

DecadeWatch

Roma Activists
Assess the Progress
of the Decade of
Roma Inclusion

2005–2006



DECADE
WATCH

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Reports edited by Mona Nicoara
Copyediting and proofreading by Tom Popper
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Country Report Authors

BULGARIA

Authors

Toni Tashev (Regional Policy Development Centre)

<toni.tashev@yahoo.com>

Tano Bechev (Regional Policy Development Centre)

<tanobechev@yahoo.com>

CROATIA

Authors

Katarina Ivce (Forum for Freedom in Education) <katarinaivce@yahoo.com>

Eugen Vukovic (Forum for Freedom in Education) <evukovic@fso.hr>

Contributors

Kasum Cana

Veljko Kajtazi

CZECH REPUBLIC

Authors

Gabriela Hrabanova (Athinganoi) <hrabanova@athinganoi.cz>

Ivan Vesely (Dzeno Association) <vesely.ivan@wo.cz>

Contributors

Michal Miko

Laura Laubeova

Lucie Horvathova

HUNGARY

Author

Agnes Oszolykan (independent) <oszolykanagnes@gmail.com>

Contributor

Ana Orsos

MACEDONIA

Authors

Nadir Redzeqi (Sonce) <khamnrp@mt.net.mk>

Alexandra Bojadzieva (Sonce) <alexandraboja@mt.net.mk>

Contributors

Representatives of NGO members of the Roma 2002 Network

MONTENEGRO

Author

Sinisa Nadazdin (Philia Ministries) <nadazdin@cg.yu>

Contributors

Samir Jaha

Senad Sejdovic

ROMANIA

Authors

Costel Bercus (Roma Civic Alliance) <costel@romanicriss.org>

Georgel Radulescu (Roma Civic Alliance) <george_radulescu@yahoo.com>

Contributors

Representatives of NGO members of the Roma Civic Alliance

SERBIA

Authors

Petar Antic (Minority Rights Center) <petar.antic@mrc.org.yu>

Osman Balic (League for the Decade) <yuromcentar@bankerinter.net>

Contributors

Representatives of NGO members of the League for the Decade

SLOVAKIA

Authors

Andrea Buckova (New Roma Generation) <andrea.buckova@vlada.gov.sk>

Stefan Sarkozy (New Roma Generation) <stefansarkozy@chello.sk>

Peter Pollak (New Roma Generation) <peterpollak@azet.sk>

Zuzana Polackova (independent) <zuzana.polackova@vlada.gov.sk>

Vlado Rafael (independent) <vlado@osf.sk>

Marek Hojsik (independent) <nms@nadaciams.sk>

Stanislav Daniel (independent) <stanko.daniel@gmail.com>

Contributors

Lydia Bariova

Eduard Conka

Maria Sarkozyova

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Overview

DecadeWatch—Background

The Decade of Roma Inclusion

In February 2005, heads of governments from Bulgaria, Croatia, the Czech Republic, Hungary, Macedonia, Montenegro, Romania, Serbia and Slovakia launched the Decade of Roma Inclusion 2005–2015 by signing the following declaration:

“Building on the momentum of the 2003 conference, ‘Roma in an Expanding Europe: Challenges for the Future,’ we pledge that our governments will work toward eliminating discrimination and closing the unacceptable gaps between Roma and the rest of society, as identified in our Decade Action Plans. We declare the years 2005–2015 to be the Decade of Roma Inclusion, and we commit to support the full participation and involvement of national Roma communities in achieving the Decade’s objectives and to demonstrate progress by measuring outcomes and reviewing experiences in the implementation of the Decade’s Action Plans. We invite other states to join our effort.”

In addition, all countries drafted Decade Action Plans in the priority areas of education, employment, health and housing and created institutional arrangements for implementing the Decade commitments. The Decade promoted the participation of Roma civil society in drafting action plans and their implementation, including in monitoring implementation.

DecadeWatch

Building on the principle of Roma participation in the Decade, DecadeWatch is an initiative of a group of Roma activists and researchers to assess progress under the Decade of Roma Inclusion 2005–2015 since its launch in February 2005. DecadeWatch is supported by the Open Society Institute and the World Bank. This support included training and mentoring the research teams, as well as developing the methodology for, providing editorial support to and printing this series of reports.

Methodology and Process

These reports were prepared by Roma activists from Roma civic alliances—Roma NGO networks—in most of the countries, while in the case of Croatia and Montenegro the reporting was conducted jointly by mainstream NGOs and Roma activists. The reporting period for this first round of DecadeWatch is 2005–2006, and the information presented is based on research conducted between autumn 2006 and early 2007. While the focus is on developments in 2005 and 2006, the analysis also often comprises measures and policies that had been introduced before the launch of the Decade and remain in place. The members of the DecadeWatch team also reflected their own experience, often spanning many years, in reviewing policies for Roma in their countries.

The research involved the review of documents—policies, legislation, and independent reports and surveys—as well as interviews with officials and civil society. The research followed a detailed questionnaire that collects information about critical inputs necessary to make the Decade a success:

- availability and quality of *action plans* with indicators and targets and associated tracking and reporting mechanisms;
- *institutional arrangements* for Decade implementation, including Roma participation; and
- *government measures* in the four priority areas of education, employment, health and housing, including on data availability and collection as well as the availability of EU-compatible anti-discrimination legislation.

DecadeWatch is the result of a team effort and a process of intensive and frequent interaction. As a first step, the entire team came together for a briefing and methodology development workshop in September 2006. In the following months, each country team conducted its research and prepared a detailed background report to present its findings. All reports were then edited into shorter, approximately 10-page country chapters following a standardized comparative structure. The shorter country chapters were shared with the governments' Decade coordination offices for comments and they reflect the feedback received from each government. The final report, including country chapters, the overall messages and the scoring of country performance, was discussed at an editorial team meeting in Budapest in April 2007. The overview chapter of this report summarizes that discussion and was prepared by a sub-group of the DecadeWatch team. The scoring included a review of every indicator and a joint comparison by the entire team of country performance across each indicator, based on the information from the country reports. Country teams were asked to propose a scoring, which was then subject to discussion by the entire team.

DecadeWatch aims to compare countries' performance across a host of indicators—to track progress and to identify the areas where each country can benefit from the experience of another. For this purpose, DecadeWatch has developed a scoring mechanism with scores between 0 and 4. The top score is 4, awarded to best practice performance, while 0 measures no government input. The intermediate scores differentiate between the various degrees of government involvement in putting Roma inclusion policies in place. It is worth noting that the score of 4 is not necessarily four times better than 1—but that 4 reflects the standard of what is achievable. The difference between 0 and 1—reflecting the difference between no action and some initial steps—is more relevant, in particular at the start of the Decade, than the difference between 3 and 4, which captures the difference between an advanced government program and an integrated, comprehensive policy.

Table 1: Defining DecadeWatch Scores

SCORE	SUMMARY DEFINITIONS
0	No action by the government
1	Sporadic measures, initial steps taken, but not regular and systematic action
2	Regular measures, but not systematic or amounting to a programmatic approach
3	Government program, advanced action, but not integrated policy
4	Integrated policy, setting the standard for government action and ownership

The DecadeWatch scores present a simple average across the indicators—without a weighting of individual indicators. Where countries had the same scores, they were ranked the same. Attaching different weights could result in minor changes to the overall ranking of countries, but would not change the country groupings as listed in the report. The detailed DecadeWatch scorecard methodology is presented at the end of the overview chapter.

DecadeWatch is a first contribution to measuring progress under the Decade, and the DecadeWatch team recognizes the limitations of its methodology. First, DecadeWatch deliberately only captures whether there are government measures in place. Owing to outcome data limitations—there is little, if any, disaggregated, nationally representative and regularly collected data on Roma in any country reviewed—it does not analyze whether these measures are having an effect yet. That said, DecadeWatch argues that measuring outcomes, e.g., in terms of increased enrolment and attendance rates for Roma children, after the first two years of Decade implementation may be premature, as many of the policies are expected to have a long- to medium-term, rather than a short-term, impact. Getting an assessment of whether measures are in place or not may be sufficient as a first stocktaking after two years, but for the longer term DecadeWatch argues strongly for the collection of disaggregated data on Roma to allow for outcome monitoring in the future.

A second limitation lies in the fact that the choice of indicators could be subject to debate. However, DecadeWatch has chosen a set of indicators that are deemed critical to the Decade's success in achieving its aims: DecadeWatch argues that success

in Decade implementation relies on the availability and quality of action plans, on the right institutional framework, on the policies put in place by governments in the four priority areas, and on how systematically these policies are designed and implemented.

Third, DecadeWatch recognizes that countries are different in their size, in the size of their Roma populations, and in their economic and policy-making capacities. By defining the score 4, DecadeWatch attempts to define the best achievable performance against which each country can measure its own action on any given indicator against best practices. Moreover, there are gaps in every country. By identifying such gaps in one country compared to another, DecadeWatch highlights the areas for further progress in any given country.

This is just the first step. The DecadeWatch team will work—together with governments and partner agencies and institutions of the Decade—to further develop this methodology and make a contribution to establishing mechanisms to measure the Decade's success. The Decade of Roma Inclusion, an unprecedented initiative to promote inclusion of Roma, deserves an effective monitoring mechanism.

DecadeWatch—A Progress Assessment for the Decade of Roma Inclusion 2005–2015 by Roma Activists

What Is DecadeWatch?

DecadeWatch is the first assessment of government action on implementing the commitments expressed under the Decade of Roma Inclusion 2005–2015. It is a contribution by Roma activists to making the Decade a success. Since the Decade aims at giving Roma a voice in the process of inclusion, this assessment has been conducted by coalitions of Roma NGOs and activists from all countries participating in the Decade. This first round of DecadeWatch reviews the period from the launch of the Decade in early 2005 until the end of 2006.

The first DecadeWatch report assesses government action, not the changed situation for Roma on the ground. Given the absence of consistent and systematic outcome indicators and data, this first exercise focuses only on inputs: What have governments done since the launch of the Decade? DecadeWatch summarizes a range of indicators measuring (i) the existence and quality of Decade Action Plans including the availability of data to report on progress, (ii) the institutional arrangements for Decade implementation, and whether measures have been put in place across the four Decade priority areas. **This first round of DecadeWatch does not measure impacts and change in outcomes for the Roma.** Systematic outcome monitoring, in particular monitoring comparable across countries, is currently impossible because of significant data gaps. Moreover, the Decade has just had two years of implementation, and it may be premature to assess outcomes.

DecadeWatch is a progress review of the Decade and a contribution by Roma activists to making the Decade a success...

...which assesses government inputs, not effectiveness of policies for Roma...

...identifies and maps good experience...

In identifying government action across all countries, DecadeWatch country reports aim to **identify good experience** and highlight achievements that countries can learn from. DecadeWatch also includes in its analysis government measures, programs and policies that were introduced before the Decade and continue to exist.

...and makes cross-country comparisons

DecadeWatch is an **attempt to compare government action** across countries and to provide a snapshot of whether and to what extent governments have acted on their Decade promise. It recognizes that countries differ in size—and also in the size of their Roma populations—and level of economic development, and therefore may require differences in scale of effort. However, it is important to get some measure of political will and proactivity as well as to identify good practice and gaps across countries and priority areas.

The last two years have seen notable progress...

This assessment finds **significant progress across all countries, though more in some than in others, and, within countries, more in some areas of action than in others:**

- Overall, *Decade Action Plans and relevant institutions are in place* and activities have been initiated, to various degrees, in all countries. In particular, there are Decade coordination offices in all countries; these offices have built up important experience over the last two years.
- The Decade has become the *framework for discussing Roma inclusion both for the governments and for Roma civil society* in all participating countries, although Decade Action Plans have largely not been understood by governments as policy implementation tools.
- Since the launch of the Decade in February 2005, Romania and then Bulgaria have taken over the *Decade Presidency* from Hungary. Most countries have been consistently represented at the Decade's International Steering Committee meetings. With the exception of Montenegro and Serbia, all countries have contributed to the Decade Trust Fund, which finances joint technical assistance and capacity building in support of Decade implementation.
- The Decade process aims at *giving Roma a voice* in the countries' efforts at promoting inclusion, and Roma report that they are being heard more than before the launch of the Decade.

...often in the form of sporadic measures that have not yet developed into systemic Roma inclusion policies...

However, despite some progress, the Decade has not reached the critical point that would guarantee success. **Most governments think about Roma inclusion in terms of projects and sporadic measures but not in terms of programs or integrated policies.** While Decade Action Plans have been adopted in most countries, they do not appear to inform government decision-making and policy planning as much as they could. The institutional home of Decade coordination in many countries is often insufficiently integrated with policy directorates in line ministries and lacks

real agenda-setting and implementation power and capacity. Lastly, governments increasingly mention the Decade in the context of their action on Roma inclusion, but could do more to use the Decade and the action plans as a vehicle to systematically report on progress.

So far, the perhaps biggest gap in Decade implementation has been **the lack of data on Roma—covering education, employment, health and housing**. Data collection is sparse, irregular and not nationally representative. Many countries collect data on the ethnicity of individuals enrolled in programs or recipients of services, e.g., employment services. That allows tracking absolute numbers of individuals covered, but does not allow relating it to the entire population. It is, therefore, only of limited use. As a result of past survey work supported by international partners such as the World Bank, the Open Society Institute, UNDP and UNICEF, much more is known now about the exclusion of Roma across countries than a few years ago. However, what is lacking two years into the Decade is systematic and regular data collection to allow tracking of progress on Roma inclusion over time. Nationally representative surveys should deliver such information. Only the systematic and regular collection of disaggregated and nationally representative data will allow governments to report on the outcomes of their efforts under the Decade in 2015. The Czech government stands out among its peers for admitting current limitations and for committing to developing a monitoring and reporting framework by the end of 2007.

Looking Ahead: The Decade Agenda for Governments for 2008–2009

The lack of systematic data collection and the failure to identify a credible reporting system on outcomes under the Decade suggest the urgent need to **set binding outcome targets for 2015**. The DecadeWatch team will work with governments and partners to identify and propose a set of indicators and targets covering the priority areas under the Decade.

This progress assessment shows that, while certain government inputs are in place, the Decade agenda has not yet been consistently and systematically translated into actions on the ground. The connection between the Prime Ministers' commitment and the delivery responsibility of line central ministries and the local level needs to be strengthened. It is **essential that the Decade be embedded in what local governments as well as local branches of line ministries do**. While national governments carry the prime accountability for progress under the Decade, they need to **involve municipalities in the Decade and decentralize to the local level their political commitment** expressed in the Decade pledge. In most countries municipalities are the key education, health and employment service providers, and need to lead the outreach and communication with the Roma communities. Unless there is recognition of the special role and responsibility of municipalities in delivering the outcomes under the Decade, the process will fail.

...and reporting on their impact
Roma inclusion will only become possible if governments generate nationally representative disaggregated data on the situation of Roma

Set targets for 2015...

...decentralize the Decade...

...adopt two-year operational plans...

This assessment finds that the Decade Action Plans in most countries remain under-utilized as documents that inform policymaking and government action. Some countries, however, have developed short-term operational plans. In the interest of supporting concrete action, it is important that this practice be used across all Decade countries. **Governments are thus advised to approve, as a next step, two-year operational plans backed up with concrete financing** and credible implementation commitment and capacity.

...strengthen the Decade coordination offices and build on their experience...

The Decade coordination offices in all countries have developed substantial experience in the last two years and have been the main beneficiaries of the international dimension of the Decade. Through International Steering Committee meetings and other Decade workshops and activities, they have built contacts across countries that have promoted the exchange of good practices. It is important that **the experience of Decade coordination offices be utilized at the domestic level and in coordination with the line ministries.**

...move from projects to policy change...

Government action too often is limited to sporadic measures, often financed or co-financed by international partners. Only the front-runners in the Decade have begun tackling the Decade challenge by developing programs or even integrated policies. It is important that **all countries move away from a fragmented project approach to developing systematic policies.** At the same time, **governments need to do more to make their programs and policies effective tools for Roma inclusion.** The success of such policies largely relates to the degree Roma themselves are involved in advising on their design and implementation, in particular where programs cater to the population at large and do not have specific Roma targeting. Governments also need to ensure that results under the Decade become visible for Roma and non-Roma populations to show that the process is real.

...make use of EU accession and integration...

The Decade is a pan-European initiative to foster the integration of the Roma—the largest minority in Europe—and *the* vehicle for a European solution to the challenge of Roma exclusion. **Countries should place their Decade commitments into the process of European accession and integration and use available mechanisms.** This relates first of all to the use of EU Structural and Pre-Accession Funds for Roma integration, but also implies the effective partnering with (other) EU Member States, the European Commission and other EU institutions in developing policies for Roma inclusion.

...and show political leadership

Being seen as promoting Roma inclusion often appears to be perceived by governments as a potential electoral liability. It is important that this attitude make way for bolder political leadership on inclusion and equal opportunities, and for innovative ways to change public opinion. **Governments should present the Decade agenda as what it is—an investment in the national interest** and into the future prosperity of society as a whole within a wider European and world economy. It is worth recognizing that in most Decade countries governments have changed since the launch, and some countries have been more successful than others in keeping the momentum. Yet the strength of the Decade is its long-term nature that lasts beyond individual government terms.

Comparative Country Performance

The comparative progress assessment reveals that, while there is progress across all countries, it is uneven, and no country performs consistently well across all indicators. This suggests that, despite the fact that some countries are ahead of others in their efforts to implement the Decade, there is room for all Decade countries to learn from one another.

The differences in performance as measured in this report relate mainly to the varying degrees of government ownership and government effort to move from sporadic measures, often co-financed by donors, to systematic policies backed up by budgetary resources. The DecadeWatch progress assessment finds that countries fall into five groups:

1. **Hungary** is the most advanced country participating in the Decade. Its overall score is lowered only by the fact that by the end of 2006 it had not yet approved a long-term action plan for the Decade. However, Hungary is the most advanced on implementation progress across most of the priority areas.
2. Following at a substantial distance from Hungary is the main group consisting of **Bulgaria, Slovakia, the Czech Republic, Romania and Croatia**. Their scores are very similar, and the five countries show mixed performances with examples of both systematic and limited government action across the priorities.
3. **Macedonia and Serbia** lag slightly behind mainly because of their reliance on donor-financed measures as opposed to the governments' own leadership in implementing the Decade.
4. **Montenegro** remains in a pre-Decade stage of commitment and action.

Table 2: Comparative Performance

RANK	COUNTRY	SCORE
1	Hungary	2.29
2	Bulgaria	1.84
3	Slovakia	1.82
4	Czech Republic	1.76
5	Romania	1.72
6	Croatia	1.70
7	Macedonia	1.37
8	Serbia	1.24
9	Montenegro	0.63

Note: Scores presented in this table are averaged across all indicators. Scores vary from 0 (lowest) to 4 (highest).

No country performs consistently well across all areas...

...and differences are explained by the degree to which governments have rolled out systematic policies

The DecadeWatch methodology has limitations...

...but is based on indicators that capture necessary inputs to make the Decade a success

It is obvious that any **assessment of progress based only on the review of whether governments have put measures in place has limitations**, as by definition it does not capture whether these measures are having an effect. A further limitation lies in the fact that the choice of indicators can be subject to debate. However, DecadeWatch has chosen a set of indicators that are key to the Decade's success in achieving its aims.

DecadeWatch argues that success in Decade implementation relies both on the right institutional framework and on the policies put in place by governments in the four priority areas. The ranking presented in Table 2 is, therefore, based on a range of indicators covering:

- availability of *action plans* with indicators and targets and associated tracking and reporting mechanisms;
- *institutional arrangements* for Decade implementation; and
- *government measures* across the four priority areas of education, employment, health and housing, including on data availability and collection, as well as the availability of EU-compatible anti-discrimination legislation.

The top score is 4, awarded to best practice performance, while 0 measures no government input. As Table 3 explains, the intermediate scores differentiate between the various degrees of government involvement. It is worth noting that the score of 4 is not necessarily 4 times better than 1—but that 4 reflects the standard of what is achievable. The difference between 0 and 1 is therefore more relevant than the difference between 3 and 4.

Table 3: Defining DecadeWatch Scores

SCORE	SUMMARY DEFINITIONS
0	No action by the government
1	Sporadic measures, initial steps taken, but not regular and systematic action
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4	Integrated policy, setting the standard for government action and ownership

The DecadeWatch scores present an average across the indicators—without a weighting of individual indicators. Where countries had the same scores, they were ranked the same. Attaching different weights could result in slight changes to the ranking, but would not change the rankings as listed above. The detailed DecadeWatch scorecard methodology is presented at the end of this overview chapter.

The country scoring reveals that, **overall, progress on Decade implementation falls between the scores of 1 and 2—suggesting that sporadic measures and some initial steps dominate, but they do not yet amount to systematic programs or integrated policies.** Most countries show a mixture of strengths and weaknesses. For example, Hungary is more advanced than other countries in terms of putting policies in place across most of the four priority areas, and would be closer to the score of 3—had the government approved a long-term Decade Action Plan before the end of 2006. The same is true for Romania, which is to adopt its Decade Action Plans only in 2007. Macedonia is more advanced than most countries in terms of the institutional arrangements for the Decade and scores high on such indicators, but this has yet to be translated into systematic government action. The following sections explain the ranking by providing an overview across the Decade priority areas and the individual country developments.

The overall picture: a dominance of sporadic measures and initial steps and the challenge to develop them into policies

Summary Findings by Priority Area

Decade Action Plans with clear indicators and targets are a key added value of the Decade, as these action plans typically provide a greater implementation focus than previous national strategies or programs for Roma integration, including by allowing for a clear reporting framework for implementation. If they do not foresee a year-by-year structuring, such plans should be ideally complemented by shorter-term (annual or biannual) priority operational plans for government action. With respect to the Action Plans, DecadeWatch assesses whether countries have adopted Decade Action Plans (1.1 in the scorecard) or short-term operational plans (1.2), whether there is any formal reporting mechanism (1.3), whether the Decade Action Plans include baseline data (1.4) and whether there have been any efforts to develop municipal or regional action plans (1.5).

Action Plans

Table 4: Action Plans

RANK	COUNTRY	SCORE	1.1	1.2	1.3	1.4	1.5
1	Czech Republic	2.30	3	4	4	1	0
2	Croatia	1.60	2	2	0	2	2
2	Macedonia	1.60	1	4	0	0	3
4	Slovakia	1.30	2	1	2	0	2
5	Serbia	1.20	3	2	0	0	1
6	Bulgaria	1.10	3	1	0	0	2
7	Hungary	0.60	0	0	0	0	3
7	Montenegro	0.60	3	0	0	0	0
9	Romania	0.00	0	0	0	0	0

By the end of 2006, most countries, with the exception of *Hungary* and *Romania*, had approved 10-year Decade Action Plans—the quality of which, however, varies. Clear indicators and data sources as well as credible deadlines and targets

have been identified only in a few areas of a few Decade Action Plans and there are therefore doubts as to how effective they are in guiding government policy. In many countries, there is still some confusion as to how the Decade Action Plans relate to earlier national strategies or programs on Roma integration. Often the authorities choose not to use the action plans as they were intended—as plans with targets, timelines and reporting frameworks. At the same time, some countries have translated the broad 10-year plans into priority action or operational plans, in some cases even backed up with financing. Others have worked to engage municipalities in the Decade. With the exception of the *Czech Republic* and *Slovakia*, governments had not yet issued formal and regular public progress reports on Decade implementation by the end of 2006, although *Serbia* issued a progress report in April 2007 and *Croatia* is expected to do so later in 2007.

Good practice: The *Czech* government's annual priority plans backed up with budget allocations and regular reporting on their implementation, *Macedonia's* 2005 operational plan and its outreach work at the municipal level, development of local action plans by municipalities in *Serbia*.

Institutional arrangements for the Decade

The Decade introduced a process of collaboration between governmental bodies and Roma civil society on the drafting of action plans and on the supervision of their implementation, managed by a National Decade Coordinator, as well as international cooperation among the Decade countries. With respect to institutional arrangements for the Decade, DecadeWatch assesses whether there is a National Coordinator (2.1), what is her/his level of seniority (2.2), and whether she/he is assisted by a support office with designated staff (2.3). It also reviews whether there is Roma representation at senior levels of government (2.4) and whether there is a standing formal consultation body involving Roma civil society (2.5). It also assesses whether line ministries have special inclusion and access units (2.6), whether the government has been represented at International Decade Steering Committee meetings (2.7), and whether it has contributed to the Decade Trust Fund (2.8).

Table 5: Institutional

RANK	COUNTRY	SCORE	2.1	2.2	2.3	2.4	2.5	2.6	2.7	2.8
1	Hungary	3.13	3	3	4	2	2	3	4	4
2	Slovakia	2.94	3	4	3	3	0	3	4	4
3	Macedonia	2.88	3	3	1	3	4	1	4	4
4	Croatia	2.75	3	4	2	0	4	2	3	4
4	Czech Republic	2.75	3	2	2	1	3	3	4	4
6	Bulgaria	2.63	1	2	2	3	3	2	4	4
6	Romania	2.63	3	2	2	3	0	3	4	4
8	Serbia	1.25	1	1	2	0	4	1	1	0
9	Montenegro	0.50	1	1	0	0	0	1	1	0

In 2005 all Decade countries appointed national Decade coordinators, often at ministerial level, and the position has remained filled without disruptions since the launch of the Decade in most countries. Only in *Bulgaria*, *Montenegro* and *Serbia* have there been some disruptions. Day-to-day coordination has mostly been delegated to senior government officials who typically head offices with support staff who handle Decade and related issues. The Decade coordination offices have built up substantial experience over the last years and are essential to their countries' Decade implementation capability. However, in some cases there are doubts among Roma activists as to Decade coordination bodies' real power and their ability to effect change by influencing and supporting line ministries in developing and financing policies that will work for Roma inclusion. At the same time, in a few cases line ministries are reported to have designated units focusing on access and inclusion issues with the capacity to develop and implement policy, so far mostly in the ministries in charge of education. Formal consultation bodies involving Roma civil society meet most regularly in *Croatia*, *Macedonia* and *Serbia*, but their influence on ministerial policy-making varies.

Good practice: *Hungary's* and *Slovakia's* Decade coordination office with close links to line ministries, *Macedonia's* process of involving Roma civil society.

In the priority area of education, Decade Watch assesses progress by looking at the availability of data on Roma education (3.1), of measures to support access of Roma children to preschool (3.2), primary and secondary school, (3.3) and tertiary education (3.4), as well as at the availability of desegregation measures (3.5).

Education

Table 6: Education

RANK	COUNTRY	SCORE	3.1	3.2	3.3	3.4	3.5
1	Hungary	3.80	3	4	4	4	4
2	Romania	2.40	2	1	3	4	2
3	Serbia	1.80	2	2	2	2	1
4	Bulgaria	1.60	2	2	3	0	1
4	Slovakia	1.60	0	3	3	2	0
6	Croatia	1.40	1	1	3	2	0
7	Montenegro	1.30	2	1	2	0	2
8	Czech Republic	1.00	0	2	3	0	0
9	Macedonia	0.80	1	2	1	0	0

Education is the area where Decade Action Plans are most developed and convincing, and it is also the area where governments have made the most substantial progress in putting measures and policies in place to improve education outcomes for Roma. As opposed to the other priority areas, in education many countries have moved from sporadic measures to some degree of program or policy. The assessment

reveals that the Roma Education Fund has played a key role in advancing the development of policies and programs, through financing or co-financing activities in many countries. Some form of preschool program is in place in every country, mostly in the form of free-of-charge provision or one year of preschool, and sometimes associated with measures that specifically promote access of Roma to kindergarten and/or early childhood programs. All countries pursue, to varying degrees, measures to promote access to primary and secondary education, including teaching assistants. *Croatia, Hungary, Romania* and *Slovakia* also finance or co-finance scholarship programs for Roma students in higher education. However, explicit and implicit access barriers for Roma remain in many countries, and they likely will only be overcome if governments move to integrate and to better coordinate measures, as well as to involve Roma more and more systematically in policy design and service delivery.

There are wide differences in the degree to which governments have acknowledged segregation between Roma and non-Roma children in schools and developed measures or policies to deal with this problem. *Hungary's* example can show the other Decade countries how to move beyond externally financed or co-financed pilot projects towards the strategic development of government policies on desegregation.

Good practice: *Hungary's* wide-ranging and integrated policy framework to advance Roma access to integrated education.

Employment

In the priority area of employment, DecadeWatch assesses progress by looking at the availability of data on Roma employment and unemployment (4.1), measures to promote access of Roma to training and retraining programs (4.2), active employment programs, excluding public works, (4.3) and self-employment programs (4.4).

Table 7: Employment

RANK	COUNTRY	SCORE	4.1	4.2	4.3	4.4
1	Hungary	3.00	1	4	4	3
2	Croatia	1.75	1	3	3	0
2	Serbia	1.75	2	2	0	3
2	Slovakia	1.75	0	2	2	3
5	Bulgaria	1.25	2	2	1	0
5	Czech Republic	1.25	2	1	1	1
5	Romania	1.25	2	2	1	0
8	Macedonia	0.75	3	0	0	0
8	Montenegro	0.75	2	1	0	0

The picture on employment measures and policies for Roma varies widely across Decade countries. Hungary is most advanced in having developed a comprehensive

set of employment promotion programs for those excluded from the labor market—policies accessible to and actually designed for Roma. The other countries finance, on a regular or irregular basis, **individual measures, but often not amounting to a program or an integrated policy**. Even with institutions and measures in place, their outreach into Roma communities often remains limited. There is skepticism among Roma activists whether existing mainstream employment and training programs offered through the public employment services work for Roma. And in the absence of adequate data in many countries, it is often difficult to assess the effectiveness of programs that are not specifically targeting Roma. Self-employment programs are in place in *Hungary*, *Serbia* and *Slovakia*, while in many countries employment measures for Roma focus on public works activities. As public works typically are temporary measures not aimed at promoting stable employment, the DecadeWatch scoring methodology does not take such measures into account.

Good practice: *Hungary's* employment and training programs, *Slovakia's* and *Serbia's* self-employment programs, *Macedonia's* employment data collection.

In the priority area of health, DecadeWatch assesses progress by looking at the availability of data on Roma health (5.1), the existence of measures to provide access to healthcare for Roma (5.2, e.g., mechanisms of health protection for the un-insured), of special health programs for Roma (5.3, e.g., information outreach and health awareness programs or vaccination programs), and of Roma health mediators (5.4).

Health

Table 8: Health

RANK	COUNTRY	SCORE	5.1	5.2	5.3	5.4
1	Romania	2.75	3	1	3	4
2	Bulgaria	1.50	2	2	1	1
3	Serbia	1.25	2	1	2	0
4	Slovakia	1.00	0	2	1	1
4	Hungary	1.00	1	1	1	1
4	Montenegro	1.00	1	1	2	0
7	Czech Republic	0.75	1	0	1	1
8	Croatia	0.50	1	0	1	0
8	Macedonia	0.50	0	1	1	0

Progress on providing access to quality healthcare for Roma is less advanced than on education, with most countries relying on sporadic and externally co-financed measures. *Romania* stands out due to its systematic scaling up of the Roma health mediators program. Some countries have free access to a minimum healthcare package, including for the uninsured. In the case of *Slovakia*, there is the legal possibility for promoting Roma access to health insurance, but there is anecdotal evidence that

in practice access barriers remain. This is particularly true in cases when Roma do not have all the necessary citizenship and residency papers, which is observed most notably in former Yugoslav countries and among the displaced and refugee Roma population. Community outreach is often not yet pursued as a formal program. The Global Fund to Fight Aids, Tuberculosis and Malaria is becoming an important tool for Roma health: Often vaccination and prevention campaigns have been conducted as a result of Global Fund programs with a Roma component.

Good practice: The systematic scaling-up of health mediators as well as health awareness and outreach programs in *Romania*.

Housing

In the priority area of housing, DecadeWatch assesses progress by looking at the availability of data on Roma housing (6.1), of measures to overcome non-registration and illegal settlements (6.2), of access to communal services (6.3), and of access to quality social housing (6.4).

Table 9: Housing

RANK	COUNTRY	SCORE	6.1	6.2	6.3	6.4
1	Hungary	1.75	1	3	2	1
2	Croatia	1.50	2	2	1	1
3	Bulgaria	1.25	2	1	1	1
3	Slovakia	1.25	2	0	3	0
5	Czech Republic	1.00	1	1	1	1
6	Romania	0.75	2	0	1	0
7	Macedonia	0.50	0	1	1	0
7	Montenegro	0.50	1	0	0	1
7	Serbia	0.50	2	0	0	0

Countries participating in the Decade pursue widely different approaches to improving the housing situation for Roma. *Slovakia*, for example, has introduced a housing program that risks retaining and deepening segregation, for example by constructing “houses to a lower standard” in segregated settlements. In contrast, *Hungary* has been trying to approach the housing challenge in a wider context by linking housing and infrastructure improvements to employment programs for Roma. *Croatia* has developed systematic physical mapping of Roma settlements and has begun legalization. With the exception of *Hungary*, countries rely on sporadic and/or externally co-financed measures. Illegal housing and unresolved ownership patterns, as well as the lack of residential registration and citizenship documents remain towering obstacles to improving the housing situation for Roma in most countries. In *Serbia*, for example, select individual municipalities have taken issues into their own hands, while central authorities have yet to find a solution for Roma without citizenship and residency papers.

Good practice: *Hungary's* housing and social integration program, systematic physical mapping of settlements in *Croatia*, *Bulgaria's* housing action plan.

DecadeWatch also assesses the availability of anti-discrimination legislation across Decade countries (7.1). Unsurprisingly, the **effort to improve and adopt EU-compatible anti-discrimination legislation is most advanced in those countries that joined the EU in 2004 and 2007**. Candidate countries are trailing behind. There are also wide differences in the extent to which anti-discrimination legislation has been used for Roma, with most cases in the areas of access to employment and access to public accommodations.

Anti-discrimination legislation

Table 10: Anti-discrimination

RANK	COUNTRY	SCORE
1	Hungary	4.00
2	Bulgaria	3.50
2	Romania	3.50
4	Slovakia	2.00
5	Croatia	1.00
5	Czech Republic	1.00
5	Serbia	1.00
8	Macedonia	0.00
8	Montenegro	0.00

Good practice: *Hungary's*, *Bulgaria's* and *Romania's* anti-discrimination laws.

For reasons of scope, this first volume of DecadeWatch did not assess government activities on gender, as well as specific government activities on poverty reduction and the other cross-cutting agendas under the Decade, but there are plans to do so in the next round.

Country Summaries

BULGARIA

Bulgaria's challenge:
Use the Decade as a policy
instrument and commitment
as well as a reporting framework

Bulgaria has twice received substantial international attention—as host of the Decade launch in February 2005 and when it took over the Presidency from Romania in 2006. However, the **Decade as a domestic policy instrument remains underutilized across all line ministries**. While a substantial number of measures adopted in recent years promote the Roma inclusion agenda, they often do not follow the systematic approach intended for the Decade. Bulgaria's challenge in implementation is to use the Decade as a tool to develop integrated policies, and to effectively mainstream Roma inclusion in public policy, including by using European Structural Funds.

Action plans

Bulgaria has **detailed Decade Action Plans that are not effectively used by policy-makers as a commitment and reporting tool** for supporting Bulgaria's social inclusion agenda. Relevant national strategic documents often make reference to the Decade, but not to the details of the action plan. The recent national education strategy does not make any reference to the Decade Action Plan. Bulgaria also has not adopted priority action plans or short-term operational plans, with the exception of a comprehensive housing program that mentions the Decade commitment.

Education

Bulgaria has a range of measures in place that can help improve educational outcomes for Roma, but they do not yet amount to a comprehensive and integrated policy. The Ministry of Education has established a Center for Educational Integration, although with some delay, which resulted in the loss of budgetary resources for Roma education. While mainstream education programs could be utilized in the interest of Roma education, such opportunities sometimes go lost: For example, school buses provided through a nationwide Ministry of Education program are not known to have been used to assist desegregation. Bulgaria has a compulsory year of preschool, but anecdotal evidence suggests that it often remains not implemented for Roma, and there are no specific government-financed measures that would promote access of Roma to preschool. Meanwhile, the Ministry of Labor has become active in promoting access to education by supporting training for Roma teaching assistants, adult literacy programs and free school breakfasts. The receipt of the child allowance benefit is tied to school attendance, and its monitoring and enforcement has recently been tightened. There is no government policy on desegregation, and any efforts in this direction remain externally financed and of a pilot nature. However, Bulgaria's 2006 National Report on Strategies for Social Protection and Social Inclusion mentions education desegregation as a goal and sets concrete targets for 2008. As yet, there are also no government programs aimed at promoting access of Roma to higher education.

Over the past two years, the Ministry of Labor has **implemented a series of employment programs involving Roma, although the programs were not necessarily conceived or tailored for Roma.** Specific pilot programs were funded by EU PHARE, while the larger mainstream programs remain funded from the state budget. A notable exception to mainstream programs is a targeted literacy program for Roma that was introduced in 2006. But these activities have yet to solidify into a coherent policy tailored to the specific situation of the Roma community.

Employment

So far, Bulgaria's approach to Roma health has consisted largely of sporadic measures, although important recent policy changes may have a positive impact on Roma health. Based on the results of a 2003 EU PHARE-financed study, the Ministry of Health has developed 15 pilot programs aimed at providing training to healthcare professionals working with Roma and setting up informal Roma mediators to facilitate communication between Roma communities and healthcare institutions. With the support of the Open Society Institute, 87 health mediators have been trained in recent years, although health mediators are not yet incorporated into the Bulgarian health system. It is expected that in 2007 at least 60 of the trained mediators will be permanently employed by local municipalities through a subsidy provided by the Ministry of Finance. Moreover, in 2005, the Ministry of Labor established a budget line to finance health expenditures for marginalized individuals without health insurance. Access to this financing is limited to uninsured people and subject to a strict means test. The Ministry of Health has also enacted a number of national programs targeted to disadvantaged groups, including Roma, such as a program for HIV-infection prevention and AIDS control, funded by the Global Fund to Fight AIDS, Malaria and Tuberculosis.

Health

The Bulgarian government adopted a National Program for Roma in 2006, which is a result of a joint effort of experts from various ministries and agencies and civil society. Covering the same time span as the Decade, the **National Program for Roma calls for investing in infrastructure developments in Roma neighborhoods, finding alternative locations for some settlements, building new low-income housing from the state budget, and changing the spatial development of segregated Roma areas.** The program envisages clear measures, indicators and budget lines, as well as a solid financial commitment from the state budget. Forty percent of the program is to be funded by the state. However, there is as yet little evidence on implementation and actual budgeting.

Housing

In 2003, **Bulgaria adopted a comprehensive anti-discrimination law based on EU directives in the field.** The law offers extensive protections against discrimination on a wide array of grounds, and allows victims to use regular courts as well as an equality body, called the Anti-Discrimination Commission, to seek remedies. The Anti-Discrimination Commission, set up in 2005, has yet to begin working as an effective equality body.

Anti-discrimination legislation

Bulgaria's comprehensive and EU-compatible Anti-discrimination Law and measures to promote access to general primary education.

Key achievement

CROATIA

Croatia's challenge:
Develop sporadic measures
into systemic social inclusion
policies for Roma

Although Croatia only has a small Roma minority, it **recognizes the Decade as an instrument to promote Roma inclusion**. The authorities have introduced a range of measures, predominantly in education. These measures are often sporadic—which explains Croatia's relatively lower score compared to its peers in Central Europe—and the next step is to integrate them into more systemic and interlinked policies. Croatia has the institutional and policy-making capacities as well as financial resources needed to turn sporadic measures into systemic solutions and make a leap towards effective Roma integration.

Action Plans

The government has approved Decade Action Plans in all four priority areas. Being rather limited in scope, the **action plans perform some guiding function in implementation and reporting**, notably in the case of the Croatian Employment Bureau, which reports on some actions in the frame of the Decade Action Plan. The authorities approved an annual plan with priority measures for 2005, which was, however, little more than a copy-paste version of the long-term plan. Overall the government has not yet publicly reported on the Decade, although a comprehensive report is expected to be published later in 2007.

Education

Croatia has a **range of measures in place that aim at ensuring access to quality education for Roma children, but not yet an integrated policy**. For instance, Croatia has a free preparatory program of approximately 250 hours as part of its preschool education system with a warm meal a day and some transportation. However, only a relatively small number of Roma children participate in it and it is substantially shorter than similar programs in other countries, which typically last one year. In addition, some Roma minority education preschools receive government, Roma Education Fund and Open Society Institute funding. While there is no detailed strategy to prevent drop-outs, the government has announced a free textbook program for all children in primary education beginning with the 2006-2007 school year. Funding for transportation and school transfers is also available. In addition, the Ministry of Education finances Roma teaching assistants, although there is neither a legal framework for their work nor specific training, and they are consequently employed only for short-term one-year contracts. Affirmative action measures in secondary schools include preferential scoring upon admission and more intensive vocational guidance for Roma. However, the Croatian authorities have yet to act to overcome educational segregation, which has been reported in a number of cases. Lastly, the Ministry of Education provides scholarships for Roma as well as free accommodation in dormitories in secondary and higher education.

Employment

Key elements of Croatia's Decade Action Plan have been translated into coherent and well elaborated measures including activities of vocational training, subsidized employment and short-term public works. The Croatian Employment Bureau regularly reports about the number of users of these measures. However, while the planned number of beneficiaries was originally set very low, the number of persons actually served was even smaller, indicating problems with outreach among Roma. There is a complex set of regular activities of the employment services that are

obviously open for Roma as well, but it is not clear whether any specific adjustment in service delivery and outreach are being made to make these mainstream activities work for Roma.

Croatia does not have a systematic policy to deal with the challenges of improving the health status among the Roma population, particularly those residing in compact settlements. Activities, if any, remain at the level of sporadic measures. For example, there is no policy to promote access to healthcare for those without health insurance. Most of the activities undertaken to improve the health situation of Roma to date consist of locally conducted surveys and studies, as well as information drives in particular localities. There have been immunization efforts in some areas with higher Roma populations and in Roma settlements. There is no system of health mediators yet.

The **Croatian authorities have made notable progress regarding the legalization of settlements**. According to the Office of National Minorities, nine out of 13 settlements in Medimurje County have been legalized. Moreover, a total of 12 counties (out of the 14 that were required to do so) have developed plans for improving conditions in Roma communities, which include spatial mappings, detailed financing estimates and potential sources of funding. The Ministry of Environment has been co-financing the development plans for Roma settlements. Some measures to improve the housing situation of Roma are already in place: For instance, an EU PHARE program co-funded and administered by the government in 2005 and 2006 invested in the infrastructure reconstruction of settlements in Medimurje County. No social housing measures are in place for Roma.

Amendments to Croatian labor law introduced in 2004 included some anti-discrimination protections in line with the European Union standards on employment, but a **comprehensive anti-discrimination law that would protect against racial discrimination in all sectoral areas has yet to be adopted in Croatia**. An anti-discrimination strategy has been in the works since 2004, but, as of this writing, the document had not been adopted by the government.

The systematic physical mapping of settlements in 12 counties and the legalization of settlements in Medimurje County.

Health

Housing

Anti-discrimination legislation

Key achievement

CZECH REPUBLIC

The Czech Republic's challenge:
Develop sporadic measures
into systematic Roma inclusion
policies

The Czech Republic has created an advanced strategic framework for Roma inclusion, through the Decade Action Plans and other documents. The Czech government has been developing and reporting on annual action plans that spell out its Roma inclusion measures. However, its relatively weak performance in comparison to its peers is explained by the fact that the Czech Republic has not been utilizing its mechanisms for systematic action. With some exceptions in education, government action has so far been limited to sporadic measures. As a next step, the Czech government should **develop sporadic measures into systemic Roma inclusion policies across the four priority areas**, including by using European Structural Funds that have already been successfully accessed for Roma inclusion measures.

Action Plans

The Czech Decade Action Plan is based on an earlier government Concept for Roma Integration in the Czech Republic from 2000. It enumerates a series of general directions for action, followed by a list of more detailed areas of activity. Clear, specific deadlines are set for most of the listed actions. **Most of the specific deadlines set in the Decade Action Plan appear realistic, as they are based on timeline estimations for government activities that are already ongoing.** However, in most cases, the formulations of activities in the Decade Action Plan, as well as the assignment of responsibilities, are vague enough to leave plenty of room for inaction by central, regional and local authorities.

Education

The Czech authorities continue to **rely largely on externally co-funded, sporadic measures to advance Roma education but have also put a number of more systemic policy measures in place.** For example, there are programs aimed at drop-out prevention and support of disadvantaged pupils, as well as supporting integration of minority students in mainstream education. Moreover, Roma teaching assistants have been a longstanding institution in the Czech Republic. At the same time, measures to advance access of Roma to higher education remain limited to external or NGO-funding. However, although a court case alleging discrimination and segregation in the country's education system is currently before the European Court of Human Rights in Strasbourg, the Czech government has yet to acknowledge the dimensions of the segregation of Roma in the national educational system.

Employment

Roma are included among vulnerable groups for which broad policies are designed, and some Roma-specific programs are supported through local NGOs from the state budget or from the European Social Fund. **Rather than promising that comprehensive policies for employing Roma will be designed by the Czech government within the framework of the Decade, the Decade Action Plan indicates that the government will address the employment situation of Roma by supporting NGOs that are developing targeted programs.** Although most Roma are registered with employment offices for the purpose of receiving unemployment and other social assistance benefits, few Roma actually take part in job training courses. A host of government or donor-funded active employment programs, which have been developed by NGOs and are run on a local level, have been more successful in build-

ing relationships with Roma clients. Overall, outside of short-term employment in public works projects, few other opportunities for employment are available to Roma. Microfinance and small business loans are in practice not available to Roma, as they often require collateral guarantees that impoverished Roma cannot offer.

The Czech health agenda under the Decade focuses mostly on the development of a system of Roma health mediators. The Ministry of Health financed a pilot health mediators' program to be developed through an NGO resulting in a training module and 18 trained health mediators. The project ends in May 2007, but two local governments and one municipal government have expressed an interest in keeping health mediators employed until the end of 2007. There are no government programs to provide healthcare coverage to the uninsured, although, under the Czech healthcare system, all those employed or registered with unemployment offices, as well as children younger than 18 and mothers of children up to the age of six, have their health insurance covered. NGOs estimate that the number of people left without health insurance coverage is very small. Similarly, there are no government-financed outreach activities, such as vaccination drives or health education campaigns, in Roma communities. Some NGOs conduct small-scale outreach activities on a local level, as do the health mediators mentioned above, but these sporadic efforts fall far short of addressing the needs of Roma across the Czech Republic

Health

Following much negative publicity around the ghettoization of Roma in the Czech Republic, the **government has recognized the need for a comprehensive approach to housing and has committed to adopting an integrated social housing concept by 2008.** At the moment, social housing is usually made available only on the condition that applicants are employed and have no debts, which means most Roma are virtually excluded from accessing social housing. The Ministry of Regional Development currently finances a program for constructing subsidized flats, sometimes referred to as "plain flats" in reference to the pared down finishes and utilities they offer to tenants, but it is not clear how many of these flats are actually given to Roma. The government progress reports under the Decade recognize that this program, just like many other housing measures and policies, lacks an adequate implementation monitoring mechanism to assess its impact on Roma. There are currently only sporadic measures in the areas of access to communal services or overcoming non-registration and illegal settlements.

Housing

Czech law has incorporated some anti-discrimination provisions relating to employment, but has yet to transpose the Race Directive of the European Council of the European Union, which offers protections against racial discrimination in employment, education, housing and the provision of public services. A draft of a comprehensive anti-discrimination law has been rejected by the Czech Senate, despite the fact that both domestic organizations and international groups have repeatedly called for the speedy transposition of European Union protections against discrimination.

Anti-discrimination legislation

The government's annual priority plans, including budget allocations and regular systematic reporting on their implementation.

Key achievement

HUNGARY

Hungary's challenge:
Make comprehensive Roma
inclusion policies work

Having held the Decade Presidency in the crucial run-up to the launch of the Decade in 2005, the **Hungarian government has been instrumental in making the Decade a reality**. Today, **Hungary also stands out among other Decade countries as having advanced furthest in setting in place programs and policies to promote Roma inclusion in most priority areas**. Most notably in education, a host of tools and programs are in place to promote educational integration. However, there is plenty of anecdotal evidence that these programs have yet to have an impact. Hungary's challenge, therefore, is to continue fine-tuning and building on its policies to ensure they work towards Roma inclusion. This entails continued and sustained outreach and efforts to change minds, train and convince local officials and service providers. Moreover, Hungary needs to ensure that its health system, currently under major reform, works for socially excluded Roma, for example through Roma health mediators.

Action Plans

Hungary's overall score is lowered by the fact that within the first two years of the Decade it had **not approved a long-term strategy for the Decade**. However, it has **initiated plenty of policies and programs that are in direct relation to the draft Decade Action Plan**. A draft long-term Decade Action Plan and a two-year priority operational plan have been in the works since the launch of the Decade, and these have been consulted extensively, including at the local level. In the meantime, government action was guided by a Program to Promote the Social Inclusion of Roma that was adopted in 2004. The government has not yet reported publicly and systematically on progress in Hungary under the Decade since its launch.

Education

While non-enrolment and drop-out rates among Roma in Hungary appear to be lower than in other Decade countries, independent reports in recent years have pointed to a host of other problems that Roma face in the educational system, most notably multiple forms of segregation. The **primary objective of reforms to the Hungarian educational system since 2002 has consequently been the elimination of segregation in mainstream schools**. Inclusive education is supported on a systemic level through the development of governmental integration programs and the adoption and enforcement of anti-discrimination legislation that explicitly bans segregation. Preschool education in Hungary is available to children as young as three and is compulsory for children in their preparatory year. There are no tuition fees for public preschools, and children whose families receive regular child support benefits are entitled to free meals. Preschools cannot refuse enrolment of disadvantaged children, including Roma, beginning with the age of three. But in practice this provision is rarely followed, as in many areas there is a shortage of preschools. Hungary also has programs to promote access to primary, secondary and higher education for Roma.

Employment

Hungary has a host of employment and training programs run by the labor centers, including programs for those excluded from the workforce. Most of these **programs are accessible to—and actually designed for—Roma**, even though equal opportunities policies often prevent government officials from saying so explicitly. There are

no official data on how such policies affect Roma in practice, but anecdotal evidence suggests that Roma are indeed among the primary beneficiaries of many of these programs.

Health is the weak spot in Hungary's Roma inclusion agenda. Hungary's draft Decade Action Plan does not mention any measures to expand healthcare services to those who do not have access to health insurance. Health insurance in Hungary is currently tied to employment or registration with labor and unemployment offices. Moreover, health insurance is dependent on residence registration, which in practice means that long-term unemployed Roma living in illegal housing, as well as the homeless, cannot access the country's healthcare system. On the other hand, the Ministry of Health has been financing coordinated health education, awareness and information campaigns. Some pilot outreach programs have been conducted in cooperation with mainstream and Roma media. Training programs for health mediators in Hungary were initiated five years ago, and some of the graduates were assigned to work in some counties. But the mediators were not permanently employed at the end of the program, and no nation-wide health mediator programs have been implemented since. The draft Decade Action Plan presented by the Hungarian government does list the training of Roma healthcare providers as a goal, but no details as to how the policy will be designed and/or implemented are available yet.

The government launched a comprehensive program, the pilot **Housing and Social Integration Program, which aims to support Roma integration by addressing the living situation of Roma throughout the country.** The program deals not only with housing-related issues, such as the clarification of property rights, infrastructure improvement and access to public utilities, but also with issues like employment and public health. To help address these areas, the program brings in local employment offices and health institutions as partners. While the ambitious substantive scope and integrated approach of the program has limited the program to a relatively small number of locations at the outset, the program is expected to grow in coming years. Other Hungarian government measures for improving Roma housing include a program for the legalization of unregistered settlements initiated in 2006. Social housing, on the other hand, is not part of a centrally designed strategy but left to municipalities.

Hungary's anti-discrimination law offers strong protections, in particular through the Equal Treatment Act and the Education Act and some newly adopted amendments to the Civil Code. The Equal Treatment Authority has taken an active role in the prevention of discrimination, while courts have sanctioned violations not only consistently, but also strategically. Still, for example, these protections too often do not act as sufficient disincentives for potential employers, and Roma job-seekers usually know too little about the protection mechanisms available to them.

The government's wide-ranging and integrated policy framework to advance Roma access to integrated education. The design of comprehensive integrated programs to improve living conditions for Roma in segregated settlements.

Health

Housing

Anti-discrimination legislation

Key achievement

MACEDONIA

Macedonia's challenge:
Translate government
commitment into
government action

While the **government remains committed to the Decade, evident in Macedonia's advanced institutional arrangements for the Decade and outreach to the municipal level, this commitment has yet to be translated into systemic government-financed action.** Macedonia's lower score relative to its partner countries results directly from the limited actual involvement of the government and the limited use of budgetary resources for Roma inclusion measures and programs. But Macedonia compares favorably with its peers with regard to the institutional structures it has put in place for Decade implementation. A renewed effort by the government is needed in building on the established and experienced coordinating structures and getting all ministries to consistently put resources and expertise into the Roma inclusion agenda and to rely less on foreign and donor-financed efforts.

Action Plans

Macedonia has action plans for all the Decade priority areas, but with some weaknesses in terms of content as well as targets and monitoring indicators. However, the main priority for the Macedonian government is progress on implementation, and any adjustments of the plans could be done along the way or, even better, through the approval of more detailed operational plans with financial backing. Led by the Decade coordination office in the Ministry of Labor and Social Policy and involving Roma civil society, the Decade coordination body conducted an exemplary process of drafting priority operational plans for the Decade in 2005—which, however, have so far not been utilized for implementation.

Education

Education is the Decade priority area where implementation is most advanced, although strongly driven by external financing. While the Ministry of Labor and Social Policy is providing some financing, most activities rely on co-funding by the Roma Education Fund and other donors. Some general policies are in accordance with the Action Plans, for example the introduction of a compulsory preparatory year for primary school in 2006. In 2007, the authorities have introduced measures to promote access of Roma children to preschool, although again with Roma Education Fund support. There is some support available for Roma students in secondary education through a joint scholarship program of the Ministry of Education and the Foundation Open Society Institute Macedonia, with Roma Education Fund support. However, this is not accompanied by other measures to systematically encourage school participation, such as subsidized transportation, free school lunches, Roma teaching assistants or school mediators.

Employment

Macedonia suffers from chronically high unemployment across all groups in society, making progress in promoting employment among Roma a significant challenge. In principle, Macedonia has the ingredients to promote access to employment for Roma. It even has relatively good data collected by the State Statistical Office. **While there are employment programs in place for the population as a whole, specific measures to promote access of Roma to such programs have not yet been developed.** However, there are models to build on: For example, a Council of Europe Development Bank and Open Society Institute-funded microfinance organization

is providing training and loans to Roma entrepreneurs. While no similar programs have been initiated by the government to date, the Ministry of Labor, is expected to develop a microcredit and self-employment scheme in 2007.

Health is Macedonia's weakest spot in Decade implementation, and the health section of the Decade Action Plan remains the least developed part of the document. The overall problems of Macedonian health system in terms of quality of service and access have had an impact on the implementation of the Decade. **There are no governmental programs specifically targeting Roma health, but some of the mainstream programs developed by the Ministry of Health have reached out to Roma beneficiaries**, including, for instance through programs financed by the Global Fund to Fight AIDS, Tuberculosis and Malaria. Vaccination campaigns have also included Roma communities, and they appear to have been largely effective. There are no health mediators in Macedonia. But by far the biggest obstacles Roma face have to do with registering for health insurance, due to missing legal residence and employment status.

Except for **sporadic actions to promote access to utilities and social housing**, mostly funded by external donors and not by the government, Roma housing remains an underdeveloped area. Moreover, despite Macedonia's Decade commitments, there remain cases of evictions of Roma. However, there are recent moves that suggest a possible expansion in government activities in the area of housing. The government has recently initiated the drafting of strategic and legal documents aimed at housing, including legalization of illegal buildings, which may be used to promote improvements in Roma housing. Moreover, the authorities have initiated the development of urban plans for some Roma settlements. The Ministry of Transportation indicated that it would support the building of social housing that would have Roma, among others, as potential beneficiaries, and it will fund the construction of a sewage system in the mainly Roma municipality of Shuto Orizari.

Macedonia recently drafted an anti-discrimination law, but it focuses on gender- and disability-based discrimination only, and, as of this writing, it had not yet been adopted.

The 2005 operational plan for the Decade elaborated by the Decade coordination body with the involvement of Roma civil society and outreach work at the municipal level.

Health

Housing

Anti-discrimination legislation

Key achievement

MONTENEGRO

Montenegro's challenge:
Embrace the Decade as a policy
framework

Although it joined the Decade together with its peers in 2005, Montenegro remains in many ways in a pre-Decade launch mode. Decade coordination is handled at the level of a senior civil servant with unclear high-level backing. Line ministries do not appear to relate action on Roma inclusion to the Decade framework. Overall, Montenegro continues to rely mostly on external donors to initiate and finance measures aimed at the inclusion of Roma, Ashkalia and Egyptians (RAE), and has yet to embrace responsibility for developing integrated programs or policies backed up with budget financing. Government representatives have stated that the government expects 80 percent of the financing for Decade activities to come from foreign donors. Crucially, the Decade Action Plan fails to take into account the most disadvantaged communities, the RAE displaced from elsewhere in the former Yugoslavia and the returned asylum seekers who face many and deep additional barriers to accessing public services. The government has yet to develop a policy for these groups.

Action Plans

Montenegro's Decade Action Plan appears to be **designed as a pro forma document, rather than a comprehensive, detailed policy that the government is actually committed to implement.** It often does not set clear responsibilities for specific line items. There have been no attempts to improve the Decade Action Plan since its adoption, and no operational or shorter-term priority action plans have been adopted. Having had little impact on central government policymaking, the Decade also remains absent from the local level: The government has not yet made any systemic effort to include local authorities in mechanisms to implement the Decade.

Education

There are **few systemic government policies to promote access of Roma to school at any level, and most measures that are in place are of a pilot nature and have been (co-)financed by external donors.** Preschool education is not mandatory in Montenegro, and, although some sporadic incentives aimed at increasing the number of RAE children in preschools are currently in place, substantial barriers remain. Segregation is another problem that RAE children face in the Montenegrin educational system, particularly in areas with large numbers of internally displaced persons from Kosovo. The Ministry of Education has yet to develop desegregation plans for such situations. Free schoolbooks began to be distributed as part of a government initiative in 2005. In 2006, a larger-scale two-year project, the Roma Education Initiative, was introduced by Ministry of Education with financing from the Roma Education Fund. It aims to facilitate the development of models for comprehensive integrated education programs in schools and preschools in five locations in the country. It also seeks to provide RAE students with support and incentives to succeed in school, while supporting schools themselves, and their teaching staff, to develop the tools for successful integration. Any measures to promote access to higher education for RAE are entirely externally financed.

Employment

Montenegro's **efforts to develop employment promotion programs for RAE remain in an early phase.** The Employment Agency of Montenegro is organizing regular anti-bias training sessions for its personnel, as well as developing special applications

forms tailored to the specific situation and needs of Roma job-seekers. It has also set up a working group that aims to develop services for persons with special difficulties in accessing employment, including Roma. There are no programs promoting self-employment that are specifically designed for RAE; regular self-employment programs are available only to those who can fulfil standard requirements, and many RAE applicants cannot access them. Displaced and refugee RAE face legislative barriers to employment.

There is no integrated policy on improving health outcomes for RAE in Montenegro, including for those without residential or citizenship registration. Although there are no government healthcare policies targeting RAE, and no health mediator program has been initiated by the government, healthcare professionals in Montenegro regularly conduct vaccination drives and awareness-raising activities in Roma neighbourhoods. No additional funds are available for most of these activities, and healthcare professionals often participate in them on a voluntary basis. As a consequence, Roma activists estimate that over 90 percent of RAE children have actually been vaccinated in the past five years. Moreover, for those who do not have identity cards or healthcare records, the Red Cross and other agencies facilitate access to subsidized medical care. There are also no government-funded reproductive health programs specifically targeting Roma, but NGOs and international agencies have filled this gap through short-term projects.

Health

The Montenegrin government has approved housing policy documents which include reference to RAE needs, but action has in practice been limited to very sporadic measures. Social housing, for example, has yet to become available to RAE on an as-needed basis. The criteria and procedures for allocating social housing in Montenegro are not clear, and therefore it is difficult to evaluate how many such housing units are in practice available to Roma. However, housing policy documents, even if still only declarative for the most part, have registered some effects with local authorities, which have halted evacuation plans for residents of illegal settlements over the past two years. Moreover, in some cases local authorities have taken steps to provide alternate accommodations to Roma residents who found themselves homeless.

Housing

Montenegro has yet to adopt comprehensive anti-discrimination legislation in line with current international standards in the field.

Anti-discrimination legislation

Government support for the Roma Education Initiative to facilitate the development of models for comprehensive integrated education programs in schools and preschools in five locations.

Key achievement

ROMANIA

Romania's challenge:
Achieve consistent progress
across all priorities and use the
Decade as a strategic instrument

Romania's progress in implementing Decade commitments is mixed, explaining its medium-ranking score. On the one hand, at the end of 2006, Romania had still not approved a Decade Action Plan and did not appear to use the Decade as a tool to promote policies on Roma inclusion. On the other hand, Romania held the Decade Presidency in 2005-2006. Moreover, **Romania has advanced substantially in the areas of education and health** and has put a range of programs and policies in place in these two areas. However, progress is less visible in housing and in employment, where it has yet to move towards more systemic policies and the development of effective programs that work for Roma.

Action Plans

Romania has yet to approve a Decade Action Plan—expected for mid-2007—which would provide a frame for the further development of its Roma inclusion policies. The government has also not approved any intermediate priority action plans or public progress reports under the Decade, except for a report on its Decade Presidency. Although Romania was an early leader in the Decade, having assumed the Presidency from Hungary in mid-2005, it appears that the Decade has yet to be introduced as a process and instrument domestically. However, the Decade Action Plans, when in place, are set to make an important contribution. In the coordination body for Roma inclusion policies, the National Agency for Roma, there appears to be a sense of competition between the Decade Action Plans and associated implementation mechanisms, on the one hand, and those set up for the National Strategy on Roma, on the other hand, suggesting that the Decade is not yet seen as a tool to reinforce the implementation of the Strategy.

Education

Romania has developed a number of substantive policy instruments aimed at promoting educational outcomes for Roma, most notably through affirmative action in higher education, vocational training institutions and high schools throughout the country. There are also some sporadic measures to improve preschool attendance, and more systematic programs to promote primary school attendance for disadvantaged groups by providing free school meals, subsidized school supplies and free transportation. The provision of child allowances was also tied to school attendance until recently, again with the idea of motivating low-income families, not only Roma, to send their children to school. An adult literacy program called “Second Chance” is now underway, and it is reportedly mostly attended by young mothers and Roma who dropped out of school at an early age. The position of Roma school mediators was created to improve school enrolment and attendance and to prevent school abandonment for Roma children, but the number of qualified school mediators is still very low. By the government's own admission, educational segregation is a systemic problem in Romania. The Ministry of Education has adopted a notification that mandates desegregation in the Romanian school system, and, through the ministry, EU PHARE funding was dedicated to desegregation projects.

The advanced policy mix in Roma education in Romania is not mirrored by similar achievements in the area of employment. The Ministry of Labor, which not only coordinates employment policy, but also often serves as a conduit for outside funding, has yet to develop consistent policies for Roma. Job fairs for Roma are not only the sole source of limited information on the employment of Roma—they appear to be the only functioning active employment measures specifically targeting Roma in Romania to date. The success of these fairs is felt on a very small scale, as they are not properly publicized and are therefore attended by only small samples of both potential employers and actual job-seekers. NGOs have additionally pointed out that the program is not adequately tailored to the needs of Roma as beneficiaries, because the majority of jobs on offer at the fairs require qualifications higher than those usually attained by Roma. There are no self-employment programs targeted at Roma, and mainstream programs in effect maintain implicit barriers for Roma.

Employment

Romania has made substantial progress in the area of Roma health in recent years. For example, the Ministry of Health has a functioning Ministerial Commission for Roma. The commission is chaired by a state secretary who is charged specifically with oversight of Roma policies. The Ministry of Health is also the only ministry to have a specific budget line for Roma allocated in the annual state budget. Romania is also the leading country in the area of health mediators. The institution of the health mediators in Romania was initiated by the NGO Romani CRISS in a pilot project, and was then officially recognized and taken over by the Ministry of Health in 2003. Health mediators have gradually been accepted as a necessary part of the healthcare system, and their numbers are set to increase over the coming years. National campaigns against tuberculosis, including funded by the Global Fund to Fight AIDS, Tuberculosis and Malaria, have reached some Roma communities. In recent years, the Ministry of Health's vaccination drives that have included Roma communities have usually been organized in cooperation with the National Agency for Roma.

Health

As part of the National Strategy on Roma, a number of measures to directly improve the living conditions of Roma have been developed at the central government level. The Ministry of Transportation, Constructions, and Tourism created a four-year emergency-measures plan to rehabilitate houses and areas inhabited by a significant number of Roma. The ministry also developed a program for building social housing and a funding system for partnership between private or public companies and NGOs that intend to improve access to public utilities in locations with large numbers of Roma.

Housing

Romania has had an anti-discrimination law in place since 2000, and successive packages of amendments have brought the law closer to alignment with EU legislation.

Anti-discrimination legislation

The systematic scaling-up of health mediators as well as health awareness and outreach programs. The development of desegregation and affirmative action mechanisms in education.

Key achievement

SERBIA

Serbia's challenge:
Show central government
ownership of the Decade
and develop systemic and
government-financed policies

The extent of central government commitment to the Decade in Serbia remains unclear. There are a number of activities reflecting the Decade agenda, but, as pilot measures, they are often instigated and financed by external sources. There have been some disruptions in Decade coordination after the previous coordinator, a deputy minister at the Serbia and Montenegro Union level, resigned in the wake of the disintegration of the union. Recently a Secretariat for the Decade was put in place in the Agency for Human and Minority Rights, but its staff remains externally financed, such as by the European Agency for Reconstruction (EAR) and through the OSCE Mission. Serbia, like Montenegro, faces a substantial challenge in ensuring access to services for its many Roma without residential or citizenship registration—and has not yet found a solution. In order to make progress on the implementation of the Decade goals, **Serbia needs to show greater central government involvement evident in the development of systemic policies and financed by budgetary resources.**

Action Plans

So far, there appears to have been little coordination on Decade implementation between the various responsible line ministries. However, the Ministry of Labor, Employment and Social Policy, the Ministry of Health, and the Ministry for Capital Investment recently took independent decisions to set up working groups on the implementation of the Decade Action Plan. **While action plans on education, employment, housing and healthcare were adopted by the government in January 2005, they do not appear to have served as reference documents for government action.** To this date, the government did not adopt any priority action plans based on the Decade Action Plan, although in the summer of 2005 the OSCE financed an effort under the auspices of the then-Decade coordinator to develop such plans, including costings of proposed measures.

Education

The government has not engaged in the development of a longer-term policy on Roma education, but, with few exceptions, **continues to rely on individual, sometimes donor (co-)financed measures** such as through the Roma Education Fund or the EAR. The Ministry of Education and the National Roma Council have been using affirmative action to support enrolment of Roma in secondary and tertiary education and are providing textbooks for Roma children in primary education. A compulsory year of preschool has been introduced, and the Ministry of Education has received funding from the Roma Education Fund for piloting measures to promote access of Roma to preschool. Likewise, a pilot project to train and place 20 Roma teaching assistants has been funded by the EAR and is implemented in cooperation with the OSCE in 2006-2007.

Employment

Serbia has a **well-established network of public employment services that offer a host of employment and training programs. Unlike other countries, there is recognition that such mainstream programs may require additional supportive measures to promote Roma access.** Reflecting this, Serbia is organizing access of Roma to training and retraining programs as well as programs to promote self-employment

by using affirmative action. However, participation in such programs remains low. There remain serious access barriers for those Roma residing in informal settlements and without residential and citizenship registration.

The Serbian authorities have taken a **proactive role in implementing some of the health goals of the Decade Action Plan**, openly cooperating with civil society and local authorities in order to facilitate proper implementation. The Ministry of Health is financing special Roma health programs focusing on health education, reproductive health and women's health activities, which are to be implemented in cooperation with NGOs in about 45 municipalities in Serbia. However, information on health status of the Roma remains thin, and the government has not yet moved towards introducing a system of Roma health mediators.

Roma housing policy is problematic in Serbia, with most action initiated locally by a number of willing municipalities in the absence of an overall national policy. The government has allocated some funds for public works in Roma settlements, but no progress has been achieved in resolving the challenge of exclusion from public services of those without residential or citizenship registration. The government has merely approved operational guidelines for local self-government for the legalization of Roma settlements.

Serbia has not yet developed EU-compatible anti-discrimination legislation.

Development of local action plans by municipalities and Ministry of Health-financed Roma health programs focusing on health education, reproductive health and women's health activities, to be implemented in cooperation with NGOs in about 45 municipalities.

Health

Housing

Anti-discrimination legislation

Key achievement

SLOVAKIA

Slovakia's challenge:
Elaborate on policy initiatives
and make them work for
integration

Slovakia has advanced institutional capacities that should enable it to deliver on its Decade pledge, and it has put a range of programs and policies in place to improve the welfare of Roma. However, these activities appear often not driven by an integration policy, but appear to tolerate, if not deepen, segregation of Roma. Slovakia is also more advanced in its education and employment measures than in the areas of health and housing.

Action Plans

Slovakia has action plans for all the Decade priority areas, but with weaknesses in terms of content and targets and monitoring indicators. The Decade Action Plan lists state institutions which are responsible to monitor progress on particular measures, but it does not clarify whether it is these same institutions or other institutions that are directly responsible for implementing the measures. The text of the Slovak Decade Action Plan also exhibits many of the reflexes of recent Slovak policies for Roma: It includes problematic formulations such as “native predispositions” in relation to the health situation of Roma. Slovakia has not adopted priority action plans, but there are internal short-term strategies which guide the work of individual line ministries in the four focus areas of the Decade, and ministries write annual reports on progress under the Decade.

Education

The Slovak government has a **number of programs in place at all levels of the education system.** The authorities developed so-called “zero classes,” which typically consist of a preparatory preschool program affiliated with an elementary school. However, there are also preschool programs in segregated Roma communities that face typical deficiencies associated with segregation. The authorities have also developed some programs aimed at increasing school attendance for Roma. For instance, social assistance for families with children is tied to attendance of compulsory primary education institutions; subsidies for school supplies and school lunches are offered; and a one-year drop-out reduction pilot program was implemented until May 2006. Slovakia also adopted the “Roma teaching assistants” model, which was implemented in some preschools, primary schools and special schools, although teaching assistants are typically hired on short-term, one-year contracts which may or many not be renewed depending on the availability of funding. Other measures include the development of vocational education and second chance programs for students who did not complete primary education, and the provision of higher education scholarships through the office of the Plenipotentiary for Roma Communities. The major challenge in Slovakia remains school segregation, although the Slovak government has shown itself more willing to deal with segregation in recent years and has initiated the implementation of a series of measures aimed at promoting integration.

Employment

Recent Slovak governmental policies in employment have not, for the most part, addressed the situation of Roma directly. Instead, they have focused on the broader category of vulnerable groups, which includes people with disabilities, the elderly and recent university graduates, and their effect on Roma has not been tracked. The Social Development Fund, a state-funded grant-making agency, estimates that about one-third of its funding has gone to programs targeting Roma, but it is not clear whether this estimate measures funding directly reaching Roma or funding

reaching broader categories which also include Roma. National employment programs have been developed by the Ministry of Labor and have included vocational training, subsidized employment, and public works projects, funded both from the state budget and from the European Social Fund. However, vocational training, re-training and qualification courses are often not tailored to the specific needs of Roma. Smaller NGO-run projects have explicitly targeted Roma, but they remain limited in scope. The same holds for self-employment measures targeted to Roma, which are regularly provided by the government.

The Slovak government has initiated a range of programs and measures aimed at improving the health status among the Roma population. The office of the Plenipotentiary for Roma Communities adopted a project aimed at dealing with illegal waste dumps in 50 settlements, and the Ministry of Labor is funding the building of personal hygiene and laundry facilities in some Roma communities. Some progress has also been registered in the area of health insurance. Until September 2006, most Roma, as well as other disadvantaged people, were indirectly excluded from accessing the Slovak system of universal healthcare because of relatively high minimal fees perceived for medical services and medicine and because a permanent living address was required for registration. Many of these obstacles have now been removed through a series of legislative amendments which left in place only a small fee for emergency care. Health mediators and mobile health units, as well as eight small health centers in areas with limited access to healthcare facilities, were established as part of an EU PHARE-funded pilot project which is now slated to continue and expand, with health mediators working under the regional offices for public health.

Housing policy is an issue of concern in Slovakia, given the extent of segregation of Roma communities. Slovakia has adopted a number of programs aiming to improve housing conditions for Roma, but their implementation, in particular by local authorities, has been at best limited and problematic. The Office of the Plenipotentiary of the Slovak Government for Roma Communities designed and financed a sociographic mapping of Roma communities that is being used by the relevant ministries in designing policies for Roma communities. Some new housing for Roma was built in recent years, but there are concerns as to the quality of such buildings, also indicated by the name of the government program “Housing to a Lower Standard”. This program also has been criticized for increasing segregation by creating new Roma ghettos far away from the majority population. The Decade Action Plan mentions the legalization of settlements and the clarification of property issues, but it fails to provide any funding for these. However, some movement in this area has been registered—a few settlements have been legalized, mostly at the initiative of the Office of the Plenipotentiary.

In 2004, Slovakia passed anti-discrimination legislation that was intended to harmonize domestic regulations with European Union directives in the field. The adopted legislation largely follows the requirements of the European directives, but it is still largely unknown and has yet to be tested.

Health

Housing

Anti-discrimination legislation

Key achievement

Measures to promote access of Roma to preschool and general primary and secondary education.

Decade of Roma Inclusion 2005–2015 DecadeWatch Monitoring Framework

	Category	Scores				
		0	1	2	3	4
I.	Cross-cutting/ institutional					
1.	Action Plans					
1.1	Is there an approved detailed Decade Action Plan with clear targets, deadlines and measurable indicators?	Plans do not cover all focus areas and have no targets and/or deadlines	Plans cover all focus areas but without targets and/or deadlines	Plans cover all focus areas but have targets and/or deadlines only for some measures	Plans cover all focus areas and have targets and/or deadlines for most measures	Plans cover all four focus areas and have a complete list of targets and/or deadlines
1.2	Has the government approved any annual or biannual priority action plan with cost estimates and a financing plan?	Government has not approved any priority operational plan	Government has approved at least one priority operational plan but not in all Decade focus areas and without cost estimates or a financing plan	Government has approved at least one priority operational plan in all Decade focus areas but without cost estimates or a financing plan	Government has approved at least one priority operational plan in all Decade focus areas with cost estimates and a financing plan	Government has approved more than one detailed annual priority operational plan in all Decade priority areas with full cost estimates or a financing plan for their implementation
1.3	Is there a formal government progress reporting mechanism with public progress reports?	Government has not reported publicly on progress under the Decade since its launch	Government has reported only once publicly on progress under the Decade since its launch	Government has reported once a year on progress under the Decade since its launch	Government has been reporting regularly and publicly, but not linked to actual action plan targets	Government has been reporting regularly, publicly and comprehensively, with clear link to action plan targets
1.4	Does the Action Plan include baseline data to measure implementation progress?	There is no baseline data	There is baseline and follow-up data for less than 10 percent of identified outcomes	There is baseline and follow-up data for up to 50 percent of identified outcomes	There is baseline and follow-up data for up to 75 percent of identified outcomes	There is baseline and follow-up data for all key identified outcomes
1.5	Are there efforts to develop regional or municipal action plans and/or engage municipalities in the Decade (e.g., to develop local level action plans)?	There has been no outreach and involvement of municipalities	There are donor-financed pilot activities to engage municipalities	Central government has selectively involved municipalities and/or conducted outreach activities	Municipalities have been engaged formally at least once by central government since the launch of the Decade	There is proactive and country-wide government strategy of involving municipalities in partnership with association of municipalities; availability of municipal or regional Decade action plans

	Category	Scores				
		0	1	2	3	4
2.	<i>Institutional</i>					
2.1	Is there a government Decade Coordinator?	No national coordinator has been appointed or the position is vacant	There has been a national coordinator for most of the time, but there have been disruptions and/or the coordinator was not officially appointed	A national coordinator has been appointed but has appeared publicly in this capacity only once since the Decade launch.	A national coordinator has been appointed and has made a number of public appearances in this capacity since the Decade launch.	A national coordinator has been appointed and has made frequent public appearances in this capacity to give the Decade visibility.
2.2	What is the level of seniority of the current Decade Coordinator?	No national coordinator	Civil Servant	Deputy or Assistant Minister	Minister	Deputy Prime Minister or above
2.3	Is there a Decade coordination office or support office for the national coordinator?	There is no Decade coordination/support office for the national coordinator	There is a Decade coordination office/support office for the national coordinator with 1 staff actually working on Decade issues	There is a Decade coordination office/support office for the national coordinator with 2–5 staff actually working on Decade issues	There is a Decade coordination office/support office for the national coordinator with 6-10 staff actually working on Decade issues	There is a Decade coordination office/support office for the national coordinator with more than 10 staff actually working on Decade issues
2.4	Is there Roma representation at senior level within government (permanently employed civil servants or with a political mandate)?	There is no Roma in central government or civil service	There are Roma in junior civil service or appointed positions in central government (below Head of Directorate)	There are Roma in senior civil service or appointed positions in central government (Head of Directorate and above)	There is at least one Roma in an assistant/deputy minister position in the central government	There is at least one Roma Minister in the central government
2.5	Is there a standing formal consultation body to involve Roma civil society in national Decade implementation and monitoring?	There have been no formal Decade-related consultations between government and Roma civil society since the Decade launch	There has been one consultation meeting with Roma civil society since the Decade launch	There have been irregular consultations with Roma civil society	There is a formal standing consultation body which has met less than once a year since the Decade launch	There is a formal standing consultation body which has convened at least twice per year since the Decade launch
2.6	Do line ministries have special inclusion and access units also in charge of Roma inclusion?	No line ministry has designated staff or units on access and integration of national minorities	Some ministries have designated individual staff working on access and integration issues, but no designated units	One line ministry has designated units on access and integration	More than one line ministry has designated units on access and integration	All line ministries have designated units on access and integration

	Category	Scores				
		0	1	2	3	4
2.7	Has the government been represented at the International Steering Committee meetings since the launch?	Government has not been represented at any meeting since the launch	Government has been represented at 1 of the last 3 meetings since the launch	Government has been represented at 2 of the last 3 meetings since the launch	Government has been represented at all the meetings held since the launch	Government has been represented at all the meetings held since the launch as well as thematic workshops
2.8	Has the government contributed to the Decade Trust Fund?	Government has not agreed to contribute to the Decade Trust Fund		Government has agreed, but not yet contributed to the Decade Trust Fund		Government has contributed to the Decade Trust Fund
II.	Decade Priority Areas					
3.	Education					
3.1	Monitoring and evaluation (availability of regularly collected, nationally representative data on outcomes, collected within the last five years)	There is no enrolment and attainment data for Roma	There is some enrolment data for Roma for some years, but there is no regular updating process and the data is not nationally representative	There is nationally representative enrolment and attainment data for Roma for some years, but there is no regular updating process	There is nationally representative enrolment and attainment data for Roma for some years which is regularly updated	There is annual nationally representative enrolment and attainment data for Roma
	Programs					
3.2	Promotion of access of Roma children to pre-schooling and early child care services (e.g., access to daycare programs and kindergartens, parent support work, out of school activities, etc)	There are no government-supported activities	There are sporadic government-financed and/or externally financed measures endorsed by the government	There is a free preparatory year	There is a free preparatory year and sporadic government-financed measures to promote access to such programs and other early childhood education activities	There is an integrated government policy on early childhood education for Roma with substantial financial backing
3.3	Promotion of access of Roma children to primary and secondary education (e.g., teacher assistant/mediators, special after class tutorials for Roma children, support during exams and material incentives such as free textbooks, support for transportation costs, meals in school, scholarship programs, etc)	There are no government-supported activities	There are sporadic government-financed and/or externally financed measures endorsed by the government	There are regular government-financed measures in place but not a program	There is an official government program in place with some financing	There is an integrated government policy with substantial financial backing

	Category	Scores				
		0	1	2	3	4
3.4	Promotion of access of Roma to higher education (e.g., scholarships programs, etc)	There are no government-supported activities	There are sporadic government-financed and/or externally financed measures endorsed by the government	There are regular government-financed measures in place but not a program	There is an official government program in place with some financing	There is an integrated government policy with substantial financial backing
3.5	Desegregation policy	There are no government-supported school desegregation activities	There are sporadic government-financed and/or externally financed school desegregation measures endorsed by the government	There are regular government-financed school desegregation measures in place but not a program	There is an official government school desegregation program in place with some financing	There is an integrated government school desegregation policy with substantial financial backing
4.	Employment					
4.1	Monitoring and evaluation (availability of regularly collected, nationally representative data on outcomes, collected within the last five years)	There is no data on employment outcomes for Roma	There is some employment data for Roma for some years, but there is no regular updating process and the data is not nationally representative	There is nationally representative data on Roma employment outcomes for some years but it is not regularly updated	There is nationally representative data on Roma employment outcomes for some years which is regularly updated	There is annual nationally representative data on Roma employment outcomes
	Programs					
4.2	Promotion of access of Roma to training and retraining programs	There are no government-supported activities	There are sporadic government-financed and/or externally co-financed measures	There are regular government-financed measures in place but not a program	There is an official government program in place with some financing	There is an integrated government policy with substantial financial backing
4.3	Promotion of access of Roma active employment promotion programs	There are no government-supported activities	There are sporadic government-financed and/or externally co-financed measures	There are regular government-financed measures in place but not a program	There is an official government program in place with some financing	There is an integrated government policy with substantial financial backing
4.4	Promotion of access of Roma to self-employment or microfinance programs	There are no government-supported activities	There are sporadic government-financed and/or externally co-financed measures	There are regular government-financed measures in place but not a program	There is an official government program in place with some financing	There is an integrated government policy with substantial financial backing

	Category	Scores				
		0	1	2	3	4
5.	Health					
5.1	Monitoring and evaluation (availability of regularly collected, nationally representative data on outcomes, collected within the last five years)	There are currently no surveys or other activities aimed at improving information base on Roma health	There is some health status data for Roma for some years, but there is no regular updating process and the data is not nationally representative	There is nationally representative health status data for Roma for some years but it is not regularly updated	There is nationally representative health status data for Roma for some years which is regularly updated	There are annual nationally representative health status data for Roma
	Programs					
5.2	Promotion of access to healthcare for excluded groups, including Roma (e.g., mechanism of health protection for the uninsured)	There are no government-supported activities to promote access to healthcare	There are sporadic government-financed and/or externally co-financed measures	There are regular government-financed measures in place but not a program	There is an official government program in place with some financing	There is an integrated government policy promote access to healthcare with substantial financial backing
5.3	Special health programs for vulnerable groups that can benefit Roma (e.g., information outreach and health awareness activities, vaccination activities, etc)	There are no government-supported activities	There are sporadic government-financed and/or externally co-financed measures	There are regular government-financed measures in place but not a program	There is an official government program in place with some financing	There is an integrated government policy with substantial financial backing
5.4	Employment of Roma healthcare providers (e.g., Roma health mediators)	There are no government-supported activities	There are sporadic government-financed and/or externally co-financed measures	There are regular government-financed measures in place but not a program	There is an official government program in place with some financing	There is an integrated government policy with substantial financial backing
6.	Housing					
6.1	Monitoring and evaluation (availability of regularly collected, nationally representative data on outcomes, collected within the last five years)	There is no data on housing conditions for Roma	There is data on Roma housing conditions for some years, but there is no regular updating process and the data is not nationally representative	There is nationally representative data on Roma housing conditions for some years, but not regularly updated	There is nationally representative data on Roma housing conditions for some years which is regularly updated	There is annual nationally representative data on Roma housing conditions

	Category	Scores				
		0	1	2	3	4
	Programs					
6.2	Overcoming non-registration and illegal settlements (e.g., provision of tenancy or rental contracts, measures to prevent evictions, development of physical mappings/plans)	There are no government-supported activities	There are sporadic government-financed and/or externally co-financed measures	There are regular government-financed measures in place but not a program	There is an official government program in place with some financing	There is an integrated government policy with substantial financial backing
6.3	Access to communal services	There are no government-supported activities	There are sporadic government-financed and/or externally co-financed measures	There are regular government-financed measures in place but not a program	There is an official government program in place with some financing	There is an integrated government policy with substantial financial backing
6.4	Access to quality social housing	There are no government-supported activities	There are sporadic government-financed and/or externally co-financed measures	There are regular government-financed measures in place but not a program	There is an official government program in place with some financing	There is an integrated government policy with substantial financial backing
7.	<i>Anti-discrimination</i>					
7.1	Is EU compatible anti-discrimination legislation in place and adequately enforced?	There is no EU compatible anti-discrimination legislation	The government is developing EU-compatible anti-discrimination legislation	There is EU-compatible anti-discrimination legislation in place but there are no cases of application for Roma	There is EU-compatible anti-discrimination legislation in place and there are some cases of application for Roma	There is EU-compatible anti-discrimination legislation in place and it is systematically applied for Roma