp. its Working Group for Roma Communities attached to the three ESF Monitoring Committees), Ministry for Education, Youth and Sports.

It is expected to prepare detailed evaluation of GS implementation focus on result which will be reached by the Final beneficiary.

The project is supported by the Council for National Minorities of the Government of the CR and Ministry of Labour and Social affairs as was declared in letters annexed to the project fiché sent to EC 31th March 2006.
9. Conditionality and sequencing  

ANNEXES TO PROJECT FICHE
1. Logframe planning matrix
2. Detailed implementation chart
3. Contracting and disbursement schedule
4. Report on the State of Roma Communities in the Czech Republic
## LOGFRAME PLANNING MATRIX

**Programme name and number:**

TF CZ 2006

**Disbursement period expires:**

15 Dec 2009

**Contracting period expires:**

15 Dec 2008

**Total Budget:**

0,611 M€

**TF contribution:**

0,5 M€

---

### Project Title: Promoting Roma children and youth education in out-of-school activities by CSOs

- **Programme name and number:** TF CZ 2006
- **Contracting period expires:** 15 Dec 2008
- **Disbursement period expires:** 15 Dec 2009
- **Total Budget:** 0,611 M€
- **TF contribution:** 0,5 M€

---

### Overall Objective

To achieve stability of institutions guaranteeing democracy, the rule of law, human rights and respect for and protection of minorities; To promote the *aquis* in the field of improving the situation of the Roma minority;

**Objectively verifiable indicators**: Improved the *aquis* implementation record.

**Sources of verification**: TF Country Summary Evaluation Report (produced by the independent external consultant)

### Project Purpose

To reduce discrimination in education of Roma children and youth from socially excluded families by implementing innovative methods in out-of-school activities

**Objectively verifiable indicators**: up to 15 CSOs’ projects supported in one Call for Proposals in order they could reach the results and OVIs below by the end of 2008

**Sources of verification**: The following reports will describe CSOs’ activities and take over their data:
- The Report on the State of Human Rights in the Czech Republic;
- Government report On the Situation of Roma Communities in the Czech Republic;
- CSOs’ interim and final reports

**Assumptions**: The Government support of education of Roma communities will continue.

---

### Results

<table>
<thead>
<tr>
<th>Objective</th>
<th>Verifiable Indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Target group analysis of Roma children and youth.</td>
<td>At least 170 Roma children and youths attended educational activities;</td>
<td>Monitoring reports; External evaluation progress or final reports (e.g. WME); CSOs interim and final reports; CSOs Annual Reports; NROS Annual Report; Internet sites of awarded CSOs; Implementation Status Report submitted by NAC twice a year.</td>
<td>Beneficiaries efficiently reached target groups indicated in the project fiche.</td>
</tr>
<tr>
<td>• Skills and knowledge for further education of Roma children and youth developed.</td>
<td>At least 130 Roma children and youths attended confidence-raising activities;</td>
<td></td>
<td>Service providers took part in offered activities.</td>
</tr>
<tr>
<td>• Programmes for gaining recognition and raising self-esteem of Roma children and youth in the society implemented;</td>
<td>At least 210 Roma children and youths attended educational activities for improving language skills;</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Language skills and knowledge of Roma children and youth improved;</td>
<td>OVI s can overlap. There will be all together min. 450 Roma children and youths supported.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Increased awareness of Czech society for the need of better integration of Roma children and youth,</td>
<td>Minimum 60 consultations and other supporting activities provided to beneficiaries.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Improved administrative capacity of supported CSOs.</td>
<td>All beneficiaries’ final reports marked “satisfactory”.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

---

### Project Purpose

To reduce discrimination in education of Roma children and youth from socially excluded families by implementing innovative methods in out-of-school activities

**Objectively verifiable indicators**: The following reports will describe CSOs’ activities and take over their data:
- The Report on the State of Human Rights in the Czech Republic;
- Government report On the Situation of Roma Communities in the Czech Republic;
- CSOs’ interim and final reports

**Assumptions**: The Government support of education of Roma communities will continue.

---

### Results

<table>
<thead>
<tr>
<th>Objective</th>
<th>Verifiable Indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Target group analysis of Roma children and youth.</td>
<td>At least 170 Roma children and youths attended educational activities;</td>
<td>Monitoring reports; External evaluation progress or final reports (e.g. WME); CSOs interim and final reports; CSOs Annual Reports; NROS Annual Report; Internet sites of awarded CSOs; Implementation Status Report submitted by NAC twice a year.</td>
<td>Beneficiaries efficiently reached target groups indicated in the project fiche.</td>
</tr>
<tr>
<td>• Skills and knowledge for further education of Roma children and youth developed.</td>
<td>At least 130 Roma children and youths attended confidence-raising activities;</td>
<td></td>
<td>Service providers took part in offered activities.</td>
</tr>
<tr>
<td>• Programmes for gaining recognition and raising self-esteem of Roma children and youth in the society implemented;</td>
<td>At least 210 Roma children and youths attended educational activities for improving language skills;</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Language skills and knowledge of Roma children and youth improved;</td>
<td>OVI s can overlap. There will be all together min. 450 Roma children and youths supported.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Increased awareness of Czech society for the need of better integration of Roma children and youth,</td>
<td>Minimum 60 consultations and other supporting activities provided to beneficiaries.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Improved administrative capacity of supported CSOs.</td>
<td>All beneficiaries’ final reports marked “satisfactory”.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
**Activities**

**Phase I**
Within Technical Assistance a specific needs analysis of the target group will be conducted as a preparatory phase for the successful implementation of the Grant Scheme. The finding of this analysis will serve as a base for fine-tuning of the scope of the measures focusing out-of-school activities to be financed under the Grant Scheme.

**Phase II - Grant scheme**
The project will be amended in case of need according to the Phase I results and implemented in the Phase II as a grant scheme. The procurement will strictly follow the rules and requirements governing the procurement after the EDIS accreditation. Grant Guidelines for Applicants will be drafted on the base of the proposed project fiche, where the description of the objectives of the programme, priorities, eligibility of applicant, project, activities, costs and evaluation criteria will be set up. All documents strictly follow standard format annexed to the GGAPP manual as reflected in the NROS internal Manual approved by the EDIS accreditation.

**Duration:**
The duration of project may not exceed 12 months.

**Eligibility of actions:**
- Joint activities motivating Roma children and youths to education and so furthering integration of Roma children into Czech society (e.g. culture, information society, media)
- Development and implementation of programmes to train Roma children and youth how to gain recognition and confidence in non-Roma communities.
- Innovative activities for Roma children and youth in improving language skills.
- New innovative educational methods in out-of-school activities
- Projects targeting a better and positive awareness in Czech society of the need for integrating Roma children and youth.
- Targeted actions within the projects for children and youth towards parents to gain their support for the programme and the improvement of education of their children in general.
- Continuous outreach support to the grant beneficiaries by provided technical assistance including coaching during the project period of time.

**Means**

<table>
<thead>
<tr>
<th>External survey – up to 20,000 €;</th>
<th>Grant scheme 0.443 M€:</th>
</tr>
</thead>
<tbody>
<tr>
<td>- The minimum grant is EUR 30,000 and the maximum grant is EUR 50,000; the minimum EC contribution is 50 % of total project costs</td>
<td></td>
</tr>
<tr>
<td>- 20% co-financing is mandatory, consequently each potential applicant will ask for grant in a value relevant to his ability to co-finance the project;</td>
<td></td>
</tr>
<tr>
<td>- Management and operational costs for the running of NROS in relation to the running and implementation of the programme will be maximum of 7% of the allocation for the project, i.e. 35,000EUR;</td>
<td></td>
</tr>
<tr>
<td>- A maximum 0,5 % (2,000 €) of the total allocation may be used to cover cost of External assessors/Evaluation Committee/experts responsible for appraising grant applications.</td>
<td></td>
</tr>
</tbody>
</table>

**Assumptions**

- Co-financing provided by CSOs;
- High quality and number of projects in the proposed fields;
- Relevant capacity of selected CSOs;
- Funding shall be made available to NROS through the National Fund in a timely and efficient manner.
The call for proposals will be launched immediately after the Commission Decision notified. The overall indicative amount made available under the call for proposals is 0.443M €. If an insufficient number of well qualified proposals is submitted in the first Call for Proposals and funds cannot be disbursed, the second Call for Proposals will be launched. The Call for proposals will be published for 60 days, after the deadline, the submitted proposals will be assessed by external assessors and selected by the Evaluation Committee.

External Assessors and Evaluation Committee
The external assessors will be selected on the basis of submitted CVs, the members of the Evaluation Committee will be chosen on the personal basis. The PAO will approve the list of projects prepared by the Evaluation Committee. The whole project selection procedure will follow the GGAPP rules and Manual of Procedures, part K. Procurement approved during EDIS accreditation.

Project Implementation and Monitoring
After beneficiaries are selected, NROS will sign standard grant contract with each beneficiary and will ensure that all projects are implemented and monitored as described in the NROS Manual of Procedures, Part M. Monitoring and Evaluation. Implementation of projects is monitored partly by the obligatory drawing up of interim and final reports. Additionally, NROS administers and performs on-the-spot monitoring of CSOs who obtain a grant, including assessment of the indicators in the logframe matrix and financial control on the spot. On-the-spot monitoring visits are planned and affected with regard to the drawing up of interim and final reports and flexibly respond to the activities carried out by the beneficiary. Based on the duration of the project, NROS designates the minimum number of monitoring visits, at least one. An on-the-spot monitoring record, with a predetermined structure, is made out by the person appointed by NROS. The project monitoring reports will be filled in project dossiers. The continuing outputs will be summarised in Monitoring Reports and presented to the Joint Monitoring Committee every half a year.

NROS will also ensure that each Beneficiary organises a final audit for their project, i.e. even when the project is less than 100,000 €;
NROS will provide Monitoring reports related to the programme to the CFA every half year or by request;
NROS will maintain the project database; ensure input of all relevant information and indicators from projects.

**Preconditions:** According to results from Phase I, the design of the Grant scheme might be modified
### DETAILED IMPLEMENTATION CHART

**Project Title:** Promoting Roma children and youth education in out-of-school activities by CSOs

<table>
<thead>
<tr>
<th>Year Action</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>J</td>
<td>F</td>
<td>M</td>
</tr>
<tr>
<td></td>
<td>J</td>
<td>F</td>
<td>M</td>
</tr>
<tr>
<td></td>
<td>J</td>
<td>F</td>
<td>M</td>
</tr>
<tr>
<td>- Phase I: Survey related to the target group</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Launching CfP</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Project Consultations</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Training for applicants</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Deadline for Grant Applications</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Project Evaluation / Selection</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Projects Implementation</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Projects Monitoring</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Assistance to beneficiaries</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Analysis of Interim and Final Reports both financial and non-financial</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Projects evaluation</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Programme evaluation</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
## CONTRACTING AND DISBURSEMENT SCHEDULE

### Cumulative Quarterly Contracting Schedule (M€)

<table>
<thead>
<tr>
<th>Project</th>
<th>3Q/06</th>
<th>4Q/06</th>
<th>1Q/07</th>
<th>2Q/07</th>
<th>3Q/07</th>
<th>4Q/07</th>
<th>1Q/08</th>
<th>2Q/08</th>
<th>3Q/08</th>
<th>4Q/08</th>
<th><strong>Total</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Promoting Roma children and youth education in out-of-school activities by CSOs</td>
<td>0,020</td>
<td>0,500</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>0,500</td>
</tr>
</tbody>
</table>

### Cumulative Quarterly Disbursement Schedule (M€)

<table>
<thead>
<tr>
<th>Project Title</th>
<th>3Q/06</th>
<th>4Q/06</th>
<th>1Q/07</th>
<th>2Q/07</th>
<th>3Q/07</th>
<th>4Q/07</th>
<th>1Q/08</th>
<th>2Q/08</th>
<th>3Q/08</th>
<th>4Q/08</th>
<th><strong>Total</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Promoting Roma children and youth education in out-of-school activities by CSOs</td>
<td>0,057</td>
<td>0,420</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>0,500</td>
<td></td>
<td></td>
<td>0,500</td>
</tr>
</tbody>
</table>
**ANNEX 4**

**REPORT ON THE STATE OF ROMA COMMUNITIES IN THE CZECH REPUBLIC**  
Approved in Government resolution No.276 of 9 March 2005  
Extract for the purposes of the Project Fiche

1. **Introduction**

The elaboration of the report submitted hereby was entrusted to the Deputy Prime Minister for Research and Development, Human Rights and Human Resources by the Government Resolution No. 607 of 16 June 2004, to be completed by on 31 December 2004. This report is not meant as a substitute of the Information and the Concept (which will be submitted to the government for review together with a proposal of new measures), nor is it supposed to repeat the data published in the Report on the Situation of National Minorities in the Czech Republic, which is prepared and submitted to the government every year by the Government Council for National Minorities, or data contained in the Report on the State of Human Rights in the Czech Republic, which is also prepared and submitted to the government every year by the Government Commissioner for Human Rights. This report adds to these materials impartial, objective information about the state of the Roma communities, based on increasing volume of knowledge acquired by academic, university and research institutes and from other independent sources. This report reflects, in particular, the social and cultural dimension of Roma integration in the sense of the Roma Integration Concept (2004). The report is based mostly on results of surveys and investigations carried out by various specialized institutions in the last several years, and compares these results with the views, knowledge and information of employees of local governments, charged with the execution of state administration in the field of integration of Roma communities, which has been submitted by them upon request of the office of the Council of the Government for Roma Community Affairs as a source for this report.² The report describes the state as seen by independent experts; however, it could not reflect and take into account the most recent extensive research focused on excluded Roma enclaves (the “excluded Roma localities”), which was finalized simultaneously with this report.³ This research should bring about new field information.

The terms “Roma”, “members of Roma communities” and the “Roma population” are used throughout this report principally as synonyms. By such liberal use of these terms, the report follows the existing government materials, particularly the third updated Roma Integration Concept (2004).³

In the Czech Republic, a “Roma” means, in a legal sense, a citizen who has professed the Roma ethnic origin pursuant to Article 3(2) of the Charter of Fundamental Rights and Freedoms and pursuant to Section 2 of Act No. 273/2001 Coll. on Rights of Members of National Minorities. The law does not stipulate the circumstances under which such citizen is supposed to profess his ethnic origin. Thus, the number of the Roma resulting from census cannot be considered as completely identical with the number of the Roma who have professed otherwise their Roma origins or membership in the Roma minority.⁴ At the same time, we have to take into account that the term “Roma” is used in a broader sense not only in the colloquial language but also in official documents (e.g. by the Council of Europe or most recently also by the European Union).

The term “Roma population” is used mostly by demographers and health care workers. Specialized literature uses also other terms, like Roma communities, Roma ethnic group, Roma minority and other. The most frequently used term, the “Roma community”, which was introduced by the Government Council for the National Minorities as the key term in the “Bratinka’s report”, includes beside the Roma also persons living with the Roma and sharing their destiny and the Roma culture. Due to the fact that some Roma groups dissociate themselves from the others, it is more accurate to use the plural, i.e. to refer to “Roma communities”. The

---

1. See Part 6 – List of Sources.
2. For the purpose of this research, the Council of the Government of the Czech Republic for Roma Community Affairs asked in 2003 all regional coordinators to address employees of municipalities with delegated state administration competencies and to ask them to fulfil brief questionnaires based on their knowledge and without any field research. A response came from 11 kraj (regions): the questionnaires were at least partially filled by 104 employees of municipalities with delegated competencies. 101 municipalities did not respond.
3. Particularly the project Long-term Stationary Research of Socially Excluded Roma Communities, carried out by the Department of Anthropology of the Faculty of Arts of University of West Bohemia in Pilsen (2004) for the Ministry of Labour and Social Affairs, and a research assigned by the Ministry of the Interior and carried out by the International Organization for Migration (Prague), which was originally focused on migration from Slovakia but which has increasingly covered also the situation in the target municipalities of the Czech Republic. The last of these studies is the Monitoring of Roma Locations in the Czech Republic with Regard to Ongoing or Potential Migration Trends from Slovakia after the Entry into the European Union and Submission of Summary Report on the State of These Localities Taking Into Account Current Integration Practice. This monitoring was carried out with the assistance of the Faculty of Arts of the University of West Bohemia in Pilsen, Člověk v tísni, o. p. p. (People in Need), Adra and others. The submitter believes that it would be useful if the contracting authority finds an appropriate form to publish the results of this study.
5. It is known by experience that a large part of the Roma population does not profess its Roma origins if such information is being recorded (e.g. during population and housing census). Off record, they frequently profess their origin.

NROS.doc
objection that these groups, particularly the “excluded Roma communities” (i.e. territorially defined Roma
groups), are not communities as such but (often) only groups of individuals and nuclear families who have found
themselves in a similar situation, is justified from the viewpoint of cultural anthropology. However, other social
sciences operate with a more liberal definition of the term “community”. For instance, social psychology defines
the term “community” as a spontaneously formed collective living at a certain location, or a group of people
sharing common interests and uses this term to designate neighbourhoods, employees of a certain organization,
etc. The term “community” is used very liberally by colloquial Czech. It is also important that the term “Roma
community” or “Roma communities” has already become familiar by usage in legal and political discourse (both
in the Czech Republic and in Slovakia) and in the scientific community. The terms “rights of Roma community
members” and “integration of Roma community members” are used in Act No. 273/2001 Coll. on Rights of
Members of National Minorities and researches analyse “issues of social inclusion of the Roma community (c.f.
the title of the Collection of Works of the School of Social Studies of Masaryk University in Brno).

However, the authors of this report share the opinion that a more accurate definition of terms will soon
become necessary also for practical requirements of creation of integration policies. This should occur on the
basis of broad consensus resulting from further expert and political discussion.

This report is divided into two main parts. The first one (Part 3.) presents the situation of the Roma in
key life areas (education, work and social issues, culture, housing and); the second one (Part 4.) supplements the
sectoral description by sectional themes (social exclusion, social pathology, migration) and by certain other
aspect of the situation of the Roma (e.g. demographic issues). This structure has been taken over from the recent
report “The situation of Roma in an Enlarged European Union”, which was published by the European Commission in 2004. The author considers this format as appropriate. The Czech report could serve in future as a complement to the European report. Prior to the sectoral description, the report provides a brief overview about the institutional and political framework of Roma integration. As regards domestic institutions, this overview has been included to give the report a form of an autonomous study. This chapter also describes the situation in the EU. Its brief conclusion summarizes key problems and trends and states that the situation of the Roma in the Czech Republic has been improving in certain spheres in the last years (guaranteeing minority rights, education, protection against discrimination or racially motivated assaults); however, negative trends in social and economic sphere could not be stopped. The most urgent problem referred to in this chapter is the “ghettoisation” phenomenon – the establishment and dissemination of poor and excluded enclaves, inhabited mostly by Roma. A list of materials used in the preparation of this report is included in its last part.

2. Institutional and Political Framework of the Roma Integration

Czech Republic

There are two advisory bodies of the government participating in the integration of members of Roma
communities – the Council of the Government of the Czech Republic for Roma Community Affairs and the
Council of the Government of the Czech Republic for National Minorities. Both councils are incentive and
advisory bodies of the government and have no direct executive competencies. These issues are also dealt with
by specialized units at the Ministry of Labour and Social Affairs and the Ministry of Education, Youth and
Sports. Institutions operating on the local government level include Roma advisers or employees charged with
the tasks of integration of members of Roma communities, assistants in municipalities and coordinators of Roma
advisers at the regional authorities. In a broader sense, this institutional framework also includes other
professionals employed by the state or the local government, i.e. teacher assistants at schools and Roma social
field workers in municipalities.

Council of the Government of the Czech Republic for Roma Community Affairs

The Council of the Government of the Czech Republic for Roma Community Affairs, which was
established by Government Resolution No. 581 of 17 September 1997 concerning the establishment of the
Interdepartmental Commission for Roma Community Affairs (the former name), is an advisory, initiative and
coordination body on issues relating to the status of Roma in the Czech society. The chairman of the Council is a
member of the government. The other members of the Council are: the Human Rights Commissioner of the
Government of the Czech Republic, deputies of twelve ministers and fourteen representatives of Roma

---

6 See Tomáš Hirt: Romská etnická komunita jako politický projekt: kritická reflexe (Roma Ethnic Community as a Political
Project: Critical Reflections), in Marek Jakoubek and Tomáš Hirt: Romové: Kulturologické studie (The Roma: Studies in
Culturology), Pilsen 2004, p. 72-91.
7 Pavel Harlín and Hana Hartlová: Psychologický slovník (Psychological Dictionary), Prague 2002
8 C.f. Štěpán Moravec: Sociální služby v prostředí romských společenství: problém etnicity poskytovatele (Social Services in
Roma Community Environment, Problem of Ethnic Origin of the Provider) in Marek Jakoubek and Tomáš Hirt: Romové:
9 European Commission: The situation of Roma in an enlarged European Union. Office for Official Publications of the
European Communities, 2004. The report for the European Commission was prepared by Focus Consultancy, ERRC and
ERIO.
communities (one for each kraj (region)). The office of the Council is attached to the Office of the Government of the Czech Republic.

**Council of the Government of the Czech Republic for National Minorities**

The Council of the Government of the Czech Republic for National Minorities was established pursuant to Section 6(3) of Act No. 273/2001 Coll. on Rights of Members of National Minorities. Members of this Council are representatives of public administration authorities and of eleven national minorities. The Roma have three representatives in this Council.

The Council of the Government of the Czech Republic for National Minorities initiated the adoption of the Government Regulation No. 98/2002 Coll. determining the conditions and method of provision of state budget subsidies for activities of members of national minorities and in support of the integration of Roma community members. This regulation focuses on support to the preservation, development and presentation of culture of national minorities, dissemination and receipt of information in national minority languages (including publication of national minority newspapers and magazines), education in national minority languages, multicultural education and support of the integration of Roma communities. In relation to the Roma, this includes support to the programme of equalization of conditions of Roma communities in the sphere of education and in the social sphere, with an emphasis on preventing social exclusion of members of Roma communities and ensuring participation of the Roma in the introduction of integration programmes, building trust, understanding and tolerance in the society through dissemination of knowledge of the history and traditions of Roma culture and improvement of communication between members of Roma communities and the mainstream society.

The government spends every year substantial amounts on the integration of Roma communities. However, fieldwork feedback indicates that not all of these amounts are appropriately targeted and have not provided until now a systemic solution for integration of socially excluded Roma communities. The evaluation of certain programmes, made by a group of authors in the Research Institute of Labour and Social Affairs – Brno Research Centre – indicates that such low effectiveness is caused, among other, by the fact that the government gives priority in specific measures to integration efforts based on an ethnic viewpoint over socially based inclusive interventions.

<table>
<thead>
<tr>
<th>State budget chapters</th>
<th>2004 (in CZK '000)</th>
<th>2005 draft (in CZK '000)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Ministry of Labour and Social Affairs</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Programme of support of integration projects of Roma community members</td>
<td>16,245</td>
<td>34,185</td>
</tr>
<tr>
<td><strong>Ministry of Education, Youth and Sports</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Programme of support of integration projects of Roma community members</td>
<td>14,700</td>
<td>14,700</td>
</tr>
<tr>
<td>Programme of support of Roma secondary school pupils</td>
<td>0</td>
<td>10,000</td>
</tr>
<tr>
<td><strong>Ministry of culture</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Programme of support of projects of Roma community members</td>
<td>2,000</td>
<td>2,000</td>
</tr>
<tr>
<td><strong>Ministry of the Interior</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>5,000</td>
<td>5,000</td>
</tr>
<tr>
<td><strong>General treasury administration</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Coordinators of Roma advisers at regional authorities</td>
<td>5,000</td>
<td>5,000</td>
</tr>
</tbody>
</table>

10 Data provided by the Ministry of Finance of the Czech Republic on 30 September 2004
11 Ivana Šimíková, Pavel Navrátil, Jiří Winkler: Hodnocení programů zaměřených na snížování rizika sociálního vyloučení romské komunity (Evaluation of Programmes Focused on Reduction of Risk of Social Exclusion of Roma Community), Prague, VÚPSV (Research Institute of Labour and Social Affairs) – Brno Research Centre, 2003, p. 53.
12 No amount was allocated in the chapter of the state budget for 2004 dedicated to the Ministry of Education, Youth and Sports for the Programme of Support of Roma Secondary School Pupils. Therefore, the Council of the Government of the Czech Republic for Roma Community Affairs suggested to the Ministry of Finance to transfer CZK 10,000,000 designated for the implementation of this programme in 2004 from the item “Support of Roma Community Integration Projects”, allocated in the chapter of the state budget concerning the General Treasury Administration, to the chapter of the Ministry of Education, Youth and Sports. Although the administration of the Programme of Support of Roma Secondary School Pupils was assumed in 2003 by the Ministry of Education, Youth and Sports, the funds for this programme were still kept in the chapter dedicated to the General Treasury Administration, in the item Support of Roma Community Integration Projects. The amounts spent by the Ministry of Education, Youth and Sports on the Programme of Support of Roma Secondary School Pupils reached CZK 9,987,000 in 2003 and CZK 9,996,000 in 2004.
* See footnote 13.
European Union

Due to the fact that the issues relating to the status of ethnic minorities are not within direct competencies of the European Communities or the European Union, there are no bodies within the EU structure which would focus on the status of the Roma. Nevertheless, in connection with EU enlargement, the Roma issue is shifting increasingly into the focus of activities of EU authorities. The preparation of the Report on Roma in an Enlarged European Union, which was referred to in the introduction, was financed by the Directorate General for Employment and Social Affairs of the European Commission (which is also responsible for anti-discrimination policy) out of funds allocated to the Community Action Programme to combat discrimination and the Community Action Programme to combat social exclusion. The policy framework within which EU deals with Roma problems is summarized in Part 3 of the above report. In addition to policies combating discrimination, these policies also cover social inclusion and exclusion, the European employment strategy and the European Structural Funds. 13

One of the aspects of the Roma status – manifestations of racism and xenophobia directed against them – fall within the competencies of a EU agency – the Vienna-based European Monitoring Centre on Racism and Xenophobia (EUMC). 14 Beside its other activities, this Centre publishes annual reports on the situation in the EU concerning racism and xenophobia. The 2004 report has already covered the situation in new member states. (The report for 2003/2004 includes, with respect to the new member countries, only brief information about minority education.) 15

In the creation of its policies and measures, the Commission also cooperates with “European umbrella non-governmental organizations” – which is, in this area, particularly the European Roma Information Office (ERIO) 16 (founded in 2003 with its seat in Brussels). An important role of a specialised consultant is played by the European Roma Rights Centre (ERRC) 17, based in Budapest.

Another aspect of the Roma status was analysed by a newly established a network of experts, who deal with human right issues. In their Report on the Situation of Fundamental Rights in the European Union in 2003, the experts suggested to the European Commission to consider adopting a “Roma integration directive” based on the “anti-discriminatory” Article 13 of the Treaty Establishing the European Community. 18 Even though this proposal raises legal and other doubts, it reflects the fact that the experts consider the situation of Roma in Europe as very bad also in respect of human rights.

| Prevention of social exclusion in Roma communities and removal of its consequences | 30,000 | 30,000 |
| Support of integration projects of Roma community members | 20,000 | 10,000 |
| **TOTAL** | **92,945** | **110,885** |

---

13 The most extensive opportunities in the Czech Republic are provided by the Joint Regional Operating Programme (JROP), whose measure 3.2 permits financial direct services provided to target groups in regions. The human resources development infrastructure is set forth by JROP Measure 3.1. Another opportunity is offered by the Operating Programme of Human Resources Development, Measure 2.1, which permits to support projects designated for Roma communities, but only on the so-called national level. Another possibility to obtain support is the Single Programming Document for Objective 3: Capital City of Prague, which ensures support of this target group in the Prague region. The final possibility of support is the “Global Grant”, i.e. Measure 2.3, which is designated to provide support to education and capacities of social service providers in regions and provision of these services in projects which do not meet the minimum required financial limit for projects set in other support options, i.e. CZK 650,000. In addition to the foregoing, it is possible to use the EQUAL Initiative, co-financed by the European Social Fund, which seeks to promote new approaches to fighting discrimination and inequalities in the employment market. (Community Initiatives are special programmes established by the European Commission to resolve specific problems concerning the entire EU territory, which supplement or facilitate the implementation of other European Community programmes.) Within the scope of the EQUAL Initiative, EU supported in 2000-2004 a total of 45 projects concerning also the Roma (in the whole EU).

14 European agencies are decentralized organizations that have a legal personality and enjoy a certain degree of financial and organizational autonomy. EUMC is one of more than 20 EU agencies. It was established in 1997 and has been operating since 2000. The European Council has decided on its transformation into a human rights agency. EUMC issued a publication about availability of health care to Roma women. See [http://eumc.eu.int/eumc/index.php](http://eumc.eu.int/eumc/index.php).


16 [http://www.eronet.org](http://www.eronet.org)

17 [http://www.errc.org](http://www.errc.org) ERRC is a non-governmental supranational organization defending public interest through law, which monitors the situation of the Roma in Europe.

3. The Roma in Key Spheres of Life

3.1. Education and achievement

Roma children and young people presently achieve higher level of education than their parents and grandparents. This is also documented by the increasing number of Roma pupils in secondary and higher schools, and there are already tens of Roma university students. Unfortunately, many Roma children were attending special schools and did not achieve any other education after graduation, even though they could attend the Czech Republic specialized vocational education centres for special school graduates, which provided training in approximately 60 specializations, and if they met the requirements of the relevant admission procedure, they could study at any secondary school of their choice. Unfortunately, many special school graduates among the Roma have failed to use further education opportunities offered by the state and a number of those enrolled in the specialized vocational education centres do not finish them.

The statement that a number of Roma children attended special schools and did not achieve any skills that can be used on the labour market cannot be documented by any accurate statistical data (see below). Individual Roma communities differ in their relation to education and not all children of this ethnic group require the same approach. Roma children whose parents work and live in a way similar to the mainstream society do not need special education programmes. These are members of the Roma elite, who are frequently university graduates, businessmen, professional musicians, etc.

The problems that are described above concern particularly Roma children requiring special care or essential preventive educational measures. These children come from families of chronically unemployed people with low achievement, missing work habits, strong social pathology, dependence on social subsidies, etc., as described below.

More accurate indicators are available solely with respect to the number of Roma secondary school pupils (based on the programme of support of Roma secondary school pupils, administered by the Ministry of Education, Youth and Sports) and the number of pupils in preparatory classes, who start their school career at basic schools. Even such partial data offer certain optimism: “After blanket measures applied by the end of the 1980s, there were about 30 Roma children attending secondary schools in the then Czech Socialist Republic. Within the framework of the programme of support of Roma secondary school pupils, there are presently over 1,400 Roma pupils studying at secondary schools.”

The survey of knowledge acquired by employees of municipalities with delegated exercise of state administration (2003) found out that about 31,240 (i.e. 60%) of 51,961 adult members of Roma communities whose education and achievement these employees dared estimate were special school graduates or those who failed to complete the last year of basic school. About 14,896 (i.e. 28%) of them completed primary education, 4,776 (i.e. 9.3%) completed vocational education and 689 of them (i.e. 1.3%) are secondary or higher school graduates.

Beside the bias of the mainstream society, one of the main causes of difficulties faced by many members of Roma communities in the Czech Republic is their insufficient formal education and low or no skills in professions that can be used on the labour market. In the oldest generation, we can still find some semi-literate individuals. Most of the middle-aged generation has completed primary education at a special school or has incomplete basic school education. Members of Roma communities who completed vocational education are usually trained in professions in which they could be trained after graduation from the special school or from a lower basic school grade or with poor results. The labour market demand for such professions is currently low and these workers are mostly replaced by mechanisation. Insufficient education also causes difficulties to members of Roma communities in other fields of life. Difficulties in search for work on the labour market and in finding work on this market represent only one of these problems. Most members of Roma communities do not motivate their children toward education, and if they wish that their children achieved better education, they are unable to help them with learning.

Most Roma children began their school attendance at basic schools; attendance of a special school was suggested by pre-school facilities only to some of them. If they met all relevant requirements, such children could be enrolled directly to special schools. A child could be enrolled in a special school based upon a proposal of the school, after a recommendation of a pedagogic and psychological counselling centre and with written consent of parents or legal guardians. The reason for transfer of Roma children from primary to special schools did not lie in their Roma ethnic origin, but in their language handicap, different dynamic of the development of

19 Hana Frištenská, Petr Víšek: Závěry a doporučení (Conclusions and Recommendations), in Analýza sociálně ekonomické situace romské populace v České republice s návrhy na opatření (Analysis of Social and Economic Situation of the Roma Population in the Czech Republic with Suggested Measures), Socioklub 2003
20 Survey of the knowledge of employees of municipalities with delegated exercise of state administration about the situation of Roma communities in their jurisdictions, Internal material of the Office of the Council of the CR Government for Roma Community Affairs, 2003
their personality, a different hierarchy of values and social and cultural difference of their families, which represent a substantial obstacle for their further education. An important role was played by the fact that the special school environment was familiar to the generation of parents, many of whom automatically directed their children to the same school which they had attended, or asked by themselves for transfer of the child into a special school.

The first step toward reduction of adverse impacts of social and cultural differences upon Roma children was the change of the method of diagnostic of the general level of the child's aptitude and its structure. The Ministry of Education, Youth and Sports analysed all tests used by pedagogic and psychological counselling centres in deciding whether to transfer the child to a special school, and commissioned thereafter the elaboration of the Czech version of the globally used test WISC-III-UK. This test was adapted to the Czech language and cultural environment and standardized on a sample. Decisions to transfer a child took into account particularly the interest of the child and were prepared in coordination among the special and basic school with the pedagogic and psychological counselling centre, which prepared in necessary cases an individual plan of studies for the child.

The Ministry of Education, Youth and Sports issued a number of instructions with the aim of enabling special school pupils to achieve complete primary education. In 1996, the Ministry issued an instruction enabling special school graduates to complete education provided by basic schools. According to this instruction, pupils who have left their compulsory school attendance earlier than after completing the ninth grade of a special or basic school may supplement their education. This will, for instance, enable pupils of practical schools to be transferred to a branch at a specialized vocational education centre. The Ministry further issued a guideline for transfer of successful special school pupils to basic schools.

The new Education Act No. 561/2004 Coll., which comes into effect as of 1 January 2005, does not count on further existence of special schools. These schools will be replaced by basic schools with specific educational programme. However, cancellation of special schools is not sufficient to remedy the current situation. A legislative change, however desirable, cannot guarantee by itself any principal change in the perspectives of Roma children regarding a possibility to achieve education corresponding to their abilities. These children need targeted assistance to overcome their social and cultural handicap. An ideal form of such targeted assistance in the pre-school age would be the regular nursery school attendance of children aged three to six years. Due to the fact that most Roma mothers are unemployed and thus stay at home and that the nursery school is not free of charge, most Roma families do not enrol their children in nursery schools. A substitute form of targeted assistance is the opening of preparatory schools for children from disadvantaging social and cultural environment (hereinafter "preparatory classes") and the use of tutors – teacher assistants (formerly known as "Roma pedagogic assistants"). The Ministry of Education, Youth and Sports issued in 2000 a guideline for the establishment of preparatory classes for socially disadvantaged children and for the establishment of the office of a tutor-teacher assistant (called "teacher's assistant" in the new Education Act).

**PREPARATORY CLASSES**

In an effort to overcome this harmful development, when a major part of Roma children were educated in special schools, there appear, with the support of the Ministry of Education, Youth and Sports, preparatory classes for children from disadvantaging social and cultural environment. In 2003, there were 137 of such classes in the Czech Republic, attended by 1,824 of mostly Roma children, preparing for school attendance. In 2004, there were 126 of these classes, attended by 1,779 children. With regard to the fact that, according to demographic data (derived from 1991 Population and Housing Census) Roma children aged 5 – 6 years represent 3.7% of the Roma population (i.e. 180,000 to 200,000 individuals), we find that these 1,824 children represent 39% of the total estimated number of these Roma children.

The aim of the work of teachers in the preparatory classes is to prepare children from disadvantaging social and cultural environment for problem-free inclusion in the educational process beginning with the first grade of the basic school, thus preventing any unsuccessful start of the school attendance of these children, which could jeopardise their further education process and their further life prospects. This aim is being achieved through the use of various educational and upbringing means, represented essentially by organized activities of the children – in various games, talks, trips, work, sports, musical and artistic activities and in teaching similar to school teaching activities. The focus of this work is in the language and communication training, the development of mathematical ideas and knowledge. In the preparatory classes, the children also train their dexterity and practical skills. Motivating factors are represented by the artistic, physical and musical education. Preparatory classes are established pursuant to Section 47 of Act No. 561/2004 Coll. on Pre-school, Basic,
Secondary, Tertiary Professional and Other Education (the Education Act), if at least seven children have enrolled.

Based on the incentive of the Ministry of Education, Youth and Sports, the Faculty of Humanities of Charles University carried out in 2003 the Monitoring of Effectiveness of Preparatory Grades. This monitoring used both quantitative and qualitative research methods. Qualitative research questionnaires were sent to all 103 schools (11 nursery schools, 65 basic schools and 27 special schools) in which these preparatory grades were opened. Qualitative research was carried out by the analysis of class reports in four basic schools and managed interviews with the authorized representative and the teacher of the preparatory class in three to four schools of three regions.

The effectiveness of preparatory grades was investigated in four academic years – 1999/2000, 2000/2001, 2001/2002 and 2002/2003. 1,779 pupils out of the total of 1,993 pupils who attended these preparatory classes in these years were enrolled in the first grade of the basic school, and only 64 of these pupils were enrolled in the first grade of a special school (the remaining pupils continued the second year in the preparatory grade). Out of 1,315 children who attended in the monitored years preparatory grades at special school, 645 children were enrolled in the first grade of the basic school and 251 children were enrolled in the first grade of special schools; the other children continued their education in the preparatory class. Preparatory grades attached to nursery schools were attended during the monitored years by 360 children; 329 of these children were enrolled in the first grade of the basic school and 10 of them in the first grade of the special school. If we consider as success the fact that, after completing the preparatory grade, the children proceed to the first grade of the basic school, we can conclude that while the success rate of preparatory classes attached to basic schools was 89%, the success rate of preparatory classes attached to special school was only 49% and the success rate of preparatory classes attached to nursery schools was 92%. The success rate of nursery school can be ascribed to the fact that nursery school teachers are best prepared for work with children of this age category (but we have to also note the small number of children in these classes). The failure of special schools certainly results also from the fact that the parents themselves wanted the children to attend the school to which they have got accustomed. Conclusions of the Monitoring of Effectiveness of Preparatory Grades are clear:

- Roma children suffer from specific problems at school
- preparatory classes are effective
- graduates of preparatory classes fare better at school
- it is not advisable to establish preparatory classes at special schools
- the number of preparatory classes is not sufficient.

The priority given by Roma parents to preparatory classes over the nursery school attendance was also due to the fact that the attendance at preparatory classes was free of charge. Therefore, we can welcome the introduction of a free last year of the nursery school for all children, which will definitely involve another part of Roma children in pre-school education. This measure also represents a desirable first step towards change, i.e. toward giving priority to standard education possibilities.7

Furthermore, we have to refer to a disadvantage of the preparatory classes i.e. that a pupil who is enrolled in such class after postponement of his school attendance (which applies to most cases) will complete his school attendance after reaching 15 years of age, when his compulsory school attendance period will expire. A number of pupils cease to attend school upon their fifteenth birthday and do not complete their basic education.

TEACHER'S ASSISTANTS

Another form of assistance to Roma children in overcoming school problems is the establishment of posts of teacher's assistants (formerly Roma teaching assistant and later on tutor - teacher's assistant) at schools with larger numbers of Roma pupils or boarders. In 2003, a total of 277 teacher's assistants (38 men 189 women) were monitored at educational facilities, particularly in preparatory classes of basic and special schools. The total number of teacher's assistants who worked at schools and educational facilities was 366 in 2003 and 332 in 2004.

Teacher's assistants are selected from among successful basic school graduates older than 18 years of age, with clean criminal register. After graduating from an 80-hour basic pedagogic training, they can start working at a specific class. Their class performance improves through practice and it is gratifying that 71 of them have been working at school for the fifth year and 58 of them for the fourth year in a row. Thanks to the recent increase of Roma secondary school graduates, priority is given in the selection to these secondary school

---

25 Zpráva o projektu Monitoring efektivity přípravných ročníků, (Report on the project of Monitoring of the Effectiveness of Preparatory Classes, Faculty of Humanities, Charles University), 2003.
26 97 of them worked at basic schools, 112 at special school, 7 at specialized schools, 7 at nursery schools, 2 at vocational education centres and 2 at foster homes.
graduates. Knowledge of Roma language (Romani) is considered an advantage (but not a condition), as it can be used in communication with some children and their parents and particularly with older relatives of the children.

A teacher's assistance attends classes, helps the teacher with individual teaching, organizes good quality leisure time programmes for children during intervals and after hours, supervises the preparation of homework, provides extra tuition to children and communicates with their families. His/her role is irreplaceable in classes with a larger number of children from disadvantaging social and cultural environment. In the last three years, two assistants have been working in foster homes and two in vocational education centres with a majority of Roma apprentices.

**SUPPORT OF ROMA SECONDARY SCHOOL AND UNIVERSITY STUDENTS**

Based on an initiative of the Council of the Government of the Czech Republic for Roma Community Affairs, secondary schools have received since 2000 special subsidies for their Roma pupils to cover some costs related to their studies. Such subsidies may cover expenses relating to tuition fees, school hostel accommodation, meals in the school canteen, school and protective aids for such students. The programme named “Support of Roma Secondary School Pupils” has been administered since 2003 by the Ministry of Education, Youth and Sports.

In comparison with mere 30 Roma pupils who were studying at secondary schools in the Czech Republic in 1989, a total of 1,441 pupils applied in 2003 through their schools for a subsidy. It may be expected that the actual number of Roma students is somewhat higher. These absolute numbers, however encouraging, mean that only 1,441 (5.8%) out of approximately 25,000 young Roma people of the secondary school age actually study secondary school, in comparison with mainstream children, 49% of whom currently study at secondary schools.

A programme of support for Roma university students, which has been prepared for the academic year of 2005/2006, will provide support within the framework of the programme of equalization of opportunities of access to study of applicants from variously disadvantaged groups, which is focused on a broader target group and the Roma students are only one of the supported groups. Until now, some of them could draw support from the Civil Society Development Foundation, which is currently terminating its support programme for Roma students.

3.2. Culture and language development

The situation of the Roma in the field of culture has witnessed certain developments in the last years and can be compared with the situation of the other national minorities. The Roma have access to public media: radio – programme O Roma vakeren in the Czech Radio. Czech Television limited its programmes concerning Roma in 2003 to occasional programmes about and for the Roma, which were broadcast in connection with some more important cultural events, like the Khamoro Festival, etc. There are three Roma working in the Czech Television, who can be seen on the screen. There is also the online Rádio Rota International, operated by Dženo Association, which receives support from the Ministry of Culture as part of the programme of support of the integration of Roma community members.

Roma periodicals supported by the Ministry of Culture which appeared in 2003 in the Romani and the Czech language – Amaro gendalos published by the Dženo Association (3,000 copies – did not receive any support in 2004), Romano hangos, published by Společenství Romů na Moravě (Association of the Roma in Moravia) (3,600 copies), Romano vodi, published by the civic society Romea (3,000 copies) and Kereka published by Demokratická aliance Romů v ČR (Democratic Alliance of the Roma in the Czech Republic) (4,700 copies). The total support provided by the Ministry of Culture to all these periodicals amounted in 2003 to CZK 5,142,000.

Attention should also be paid to the websites www.romea.cz and www.dzeno.cz, which provide sufficient information about culture, current events etc. not only to pedagogues but also to supporting profession. A similar objective is being followed by the periodical Romano dzaniben, which plays a very important role in the preservation and presentation of Roma culture.

---

27 17 of currently employed assistants have graduated from various vocational education centres, 4 of them are secondary school graduates.
29 Schools received in 2003 a total of CZK 9,987,000 in subsidies for Roma pupils.
Most Roma associations devote at least a part of their activities to the development of Roma culture, have their own musical, dancing, signing and theatre groups, organize exhibitions of photographs and drawings and their members participate in festivals of Roma culture. The most important of these festivals are the festival Romská píseň (Roma Song), which was organized for the tenth time in 2004 by the Democratic Alliance of the Roma in Rožnov pod Radhoštěm, the Roma festival in Karviná, which was organized for the fifth time by the civic society of the Roma in Northern Moravia, and the Festival of Roma Culture, Music and Dance in Jablonec.

The situation regarding the use of the Roma language is considered as alarming by Roma activists. Due to state interventions into the development of Roma communities in the past (before 1990), most members of these communities are not fluent in this language and the youngest generation cannot frequently speak it at all. This fact was also confirmed by the employees of the municipalities with delegated competencies, who referred in questionnaires to the language situation of 77,571 members of Roma communities and stated that 42,549 of them, i.e. only 55% communicate in Romani at home. (More accurate knowledge would require a qualitative research.)

The Roma language is taught at only two secondary schools and three universities. Specialised studies of the Roma language are carried out by the Institute of Roma Studies of the Department of Asian and African Languages, Faculty of Arts, Charles University. Both the Roma language textbook and the Romani-Czech dictionary, which have been published, are designated for adults. Teaching methods and textbooks of Romani for children (except for a primer and an arithmetic book for the youngest) have not been elaborated yet. Roma language lessons at faculties of pedagogy (in Prague and Usti nad Labem) are taught as an optional subject for students of special pedagogy.

3.3. Employment and social situation

EMPLOYMENT

High unemployment rate of members of Roma communities has more than a single cause. Most of the Roma have low skills or no skills at all. Their health condition is often bad, which results in impaired working capacity (9.2% of the Roma are partly disabled). Some members of Roma communities have a poor work discipline and employers who have had such experience refuse to employ any other Roma employees. Members of Roma communities behave economically and refuse to work for wages lower or slightly higher than social benefits. Moreover, it is impossible to prevent their working “under the table”, in addition to their social benefits.

Another reason why employers are uninterested in hiring Roma employees is the fact that they can hire cheaper employees (illegally) from among foreigners without a work permit or (legally) from among employees offered by employment agencies. However, many employees would not employ a Roma due to their “anti-Gipsy” bias and racial discrimination.

A team of authors - Jan Winkler, Tomáš Sirovátka, Miroslava Rakoczyová, Ivana Šimíková and Milada Horáková – prepared for the Council of the Government of the Czech Republic for Roma Community Affairs an Analysis of Requirements of Roma Integration of the Czech Labour Market. This analysis describes the specific nature of unemployment among the Roma, which is represented, in particular, by its high rate. A mere 26% of economically active Roma population have not experienced unemployment; another 35% of them suffer from recurrent unemployment and a total of 39% of the Roma are unemployed recurrently and for a long time. According to the Analysis, a characteristic feature of Roma unemployment is its length (over one year). Approximately 75% of all unemployed Roma suffer from long-term unemployment, and about 30% of those have been unemployed for more than 4 years. Taking into consideration that about 45% of all unemployed Roma have been unemployed recurrently, we may conclude that unemployment is the dominant social problem for most of the Roma in the productive age, due to which they are losing their remaining skills and which results in and further reinforces the culture of poverty. According to the Analysis, unemployment among the Roma is significantly higher in certain localities (the district of Most, northern Bohemia, the region of Ostrava), where

---

31 Jan Winkler, Tomáš Sirovátka, Miroslava Rakoczyová, Ivana Šimíková and Milada Horáková: Analýza potřeb integrace Romů na českém trhu práce (Analysis of Requirements of Roma Integration on the Czech Labour Market). 2004. The study is based on several fundamental sources of information, particularly on original empiric research describing the situation of the Roma on the Czech labour market. This research was carried out as a part of more extensive international comparative studies (performed under the auspices of the Research Institute of Labour and Social Affairs and Masaryk University in Brno). Another source of information was represented by specific expert interviews with representatives of state administration authorities and non-profit organizations and with independent experts in the relevant field of interest (see the following research projects: Institucionální aspekty politiky zaměstnanosti a trhu práce v ČR (Institutional Aspects of the Employment Policy and Labour Market in the Czech Republic), Masaryk University 2003; Identifikace efektivních modelů terénní sociální práce v rámci politiky romské integrace, (Identification of Effective Social Field Work within the Framework of the Roma Integration Policy) Research Institute of Labour and Social Affairs, 2004. The third source of information, which is not systematically used and usable for specialised analysis, was represented by administrative statistics of public employment services on various aggregation levels (statistical reports of the Labour Offices and of the Employment Services Administration in the Czech Republic.)
there appear excluded enclaves and ghettos with a high concentration of the Roma population affected by industrial decay.

The authors see the reasons of marginal status of the Roma on the labour market partly in their low achievement and partly in the past establishment of regions with industry that used this low-skilled workforce and which was affected by decline. The work status of the Roma on the labour market is worsened by manifestations of discrimination, which rely on prejudice and stereotypes about different work and social behaviour of the Roma ethnic group as a whole. Current research\textsuperscript{32} identifies and describes the significant participation of the Roma on both the formal and informal labour market and note that about 15% of the Roma who have declared themselves as unemployed were working within the last month before the interview in informal economy, while about 5% of them were working in non-profit organizations.

According to the authors of the Analysis, the Roma form a labour market group with poor employment prospects. According to statistical data of the Employment Services Administration, which are quoted in the Analysis, the employability of an unskilled person is approximately five times less than the employability of an unemployment university graduate. Jobs requiring no or low skills are disappearing in the process of market transformation and modernization of economy. Thus, low skills of the Roma, some of whom did not even complete their basic education,\textsuperscript{33} remain their fundamental handicap on labour markets.

| Unemployment rate of the Roma by education levels (in percent) |
|-----------------|-----------------|-----------------|-----------------|-----------------|
|                 | Incomplete basic and none | Basic | Incomplete secondary | Secondary and higher | Total |
| Czech Republic  | 75.7             | 55.6      | 33.8             | 10.3             | 46.3   |
| Hungary         | 78.7             | 57.0      | 41.5             | 39.1             | 56.5   |
| Romania         | 82.7             | 76.6      | 66.9             | 63.6             | 76.9   |
| Bulgaria        | 89.5             | 80.9      | 73.7             | 53.3             | 80.0   |
| Slovakia        | 94.1             | 87.6      | 85.0             | 56.1             | 84.8   |

Source: UNDP 2000/2001

Even the youngest generation of the Roma, which entered labour markets in the conditions of market economy, has not witnessed until now any positive change in their level of education and qualification structure in comparison with previous generations.

Selective research of the labour force indicates that the unskilled workforce in the mainstream society in the Czech Republic has a specific unemployment rate over 20%. Unemployment rate among graduates of vocational education centres is only 8%, and even less among higher educations categories (2-6%). Unemployment rates among the Roma in corresponding education categories are still five times higher as compared with the mainstream population, without any major differences between individuals categories. Most of the Roma themselves consider discrimination in access to employment as a serious problem.\textsuperscript{34} 58% of the Czech Roma consider discrimination in access to employment as a serious problem affecting the respondent's household; 18% of them still consider it as a problem, although of lesser importance.\textsuperscript{35} (See the following table: Which are, according to the Roma, the main causes of their difficulties in searching for a job?)

| Table: Which are, according to the Roma, the main causes of their difficulties in searching for a job? |
|--------------------------------------------------|--------------------------------------------------|
| My ethnic origin                                 | 80.4%                                           |
| Insufficient skills                              | 65.9%                                           |
| Overall economic recession in the country         | 53.3%                                           |
| Bad luck                                         | 39.2%                                           |
| My health condition                              | 9.1%                                            |

\textsuperscript{32} Tomáš Sirovátka and Miroslava Rakoczyová: Problémy trhu práce a nezaměstnanosti v ČR (Labour Market and Unemployment Problems in the Czech Republic), 2003

\textsuperscript{33} The formal education handicap manifests itself, among others, by poor knowledge of the mainstream language.

\textsuperscript{34} Due to absence of objective data, the authors of this analysis relied in this respect on own statements of the Roma.

\textsuperscript{35} We have to admit that references to discrimination may represent in a number of cases a form of rationalization of poor status on the labour market, which can have its roots, for instance, in poor skills, insufficient job searching efforts, etc.
The authors consider it as typical that, although the major handicap of the Roma on the labour market is, beside discrimination based on ethnic origin, also their insufficient qualification, only a few of them attend programmes of preparation for work and the programmes preferred in relation to them are particularly programmes of public benefit works. Although a large number of the Roma are unemployed or have experienced unemployment, only 7% to 12% of the Roma below the age of 55 years have attended active employment policy programmes. On the other hand, the Analysis notes that the potentially decisive form of support of chances of the Roma on the labour market is, of course, a support of their employability, i.e. preparation for work and requalification. A certain problem is the availability of programmes. Preferred professional requalification classes in the Czech Republic are mostly goal-oriented courses, i.e. courses where the trainees receive prior promise of an employer to employ them.\(^{36}\) The Roma themselves are not much interested in requalification programmes if they have no definite employment prospects.

The authors note that unemployment has also a negative impact on the mental state of the unemployed Roma. Roma men used to build their self-confidence on their ability to support the family. Nowadays, when they have no (legal) opportunity to do so, they get frequently involved in semi-legal or illegal activities. Families of people who have been unemployed for a long time (more than half a year) fully depend on social, particularly social care allowances, which equalize their income to reach the minimum subsistence level calculated for households. Such minimum subsistence level has been set to overcome short-term adverse situations caused by temporary loss of employment and is not fit for unemployment lasting for several years or for permanent unemployment. Social care allowances are designated to cover basic housing and food costs of families. Roma families subsisting for a long time on income equal to subsistence minimum become poor and their poverty deepens over time. Their living conditions change from standard to substandard, they become materially deprived, are excluded from the usual lifestyle due to their poverty and proceed to social exclusion even without social and cultural specifics.

In the end, the authors note that the current education policies, anti-discrimination measures, labour market policy measures and support of increased involvement of the Roma in public policy are not sufficiently forceful. This is probably due to the fact that the necessary measures do not enjoy too much recognition and support among the mainstream society.

Status of members of Roman communities on the labour market was also analysed by a representative study called Výzkum interetnických vztahů (Survey of Inter-ethnic Relations), which was carried out in 2001 and 2002 by a team of employees of the Faculty of Social Studies, Masaryk University in Brno.\(^{37}\) The following table provides a comparison between employability of members of the Roma minority and the mainstream population living in their immediate vicinity.

<table>
<thead>
<tr>
<th>Social status of members of Roma communities and the neighbouring mainstream population</th>
<th>Roma minority</th>
<th>Mainstream</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>men</td>
<td>women</td>
</tr>
<tr>
<td>Employed</td>
<td>44.3</td>
<td>19.1</td>
</tr>
<tr>
<td>Unemployed</td>
<td>30.0</td>
<td>23.2</td>
</tr>
<tr>
<td>Economically inactive</td>
<td>2.6</td>
<td>36.7</td>
</tr>
<tr>
<td>Retired</td>
<td>11.8</td>
<td>14.2</td>
</tr>
<tr>
<td>Did not respond</td>
<td>11.3</td>
<td>6.8</td>
</tr>
<tr>
<td>Total</td>
<td>100.0</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Source: Výzkum interetnických vztahů. 2002

The table indicates that the share of unemployed Roma in the monitored group is significantly higher than the share of the non-Roma unemployed. Economically inactive and most likely also all those who did not

---

\(^{36}\) The goal orientation of requalifications in the Czech Republic, measured as an index of the share of members of a certain group among participants in a measure and their share in the number of the unemployed, has been for a long time equal to 0.40, while the goal orientation of requalification courses for the unemployed with secondary and completed education exceeds 2.00.

\(^{37}\) Výzkum interetnických vztahů (Survey of Inter-ethnic Relations). A report of the Faculty of Social Studies, Masaryk University in Brno 2002. The project was implemented within the Phare project called Improvement of Relations between the Roma and Czech Communities CZ 9901.01 and was focused on relations between Roma inhabitants and the mainstream population living in their neighbourhood. One of the parts of the final report deals with employment of members of Roma communities who were respondents in this research. See http://www.fsp.muni.cz/cisp/cpsims/projekty/vyzkum_interetnickych.pdf
respond can be added to the unemployed, by which we get to 54.6% of unemployed members of Roma communities. If we deduct from the basis the retired (and persons below twenty years of age), and add young adults between 18 and 20 years of age, we get a seventy percent unemployment figure, as estimated by labour office employees. Even without making such adjustments, the unemployment of Roma adults would be four times higher than the unemployment rate among their mainstream neighbours.

The study further analysed social and economic status in accordance with current or past jobs. While only 0.1% of Roma respondents designated their status as “higher-level specialist”, as compared with more than 2% (i.e. a more than 20 times higher number) of the mainstream population. 29.3% of Roma respondents, in comparison with 5.2% mainstream respondents, designated their social and economic status as auxiliary workers. 19.4% of the Roma respondents, as compared to mere 8.5% mainstream respondents had never been employed.

The above figures corresponded with the educational and qualification structure of the Roma respondents. 12.9% of them had incomplete and 56.3% of them had complete basic education; 24.4% of them had vocational education and 6.4% of them had higher education. The survey confirmed that those for whom it is the easiest to find a job are Roma men with secondary and higher education, while those facing most difficulties are those with incomplete basic education. On the other hand, a large number of the unemployed possessed the required skills and education. Thus, the survey confirmed that the attained skills provide no guarantee of employment, but only increase the possibility of finding a job.

Knowledge of the Czech language proved to be a significant factor affecting employment. 84% Roma employees evaluated their knowledge of Czech as good, compared to 52% of the unemployed.

One of the question focused on discrimination of Roma communities on the labour market. A total of 40% mainstream respondents presumed that Roma job seekers are discriminated against on the labour market. Responses of members of the Roma ethnic group have shown, however, that only one third of them (39% of men and 27% of women) encountered discrimination on the job market. A whole one half of the respondents stated that they did not encounter personally any discrimination on the labour market.

A surprising finding of the survey is the fact that 26% of currently employed Roma respondents have no unemployment experience; on the other hand, 75% of the unemployed Roma respondents have been unemployed for a long time and 40% of them have not worked for more than four years. In comparison with these figures, over 60% of mainstream respondents living in their neighbourhood have had no experience with unemployment.

Thus, the survey has shown that the estimates of employees of labour offices about a 70% unemployment rate among members of Roma communities are close to reality. Although the racial, ethnic, cultural or language discrimination play an important role in this respect, the main causes of unemployment among the Roma lie in the low level of skills of most members of Roma communities and in a wrongly set social system, which does not motivate breadwinners of families with more children to find work. Unemployment among the Roma is lower in cities with low unemployment rate of all their inhabitants. Nearly one third of economically active Roma employees in the monitored sample have not experienced unemployment.

The non-governmental organization Counselling Centre for Citizenship, Civil and Human Rights carried out in 2003 a survey of the problem of discrimination on the labour market. Based on this survey, it published a report called Hodnocení projednávacího diskriminace v přístupu k zaměstnání a v pracovně právních vztazích z pohledu Úřadu práce (Evaluation of Manifestations of Discrimination in Access to Employment and in Labour Law Relationships Viewed by Employment Offices). The report refers to discriminatory tendencies or views of employers who do not trust Roma ethnic group members. Serious approach of the Roma to work is questioned and employers often allege that their customers and users of their services would not also trust the Roma fulfilling their orders. Labour office employees stated that racial or ethnic origin is a frequent discriminatory cause of refusal of a job applicant. Employers do not openly proclaim such reasons but apply them in their selection of applicants. Hidden discriminatory practices against members of Roma communities, which were described by employees of labour offices, include the requirement of clean criminal record, which is also required for worker professions and which results in the unemployment of a certain group of persons with low skills and entries in their criminal record.

**SOCIAL SITUATION**

The above Výzkum interetnických vztahů also monitored the social situation of Roma families, based particularly on self-perception and testimonies of respondents.

---

38 See http://www.poradna-prava.cz/dokumenty/diskriminace_up.doc
39 Výzkum interetnických vztahů. 2002. Respondent's testimonies were not checked against documents of employment offices or social departments. Therefore, they may contain all kinds of subjective bias. The whole survey was focused on relations, in which self-perception matters more than objective facts. Chapters like “Are the Roma Poor”, “Do the Roma Sustain on Social benefits?”, “Who Is Affected by Poverty and Social Dependence?” and “How Does Economic Marginalization of the Roma Affect Relations of the Roma with the Mainstream Society?” describe the social situation of the Roma respondents on the basis of their own testimonies. We have to emphasise again that the respondents were not members of Roma communities that have already been living in social exclusion or those living in villages.
According to the survey, nearly one half of Roma respondents answered the question whether that are able to make both ends meet with their current income by saying that it is difficult, and 21% of them stated that it is very difficult. This is considered as a self-perceived symptom of poverty. Only 8% of respondents from the neighbouring mainstream community considered themselves as poor.

The survey also monitored the indebtedness of Roma households. While 74% of Roma households whose breadwinner was employed were absolutely debt-free, it was so in only 39% of Roma households whose breadwinner was unemployed. Only 4% of the employed were heavily indebted, in comparison with 15% of the unemployed. Thus, nearly two-thirds of Roma households borrow money at least occasionally and particularly the unemployed members of Roma communities are heavily indebted. The survey did not unfortunately investigate where the respondents borrow money and the terms under which they repaid their debts. It would be definitely interesting to find out whether some of the respondents are not victims of usury.

The survey further monitored dependence of the respondents on social benefits. 50% of the respondents admitted such dependence, as compared to mere 16% of the neighbouring mainstream community. Unemployment is not the only cause of dependence on social benefits. Nearly 17% of the employed Roma admitted taking social benefits in addition to their wages and another 10% did not respond to this question. 81% Roma respondents admitted taking social benefits and nearly 7% did not answer this question.

More than 80% of Roma respondents who took social benefits stated that they had been talking them for more than a year and 40% of them had been taking them for more than three years. The survey found a striking connection between the achieved level of education and feeling of poverty and dependence on social benefits. Respondents with lower level of education took social benefits more frequently and also more frequently considered their situation as poverty. The feeling of poverty was not affected by respondent's gender and presence of children in the household. Only families with four and more children had a stronger perception of poverty.

Out of the cities where the survey was carried out, the highest dependence of Roma respondents on income from social benefits was found in Chomutov (nearly 70%), followed by Uherské Hradiště, Přerov and Ostrava; the lowest dependence was found in Český Krumlov (less than 20%) and in Pardubice. This indicates again that the dependence of members of Roma communities on social benefits is high particularly in places with poor relations between the Roma community and the mainstream society and with a generally high unemployment rate. On the contrary, members of Roma communities are less dependent on social benefits in localities where their relation with the mainstream society is good.

We can be tempted to interpret these facts by arguing that members of Roma communities are rejected by the mainstream society in places where they frequently live on social benefits. This argument is surprisingly refuted by the situation in Přerov, where the Roma community members are relatively well received, although a large number of them depend on social benefits. Explanation of these contradictions would require a survey going deeper into the social and psychological relations.

Another study that deals with the social situation of members of Roma communities is the survey called Analyzá sociálně ekonomické situace romské populace v České republice s návrhy na opatření (Analysis of Social and Economic Situation of the Roma Population in the Czech Republic with Proposed Measures) (Socioklub 2003).40 This analysis is focused primarily on the roots of the current social situation and on the search of methods to make the desired changes, i.e. not on a description, which was, in the opinion of the authors, sufficiently dealt with in other documents.

A National Plan to Combat Poverty and Exclusion was prepared in the Czech Republic in 2003 (see also the part below dealing with social exclusion). The situation in the Czech Republic is characterized by the fact that the limits defining poor and extremely poor population are identical to a great extent with the limits defining a significant part of the ethnic Roma. Therefore, the resolution of the problem of social exclusion of Roma communities has major significance for the resolution of the problem of poverty and social exclusion as such.41

Social field work in excluded Roma communities

One of the few effective methods of combating social exclusion of members of Roma communities is the social field work in excluded Roma localities, which has been developing in the last five years. The social field work programme is supported by the Council of the Government of the Czech Republic for Roma Community Affairs through local government authorities. Social field work is also carried out by a number of

40 Analyzá sociálně ekonomické situace romské populace v České republice s návrhy na opatření (Analysis of Social and Economic Situation of the Roma Population in the Czech Republic with Proposed Measures), Socioklub 2003, published on a CD. This analysis is based on 21 monothematic studies, which have been prepared for this purpose by authors who have been studying the Roma issues for a long time, on two correspondence polls, one survey in the form of semi-standardized interviews and three field surveys.

41 C.f. Hana Frištenská, Petr Víšek: Závěry a doporučení (Conclusions and Recommendations), in Analyzá sociálně ekonomické situace romské populace v České republice s návrhy na opatření, Socioklub 2003
non-state non-profit organizations. The aim of this programme is to contribute to the transition from payment of social benefits to social assistance with an emphasis on work with clients directly in the Roma community. This programme is implemented by trained social field workers, who operate in the most vulnerable Roma agglomerations. The purpose of the work of a social field worker is to analyse the social situation of Roma families and to contribute by appropriate means, with the use of social work methods, to the removal of undesirable factors hindering their integration into the society. The work of social field workers appears to be useful also in the provision of assistance and support to parents in their care for very young children. The task of the workers in this area is to support parent capability to develop cognitive, emotional and social abilities of their children and to provide counselling to parents particularly in the placement of children in pre-school education facilities. The programme is funded out of the state budget, municipal budgets and budgets of non-state non-profit organizations. A total of 172 social field workers were working in 2004 with the support of the Ministry of Labour and Social Affairs and of the Council of the Government of the Czech Republic for Roma Community Affairs. Social field work has already brought positive results; however, an expert discussion is going on now about its future focus, including necessary level of professional involvement and increase of its standards.42

4. Sectional Themes and Other Aspect of the Status of the Roma

4.1. Assembly and other civic activities

There were 381 Roma organizations, mostly civic associations, registered with the Ministry of the Interior of the Czech Republic in 200343. A major part of these organizations exists only formally; some of them were established to achieve a single purpose but have never been dissolved, and are therefore still included in the register. The only remaining Roma political party is Romská občanská iniciativa (Roma Civic Initiative), with respect to which the Government of the Czech Republic filed with the Supreme Administrative Court on 12 March 2003 under no. 253 a petition for suspension of its activities.

Roma civic associations are financed mostly by public budgets, partly by foreign and domestic endowments and to a small extent also by contributions of their members. Thus, they are dependent to a significant extent on subsidies from the government, regions and municipalities. The Ministry of Labour and Social Affairs announces a grant for the Support Programme of Projects of Integration of Roma Community Members; the Ministry of Education, Youth and Sports has grants for Support Programme of Projects of Integration of Roma Community Members and the Support Programme for Roma Secondary School Pupils; the Ministry of Culture has a grant for the Support Programme of Projects of Roma Community Members; the Council of the Government of the Czech Republic for Roma Community Affairs declares, out of the General Treasury Administration chapter of the state budget, grants for Prevention and Removal of Consequences of Social Exclusion in Roma Communities and Support of Roma Community Integration Projects.

The majority of Roma civic association focuses on work with children and youth, on maintaining and development of Roma culture and partly on sports and leisure activities. Some civic associations have focused in the past two years on counselling and on social field work in excluded Roma communities. The government was informed about successful work of some civic associations in excluded Roma communities or in Roma communities threatened by exclusion on 15 December 2004 by report ref. no. 1674/04 under the name Information on Good Practices of Local Governments in the Prevention of Social Exclusion of Roma Communities.

4.3. Number of members of Roma communities

Certain decisions on integration measures of members of Roma communities require the knowledge of their number, demographic structure and spatial dispersion. Results of the 2001 Population and Housing Census show that 11,716 people living in the Czech Republic registered their ethnic origin as Roma. However, representatives of some Roma organizations speak about three hundred to three hundred and fifty thousand members of Roma communities. As indicated in the introduction, profession Roma origin during census cannot be considered as the sole and absolute source of knowledge about the number of citizens who perceive themselves as the Roma. Adoption of practical measures, e.g. social, also requires an “objective” view of the number of the Roma.

Summarized below are professional findings in this issue, as seen by experts, particularly by demographers. This summary is based on an article by Jitka Langhmerová and Tomáš Fiala44 “Kolik je vlastně

---

42 E.g. Pavel Navrátil: Činnost terénní sociální práce musí být profesionální (Social Field Work Activities Must Be Professional), in Možnosti sociální práce v romských komunitách (Possibilities of Social Work in Roma Communities), Sociální práce 4, 2003, pp. 59-64 and other articles in this issue of the journal Sociální práce (Stěpán Moravec, Ladka Českáv).

43 Includes organizations registered with the Ministry of the Interior, which have the words “Roma” or its derivatives included in their names or whose names or parts of them are in the Romani language (e.g. Jekhetane – Společně (Together)).

44 The journal Demografie 2003, Year 45, Issue 1, pp. 23-32, article by Jitka Langhmerová and Tomáš Fiala: “Kolik je vlastně Romů v České republice?” (How Many Roma Are There in the Czech Republic).
Romu v Ceske republice?” (How Many Roma Are There in the Czech Republic?), on three studies by Kveta Kalibova45 and on a research prepared by Gabal, Analysis & Consulting46.

The number of the Roma, i.e. members of the Roma ethnic minority who profess their ethnic origin, is computed once every ten years during a population and housing census. In 1991, 32,903 persons professed their Roma origin and 24,294 persons registered Romani as their mother tongue. Only 11,716 persons professed their Roma ethnic origin in the population and housing census as of 1 March 2001; however, 23,200 still stated Romani as their mother tongue. Thus, despite the decline in the number of those declaring their Roma origin, the number of those declaring Romani as their mother tongue did not decline. Another analysis of the data from the population and housing census, which was made by Ivan Gabal and which also included persons professing Roma origin or Romani as mother tongue as the second option, counted 72,000 persons. This number, which is the closest to the actual number, still does not cover the part of the Roma population that lacks any national consciousness.

According to records maintained by the former national committees, there were 145,738 Gypsies living in the Czech Republic in 1989. Projections prepared by the Department of Demography of the Faculty of Natural Sciences, Charles University, indicate that there should be some 200,000 members of Roma communities living at present in the Czech Republic47.

From the demographic viewpoint, the principal difference between the Roma and the rest of the population lies in the age structure. The whole population of the Czech Republic is characterized by aging, low birth rate and longer life, which increases the share of seniors to the detriment of children. This is the so-called “regressive” population type. On the other hand, the age structure of the Roma population represents a “progressive” type, which is characterized by a high share of children and low share of seniors.

This fact was also confirmed by the survey of knowledge of employees of municipalities with delegated exercise of state administration about the Roma community (2003). According to estimates of employees who responded and sent filled questionnaires through regional coordinators, there are 76,524 – 92,710 Roma community members living in their municipalities. Ten employees who estimated the total number of members of Roma communities failed to estimate how many of them are younger than 15 years of age. The others counted 18,155 – 19,186 children below fifteen years of age. If we want to know the ratio of adults and children, we have to deduct at first Roma community members coming from areas where the employees fails to estimate the number of children, i.e. 34,570 – 47,349 persons. After such deduction, we arrive at the total of 41,954 – 45,361 of members of Roma communities. The whole 43% of this group are children below fifteen years of age. Thus, the estimates of the relevant employees confirm that the Roma population is still progressive as regards the population type48.

According to the 1980 population census, there were 42.5% children below fifteen years of age among the Roma population, compared with 23.5% in the whole population of the Czech Republic. On the other hand, the share of persons older than 60 year was only 2.6%. Similar percentages were also found in 1991, when there were only 9.2 persons of sixty years and older per each 100 of the Roma who were younger than fifteen years of age and professed their origin, while the ratio for the whole Czech Republic was 85 persons aged sixty years and over per each 100 children. Despite the long-term decline of the share of children as compared to the age group of fifteen to fifty-nine, the age structure of members of Roma communities forms a basis for future numerical growth. The age median of the Roma population reached 20 years of age in 1991, as compared to 35.4 years of the other population.

The Roma population keeps its high birth rate. Roma women bear children during their entire reproduction period. Such high birth rate affects the age structure of the Roma population, which retains a significant share of children who will soon reach the reproduction age. Even if the average number of children per one family is falling, the Roma population will still continue to grow for a number of years.

45 Kveta Kalibova: Morezni statistiky a demografie pri studiu romske populace na priciku evropskych zemi a Ceske republiky; Specifické rysy demografické reprodukce romské populace a její podmíněnosti; Plodnost nezletilých a nemanželská plodnost v regionálním pohledu, (Possibilities of statistics and demography in studying Roma population on the example of European Countries and Czech Republic. Specific features of demographic reproduction of Roma population and its conditions. Teenage and out-of-wedlock fertility in regions), Analyza sociokonomické situace romske populace v Ceske republice s návrhy opatření, Socioklub 2003.
46 Gabal, Analysis & Consulting: Kvalifikovaný odhad počtu příslušníků národnostních menšin, se specifickým ztěžkem k početnosti romské menšiny (Qualified Estimate of Number of Members of National Minorities with a Specific Regard to the Roma Minority Numbers), 2002
47 In the above studies, Kveta Kalibova estimates that there have been some 185,000 Roma in 2000 and 196,000 Roma in 2005.
48 Setreni znalosti pracovnikob obej povzených výkonem státní správy o situaci romských komunit v oblasti jejich působnosti (Survey of the knowledge of employees of municipalities charged with the execution of state administration about the situation of Roma communities in their jurisdictions), Internal material of the Office of the Council of the CR Government for Roma Community Affairs, 2003.
Based on estimated development of birth and death rate of members of Roma communities, the authors Langhmerová and Fiala tried to prepare a projection and an estimate of the demographic development of the Roma Population until 2050.

Basic assumptions regarding the demographic development of Roma communities and results of projection:

<table>
<thead>
<tr>
<th>Period</th>
<th>Aggregate birth rate</th>
<th>Medium life term</th>
<th>Final balance</th>
<th>Number of newborn</th>
<th>Absolute increase</th>
<th>Relative increase</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>males</td>
<td>females</td>
<td>(annual average)</td>
<td>(in promille)</td>
</tr>
<tr>
<td>1991-1995</td>
<td>3.392</td>
<td>67.06</td>
<td>73.35</td>
<td>174,832</td>
<td>4,781</td>
<td>4,168</td>
</tr>
<tr>
<td>1996-2000</td>
<td>2.638</td>
<td>66.10</td>
<td>73.02</td>
<td>191,575</td>
<td>4,132</td>
<td>3,349</td>
</tr>
<tr>
<td>2001-2005</td>
<td>2.251</td>
<td>67.03</td>
<td>73.97</td>
<td>206,255</td>
<td>3,819</td>
<td>2,936</td>
</tr>
<tr>
<td>2006-2010</td>
<td>2.035</td>
<td>66.80</td>
<td>73.86</td>
<td>219,207</td>
<td>3,702</td>
<td>2,590</td>
</tr>
<tr>
<td>2011-2015</td>
<td>2.007</td>
<td>67.49</td>
<td>74.71</td>
<td>231,692</td>
<td>3,798</td>
<td>2,497</td>
</tr>
<tr>
<td>2016-2020</td>
<td>1.980</td>
<td>67.56</td>
<td>75.41</td>
<td>243,049</td>
<td>3,828</td>
<td>2,271</td>
</tr>
<tr>
<td>2021-2025</td>
<td>1.927</td>
<td>69.68</td>
<td>76.65</td>
<td>253,959</td>
<td>3,835</td>
<td>2,182</td>
</tr>
<tr>
<td>2026-2030</td>
<td>1.927</td>
<td>71.09</td>
<td>78.05</td>
<td>263,800</td>
<td>3,794</td>
<td>1,968</td>
</tr>
<tr>
<td>2031-2035</td>
<td>1.927</td>
<td>71.09</td>
<td>78.05</td>
<td>270,806</td>
<td>3,623</td>
<td>1,401</td>
</tr>
<tr>
<td>2036-2040</td>
<td>1.927</td>
<td>71.09</td>
<td>78.05</td>
<td>275,238</td>
<td>3,496</td>
<td>887</td>
</tr>
<tr>
<td>2041-2045</td>
<td>1.927</td>
<td>71.09</td>
<td>78.05</td>
<td>277,812</td>
<td>3,470</td>
<td>515</td>
</tr>
<tr>
<td>2046-2050</td>
<td>1.927</td>
<td>71.09</td>
<td>78.05</td>
<td>278,985</td>
<td>3,489</td>
<td>235</td>
</tr>
</tbody>
</table>

Source: Jitka Langhmerová a Tomáš Fiala: "Kolik je vlastně Romů v České republice?" Demografie, 2003

If the assumptions of the authors are accurate, it is evident that there are now some 200,000 members of Roma communities living in the Czech Republic and if the basic assumptions, represented namely by gradual improvement of economic and social situation, increase of the living standard and education of Roma men and women, will materialize, their number will not exceed 300,000 in 2050. This development can be expected only if there is no significant increase in migration.

4.4. Social exclusion, establishment and expansion of poor and excluded Roma enclaves

Social exclusion of the Roma: global social dimension

An analysis of the scope of social exclusion of the Roma in the society as a whole makes us ask again who we consider as Roma in this context. Since this chapter summarizes information resulting from completed studies and surveys, we may refer to them. The researchers could not definitely avoid defining the subject of their research. (In other words, the researchers themselves define, in each research, whom they consider as the Roma or Roma community members.) However, it may be said in general that the term “Roma” or the more frequently used term “members of Roma communities” usually includes, in analyses relating to social and economic issues, also individuals belonging to groups that are considered by their own members and by the broader social environment as being Roma, even though not every member of such group professes any affiliation to the Roma or Roma identity.\(^{49}\) In other words, the Roma identity is often identified with or substituted by individual ascribed Roma group identity. The term “member of a Roma community” most frequently designates a group with such ascribed identity.

Such identification has its (frequently described) dangers and pitfalls; for instance “copying traditional stigmatisation whereby only poor and non-integrated Roma are considered as the Roma”.\(^{50}\) This conflict can be resolved in some surveys, for instance those using questionnaires, by considering a Roma only a person who considers himself/herself as such and who is also considered as such by his/her surroundings. (On the other hand, such method does not capture assimilated Roma.)

As we have already noted, social exclusion is a multi-dimensional phenomenon, which affects all essential spheres of social life (job market status, education, poverty, housing, etc.). Information about economic

\(^{49}\) For instance, the above mentioned Výzkum interetnických vztahů (Survey of Inter-ethnic Relations) (2002) also examined “the identity of (interviewed) Roma community members”. E.g., in their response to the question regarding their ethnic origin, 42.4% of Roma respondents stated that they are Roma. However, in their response to the question about their ancestors, 28.6% of interviewed members of Roma communities stated that they were Czech or Moravian Roma, 42.6% stated that their ancestors were Slovak Roma, 7.4% of them identified their ancestors as Hungarian Roma, 1.4% as Vlax Roma and 0.4 as German Roma. Thus, nearly 80% of the “Roma” respondents declared their “Roma origin”.

\(^{50}\) C.f.e.g. Imrich Vaščeka. Prístupy verejnej správy v ČR k riešeniu romského problému – náčrt problematiky (Public Administration Approaches in the Czech Republic to the Resolution of the Roma Problem – an Outline of the Problem), in Otázky sociální inkluzi romské komunity (Issues of Social Inclusion of the Roma Community), Sociální studia 10, 2003, p. 73-91, p. 74-75.

NROS.doc 34
and social exclusion of the Roma and its extent in the society as a whole has thus been brought in the first part of this report. In this part, we will only emphasise some connections.

According to the prevailing opinion, the central element of social exclusion of the Roma is represented by their marginal position and exclusion on the job market, which is understood as long-term repeated unemployment and access only to low paying jobs. In the present societies, the position on the labour market ensures both social status and consumption possibilities. According to representative surveys (Výzkum interetnických vztahů (Survey of Inter-Ethnic Relations), 2002 and UNDP, 2001), the unemployment rate of the Roma is 45% and 50%, respectively. The specific unemployment rate of unskilled workers (general) is more than 20%. High unemployment of the Roma also coincides with low average per capita expenses.

Although employment does not ensure a significant increase of income of Roma families, the positive influence of employment as a factor hindering the development of other dimensions of social exclusion is an important factor. This is documented, for instance, by a finding that the job market status does not principally affect the occurrence of the money borrowing strategy, but has a significant impact on the ability to repay debts. While only 20% of the employed Roma are indebted, this share reaches up to 50% among the unemployed Roma. The status of the Roma on the labour market is also a key differentiating factor of self-perceived material deprivation. In comparison with the employment Roma, the share of the Roma who perceive themselves as poor (i.e. those declaring that they experience great difficulties to make both ends meet) up to four time higher. The opinion that the basic prerequisite of social inclusion of the Roma is their inclusion into the labour market (“to have work for the Roma”) is shared by both the mainstream society and by the (interviewed) Roma. According to the UNDP survey referred to above, such response was given by up to 91% of the Roma respondents.

Due to the influence of exclusion mechanisms, the number of early school leavers among Roma children was thirty times higher than the number of early leavers among other children and the number of Roma children transferred to special schools was twenty-eight times higher than the number of other children. At the same time, it is highly probable that today’s exclusion from education will be reproduced by exclusion from the labour market. Another form of exclusion from mainstream education are the basic schools that are attended, due to their location in places with high concentration of marginalized Roma, mostly or solely by Roma children. The life deprivation of Roma children consisting in loss of contacts with peers from the mainstream society cannot be compensated even by the most dedicated teachers.

Another burdensome form of social exclusion of the Roma is housing. This phenomenon is linked to the exclusion from the job market. Unavailability of housing for families with income on the verge of subsistence minimum keeps socially excluded persons in a vicious circle. Based on the opinion that exclusion means system failure, unavailability of housing for people with low income (and not only for them) is an illustration of failure or “incomplete” transformation of the entire housing sector. In this case, it is impossible to find an effective solution without remedying the overall housing situation.

The prism of social exclusion can also be used in relation to the very high share of Roma children in institutional care facilities, which is estimated by substitute family care workers at 50% and by experts on Roma issued at up to 60%. It can also be assumed that a large number of Roma children are placed in institutional facilities in their school and pre-school age. The main reason of this phenomenon is the parent inability to provide adequate care, poor housing and insufficient income. If the Roma children represent 4% of the child population, the number of Roma children place in institutional care facilities is fifteen times higher than the number of other children placed in this care. At the same time, the current foster care system makes it difficult to find suitable substitute families for Roma children. Up to 66% of children for whom it was impossible to find a substitute family within three months of the court ruling were Roma children (as of 30 September 2003). According to the Office for International Legal Protection of Children, most children placed in international adoption are of “Roma or semi-Roma origin”. These are children for whom it was impossible to find a substitute family in the Czech Republic. The causes of this situation are complicated; however, a certain

---

52 Ibid., p. 20.
53 Ibid., p. 22.
54 Ibid., p. 22.
55 Karolina Krátká, Integrace Romů z pohledu náhradní rodinné péče (Roma Integration from the View of Substitute Family Care), in Sociální práce č. 4, 2003 p. 119 – 126. All data about substitute family care quoted in this report come from this source.
role is played by the fact that most of the current substitute family care applicants from among the mainstream society are afraid to accept a Roma child. We can summarize that social exclusion contributes to the fact that Roma children end in institutional care facilities. Thus, symbolic exclusion in the form of prejudice against the Roma contributes to actual exclusion of Roma children from substitute family care.

5. Conclusions

The “Bratinka's Report” on the situation of Roma communities, which was reviewed by the government in 1997, was a warning signal indicating dramatic deterioration of economic and social situation of some groups of the Roma. This report, which was written seven years ago, offers a contradicting picture.

Certain aspects of the situation of the Roma in the Czech Republic has improved in the last years (guarantee of minority rights, development of ethnic culture, participation of members of the Roma minority in problem solving). Basic institutional, legal and political conditions of change have been established in other aspect, and an improvement of the situation can be expected in the long run. This applies particularly to education, protection against discrimination and other manifestation of racism and xenophobia. The merit for this can be ascribed not only to public authorities, but also to the national and supranational activities of the civic sector. The awareness of the mainstream society about the life of the Roma has also increased. The efforts of the academic community, research and field workers, have increase the professional recognition of problems; hidden mechanisms of social phenomena (e.g. migration, usury, social exclusion processes) are also gradually revealed.

However, negative trends in the social and economic sphere, particularly employment and housing could not be successfully stopped despite increased public funds spent in this respect. On the contrary, these developments are evidently further intensified and aggravated - not generally, however, but only in certain segments and pockets. The most evident manifestation of this phenomenon, which results in deepening the gap between the successful (the mainstream population and part of the Roma) and those who have been further marginalised by the new situation, is the establishment and spreading of poor and excluded Roma enclaves, concentrated in industrial regions of North-western Bohemia and Northern Moravia. This “ghettoisation” – characterised by substandard housing, unavailability of social services, high occurrence of social pathologies and crime and of some diseases, legal uncertainty regarding housing and threat of eviction and frequently also a spatial separation from the mainstream population - is the most urgent social problem of the Czech society in the first decade of the 21st century. The fact that other European countries, including old EU members, face the same problem, can be neither a consolation nor a reason for accepting the existing situation. Financial funds and assistance should be focused mainly on stopping this trend and finding ways to break vicious circles of poverty and social exclusion.

Finally, the authors of the report note that they dealt mainly with the social status of the Roma and possibilities of its improvement and did not intentionally emphasise the minority aspect, which is the focus of the annual Reports on the Situation of National Minorities in the Czech Republic, which are submitted to the government, or the human rights aspect, which is dealt with in the annual Reports on the State of Human Rights in the Czech Republic. Social exclusion and material poverty and the related humiliation of human dignity are the most sensitive problems of most of the Roma.

While submitting this report to the government, the authors realise that the report does not testify about all aspects of life of members of Roma communities.